

# FOOD WORLD

April 1978

GUAM

# FAA WORLD

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Secretary of Transportation, Brock Adams  
Administrator, FAA

Langhorne M. Bond

Assistant Administrator—Public Affairs,  
Peter Clapper

Chief—Public & Employee Communications Div.,  
John G. Leyden

Editor, Leonard Samuels

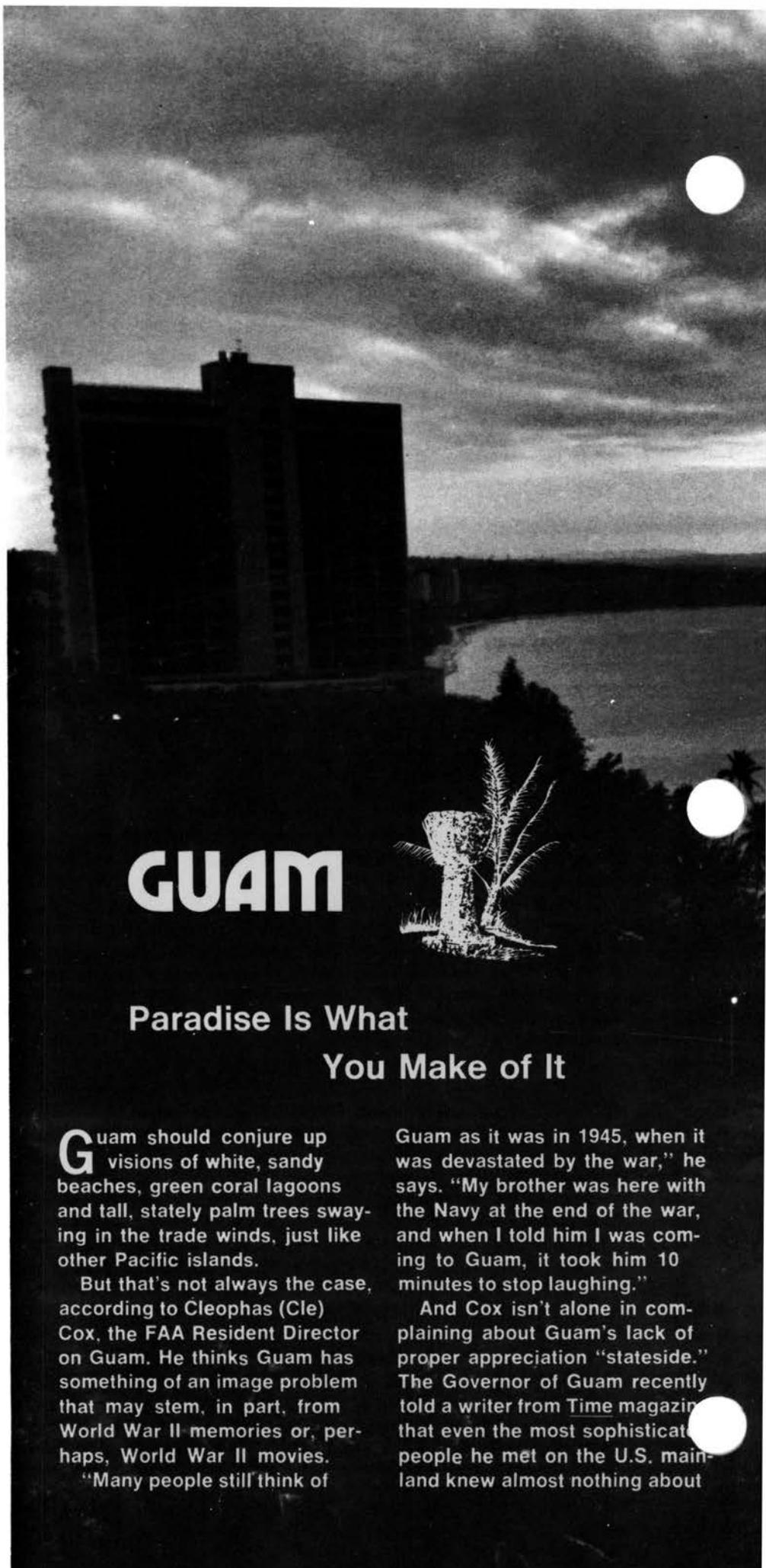
Art Director, Eleanor M. Maginnis

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## ERRATA

In the March 1978 issue of FAA WORLD, a pair of captions in the story about NAFEC's aircraft, "A Fleet of Labs," were transposed. The four-engine jet at the bottom of page 19 is the Convair 880, and in the photo above it is that of the new Boeing 727. The last eight lines of answer at the end of the "Direct Lines" on page 17 belong to the preceding query on age discrimination.

**Front cover:** Guam—"Where America's Day Begins"—is a combination of American modernity and tropic splendor, from its beaches to the top of Mt. Santa Rosa, the site of FAA's long-range radar antenna and that of the last Guamanian battle of World War II.



# GUAM

Paradise Is What  
You Make of It

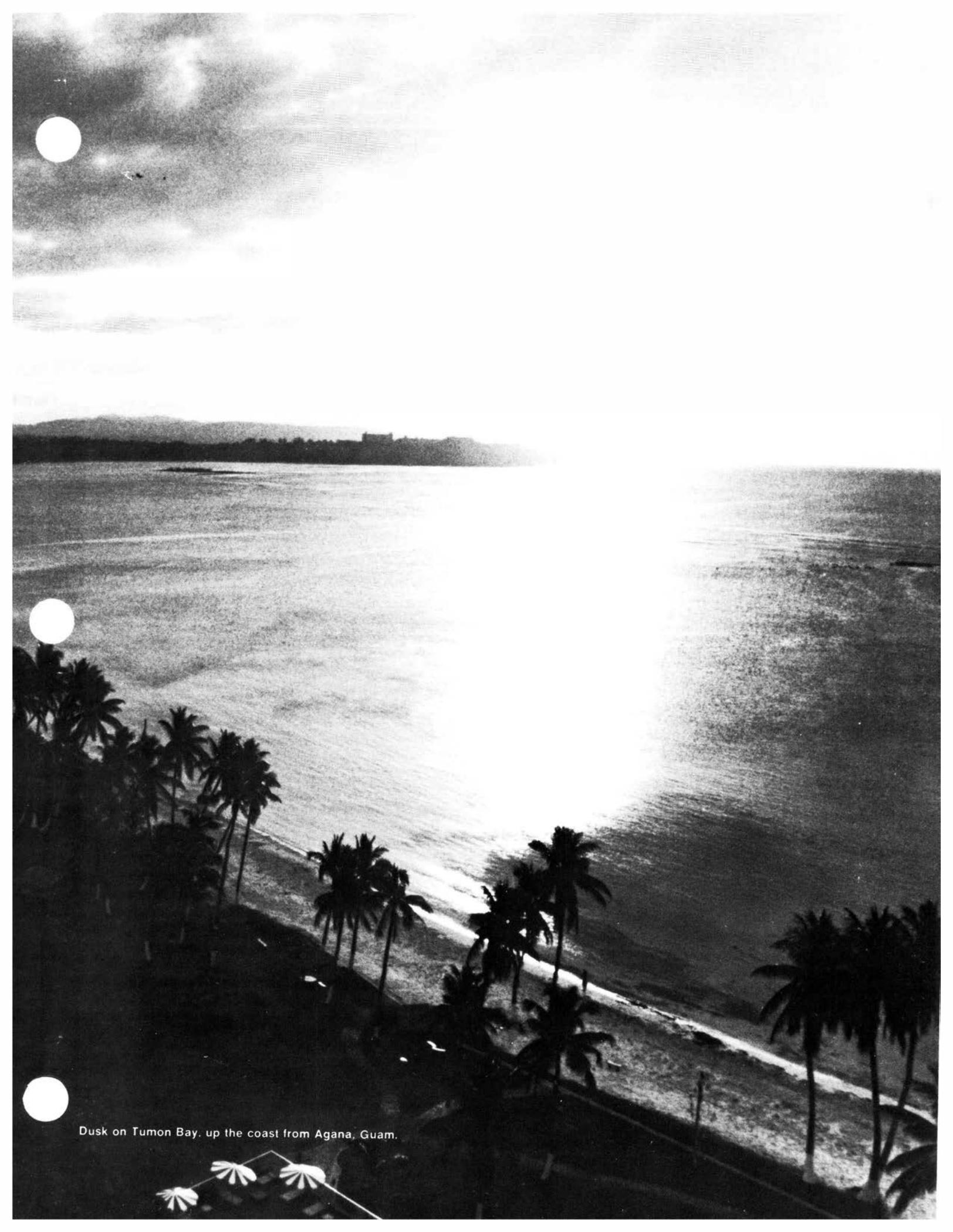
**G**uam should conjure up visions of white, sandy beaches, green coral lagoons and tall, stately palm trees swaying in the trade winds, just like other Pacific islands.

But that's not always the case, according to Cleophas (Cle) Cox, the FAA Resident Director on Guam. He thinks Guam has something of an image problem that may stem, in part, from World War II memories or, perhaps, World War II movies.

"Many people still think of

Guam as it was in 1945, when it was devastated by the war," he says. "My brother was here with the Navy at the end of the war, and when I told him I was coming to Guam, it took him 10 minutes to stop laughing."

And Cox isn't alone in complaining about Guam's lack of proper appreciation "stateside." The Governor of Guam recently told a writer from *Time* magazine that even the most sophisticated people he met on the U.S. mainland knew almost nothing about



Dusk on Tumon Bay, up the coast from Agana, Guam.



*The mysterious Latte Stones—their purpose lost in the Chamorro people's past—are found all over Guam and the northern Mariana Islands. The 12- to 18-foot stone assemblies are considered emblems of Guam.*

his island or the Pacific in general.

"On my first trip to Washington, one Congressman asked me what was the citizenship of the Guamanian people," he noted. "When I tried to cash a Government of Guam check, one bank manager demanded the address of my embassy."

Part of the problem, perhaps, is the great distance between the United States and its Territory of Guam, which lies west of the International Date Line and boasts that this is "Where America's Day Begins." Honolulu is 3,684 airline miles away—even farther if you take Air Micronesia which stops at Truk, Ponape, Kwajalein, Majuro and Johnston Island en route, and Los Angeles is another 2,636 miles beyond Honolulu. Images tend to blur when separated by that much blue water.

And, since the end of the Vietnam War, Guam has received scant notice in the stateside press. Even the Japanese Army stragglers from World War II—always a sure-fire front-page story when they stumbled from the dark jungle into the bright glare of photographers flash bulbs—have been silent since 1973, and speculation is rife that the supply finally may have been exhausted.

About the only Japanese one sees on Guam these days are hand-holding newlywed couples who have found the island a perfect place to spend a honeymoon. In 1977 alone, nearly 150,000 Japanese came to Guam, pushing the total number of island visitors that year to almost a quarter of a million.

Indeed, Guam has much to offer the tourist, with long stretches of white sandy beaches and a wide variety of sports, ranging from outstanding scuba diving, boating and fishing to so-so swimming and catch-as-catch-can surfing. Golfing also is popular, and tennis courts dot the island like prairie dog holes in the Texas flatlands. Moreover, these outdoor activities can be enjoyed on a year-round basis, since the mean annual temperature on the island is 81 degrees.

A row of new, luxury resort hotels also has sprung up on Tumon Bay just north of the capital city of Agana. They offer not only outstanding accommodations for guests but also a number of fine restaurants and lively night sports.

Despite the recent growth of tourism, which pumped \$110 million into the island last year, the economy of Guam remains largely dependent on the military establishment. The island has few natural resources, virtually no industry and little land available for agricultural use.

But Guam does have the advantage of being in the right place at the right time. It is the largest chunk of real estate (225 square miles) between Hawaii and the Philippines, and its central location—approximately equidistant (about 1,500 miles) from Tokyo, Manila and Indonesia—gives substance

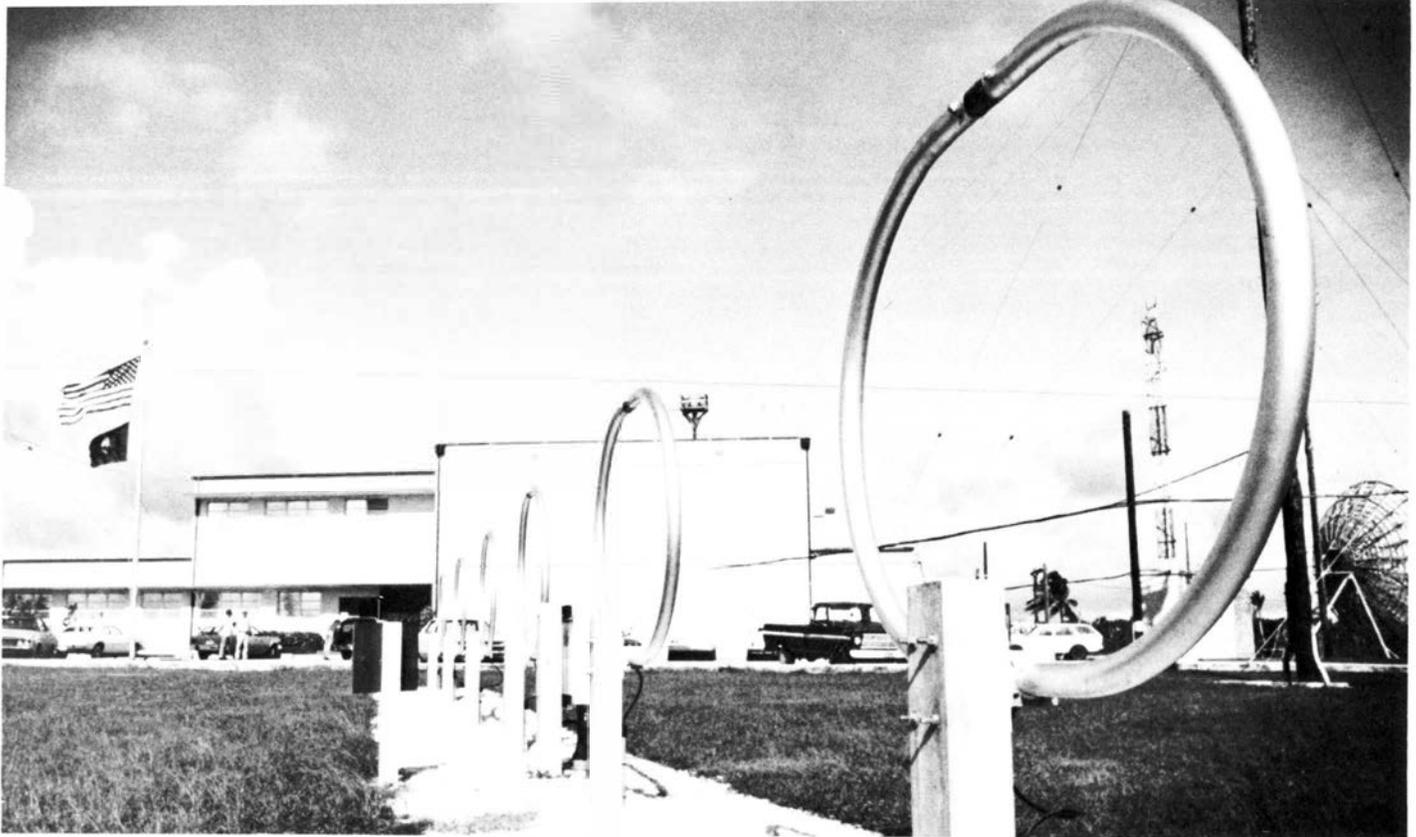
*FAA Resident Director Cle Cox discusses some correspondence with his administrative aide, Bee Needham.*



*Peripatetic Mary Adams, with a capiz light fixture, is more often outside her home doing volunteer work all over the island.*

*An FAAer's windswept home overlooks the sea on the northwest coast of Guam.*





*At the end of the HF communications antenna array is the office of Guam's Resident Director. On the second floor is the International Flight Service Station.*

## LEARNING TO BELONG

Mary Adams has logged some 40,000 miles in her 1965 Ford Mustang in four years on Guam. It's quite an achievement when you consider that Guam is only 32 miles long and 4-12 miles wide. But Mary Adams is constantly on the go, and anyone who has ever seen her at the wheel of her maroon Mustang knows she doesn't spare the horses.

And yet, she admits that she had to acquire a taste for Guam. When she and her husband, Bob, arrived from Denver on the last day of 1973, she took one look at the island and said, "No way!" "I didn't know anybody; I didn't know what I would do with myself; I was ready to take off."

Fortunately for Mary, she's not the kind of person who sits around and feels sorry for herself. She got "involved with the community" and says that's the secret of happiness on Guam. "It's a bad thing to stay in the house and just associate with your neighbors," she adds, "In fact, it's depressing."

So, Mary got involved in volunteer activities, especially with the Navy Red Cross, and made a host of new friends. More importantly, she gained the experience necessary to become

a valued member of an interagency team that handled the flood of Vietnamese refugees that funneled through Guam after the fall of Saigon in the spring of 1975.

For the next eight or nine months, Mary went to work "every single day," serving in a variety of positions, including that of make-shift translator. "I would talk to the refugees, using a little French and a little English and a lot of arm waving, and we communicated pretty good."

Mary is proud of the "Certificate of Appreciation" she received from the Secretary of Defense and notes that she just missed acquiring a bigger honor. One Vietnamese woman was so taken with Mary that she wanted to give her one of her six children. She persisted every day for a week, until Mary finally convinced her that "you just can't give away babies."

So, Mary has found a home on Guam and says she and her husband, who is the A.F. sector manager, plan to stay as long as they can. "It's a good feeling here," she notes. "I can go any place on the island, and everybody knows me. They call me by my first name. Maybe I don't know them. But they know me."

to the island's claim that it is the "Crossroads of the Pacific."

As a result, the military is heavily committed to Guam, and approximately 35 percent of the island's 110,000 people are military personnel or their dependents. Moreover, Guam's strategic importance can be expected to increase in the years ahead because of rising uncertainty concerning the status of other U.S. bases in the Far East. As one knowledgeable observer noted, sweeping his hand across a map of the western Pacific: "This is U.S. territory and nobody can throw us out of here."

Cle Cox has found Guam both an interesting and challenging place to work. A former air traffic controller with 17 years service, he took over as the agency's Resident Director in January 1976 after serving as a program manager at the Lawton Management Training School.

"I don't want to make Guam out to be paradise," he says. "We have problems here: the phone service is not



Bob Adams, manager of the Airway Facilities Sector walks his dog near the neatly landscaped FAA housing complex of 85 units at Finegayan.



the best in the world—I can call Honolulu on Autovon faster than I can call across the island; there are power failures; the roads and streets are poorly marked or not marked at all; traffic control (automobile) is backward, although it's getting better. But you learn to adjust to these and other inconveniences."

Cox has adjusted so well that he recently signed up for a second two-year tour. And the only reservation he had about putting his name on the dotted line concerned the physical distance between Guam and his home in Kansas.

"You think of your family and your wife's family and worry about how long it would take to get home in an emergency," he says.

But he notes that the military now

makes space available on flights to the West Coast for FAA employees who have to get back to the states fast in an emergency.

"We didn't have that when I first came out here," he adds. "It's a very nice benefit."

FAAers who complete their two-year service obligation under an employment agreement and sign up for a second tour also are entitled to home leave, he notes. That's 20 days over and above annual leave. In addition, transportation costs to and from the states for the employee and his family are paid by the government.

Still, Guam is officially classified by the agency as a "hardship post," and that's worth money to FAAers who take an assignment there. They receive a post differential "to compensate them for environmental conditions that are substantially different from those on the mainland." This post differential is adjusted periodically but currently is pegged at 20 percent of the employee's base pay. Unfortunately, it's all taxable.

Bob Adams, who manages the Airway Facilities Sector, is as happy as anyone to get the extra pay, but he doesn't agree that Guam is really a hardship post in the strict sense of the word. He and his wife (see "Learning to Belong," page 5) have found a



Chuck Kekoolani, an ATCS in the IFSS, is a family man and thinks Guam is a great place to raise kids. He farms a three-acre patch "to keep the children occupied and give them a sense of values." Down on the farm with him are four of his five children. His daughter Patricia (right) was chosen Miss Teen Age Guam last year.

home on Guam and plan to stay as long as they can.

But Adams is quick to concede that not everyone shares his favorable view of Guam. In fact, his 60-man sector is continually short-handed because of recruitment and retention problems. Most of the other operating elements are faced with a similar situation.

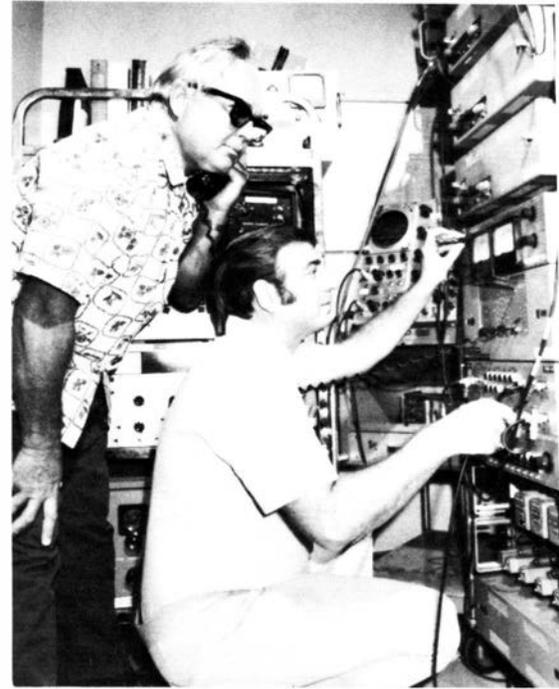
Adams thinks that part of the recruitment problem—"We only had a handful of bids last year on GS-11 journeyman positions"—may be due to Guam's fuzzy stateside image. He's afraid some people might even regard it as a "penal colony."

*Shrimp boats are still in use by EPDS Frank DeLeon and controller Roger Snowburger at the Guam Center/Radar Approach Control.*



*Ken Goodsell, who heads the International Field Office, holds a reminder of yesteryear. He flew World War II sorties in a Corsair around Guam and other islands in the area.*

*Except for the shirt, being a technician is similar everywhere. Supervisory electronics technicians Michael A. Tougher (left) and Robert C. Ruch of the CERAP Unit work on a radar microwave link terminal.*



"That's just not so," he states emphatically from a perspective gained during 30 years with FAA. "Our technicians are all first-rate technical people and hard workers. In fact, this contributes to our journeyman staffing problems, because they are in demand in other regions, including sectors in Hawaii."

Cle Cox agrees that FAA employees on Guam are something special. "People who enjoy working in places like Guam are a very independent breed," he says. "They're not happy under close supervision, and that's one of the advantages of being out here. People are given more latitude. They're able to develop from both a personal and professional standpoint."

Realists also tend to fare better on Guam than dreamers who come to the island with romantic notions about life in the South Seas. After all, the island does have "environmental conditions that are substantially different from those on the mainland," just like it says in the justification for the post differential.

For example, Ken Goodsell, who runs the International Field Office, says he has few staffing problems. And the main reason for that, he notes, is that most of his inspectors are ex-military people who have been to the Pacific before, know what the situation is and want to be here.

Pat Brotbeck, whose husband, John, is an operations adviser in the IFO, echos these sentiments. She thinks many new arrivals on Guam really aren't prepared for what they find there.

"I've known people who go into hysterics every time they see a gecko in the house," she says, referring to the small brown lizards that are found across the Pacific and which pay their way by devouring insects. "I think people should be told before they come out here that this is the tropics, and they are going to have to deal with things like lizards, waterbugs, roaches and even termites. Sometimes a can of Raid can be your best friend."

And no one should come to Guam in an effort to escape an unsatisfactory situation stateside or resolve personal problems in a new environment. It doesn't work.

However, anyone going to a remote location like Guam has a right to be concerned about basics such as education and health care, Cle Cox notes. And he is quick to offer reassurances in both areas.

"I think the educational system here has improved considerably in the last two years," he says. "There were some serious money problems in the 1975-1976 school year, and many people pulled their children out of the public schools. However, Cox estimates that the majority of FAA dependent children now attend public schools and notes that they get a real cosmopolitan education. "This place is a real melting pot," he adds.

It should be pointed out also that Guam has the only institution of higher learning in the western Pacific. The University of Guam offers both under-



graduate and graduate degree programs and numbers many FAA employees and dependents among its alumni and students.

As for health care, Cox notes that FAA people are eligible to use military medical facilities on a paying basis. Included among these facilities is a full-fledged Navy hospital at Agana.

But Cox says public and private health care facilities have improved significantly in recent years and cites the new Medical Center of the Marianas as an example. As a result, he estimates that FAA employees have gone from a total dependence on military medical facilities to perhaps a 60-40 split.

Yet the military "connection" is very important to FAA employees on Guam. There is general agreement that life on the island would be considerably more difficult—not to mention expensive—if everyone had to "live off the economy."

Of particular value are the commissary and PX privileges, since most foodstuffs and manufactured items have to be imported. Although complaints frequently are voiced about rising prices just like in stateside supermarkets, FAAers can and do realize substantial savings by shopping there.

For a nominal fee, FAA employees also can join one of a number of military clubs and avail themselves of a wide variety of social and recreational activities. As one FAAer put it: "The military always goes first class."

Housing on Guam is no problem, assuming one doesn't mind having FAA for a landlord. The agency operates 85 housing units at Finegayan on the northwest coast of the island, just a short distance from the office and facility complex.

Some employees complain about the cost of housing—three-bedroom units average about \$350 per month for everything—but Spence Miller, a supervisory electronic technician thinks the rates "are fair for what you get." He noted that the housing is good looking and has a great setting overlooking the Pacific. In addition, he noted that security is good, recreational facilities are excellent and there is no through-traffic to worry about.

Also worth noting is the fact that the FAA housing is typhoon resistant. This is necessary because Guam lies within the typhoon belt, just as Florida is in the hurricane belt. It catches the fringes of two to four such storms a year, with a big one hitting on the average of once every nine years.

"The point that should be made about typhoons is that we're not living in 1962 when Typhoon Karen hit," Cle Cox says. "We have a whole network of sophisticated warning systems now, including satellites and Air Force reconnaissance aircraft. If you lose life now in a typhoon on Guam, it's usually through negligence."

In many ways, Spence and Tallie Miller exemplify the kind of people who find living and working on Guam a rewarding experience. Spence remembers reading an article on Guam in *FAA Horizons* (predecessor to *FAA World*) a dozen years ago and saying to himself, "that doesn't sound like such a bad place." So he did some research, talked to some people who had been to Guam and later bid on a job at the CERAP (Center/Radar Approach Control Facility). That was 11 years ago, and neither he nor his wife regret it.

Spence and Tallie have used their time on Guam to good advantage. Both have earned bachelor's degrees from the University of Guam—he in psychology and she in education—and now both are pursuing graduate studies.



ATCS Leroy Rosa works a position at the International Flight Service Station. Brightly colored shirts worn outside the trousers are almost a uniform around the Pacific.

In fact, Spence needs only three more credits for his master's degree. And typical of him, his master's project involves working with a task force that is trying to identify talented young people on Guam, acquaint them with career opportunities in government and industry and then steer them in this direction.

Tallie was a nurse before returning to school and earning her education degree ("Magna Cum Laude," her husband proudly points out). Now, she's teaching science at the junior high school level and this summer will be part of a delegation of science teachers that will tour mainland China for 17 days.

"All kinds of nice things have happened since we've been here," Spence says. "We had a child, I shot a hole-in-one, and we've had an opportunity to visit places like Hong Kong and Japan with the whole family."

Tallie adds that they've seen a lot of changes on Guam in their 11 years there. "We really would have liked to have kept the island all to ourselves," she says, "but I guess we had to let the tourists in."

One comes away from a conversation with the Millers feeling that Guam really can be a good place to live and work. The island really isn't all that different—basically, it's what people want to make of it.

By John G. Leyden

# The Safety Merchants

One of the standard formats for accident-prevention work is the seminar-clinic—Operations Raincheck or Comm Check—the lecture combined with some form of a hands-on session. Here, accident-prevention specialist Roger Mitchem of the Albuquerque, N.M., GADO explains mountain flying to pilots at Marfa, Tex., prior to flying and preflight activities and a barbecue held at the airport.



Incentives are added to exhortations. Southwest Region General Aviation Branch chief James "Pete" Campbell (left) and AP coordinator Samuel Prince applaud the presentation of a cash prize by an insurance company executive to a new private pilot who won a preflight contest at the Marfa, Tex., accident-prevention program. The aircraft for the contest were loaned by FBOs.

**A**t FAA, safety is our business, and accident-prevention specialists (APS) are specifically in the business of safety. They coordinate, organize and shape the agency's General Aviation Accident Prevention Program, which is designed to focus the attention of the flying public on safety.

One specialist is assigned to each of the FAA's 85 General Aviation District Offices (GADO). These carefully selected pilots—and every one of them is a pilot—do not deal in enforcement, but rather in education and persuasion. They realize it is impossible to monitor every flight, so they devote their energies to increasing safety awareness among pilots.

The underlying idea of the program

is that, ultimately, safety must be the concern and responsibility of the flying public. Various ways of doing this, starting with "develop a strong and active accident-prevention-counselor program," are spelled out in the General Aviation Accident Prevention Program order.

Other activities listed in the order include such fundamentals of accident prevention as meeting with aviation groups, counseling individual airmen, analyzing and acting upon accident and incident reports, investigating actual accidents to prevent recurrences, working with local officials and conducting proficiency flight tests.

Typical of an accident-prevention program in action is the one operating in the Southwest Region. From the beginning, the program there found a strong supporter in Regional Director Henry Newman, who has continuously emphasized that the program is not just to be the concern of Flight Standards but should be supported by every facet of FAA. He has especially encouraged active participation in the program by organizations and individuals outside the FAA who are active members of the aviation community.

Over the years, specialists have demonstrated their individual creativity as they adapted this broad outline of duties to the peculiar needs of their own area.

Within the guidelines, each GADO has tailored its own unique program to fulfill the needs of a particular segment of the aviation community. For example, Lubbock, Tex., accident prevention specialist Ray Raney places his greatest emphasis on agricultural flying, because he has a great deal of that activity within his district, while the specialist in the Dallas GADO, Tiner Lapsley, places em-

Another phase of the Marfa program was a density-altitude contest. Checking over a portable theodolite used to measure takeoffs are (left to right) El Paso GADO chief Charles Pomeroy, Lubbock APS Ray Raney, Lubbock GADO chief Philip Kramer (sighting through the instrument) and regional AP coordinator Samuel Prince.

phasis on corporate aviation because of the large number of corporate flights in the Dallas area.

In spite of area differences, one aspect of the program that has a high priority in all districts is the volunteer counselor programs. The El Paso, Tex., GADO specialist, as well as Houston's Carl Edmison, for instance, relies heavily on the district's accident-prevention counselors for his program. These counselors are all highly experienced pilots, often instructors, who are authorized to give flight checks and conduct safety seminars and meetings. Ultimately, they extend the specialist's influence many fold. In addition to the counselors, members of the local 99s, a woman pilot organization, help many APSs conduct safety meetings and programs.

All manner of experts are recruited by San Antonio, Tex., APS Erick Andreson for his Sunday clinics—from the counselors and 99s to Customs inspectors and doctors, among others.

Also, as suggested in the accident-prevention program order, the APS finds it essential to maintain a close rapport with controllers at the El Paso FSS and the tower, as well as with local airport operators and flight instructors.

While there is an active accident-prevention-counselor program in the Fort Worth area, the local situation makes unique demands on specialist John Jarchow. Much of his time is spent working with the large number of foreign students training in the Fort Worth area. He works closely with the flight instructors of the seven flight-training schools on Meacham Field, one of which has more than



100 foreign students enrolled. In addition to contending with the normal language barriers between the foreign students and their instructors, the students fly in the high density air traffic near Fort Worth and Dallas. Meacham Field, for example, conducts more air traffic operations each year than Heathrow Airport in London, England.

Although APSs throughout the country highlight different approaches, they all begin by keeping in touch with people and events in their districts. Cliff Sheker, Oklahoma City APS, who lectures extensively, abhors form letters and writes personal letters, even to erring pilots.

On a typical day, specialists might contact aerobatic groups at one moment and a representative of the 99s the next. They might then have a talk with a fixed-base operator, as they arrange for a meeting of neophyte instrument pilots.



Regional accident-prevention coordinators and specialists are a peripatetic lot. New England Region's coordinator Eugene Morris prepares to fly to attend an AP clinic.

In fact, specialists have become involved in such a variety of ventures that New England's regional accident prevention coordinator, Eugene Morris, has suggested they carry around saying, "We are ready to prevent accidents by doing almost ANYTHING, ANYTIME, ANYWHERE."

But there's just so much give. Morris believes that with the continuing growth of general aviation, we need to encourage industry and other aviation interests to assume greater roles of leadership in accident prevention and safety activities. Still, he says, "The desire and responsibility for improving skills rests with the individual. There's no way for professionalism to be legislated into pilots."

Some specialists have inaugurated aviation-safety-oriented TV shows, like New Orleans' Don Muzeroll,

while others, like Tommy Hancock of the Little Rock GADO, have concentrated on such basic programs as getting wire markers (international orange globes 20 inches in diameter) attached to utility lines in the vicinity of airports. Prior to this program, some of the utility lines were struck repeatedly by aircraft. Since the wire-marker installation, not one marked line has been struck.

Results are not always as apparent as this, but there are other incidents where dramatic results have been achieved.

APS Jay Nelson of the Tulsa GADO claims a landmark achievement (and the pun is intended). He developed an audio tape for the Rich Mountain VOR, warning pilots of the deceptively high terrain. Broadcast repetitively on the Omni frequency, the tape cautions, "Rich Mountain VOR. Caution. Elevation twenty-seven hundred feet."

Before the message was installed, 73 people were killed in a total of 23 crashes on the mountain. In 1971-72 alone, 26 persons were killed in nine crashes. But since Nelson arranged to have the warning broadcast in the spring of 1973, not one accident has taken place on the mountain.

Although specialists continue to

be the kingpins of the program, as their efforts become increasingly efficient, more and more of the day-to-day operation of the program is being taken over by volunteer counselors and representatives from industry.

Back in 1971, the first year the program was instituted nationwide, a total of 3,472 meetings, classes and seminars were held. Of these, fewer than half were conducted by volunteer counselors and industry. By 1976, however, when 11,802 meetings were held, approximately 8,500 were conducted by concerned and knowledgeable counselors and by industry.

Although accidents didn't cease when the accident-prevention program started, in 1976, there were 600 fewer accidents than in 1971, when the program was initiated.

This is particularly significant, since the total number of general-aviation operations and the size of the fleet is up by about one third.

It's not happening overnight, but, little by little, the efforts of these safety-oriented specialists are beginning to show. Day-by-day flying is getting safer and safer.

APS Tiner Lapsley (left) of the Dallas GADO discusses riveting techniques with aerobatic craft manufacturer Michael Swick. Lapsley maintains good rapport with all facets of the aviation industry in his area.



In addition to teaching, doing is a part of the job. APS Tommy Hancock (left) of the Little Rock, Ark., GADO discusses the need for additional orange globe markers for utility lines near airports with Arkansas State Aviation Director Eddie Holland.



Story and photos contributed by Stan McDonough, Vet Payne and Theodore Maher



Wall graphics, slides and films are among the tools of Westfield, Mass., APS John Graham in briefing a group of pilots at an aviation-safety clinic in Groton, Conn.

**A GENERATION GAP**—Millie Cress was reunited with her brother Tom Strickland after their not seeing each other for 32 years. Former FAA Depot employee Joe Long met Mrs. Cress in Washington, where she works in the AF Terminal Radar Branch and commented on a Strickland he knew at the Aeronautical Center. Mrs. Cress called the Depot and found her brother. They had been separated in childhood when their parents parted. Mrs. Cress' husband, William, is assistant chief, Environmental Systems Div.



**IDEA PAYOFF**—Kathy Winters, Western Region, and Jean Queppet (not shown), Southwest Region, personnel security specialists, were each presented with checks for \$515 for a collaborative suggestion of a procedure to reduce the number of forms and speed up employee security-clearance processing. Making the presentation to Ms. Winters is Merle McIntire, chief of Western Region's Internal Security Branch.

# FACES and PLACES

**HOW IT WORKS**—Standing beside an azimuth scanner, Dick Cleary, explains to air force officials how the expanded time-reference scanning-beam method used in February was one of eight conducted in

**SAFETY MENTOR**—Joshua S. Mann (left), chief of Physiological Operations and Training at the Civil Aeromedical Institute, was the 1977 recipient of the General Spruance Safety and Education Award, presented by W. A. Sylvester, president of the Survival and Flight Equipment Assn. Mann was cited for his presentations to pilots on accident prevention, physiological training and survival training and to flight-instructor clinics.



**O'HARE**  
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**WELL-EARNED**—Airway Facilities Service Director Warren Sharp (right) presents the National Airway Facilities Sector of the Year Award to John E. McCormack, chief of the Grand Junction, Colo., AFS, for the unit's dedication and professionalism.



**SMALL THING, BIG REWARDS**—Al McHugh, technician-in-depth in the Central Computer Complex of the Los Angeles Center, designed and tested the printed-circuit card he's holding for use in the 9020 computer as part of the Flight Data Printer Improvement Program. With the cards being made at the FAA Depot for nationwide use, McHugh's idea is expected to save the agency \$200,000 the first year.



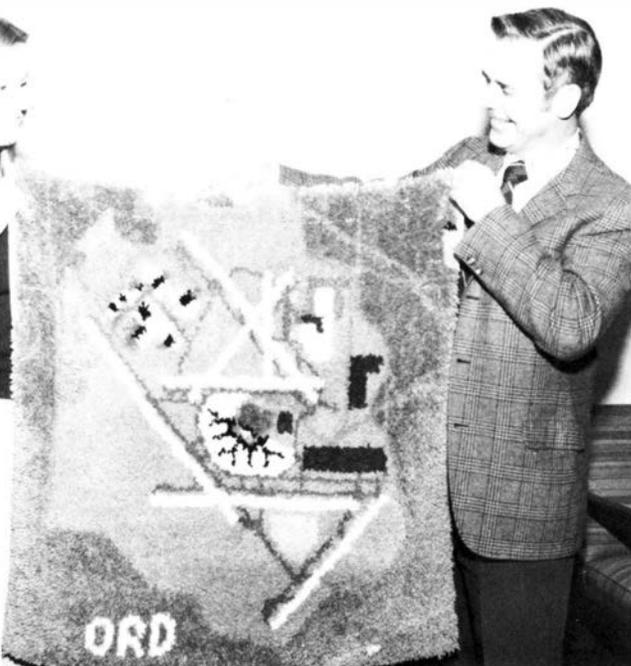
**CUM LAUDE**—On his retirement as chief of the New England Region's Management Systems Division, Thomas L. Preziosi (right) was presented with an award by then Acting Region Director William E. Crosby for his accomplishments in Federal paperwork management and with a letter from President Carter noting that he was one of 44 in the government honored for efforts in cutting down on the volume and complexity of regulations.



antenna, NAFEC's Brussels Press Director for attached to NATO how a pilot can use the ex-ve landing system. The Brussels demonstration gn nations plus four in the United States.



**INCINATION**—Following on the abstract painting of the O'Hare hown here last month, we now have a multi-colored looped by air-traffic automation specialist Dale Nestal, who shows it Lakes information specialist Ett Shalin. It took Nestal several ave the 17,500 loops.



# WORD SEARCH

By *Debbi Svec*  
*Central Region Summer Aid*

This month's puzzle is a generalized one. The words read forward, backward, up, down and diagonally, are always in a straight line and never skip letters. The words may overlap, and letters are used more than once.

Use the word list if you must, but try covering it first. All 66 words can be found. Circle those you do find and cross them off the list. The word "sector" has been circled to get you started. When you give up, the answers may be found on page 20.

OCTAPPROACHANNELIFTR  
 NORDOOEXGBLPXQRGTANA  
 OVR**SAS**SOWERCAXBRAAD  
 I G O L G E Z I R A Z A D N G M A P R A  
 T Z E Q C P L G T U D I M O T A C Z D R  
 I S A T O W P X R I O Q X C R T K A A R  
 S P O W L P I L O T O C P A O O A X U E  
 N R G B E A R Z P W D N C R P N A S Q G  
 A B N O C A E B I I A D L T E A T A Q O  
 R U N W A Y Q Z L L M S Q P R S O A P R  
 T A C A N L U P E L T Y M O C A K A C A  
 F Z B S I Q E G H W T B R U O O F O R T  
 A B G E A R S E E A H O G N M G P F U S  
 R M M P T O T B L Z R A O I P I O G I A  
 C I G Z N O I T A V E L E C A X N Z S C  
 R L O L I F I R I S S B D O S O W I E D  
 I C E O A D D O R L H D I M S G B E M A  
 A R S R M L E A M M O Z V Y F I R E V O  
 C L E A R A N C E I L I N G Z E T U O R  
 R F I N A L T I T U D E V I A T I O N B

ABEAM	DEVIATION
AIRCRAFT	ELEVATION
AIRMET	ELT
ALTITUDE	FAA
APPROACH	FINAL
ARSR	FSS
ARTCC	GEARS
BEACON	HELIPORT
BROADCAST	ICAO
CEILING	ICE
CHANNEL	IDENT
CLEARANCE	IFR
CLIMB	LIFT
COMPASS	LORAN
CONTACT	LWOP
COURSE	MAINTAIN
CREW	MAP
CRUISE	MINIMUMS

MLS	RADIO	TACAN
MSAW	REPORT	THRESHOLD
NAS	REQUEST	TRACK
NORDO	RIME	TRACON
NOTAM	ROGER	TRAFFIC
PATCO	ROUTE	TRANSITION
PILOT	RML	TWEB
POSITION	RUNWAY	UNICOM
QUADRANT	SECTOR	VERIFY
RADAR	SERVO	VIDEO

Ready for takeoff, first-class passenger Henry Hilton is belted in for his flight to Toronto, somewhat non-plused at having an airline tag slapped on his forehead.



## Coffee, Tea or Oil?

One can suppose that robots one day will be air crew personnel, as in the movie "Running Silent." In our day, they're only passengers.

Chicago O'Hare International is accustomed to all sorts of celebrities coursing through its terminal, but one first-class passenger recently caused a bit of a stir. Henry Hilton—a robot—flew United from Chicago to Toronto, and a few special arrangements were made to accommodate him. He was hired by the Hilton Hotel chain to open a new discotheque in one of their Canadian establishments.

The mechanical man chatted amiably with passengers and visitors as he made his way to the departure gate. Because of his metallic nature, Henry was hand searched by air-transportation-security people before being allowed to board. Airline ground personnel assisted him in getting aboard and helped "seat-belt" him in the first-class section.

Henry received all the attention and courtesies due a celebrity and, like any passenger, was offered a breakfast of orange juice and rolls, which he politely declined.

# FEDERAL NOTEBOOK

## CIVIL SERVICE OVERHAUL

President Carter's plan to revamp the Civil Service system presented to Congress last month portends changes that may benefit Federal employees and others that, while they may benefit the system, may work hardships on employees. The President proposes to abolish the Civil Service Commission, substituting for it a Federal Merit Protection Board under bi-partisan leadership "to stand watch against merit abuses and resolve appeals brought by employees" and an Office of Personnel Management under the White House--the government's personnel office--"to improve the productivity and performance of Federal workers." There would be an Office of Special Counsel attached to the Merit Protection Board, with subpoena powers, to investigate merit violations and protect whistleblowers who expose gross management errors and abuses. In addition, while the Merit Protection Board would still investigate EEO programs, it would call bias cases to the attention of an expanded Equal Employment Opportunity Commission for enforcement. The splitting of CSC would go into effect automatically unless either house of Congress passes a resolution rejecting it within 60 legislative days after its introduction to Congress--probably in June. The rest of the President's program will require legislation. There's also a proposal for an independent Federal Labor Relations Authority, patterned after the NLRB, to resolve labor disputes. The plan would allow each agency to do its own hiring, instead of having to go through something like CSC, speeding up the process. Also speeded up would be the firing process, with only

a single outside-the-agency appeal--to the Merit Protection Board. Annual comparability raises and step increases would continue for Federal employees below GS-13, but for GS-13 to 15 supervisors and managers, there would be only a partial comparability increase and no automatic step increases, such raises being pegged to performance. New supervisors would go on probation for a period of time and could be removed for poor performance. A Senior Executive Service would be created for voluntary transfer by GS-16 to 18 personnel. For these people, there would be a shift from the grade-in-position concept to grade-in-person; that is, the person would keep his or her rank regardless of the job assigned. They would be eligible for bonuses of up to 20 percent of their pay or for speedy dismissal for poor work. They would not be involved in pay comparability raises but would be in line for more liberal retirement benefits. The plan also proposes to limit five-point veterans' preference to 10 years for Federal hiring and to three years after initial appointment for absolute RIF protection. Beyond that, such veterans would be given five years of credit for length of service in RIF competition. Disabled veterans would retain their current protection. The CSC dismemberment plan is seen to have support in Congress, along with some other proposals, but the curtailing of veterans' preference may have trouble in this election year. There are also those who fear political patronage implications and an open door for abuses. As one result, Rep. Herbert Harris (Va) has introduced a bill that may be used to amend the proposals, prohibiting non-merit actions.



## TURNING THE CORNER AT MIA

### A GADO's Unique Job

*Above, Miami GADO chief Roger Jones gazes through the picture windows of the then unfinished new quarters for the Transport Unit, which overlook the leased-cargo operations area in the northwest corner of Miami International Airport.*

**O**ld airplanes never die, but until they fade away, Flight Standards inspectors have their hands full insuring that the ravages of time and neglect do not make for unsafe planes.

The scene is the northwest corner of Miami International Airport, which is the archetype of the problem being chipped away by FAA inspectors. It's at once a delightful and a sad scene for an aviation buff: There in operational readiness are old Lockheed Constellations, C-46s and 47s, a twin-tailed Beech 18, Martin 404s, DC-6s and the more modern airline retirees—DC-8s, Convair 880s and even Boeing 707s and 727s. But many are unwashed, oil-stained and faded, and still others alongside the ramps are broken or cannibalized hulks.

This rag-tag assortment of vintage aircraft originated with a post-World War II surplus of transport-type planes

and of pilots trained to fly them who wanted to get into the airline business (see "Boom and Buccaneers," facing page). Many of these non-scheduled operators opted not to meet the requirements for certification and went into lease operations for hauling cargo, which is now defined as private-carriage air commerce, as opposed to common-carriage air transportation. Such operations are now under the general-aviation portion of the Federal Aviation Regulations—Part 91, Subpart D.

Nowhere is the need for leased cargo services greater nor has it prospered more than in the Miami area, where perhaps 90 percent of this type of operation is based. Miami Port Authority Director Dick Judy estimates that Part 91D operators account for the movement of two million pounds of cargo per day and \$3 billion worth

merchandise a year. There are some 50 Part 91D operators at Miami with about 150 aircraft.

Because the operators of these aircraft do not have to comply with the administrative burdens, crew restrictions and operational requirements of a certificated carrier they can provide the cargo service at a lower cost and meet the economic realities of Caribbean and Latin American markets.

To meet the safety realities, however, the Southern Region recognized that a special emphasis was needed. Regardless of the economic needs of this market, FAA had to take action to

stem a declining safety record and growing abuses of the economic regulations under Part 91D.

In October 1976, the region set up a Transport Unit, which in April 1977 came under the Miami GADO. It was designed to upgrade the level of safety of all Part 91D operators.

The program got under way with:

- The transfer of all large-aircraft inspection-program approvals and reviews to the new unit,
- The cancellation of proficiency pilot examiners for reevaluation and redesignation to upgrade crew proficiency,

- The request for all pilot logs of those involved in Part 91,
- An inventory and evaluation of large aircraft in the area and
- A review of Part 91 leases on file at the Aeronautical Center.

The Part 91D owners generally were receptive to the program, but there were also many who were afraid that FAA was about to crack down so hard as to take the bread out of their mouths and others who just wanted to keep things as they were.

At times, it got rough. One inspector was attacked with a ball-peen hammer. But this was nothing new. Miami

## Boom and Buccaneers

There's a perverse nostalgic pleasure in thinking about the buccaneers of yore—of adventuresome individualists who carved niches in history for themselves, as well as political or financial empires. We tend to forget the danger and suffering they brought to their contemporaries.

Such yesterdays are not so far behind us in the field of aviation.

When World War II ended, many of the pilots who had trained in south Florida had gotten sand in their shoes and came back after the war, determined to making a living in aviation, one way or another. A lot of them are still there having made such a living—one way or another.

A profound influence on the development of general aviation in this area was the availability of surplus military aircraft, particularly large transport types. Availability was almost an understatement. One C-46 with 16 total hours was sold for \$500.

Overnight, non-scheduled airlines popped up all over the area. In the fall of 1946, there were 27 of them operating out of Miami, with more in Fort Lauderdale and St. Petersburg. It was a natural development in that Miami was the jumping off point for Caribbean and South America.

The market was there, and business was brisk: fresh produce to Puerto

Rico from Miami, pineapples from Puerto Rico to Miami, shrimp from Cayman to Miami, tomatoes from Andros, lobsters from South Caicos, unstitched brassieres from Newark to Puerto Rico and stitched-up brassieres back to Newark.

The Civil Aeronautics Administration had to get a handle on this operation and Part 42 was rushed into effect (later recodified into Parts 91 and 121).

Alongside the legitimate businesses were the "meat haulers"—so named because originally that's what they carried. Puerto Rico was short of beef, but there was plenty on the hoof in Santo Domingo—an ideal circumstance to make a fast buck.

Dirt strips were bulldozed out of the fields and pastures in Santo Domingo, long enough to land and most of the time to takeoff with C-47s and C-46s, Lockheed 18s and B-17s.

Herds of cattle were driven up to the aircraft and slaughtered on the spot, cut up and pitched into the planes. Most of this meat was brought into the old Isla Grande Airport at San Juan, where the bloody, dirty and fly-covered mess was unloaded onto trucks and taken directly to markets and restaurants. The airplanes got pretty gamy after a week or two of this, but it took time to hose them out, and time was money.

The men who flew these planes didn't care about the Civil Air Regulations, the legalities of the operation or even apparently about their own hides, or they wouldn't have gotten a foot off the ground in some of the machines they were flying.

Some of them got involved in illegal immigration, particularly of Chinese from Cuba, and flew into abandoned military fields, duster strips or even beaches in south Florida. It was lucrative at \$500 a head. Immigration, Border Patrol and CAA inspectors had a tough time covering all the strips. The smugglers had a pretty-good communications network and often ducked the authorities. CAA people even heard that when the smugglers found out the coverage was too tight, they would tie up their human cargo and dump them out into Florida Bay or the mangrove swamps and wrote the trips off as a loss.

It was also a time of growth in which CAA was busy certifying repair stations and pilot and mechanic schools.

The growth was big and the competition intense. While the commercial cargo industry has matured, it is not without some of the same problems, involving illicit activities, unairworthy aircraft, unsafe air crews, marginal operations and hot tempers.

inspectors are fond of recalling the time an inspector grounded a plane for mechanical failure, which raised the dander of the company president. He visited the inspector in his office, and while telling the inspector he had only one life to live, rolled a .38-caliber bullet up and down the desk. One in-depth inspection of yesteryear was called "Task Force 45" after one operator placed a Colt 45 pistol on the desk while being questioned.

Most of the owner-operators have come around. As Miami GADO chief Roger Jones put it, "They've come to realize that this is a system now, not just another program. And this has done more to get us respect and attention."

By way of illustration: An operations inspector noted the loading of an aircraft and informed the pilot that he judged the aircraft to be over-gross. Recognizing him not to be an airworthiness inspector, the pilot told him to stuff it and completed preparations for takeoff. Since the airworthiness inspector was not immediately available—he was at the GADO at

Opa-Locka Airport, half an hour away—the operations inspector called the tower to ask about delaying takeoff clearance. But he could not order it, and the plane took off.

When the aircraft returned to Miami, it was grounded and the pilot's license lifted.

The FAA action had the desired effect. The next time a similar instance occurred, the pilot immediately removed the overweight, even though it was perishable and would spoil. "The word had gotten out that we were here to stay," commented Flight Standards Division chief James Purcell.

Around the beginning of March this year, the Transport Unit moved into its own quarters on 36th Street, Miami, overlooking the northwest corner. Its new chief is Bill Abrams.

The inspectors' view from there, as well as that of passersby on the road below, is of a good many shabby-looking aircraft. Although fine cosmetic appearance—which isn't required—is no guarantee of airworthiness, poor appearance is often

symptomatic of an overall attitude toward maintenance.

The airlines have their own wash racks, but not the northwest corner. However, the Miami Port Authority is now considering installing and operating a wash rack for all operators.

It is more difficult to properly maintain a plane under Part 91 than under Part 121, because the certificated carriers have sophisticated engineering and quality-control organizations. As division chief Purcell points out, "91D operators are required to keep the aircraft in its original airworthy condition—the same as air carriers."

The operators are required to submit an airworthiness inspection program that is a part of a continuous maintenance program, and FAA must follow this up with surveillance of the aircraft.

The inspectors of the Transport Unit are confronted with a complex problem in surveillance. For example, an operator may state that he is following an inspection program recommended by the aircraft manufacturer—one of the options open to him. When one of them did so for his 707, recalls Southern Region General Aviation Branch chief Douglas Moore, a check by FAA determined that Boeing had no recommended inspection plan for that aircraft.

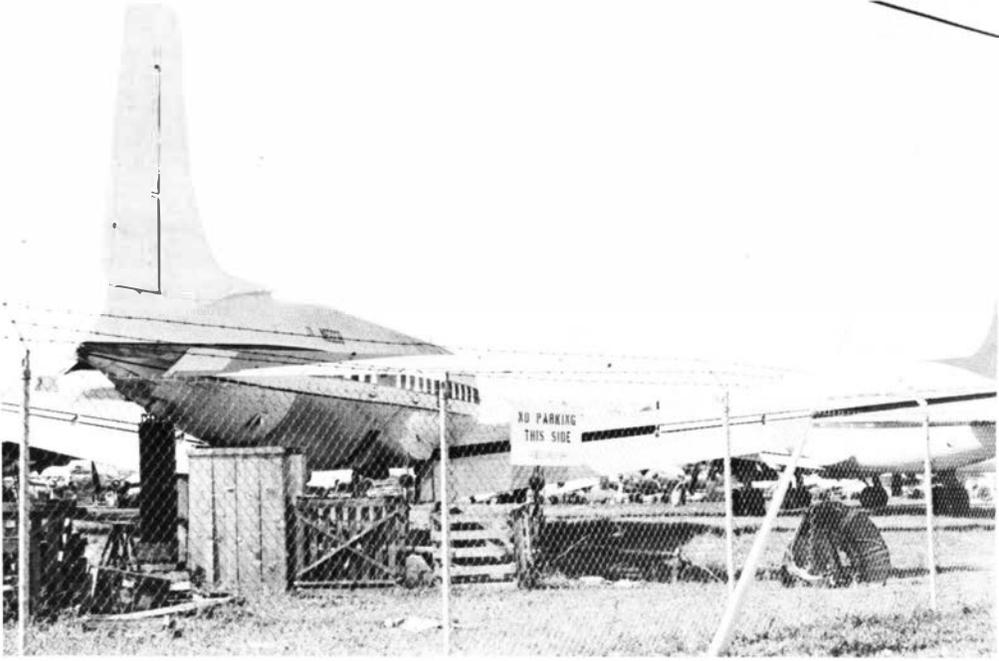
Then, too, the aircraft are not always available for direct surveillance. A Miami-based aircraft may be spending its days in another country. In checking over the list of inspection programs, FAA inspectors will try to track down an aircraft not in compliance with its program or maintenance schedule and solicit the aid of the country in which the plane is operating to have it grounded. It usually is—such is the respect foreign air



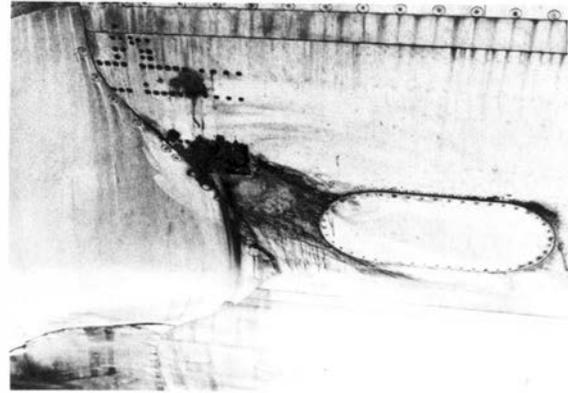
*Lockheed Constellations get the "shadetree" treatment. Mechanics are servicing the planes out of the trunks of their automobiles.*

*This Convair 880 sits alongside a northwest-corner ramp being cannibalized for parts. It lost its nose when it ran out of runway with an unbalanced load of cattle.*





A DC-6B sits among a clutter of aircraft parts and crates—a sight that helped give the northwest corner of Miami International the nickname “cockroach corner.”



ministries have for FAA and its regulations.

Without their own maintenance shops, as the airlines have, but with a year-round mild climate, 91D operators conduct much of their maintenance *al fresco*. Together with dismantled aircraft used as parts rehuses, this adds to the unkempt appearance of the northwest corner, which at times has been called “cockroach corner” and “corrosion corner.” Some of this maintenance has been the province of “shadetree mechanics,” who pull their cars up to the planes and work out of their trunks. FAA has been frowning on this practice even more as jets entered the 91D fleet.

As part of a national program to get rid of junk airplanes, FAA convinced the Port Authority to clean up the airport, and 35 hulks were removed last year. By incentives, such as increased tie-down fees, the Port Authority has tried to minimize the number of derelicts without seriously affecting the viability of these companies.

By way of contrast, Doug Moore tells of a DC-8 that crashed and broke in two at JFK International. The plane was hauled to a repair station while the insurance companies haggled, but the Port Authority of New York would not tolerate the eyesore. It notified the operator that the wreck would have to be made to look like an airplane again within 30 days or they

would haul it away and assess the costs. Quickly, the two halves were fitted together, and a Band-Aid of aluminum was pop-riveted in place, paint applied and the plane stood up on its gear, looking like it could fly, even though it couldn't.

But Miami is a different market, and the Port Authority knows it.

Another side of FAA's problem is with the air crews. Initially, the Transport Unit had placed 60 percent of its efforts on aircraft surveillance, according to Miami GADO chief Roger Jones. But now, greater attention is being paid to the proficiency of air crews. Part 91 does not impose restrictions on flight and duty time, as Part 121 does for air-carrier crews, so it's more a matter of missionary work.

Experienced pilots, including many former airline pilots, working in Part 91 operations put in excessive duty time in trying to fulfill their contracts, and fatigue can impair their judgment.

All too often, the failure of the machine is induced by man, and preventing this is really what the Transport Unit is all about. Carelessness is another aspect of that same problem.

Hauling beef has long been one of the mainstays of the Latin-American trade here, and the northwest corner sports cattle holding pens and unique cattle loading ramps. Pens aboard the planes keep the cattle in place to prevent upsetting aircraft balance.

One night, however, the pilot of a Convair 880 failed to note that the



GADO chief Jones (left) looks over a dirty, oil-stained DC-6A cattle hauler with FAA WORLD editor Len Samuels. Jones spotted a gas leak under one of the wings (top), which rates a condition notice and could result in the grounding of the plane if not corrected.

rear pens aboard the plane were empty. When he attempted to take off, the plane's center of gravity was so far forward that it wouldn't rotate, and the plane ran off the end of the runway into a ditch.

All the cattle were killed, but the crew got out alive, thanks to an FAA regulation. All cargo aircraft are required to have a 9-G steel barrier behind the cockpit. This plane had been found to be without one, and a barrier was fitted not very long before

A derelict DC-7 squats on its tail minus its engines and the leading edge of its wing.



Technical Division in Oklahoma City. Since last November, leases are required to be filed 48 hours in advance of their execution to permit FAA to review them and the aircraft, if deemed advisable.

A problem arises where more than one lease at a time may be in effect on a single aircraft. A farmer shipping produce may have use for the plane only one day a week every week. So he subleases the plane for the other six days, and the sublessee may sublease the plane again, etc. Even more frequently, the aircraft owner himself executes multiple leases, splitting the plane among different operators. Surveillance to assure inspection-program compliance becomes more difficult.

The nine employees of the Transport Unit of the Miami GADO have a complicated assignment involving a large and unique segment of aviation. The safety records say they are handling it well.

By Leonard Samur

the crash. Without it, the crew would have had the cattle on top of them.

While most incidents involving Part 91D aircraft risk only crew lives, the danger exists for indirect fatalities—on the ground around crowded airports. The crash of a Lockheed Constellation into a couple of homes was caused by the loss of elevator control. The plane had been loaded up with Christmas trees wet down to keep them fresh, but they weren't secured and apparently slid to the rear of the plane on takeoff.

Sorting through the complexities of leasing arrangements is one of the more difficult of the Transport Unit's jobs, and it's not just a matter of economic regulation. The labyrinth of leasing arrangements directly affects safety in terms of maintenance and crew operations.

Under Part 91D, owners cannot operate their own aircraft but must lease them to operators. However, the owners are not allowed to solicit that business—they cannot advertise—nor may they supply their own air crews. The lessee must approach the owner and supply the crew.

Since the lessee may be a farmer or manufacturer with no knowledge of aviation and yet will have the aircraft under his operational control, the revision of Part 91 in 1972 provided for a "truth in leasing" clause in all aircraft leases. While Part 91 says the registered owner or operator is responsible for the inspection program and maintenance, this clause requires that the lease specify who will, in fact, be responsible. In most cases, however, the lease states that the lessee accepts the responsibilities.

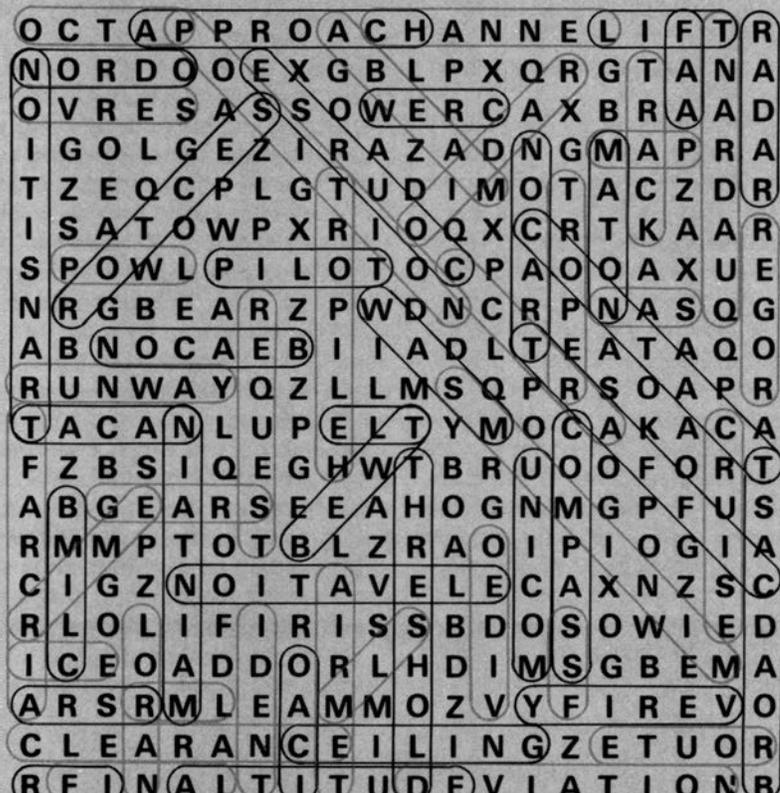
One Part 91D operator at Miami

International who has been in the business there for some time, takes a more professional view of this operation. "I maintain my own planes," says Gus Connors, "and while the lessee has to pick his own contract air crew, I damn well will veto any bunch I don't think are any good. Some guys may pick up an airplane for \$50,000 and run it till it falls apart, but I've got a \$2 million investment in a plane, and I want to protect it."

Part 91 requires that a copy of the lease be sent to the Flight Standards

## Word Search Answer

Puzzle on page 14



# Heads Up

## CENTRAL REGION

Promoted from chief of the Hill City, Kan., FSS to chief of the Ottumwa, Iowa FSS was **Robert C. Baird** . . . The chief of the Salina, Kans., Tower, **Quentin M. Reichmuth**, was selected to be chief of the Lincoln, Neb., Tower . . . **Wayne M. Kruger** was selected as chief of the Kansas City FSS . . . A new assistant chief for the Kansas City FSS is **William J. Mayton**, who hails from the Des Moines, Iowa, FSS . . . The chief of the Columbia, Mo., Tower, **Lyle A. Grell**, is now the chief of the Waterloo, Iowa, Tower . . . Taking over an assistant chief's slot at the Kansas City ARTCC is **Hersey L. Wright** . . . **Dale L. Carnine** has transferred from chief of the Ottumwa FSS to chief of the Lincoln FSS.

## EASTERN REGION

**Harold F. Wolfe** was selected to be an assistant chief at the Elmira, N.Y., Tower.

## GREAT LAKES REGION

Assistant chief **Kenneth J. Willis, Jr.**, has moved up to deputy chief of the Minneapolis FSS . . . **Thomas R. Glaze** makes the move as an assistant chief from the Evansville, Ind., Tower to the Springfield, Ill., Tower . . . EPDS **James L. Harold** of the Duluth, Minn., Tower got the nod as chief of the Bloomington, Ind., Tower . . . **David D. Shattler** has moved into the Quincy, Ill., FSS as chief, coming from the West Chicago, Ill., FSS . . . A new assistant chief at the Grand Rapids, Mich., Tower is **Joseph A. Naimo** . . . **Donald M. Di Perna** was selected from the Cleveland-Hopkins Tower for an assistant chief's job in the Youngstown, Ohio, Tower . . . Moving up to an assistant chief's post in the Champaign, Ill., Tower was **Gerald H. Nichols**.

## NORTHWEST REGION

The new deputy chief at the Seattle ARTCC is **Daniel E. Austin** . . . Selected to be an assistant chief at the Boise, Ida., Tower was **David M. Gourley** of the Tucson, Ariz., Tower.

## ROCKY MOUNTAIN REGION

**William D. Rogge** is the new field office chief in the Pierre, S.D., Airway Facilities Sector.

## SOUTHERN REGION

**Jimmy R. Sentell** was chosen as an assistant chief at the Key West, Fla., FSS . . . Athens, Ga., Tower chief **James E. Baggett** is now the chief of the Dekalb-Peachtree Tower in Chamblee, Ga. . . . **James F. Trace** has moved up to field office chief in the Savannah, Ga., Airway Facilities Sector . . . **Charles C. Blankenship** has transferred from Mobile, Ala., FSS assistant chief to assistant chief at the Florence, S.C., FSS . . . **Howard F. Dumes** was promoted from the Lexington, Ky., Tower to assistant chief at the Orlando, Fla., Tower . . . **Herman L. Drake, Jr.**, former assistant chief at the Gulfport, Miss., Tower, is now chief of the Greenville, Miss., Tower . . . Getting the nod for an assistant chief's slot at the Jackson, Miss., Tower was **Richard A. Childers** of the Memphis, Tenn., Tower . . . Moving up to assistant chief at the Tri-City Airport Tower in Bristol, Tenn., was **Hubert L. Estep** . . . Deputy chief **Erwin T. King** of the Jacksonville, Fla., Tower was selected chief of the Greensboro, N.C., Tower . . . **Billy N. Evans** of the Crossville, Tenn., FSS was promoted to an assistant chief's job at the Nashville, Tenn., FSS . . . A new assistant chief at the Miami ARTCC is **Jimmie H. Walker** . . . Promoted to assistant chief at the Orlando Tower was **Norman L.**

**Carmack** . . . Nashville Tower's deputy chief, **Edward Stoddart**, was chosen as chief of the Montgomery, Ala., Tower . . . **William D. Brown** of the Memphis Tower was selected as an assistant chief at the Jackson, Miss., Tower.

## SOUTHWEST REGION

The Oklahoma City Airway Facilities Sector in Bethany, Okla., has a new field office chief in **Ernest L. Hosack** from the El Paso, Tex., AFS . . . From the Dallas, Tex., FSS, deputy chief **Pedro C. Tellez** was selected chief of the Shreveport, La., FSS . . . **John F. Wilder**, chief of the McAlester, Okla., FSS, has taken a reassignment to the Oklahoma City FSS in Bethany as deputy chief . . . A new assistant chief at the Redbird Tower in Dallas is **Robert W. Douglas** . . . Selected for assistant chief at the Meachum Field Tower in Fort Worth, Tex., was **Robert E. Chaney** of the Redbird Tower.

## WESTERN REGION

**Edward W. Noulín, Jr.**, of the Los Angeles ARTCC Airway Facilities Sector is now assistant manager of the Lancaster, Calif., AF Sector . . . Moving into the Brackett Field Tower in La Verne, Calif., as an assistant chief is **Ralph A. Hiller** from the Edwards AFB RAPCON . . . **Jack R. Cunningham**, assistant chief at the El Monte, Calif., Tower, got the nod for chief of the Merced, Calif., Tower . . . The new Airway Facilities Sector manager in Sacramento, Calif., is **Donald L. Hughes** of the regional office . . . **Frank Moss, Jr.**, took a promotion from the Imperial, Calif., FSS to the Phoenix, Ariz., FSS as an assistant chief . . . **Joseph F. Savage, Jr.**, was promoted to assistant chief at the Stockton, Calif., Tower . . . A new assistant chief at the Fullerton, Calif., Tower is **Robert E. Starkey** of the Orange County Tower.

# DIRECT LINE



**I'm an aviation safety inspector in a GADO, and on my own time, I want to fly air taxis and flight instruct. Handbook 3750.4, Chapter 4, states that I cannot have outside flying activity because it's a conflict of interest. I was a flight instructor long before I joined the FAA and enjoy this kind of work. Air Traffic and Airway Facilities people are not restricted and fly for hire freely. What are my civil rights on my time off? It seems to me the FAA cannot regulate your off time.**

Not only does the agency have the authority to limit employees' outside activities, it has a duty to act when those activities constitute a real or apparent conflict of interest. The order you cite is based on E.O. 11222 and on the DOT regulations on employee conduct and responsibilities—49 CFR Part 99. The order does not categorically prohibit the activities that you wish to engage in, however, nor does it require that prior approval be obtained. Employees are encouraged to seek advice before engaging in outside aviation employment to help them avoid situations that would violate DOT regulations. When an employee does request advice, approval or disapproval is a matter of judgment of the Review Official, after consideration of all the facts in relation to the policies in the order. You haven't provided any facts on which the Office of the General Counsel could conclude that a Review Official's disapproval of the outside employment was improper. If you haven't already done so, you may wish to pursue this officially through your supervisor to the Regional Counsel. It should be noted that the Chief Counsel, as the principal ethics counselor for the agency, has directed a comprehensive review of the agency practices on outside employment. When the review is completed, changes to agency directives will be made, if any are necessary.

**Travel to and from training assignments for journeymen and new hires is done on government time. However, travel to the Management Training School at Lawton, Okla., for management and supervisory personnel is scheduled for Sunday. I realize that time may be short, and it is necessary to start classes on Monday at 8:00 a.m. But why the difference between supervisory and non-supervisory personnel? Why, at least, can't compensatory time be given for travel on days off?**

As you state, it is sometimes necessary to start training at times that result in employees traveling on their normal non-work days. The distinction, however, between supervisory and non-supervisory personnel is not the basis for deciding whether or not travel is required on the employee's own time. The FAA tries to design

all its training so that travel can be performed on duty days. Unfortunately, where this is not feasible, compensatory time off cannot be authorized. Chapter 41 of Title V of the U.S. Code prohibits the payment of premium pay for travel for training. The Comptroller General has ruled (39 Comp Gen 453) that this prohibition also applies to compensatory time off.

**I heard recently that the Department of Transportation has obtained a military barracks in Hawaii, and it was reported that retired employees of the department and their wives could rent rooms there at reduced rates. Is there any truth to this report? If these reports are true, could you advise me where I could get more information?**

We have heard similar rumors on the availability of a DOT facility in Hawaii for vacation rental purposes. However, there is no truth to the report, and we are somewhat at a loss to explain how it may have started. You may be confusing DOT with DOD. Defense has a recreational area in Waikiki and operates a hotel (which replaced aged military barracks) for active and retired members of the Armed Forces and their dependent. That is the closest thing to a Federally connected resort hotel in the islands, but its use, as indicated, is restricted to those with military service benefits.

**It's FAA Academy policy to deny an earned quality within-grade increase if it is known that the recipient is going to leave the academy. The instructors in the 3R program have no choice at the end of a six-year tour: They must return to the parent region. Isn't this a double standard? Instructors not in the 3R program are rewarded for their efforts, and those in the 3R program are not eligible for a QWI in their last year. It takes a few years to obtain skills as an instructor to be considered for a QWI.**

The criteria for eligibility for a Quality Increase Award (QWI) was set out in an Office of Personnel letter of June 3, 1977, which establishes FAA policy and is applicable to all FAA employing jurisdictions. One of the criteria for eligibility for QWI is that the employee must give promise of continuing at the same high level in the same position. This, in essence, requires a certification by the recommending official that, to the best of that official's knowledge, there is no indication that the employee will be leaving his/her current position, and that the performance will continue to substantially exceed the performance standards for all major job assignments in the employee's current position. Based on a discussion with the Civil Service Commission, the interpretation for not being in the same position is that the employee "has been

selected for a different position that will result in a re-assignment, transfer, demotion, promotion or extended detail that will be effected by an SF-50, SF-52 or other standardized or agency authorized form. Similarly, if the employee has made known his/her intentions to resign or retire, or if it is known that he/she is to be affected by a reduction-in-force, which will result in a position change, that employee shall not be recommended or approved for a Quality Increase." Since a Special Achievement Award for sustained superior performance is based on past performance, the employee's level of future performance is not a major consideration for that award; so, the stated guidance for Quality Increases does not apply to Special Achievement Awards, which could be awarded at the end of a tour.

**I was hired as a student aid under the high school work-study program, which I appreciate both as an opportunity and a financial necessity. My supervisor is really terrific but seems unable to answer my questions. What are my career possibilities with FAA when I graduate next year? Are there any FAA schools in the northeast? I was told when I started work that there was a possibility that I would get a raise over one year, but now I am told that I'm not entitled to one as a student aid. How can I get classification as an aid? What information do you have on "leave status" that I see on my weekly earnings statement? I am presently working 15 hours a week and would like to work more, which isn't against school regulations, but I'm told additional time is not possible. I've had a very enjoyable and rewarding work experience thus far, and I would prefer to work more at FAA rather than take a second job, and I'd like to continue with FAA after graduation.**

Student aid employees who graduate from high school can use the experience gained in working for FAA to apply for competitive positions through the Civil Service Commission. We do not have any FAA-operated schools in your area. You should discuss the types of continuing employment that can be offered by FAA with your supervisor and the personnel office. The type of appointment under which you were hired does not allow you to work more than 16 hours in any calendar week. An exception is allowed during vacation periods from school, when your workweek can be extended to a full 40 hours a week. Your rate of pay is based on the current minimum wage under the Fair Labor Standards Act, which may be adjusted periodically by Congress. The "leave status" shown on your weekly earnings statement includes the amount of annual and sick leave earned, used and still available for use on the same basis as a full-time, permanent employee. A part-time employee for whom there

has been established in advance a regular tour of duty on one or more days during each administrative week earns one hour of annual leave for each 20 hours in a pay status for under three years of service and one hour of sick leave for each 20 hours in a pay status. We have enclosed some literature to help provide answers to some of your questions about working for the Federal Government.

**On my 26th birthday, I was selected as a general-aviation operations inspector, which was quite a present. I'm wondering how many other persons have been selected for this position at such a young age. Who is the youngest?**

Congratulations on your selection. Historical data on the entrance age of aviation-safety inspectors (operations) is not available, but Flight Standards sources indicate there have been numerous cases in the past of persons being hired as operations inspectors below age 26. Currently, however, you are among the youngest. According to the Personnel Management Information System, as of June 30, 1977, there were two 26-year-old operations inspectors, and none younger than that.

**I am a controller eligible for optional retirement. If I take second-career training, can my annuity be reduced at the end of the training if I retire optionally after such training? An Eastern Region publication indicated that legislation had been proposed to eliminate the double eligibility; is there any further information on this?**

The eligibility requirements for second-career training are found in Order 3410.11A. Under this program, an eligible applicant is entitled to not more than the full-time equivalent of two years of training leading to a second career at full pay. This means that the individual would continue to earn pay and leave at the same rate as before. If, at the completion of the training, the employee elects optional retirement, the annuity would be based on the individual's high-three average pay and the total length of service, including the time spent in second-career training (FPM Chapter 831). The fact of participating in second-career training has no bearing on the earned annuity under optional retirement. Since you may be confused by the requirements of several programs, you should contact your personnel office for specific information. A bill was introduced on June 6, 1977—HR 7632—to amend Title 5, U.S. Code, to provide that controllers eligible for immediate retirement annuities may not be entitled to second-career training. Committee hearings on this bill were scheduled during February.

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Where surveillance begins—The new offices of the Miami GADO's Transport Unit are right across the street from Miami International's leased-cargo operations area, which puts the unit right on the scene of its responsibility. See story on page 16.

