

# FOR WORLD

June 1979

payroll  
automation  
grows

CODE

# FAA WORLD

JUNE 1979

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**The back cover:** The scope of American aviation is depicted in this illustration of a triple piggyback at Biggs Army Air Field in El Paso, Tex. The Piper is a resident, while the Space Shuttle, "Columbia," rode in on its Boeing 747 mother ship. At NASA's request, El Paso Tower controller Rick Cinotto orchestrated an approach for the duo that included a slow circle of the city.

Photo by Earl Bean, El Paso Tower

# Simple Is

DEVELOPMENTAL  
ACCRAUAL  
TARGETED  
DEFINITIZE  
UTILIZE  
MODAL  
MINIMIZE  
UTILIZATION  
INITIATIVE  
IMPLEMENT(ATION)  
ONGOING  
CAPABILITY

# Better

Gobbledygook  
Obfuscates

**S**arcastic remarks about bureaucrats and their use of gobbledygook are getting harder and harder to take. Maybe it's because we're tired of hearing the same old cliches. Or maybe it's because they're usually right on target and are so well deserved.

After all, even though some other professions have their own "funny" ways of communicating, no single group has done more to butcher the English language than bureaucrats.

In fact, according to Edwin Newman, author of two books on abuse of English, it's in Washington, D.C., where language is most thoroughly debased.

He may be right. Where else can you regularly see such dreadful sentences as "We plan to seek viable alternatives before initiating appropriate action," or hear someone in an elevator say with a straight face, "We're all right so long as we interface with our peripherals"?

It's gotten so bad that a recent *Washington Post* article estimated that more than two-thirds of the adults in the Washington, D.C., metropolitan area communicate in bureaucratese mixed with English. And, because of the growing influence of the Federal Government throughout the country, bureaucratese has spread beyond the shores of the Potomac.

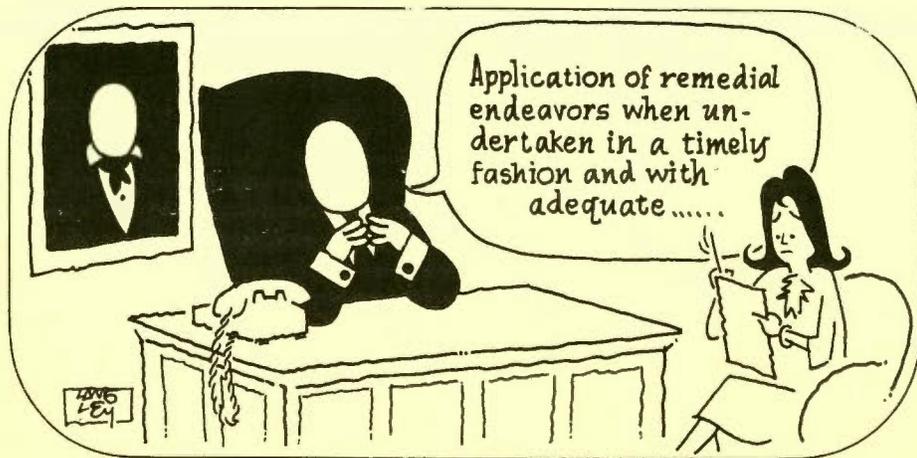
President Carter came to Washington vowing to stamp out gobbledygook, and he has made some progress. But, he's not the first President to declare war on

gobbledygook. President Franklin Roosevelt also tried hard to promote plain English. During his tenure, agencies put up posters, similar to those used for military recruitment, with the words "Uncle Sam Needs You—Enlist Now is the War on Gobbledygook—The President Wants You to Write Plainly and Clearly."

Not everyone got the word. For example, a pompous memo to Federal employees on darkening office buildings during an air raid came to the President's attention. It suggested "termination of the illumination" as one way to accomplish "obscuration." Roosevelt changed it to read "turn out the lights" and shot it back to its author for rewrite.

Earlier this year, Administrator Bond started a campaign of his own to get FAAers "to speak in plain English, rather than cling to those acronyms and abbreviations that seem to have evolved into a language all their own."

Acronyms and abbreviations are a particular problem in FAA. There are literally thousands of them and they are



Langley in the *Christian Science Monitor* © 1979 TCSPS

among up-and-coming middle managers, there's a fear that if they express themselves clearly and directly, they're not going to appear 'sophisticated' or important." And his partner adds: "In some cases, such mushy and stilted language reveals a lack of confidence on the part of the writer, an attempt to give dignity to ideas which he is unsure of."

Some or all of those reasons may help explain a recent memo written by an FAAer which reads in part: "The results of these studies will provide an empirical basis for selection of optimal shift schedules for FAA facilities and a determination of the relative contributions of shift rotation and the work itself to problems in the FAA work environment." Or it may help explain why another FAAer, referring to a new lawn sprinkler at his facility, wrote that it helped "keep the grass in a green condition status."

Both writers must have regarded the memos as exercises in self-importance rather than as means of communication. To avoid writing that kind of sludge,

proliferating like rabbits. A reporter for Business and Commercial Aviation magazine wrote last year: "To talk ATC with the FAA you must speak in acronyms. See, it's happening already. We take off with SIDs and come down with STARS to intercept the ILS to report over the LOM to see the MIRLS."

Originally, most acronyms were coined to save space on telegraphic circuits, maps and charts. But, as FAAers became familiar with the terms, they began using them in ordinary conversation. Admittedly, while FAAers and some aviation types may understand that coded language, no one outside that circle has the foggiest idea of what it means. Moreover, in many cases, it doesn't help to spell out the abbreviations. If, for example, it is noted that VOR stands for "very high frequency omnidirectional range," chances are that no additional light has been shed on the subject.

Gobbledygook is so ingrained that trying to root it out is like trying to wipe out sin. In fact, it may be a losing battle, admits Jerome Doolittle, FAA Assistant Administrator for Public Affairs, "but you've got to keep trying or it will get worse."

Doolittle came to FAA in January from the White House where he was a speechwriter for President Carter. He says "gobbledygook in FAA is neither

better nor worse than it is in the White House."

A veteran journalist and author of two Time-Life books, as well as several major magazine articles, Doolittle says that a lot of gobbledygook stems from laziness. "Clear thinking and clear writing are much harder than sloppy thinking and writing," he says.

He believes there also is a social aspect to gobbledygook. Some people think they can improve their social standing by using language no one else

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**If FAA expects the public support it needs to do its job, then it must speak and write in a way that people can understand.**

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understands. Historically, there is a precedent for such behavior. At one time, Latin and Greek were the languages of the educated upper crust and helped set them apart from the rabble. Even today, doctors and lawyers speak and write their own special language "partly to justify their positions and partly to justify their outrageous fees," Doolittle said with a grin.

Robert Shankland and Robert Flynn, two San Francisco consultants who provide a service for companies trying to clean up their language, say there are four major problems with most writing: jargon, pomposity, verbiage and hedging. In a *Christian Science Monitor* article last year, Flynn said: "Mainly

Doolittle suggests that a person pretend he or she is writing to an aunt who knows absolutely nothing about the subject. "If you can make it clear to her, you can make it clear to anyone." Besides, it's hard to be pretentious with aunts.

Writing clear prose, however, is hard work, as Doolittle suggests. Sanford Pinsker, who teaches a course on writing to business people, agrees. In a recent *Christian Science Monitor*, Pinsker says business is very interested in having its employees write clear, readable English because good communications save time and money. He says that many of his students—accountants, lawyers, economists—want to find an easy way to write well, but that doesn't exist, says

## Guide to Gobbledygook

(In its March 23 issue, *Aviation Monitor*, a weekly newsletter, ran the following glossary of unknown origin. For your enjoyment, we run it here.)

- **WILL ADVISE YOU IN DUE COURSE:** If we figure it out, we'll let you know.
- **IT IS IN PROCESS:** So wrapped up in red tape that the situation is almost hopeless.
- **WE WILL LOOK INTO IT:** By the time the wheel makes full turn, we assume you will have forgotten about it, too.
- **A PROGRAM:** Any assignment that can't be completed by one telephone call.
- **EXPEDITE:** To confound confusion with commotion.
- **CHANNELS:** The trail left by interoffice memos.
- **COORDINATOR:** The guy who has a desk between two expeditors.
- **CONSULTANT** (or expert): Any ordinary guy more than fifty miles from home.
- **TO ACTIVATE:** To make carbons and add more names to the memo.
- **TO IMPLEMENT A PROGRAM:** Hire more people and expand the office.
- **UNDER CONSIDERATION:** Never heard of it.
- **UNDER ACTIVE CONSIDERATION:** We're looking in the files for it.
- **A MEETING:** A mass mulling of masterminds.
- **A CONFERENCE:** A place where conversation is substituted for the dreariness of labor and the loneliness of thought.
- **TO NEGOTIATE:** To seek a meeting of minds without knocking together of heads.
- **RE-ORIENTATION:** Getting used to working again.
- **RELIABLE SOURCE:** The guy you just met.
- **INFORMED SOURCE:** The guy who told the guy you just met.
- **UNIMPEACHABLE SOURCE:** The guy who started the rumor originally.
- **A CLARIFICATION:** To fill in the background with so many details that the foreground goes underground.
- **WE ARE MAKING A SURVEY:** We need more time to think of an answer.
- **TO NOTE AND INITIAL:** Let's spread the responsibility for this.
- **SEE ME or LET'S DISCUSS:** Come down to my office, I'm lonesome.
- **LET'S GET TOGETHER ON THIS:** I'm assuming you're as confused as I am.
- **GIVE US THE BENEFIT OF YOUR PRESENT THINKING:** We'll listen to what you have to say as long as it doesn't interfere with what we've already decided to do.

Pinsker. They want to "get it all down" on the first go around and never unravel the mysteries of the second draft. As a result, they probably will never learn to write well, he adds.

Another tip for writing clearly is never to use a word with a Latin root when a good, old Anglo-Saxon word will do, says Doolittle. ("Use," for example, in most cases is better than "utilize" or "employ," and "viable" can often be replaced by "workable.") During meetings, he jots down examples of fancy, pretentious words that are commonly used by bureaucrats. (See box, "Fog Dispersal System.") The main problem with such words is that they are generally vague and fuzzy. The mind

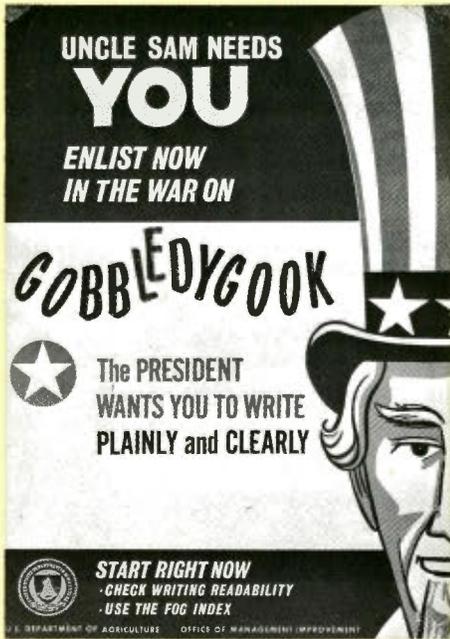
cannot hold onto them. The eyes glaze over, the eyelids droop and the mind wanders off.

Being too specific, on the other hand, can be carried to a fault, too. If a writer tries to be so precise by explaining every possible angle and contingency, he or she ends up with a batch of prose that only the very stouthearted can plough through. It's the old story of losing sight of the forest for all the trees.

Then there's the problem of hedging, or defensive writing. Fred J. Emery, until recently, director of the *Federal Register* and formerly with FAA's Office of the Chief Counsel, tells the story about two men in a hot air balloon which had been lost in the clouds for days. Finally, it

dipped below the clouds, and one of the balloonists shouted to a man below: "Where are we?" "In a hot air balloon," the man yelled back. "Damn lawyer," muttered the balloonist. "How did you know he was a lawyer?" asked his companion. "Because his answer was completely accurate and told us nothing," he replied.

While fuzzy language is never excusable, technical language is another



The problem of unclear expression has been with the government a long time. President Franklin D. Roosevelt waged his war on gobble-dygook, too, as this Department of Agriculture poster of the late 1930s attests.

part of FAA people to communicate rather than stay locked in "as members of a small select group with their own Captain Midnight secret encoding rings," as Doolittle puts it.

Along with the right attitude, a few common-sense guidelines may help. Acronyms (e.g. AIM, ETABS) or abbreviations (ARTCC, AFS-1) should not be used unless they have been spelled out first in clear, understandable terms. In many cases, abbreviations don't need to be used at all. It's just as easy to say "direction finders," for instance, as it is to say "DF equipment," or "general notice" instead of "GENOT." Others, like "PIREPS" for "pilot reports" could easily be eliminated, too.

Material should be tailored to the audience. Obviously, a lay audience requires a more basic presentation than a technical one. It can't be assumed that a lay audience will know what ailerons are, or trim tabs or radar beacon systems, for that matter. Most people

have a fairly primitive understanding of airplanes, and even less an understanding of the agency's air traffic control system or its research and development program, to cite just two major FAA activities.

Moreover, a distinction should be made between a written and an oral presentation. In an oral presentation, the audience gets one shot at the material, so it's especially important to avoid jargon in speeches and testimonies.

Ultimately, though, the key to good communications is simplicity. As William Strunk, Jr., writes in his classic handbook on effective writing, "The Elements of Style": "Do not be tempted by a twenty-dollar word when there is a ten-center handy, ready and able."

The same goes for sentences. A 19th century French novelist, Gustave Flaubert, put it best when he advised: "Whenever you can shorten a sentence do. And one always can. The best sentence? The shortest." **Gerald E. La**

matter. Two engineers, talking to each other, for example, may use jargon that is totally unintelligible to the lay person. "That's okay between two consenting adults in private," quips Doolittle, "but as soon as they go public, they should clean up their language. Otherwise, they're just being rude. You wouldn't keep talking shop at a cocktail party if someone unacquainted with your field joins the group, would you?"

The same principle should apply to FAA. It's simply good manners for the agency to speak and write in a way that is understandable to the general public and to those who do not deal with aviation technology on a day-to-day basis.

It also make good sense. If FAA expects the public support it needs to do its job, then it must speak and write in a way that people can understand.

That's not easy. Explaining very technical programs in clear, understandable English without doing violence to the programs themselves is hard work.

But, most of all, it takes a desire on the

### Fog Dispersal System

Recognizing the words you use as impediments to communication is a first giant step. This list is just a beginning. You are invited to add your own favorite fuzz words and expressions . . . and plan to avoid them.

ACCRUAL	FINALIZE	OPTIMAL
AUGMENT	IMPACTED	OPTIMIZE
CAPABILITY	IMPLEMENT(ATION)	PRIORITIZE
CONCEPTUALIZE	INITIATE	PROMULGATE
CONFIGURED	INITIATIVE	RAMIFY
CRITICALITY	INSTITUTE	SENSITIZE
DEFINITIZE	INTERFACE	STRATEGIZE
DEVELOPMENTAL	MAXIMIZE	SUPPORTIVE
EFFECTED	MEANINGFUL	TARGETED
ENHANCE	MINIMIZE	THRUST
EXPEDITE	MODAL	UTILIZATION
FACILITATE	ONGOING	UTILIZE

# FEDERAL NOTEBOOK

## RETIREMENT UPBEAT

As the time draws nearer for a decision on whether the Civil Service retirement system will be merged into the Social Security system, support has materialized for the Federal employee's position from surprising quarters. The business-oriented Council of State Chambers of Commerce testified before the universal Social Security study group, asking that government employees' present retirement benefits not be decreased. On top of that, Thomas A. Tinsley, deputy associate director for retirement benefits policy in the Office of Personnel Management, told the House Civil Service Compensation and Employee Benefits Subcommittee that he believes the government has a contractual obligation to maintain government employees' present level of benefits if the Civil Service retirement system is merged. His view was echoed by Robert P. Bynum, an associate Social Security commissioner. And President Carter told a group of Federal employees that he hadn't made any decision on the merger, but he "can't imagine any circumstance" where Federal workers will lose any benefits they have worked and paid for. "In no case," he said, "will the vested rights of civil servants be lost." ■ Joseph Bartlett, chairman of the universal-coverage study group, said his panel does not expect to recommend the merging of the two trust funds. He also sees no changes for those already retired. ■ On the other side of the ledger, Rep. James Hanley (NY), chairman of the House Post Office and Civil Service Committee, said in an interview that mandatory Social Security coverage for Federal employees is inevitable, al-

though, he would seek a "grandfather clause" for current Federal employees.

## PARKING PREDICAMENT

Under the President's plan to eliminate free and low-cost parking for Federal employees, employees will begin paying one-half the going commercial rate for their area in October and the full commercial rate by next year. ■ One of the largest Federal unions says this step may not be in consonance with the Civil Service Reform Act and intends to insist on negotiations on the matter.

## WHISTLEBLOWER'S PRECEDENT

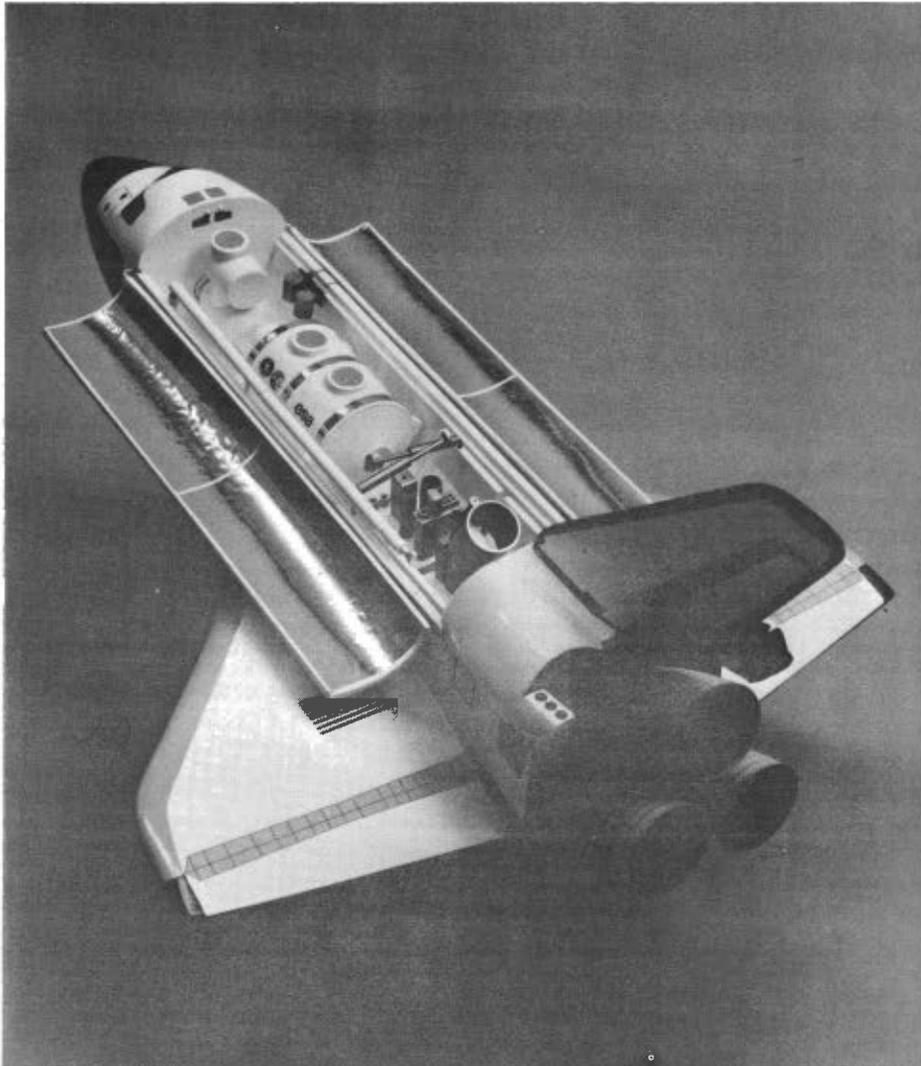
The U.S. District Court for the District of Columbia has ruled that A. Ernest Fitzgerald may sue for damages Federal officials who injured him under 18 U.S. Code 1505 and 5 U.S.C.A. The law provides for penalties for injuring a Congressional witness.

## PAY VAGARIES

While the Administration's pay-reform legislation being delivered to Congress may not see action this year, the pay cap is still in place. The ominous handwriting on the wall appeared when an amendment to boost the raise not only was defeated but failed to muster 20 members for a record vote. And while inflation has already eaten up this October's 5.5 percent raise, the President's tax-rebate plan for "real wage insurance" is not expected to be enacted. This would have rebated the difference between the seven percent wage-guideline increase and the growth in inflation. However, the actual rate of inflation has made this appear a too-expensive proposal.

This news is based on information from non-FAA publications and does not reflect FAA policy or opinions.

# FAA Goes Into Orbit



NASA's Space Shuttle is expected to carry an FAA satellite into space in 1982 as one of a series of add-on payloads. The canisters for these "Getaway Specials," depicted here on the forward right wall of the cargo bay, are about the size of a garbage can.

operation of virtually every radar antenna on earth, save any that may be located near the poles, and it will not interfere with the operation of those radars. A ground signal processor will be designed merely to plug into the video receiver at the antenna site when needed.

Last year, along with 41 other FAAers, Bonsall, who is a staff engineer at the Salt Lake City Hub Airway Facilities Sector, attended an Aviation Education Facilitators' Workshop in Salt Lake City. (Facilitators are employees with additional duties in fostering aviation career programs and informing the public about transportation matters.) Rocky Mountain aviation education specialist Paul Kari had put together a three-day program that included NASA space exhibits and a discussion of student projects for NASA vehicles.

After thinking about the satellite approach at a later meeting of the regional ATCRBS improvement committee, Bonsall decided to pursue it. Through Kari and NASA, he was put in touch with Gil Moore. In addition to being general manager of a Thiokol Corp. plant, a past chairman of the Aerospace Industries Association of America and an Adjunct Professor of Physics at Utah State University, Moore had the distinction of having personally bought

**W**hen Charles Bonsall commented to his coworkers that the only completely satisfactory way to check out new radar antennas would be with a space satellite designed for the purpose, the snickers were predictable. While the concept was right, all would agree, not only was it grandiose but impossibly expensive.

New air traffic control radar beacon system (ATCRBS) antennas need a more critical adjustment to the tilt of the radar beam, which consists of a broad fan from

the horizon up to high altitude. For regular, comprehensive checks of the signal, aircraft would have to be used fairly constantly, since the antennas themselves are located on the highest point of land around. A satellite would be more practical as a signal source.

But it may have been an idea whose time had come.

In 1982, an FAA radar-monitoring satellite will ride into space aboard the NASA Space Shuttle at virtually no cost to the agency, and it's expected to be the first experiment to be placed in orbit from the Shuttle. The design of the satellite and its orbit are expected to make the device useful for checking the

Out \$12,000 of payload space aboard NASA's Space Shuttle.

As a way of attracting a new generation of investigators into the space program, NASA had offered to carry small, stand-alone payloads in unused corners of the Shuttle's cargo bay at "Getaway Special" rates—that is, relatively dirt cheap.

Moore took advantage of this, and now had the space but no firm projects. Bonsall had the project but no space. Moore became enthusiastic about the satellite and got acceptance from Utah State University for its use as the framework for a series of senior engineering projects.

About a dozen and a half students in electronics and mechanical engineering, with the support of half a dozen faculty members and nine FAA engineers and technicians, are designing the satellite, a ground receiver-processor and associated equipment. About the only

cost to FAA is that part of the FAAers' time spent on the project that is on-duty time.

Since batteries could possibly interfere with the Shuttle's mission and are gas-producers, the satellite likely will be powered by solar cells. Although they will shut down when in the earth's shadow, the satellite need be used during day shifts only. Regardless of the satellite's success, the project would still be valuable as an educational experience and an introduction to FAA equipment, procedures and operations for the students. If it works as planned, FAA has an important tool contributing to aviation safety on a global scale.

Bonsall is coordinator for the project. From the Salt Lake City ARTCC are Ray King, electronics technician, working on the satellite controller circuit; David Hathaway, a central computer complex communications engineer, involved with the ground system clock and data

interface; David Moll and Allen Hardin, systems performance engineers, managing the software and solar power; and Larry Bishop, computer display channel (CDC) radar engineer, James McNeill, systems performance specialist, and Paul Petersen, CDC electronics technician, who are first being selected by the students for help on certain circuits. Dee Rees Christensen, chief of the Salt Lake City long-range radar unit, is lending a hand with the ground receiver controller unit and radar interface. Also providing support are Craig Haake of Logistics and administrative officer Maxine Nicholson, both of the ARTCC.

The project is well underway and is a model of cooperative effort among groups in and out of government that could be emulated elsewhere in the agency. And it's the FAA facilitators who are probably in the best position to be the necessary catalysts.



## SMALL WORLD

**THE HARDER THEY FALL . . .** It must have made a good story over a couple of brews in Boston area bars. And like a World War II fighter pilot ("There I was flat on my back at 10,000 feet . . ."), the story teller spared his audience not a single detail. A hang-glider pilot, he claimed he had collided with a light aircraft at 2,000 feet and lived to tell about it—even brag about it a little. According to his story, he was soaring at 2,000 feet when he heard the engine of a lightplane growing louder and louder. He tried a few wingovers hoping the bright colors of his kite would catch the eye of the oncoming pilot. Then, crack, the plane hit his right wing and broke it. The hang glider did a loop, a hammerhead stall and went into a spiral dive, impacting in an Easthampton field a few minutes later. Yet the pilot escaped virtually unscathed. As said before, it was a good story and

could have been history's first midair between a hang glider and an airplane. Unfortunately, FAA inspectors and representatives of the U.S. Hang Gliding Association who investigated the accident were not able to substantiate the tale. Indeed, they found eyewitnesses who said the wing of the hang glider was intact when the pilot landed but broke on impact. Giving the hang-glider pilot the benefit of the doubt, investigators theorized that perhaps turbulence from a passing airplane made the glider go down. Ah well, people probably are tired of the story now anyway.

**AS TIME GOES BY . . .** By the time you read this, mail service being what it is, the June 15 deadline for ordering your 1979 calendar from the FAA Depot in Oklahoma City probably will have passed. But we wouldn't bring you this bad news if we didn't have some good news for you, also. That is that the FAA Depot will begin accepting orders for 1980 calendars on August 1. Problem is you're probably going to miss that date, too, if you don't have the 1979 calendar.

**HAVE TRAUMA, WILL TRAVEL . . .** If you think you've got problems, just take a look at this classified ad that ran in *Flight International* magazine: "Pilot's girl friend run off with ex-wife. Need job to restore dignity . . . Worldwide offers. Could start tomorrow afternoon." Sounds like the plot line for a Woody Allen movie. In fact, it was the plot line for a Woody Allen movie.

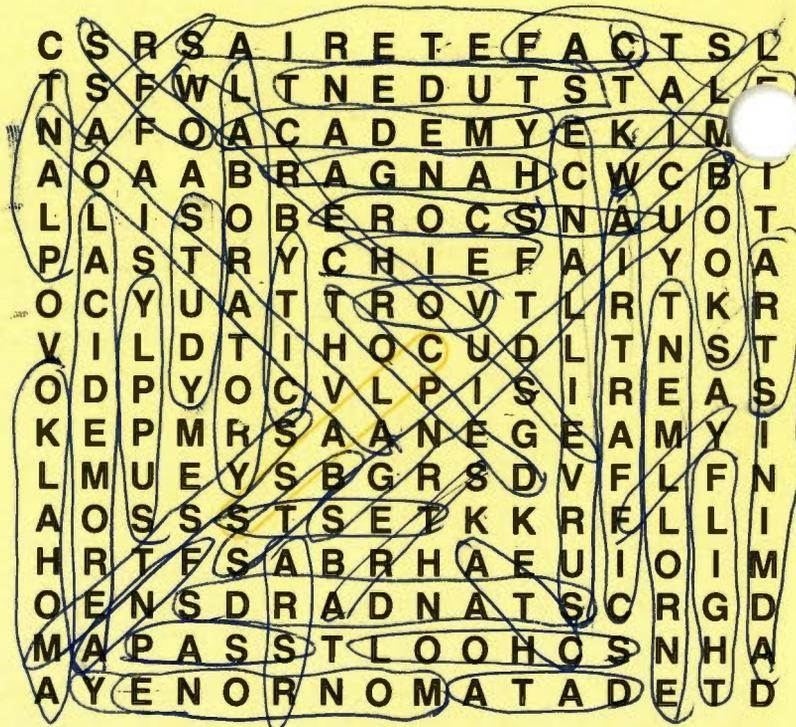
# WORD SEARCH

By Thomas A. Curtis  
Instructor

Mike Monroney Aeronautical Center

This month's puzzle is based on common words to be heard around the Mike Monroney Aeronautical Center. The words and abbreviations read forward, backward, up, down and diagonally, are always in a straight line and never skip letters. The words may overlap, and letters may be used more than once.

Use the word list if you must, but try covering it first. All 44 words or abbreviations can be found. Circle those you do find and cross them off the list. The word "class" has been circled to get you started. When you give up, the answers may be found on page 23.



- |                           |                       |                       |                       |                      |                         |                      |
|---------------------------|-----------------------|-----------------------|-----------------------|----------------------|-------------------------|----------------------|
| <del>ACADEMY</del>        | <del>ATC</del>        | <del>CLASS</del>      | <del>LABORATORY</del> | <del>PLANT</del>     | <del>STD</del>          | <del>SYSTEM</del>    |
| <del>ADMINISTRATIVE</del> | <del>AVIATION</del>   | <del>DATA</del>       | <del>MIKE</del>       | <del>SCHOOL</del>    | <del>STUDENT</del>      | <del>TESTS</del>     |
| <del>AEROMEDICAL</del>    | <del>BOOKS</del>      | <del>DEPOT</del>      | <del>MONRONEY</del>   | <del>SCORE</del>     | <del>STUDY</del>        | <del>VOR</del>       |
| <del>AFS</del>            | <del>BUILDINGS</del>  | <del>ENROLLMENT</del> | <del>OKLAHOMA</del>   | <del>SFC</del>       | <del>SUPPLY</del>       | <del>WAREHOUSE</del> |
| <del>AIR TRAFFIC</del>    | <del>CAFETERIAS</del> | <del>FACTS</del>      | <del>PASS</del>       | <del>STANDARDS</del> | <del>SURVEILLANCE</del> | <del>WILL</del>      |
| <del>ANF</del>            | <del>CAMP</del>       | <del>FLIGHT</del>     |                       |                      |                         |                      |
| <del>ARSR</del>           | <del>CHIEF</del>      | <del>FLY</del>        |                       |                      |                         |                      |
| <del>ARTS</del>           | <del>CITY</del>       | <del>HANGAR</del>     |                       |                      |                         |                      |

## NAFEC Makes Saves

Helping aircraft in distress is one of the jobs of FAA's air-traffic personnel in centers, towers and flight service stations. It's not unusual for them to talk down a troubled pilot or mobilize rescue efforts for a downed plane. But it is unusual for NAFEC personnel to do it—even more so to do it twice in one day.

It happened recently over Utah when NAFEC's 727—N 40—came to the rescue

of two light planes. November 40 was on a cross-country navigational-equipment data-collection flight with pilots Al Bazer and Kenny Johnson and flight engineer Harry LaFerriere.

In the morning, south of Salt Lake City, they heard a "Mayday" from a single-engine aircraft at about 10-12,000 feet. As it descended, the light plane lost radio contact with the air route traffic control center. November 40 was able to establish contact with the light plane, however, and asked the ARTCC for information on the nearest airport. With their response, the NAFEC crew was able to talk down the pilot to a safe landing.

Later that day, this time just southwest of Salt Lake City, the flight-inspection crew picked up a radio call from a twin-engine plane that had engine problems

and was about to make a forced landing in the desert. All communications between the pilot and the ARTCC ended at about the time the pilot said he was putting down.

November 40, which was nearby, set out to find the light plane. Cruising at just below 1,000 feet, the NAFEC pilots were able to pick up the downed pilot on their radio and relayed a fix to authorities on the plane's position. The plane had flipped over while making its forced landing. Thanks to N 40's efforts, rescue personnel were dispatched almost immediately.

"It was a very satisfying experience," said pilot Bazer, speaking for the crew. "We all were quite pleased to play a role in these saves." Aboard the flight also were project personnel Matthew Naimo, Harold Postel, Robert Black and Michael Massimino.

Not long afterward, NAFEC Acting Director Joseph M. Del Balzo presented letters of commendation to the three airmen.

# Buying the Best Seat in the House

**F**or many people, a chair is a chair. One may be more comfortable; another may be prettier. You can change your seat or buy another for your home if it's really bad.

When it comes to a work chair, that's a seat of another sort, for we spend up to a third of our lives on that throne. More than in many professions, air traffic control specialists need durable, comfortable chairs that neither intrude on their concentration on the job nor add the stresses on their person.

For the last decade, specialists have been ensconced on a chair that many have felt did the job well. Modular in design, the chair has been repaired as much as its hard knocks have demanded. Consider that the chair was used for three shifts—24 hours a day—seven days a week. Compared to an office chair, the ATCSs' chair has really been in use for 40 years.

As frequency of repairs has grown with age, it's no surprise that the agency has turned to the task of replacing them.

It began with a General Services Administration/FAA survey of specialists' opinions about the current chairs. Out of a sample of 2,400 questionnaires mailed out, 2,000 were returned—an excellent response by any standard. Two-thirds of the respondents were generally satisfied with the current chair, and nearly half said it was comfortable. But nearly as many also said that they believed the chair adversely affected their job performance.

The survey also revealed that short specialists could not adjust the chair's height satisfactorily and that most specialists do not like having to readjust the chair when they come in for a shift, often preferring to look for a chair that fits. Almost nine out of 10 deemed arms on the chair a must.

Following the survey this spring, the agency acquired 13 sample chairs of different makes and models. Destructive testing was carried out on existing chairs to establish a benchmark against which the new chairs could be measured. The testing was conducted at Purdue University where abuse was heaped on the backrest, seat, frame and armrests and the stability of the chair's platform was checked.

The significance of the armrests is not only in a specialist's sidewise lean. When things get a bit hectic at a sector, a supervisor may sit on an armrest for want of space to insert an additional chair.

The testing has been completed. Out of it has come a list of chairs as leading contenders, of which the agency is purchasing a dozen each. This month, the three-score or more chairs will be placed in facilities for use-testing by specialists. Some of each model will be used at the Washington, Chicago, New

York and Fort Worth ARTCCs for about three weeks. Afterwards, samples of each model will be passed from the respective centers to the Washington FSS, O'Hare Tower, Islip Tower and Fort Worth FSS.

Then the voice of the specialists will be heard again as the agency asks for an evaluation of the samples. The questionnaire will be briefer than the earlier one, focusing on the chair's adjustability and comfort from the experience of one shift's use. Individual comments are solicited.

By the end of September, the agency hopes to have a single candidate chair. While this chair will be an off-the-shelf model like its predecessor, it could be one well enough liked to be chosen despite a shortcoming, which FAA then could ask the manufacturer to modify.

The purchase of 10,000 new ATCS chairs has been budgeted for Fiscal 1981. With all the research behind us, when October of next year rolls around, FAA will be ready to buy.



**NON-CONTIGUOUS FACILITIES**

**ALASKA**

- Anchorage ACDO & GADO
- Anchorage Aircraft Maintenance Base
- Anchorage Flight Inspection District Office
- Fairbanks FSDO
- Juneau FSDO

**CARIBBEAN**

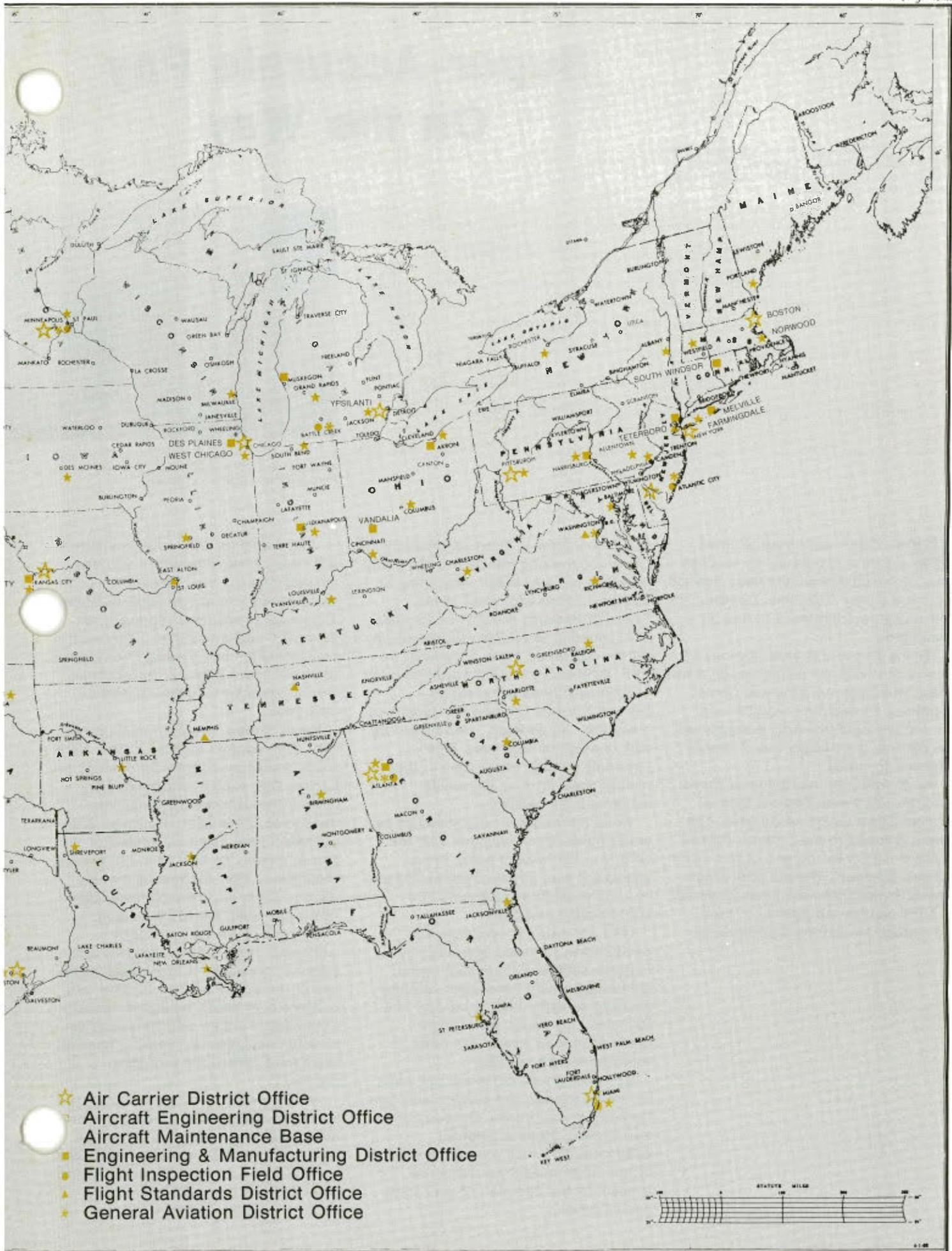
- San Juan, Puerto Rico, FSDO

**EUROPEAN REGION**

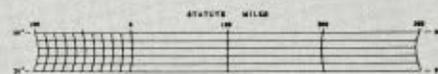
- Frankfurt, Germany, AMB
- Frankfurt Flight Inspection Group
- Frankfurt International Field Office
- Monrovia, Liberia, IFO
- Rome, Italy, IFO

**PACIFIC**

- Finegayan, Guam, IFO
- Honolulu, Hawaii, FSDO, FIG, AMB
- Tokyo, Japan, IFO, FIG, AMB



- ★ Air Carrier District Office
- Aircraft Engineering District Office
- Aircraft Maintenance Base
- Engineering & Manufacturing District Office
- ▲ Flight Inspection Field Office
- ◆ Flight Standards District Office
- ★ General Aviation District Office



# Super-Accurate Pay On the Way

The new Earnings and Leave Statement. Note the section marked "Cumulative"—this is altogether new. Other sections provide more detail than the earlier form.



Southern Region pay technician Linda Brittain transmits a time-and-attendance record to the Aeronautical Center's computer.

**W**ith FAA's technological orientation, it should be no surprise that more automation and centralization are on the way. This time, however, it's our payroll system that's in line for a revamping.

By the end of this year, the pay of everyone in FAA will be processed at the Mike Monroney Aeronautical Center, replacing 11 separate regional and center pay systems. And everyone will be paid by the Kansas City Treasury Disbursing Office.

As of April, the Aeronautical Center and the Southwest Region, plus all civilian Coast Guard employees, had been switched to the Uniform Payroll System (UPS). By the end of this month (June), Southern, Central and Great Lakes Regions will have been converted.

UPS permits the agency to take advantage of centrally located large-

scale computers to improve efficiency in payroll processing without imposing any penalties on employees. According to George B. Fineberg, chief of the Financial Systems Division in the Office of Accounting and Audit, "Employee pay will be computed more accurately by UPS. Most errors in the old systems were caused by human calculations—calculations that will now be done by a computer. "In addition," he notes, "the new concept of 'start-stop time' reporting will pay employees to the minute, instead of in six-minute increments as before."

While the laws and regulations on pay entitlements aren't changed with the UPS, you can expect some minor changes in your pay as a result of the use of a set of uniform programs in a sophisticated computer.

UPS will also use standard tax-computation formulas approved by Federal, state and municipal taxing authorities, which have been carefully checked to verify their accuracy. The formulas may cause some slight differences, one way or the other, in withholding and net pay.

Basically, small variations will occur on your Earnings and Leave Statement because of the greater accuracy of the new system. More substantial differences for which you cannot account or any other questions should be brought to the attention of your local payroll office.

Your Earnings and Leave Statement will have all the information you are accustomed to, plus a statement of the value of sick and annual leave balance. These dollar balances represent an economic resource that you may want to consider when using leave. The value of your sick leave balance, for example, can be equated to salary-protection insurance.

Ralph Straley, program manager for UPS development, points out that since check issuance will be from one point—Kansas City—some employees may receive their checks earlier or later, depending on location. However, pay processing has been scheduled to deliver checks no later than the second Wednesday after the end of the pay period, under normal circumstances, which has been the rule all along.

"This need not be a concern," comments Pete Verdin, the UPS data systems manager. "If employees make use of the Direct Deposit System, any concern over check receipt is virtually eliminated. Further, the composite list used for the system is mailed to financial institutions before the individual checks."

An integral part of the new system is a time-and-attendance reporting system based on "start-stop time." The T&A report records the time you begin work and the time your workday ends. Having been programmed with information about your rates of pay, overtime

ibilities and shift, the computer will calculate the hours worked and apply the appropriate rates of pay.

Instead of using the old punch cards, pay technicians will use data-entry terminals to enter T&A data into the system, which edits the information and transmits it to the computer at the Aeronautical Center. Louis Chestnut, UPS operations manager at the center, points out that the data is re-edited when it's received to ensure maximum accuracy.

The team and work group that developed the Uniform Payroll System recently received a Special Achievement Award from the Associate Administrator for Administration, Charles E. Weithoner. Represented in the cooperative effort of creating UPS were employees from the Aeronautical Center, the Office of Accounting and Audit, the Office of Management Systems and the Southwest, Southern and Central Regions.

TIME AND ATTENDANCE REPORT																				
SOCIAL SECURITY NO. C/D		NAME			OT	3	FPS	COST CENTER		LEAVE BALANCES			AG		REG	BLK	PAY PERIOD		T&A	
					CD	N/E		CAT	PP	ANNUAL	SICK	COMP					NO.	END DATE	DIST	
MEAL TIME	START	STOP	Leave blank if no meal time is included in the assigned shift.																	
DAY	ASSIGNED SHIFT		TIME WORKED OUTSIDE SHIFT				TIME NOT WORKED				TRAVEL		HAZARD/ENVIRONMENTAL		DAY					
	START	STOP	COND.	OPTIONS	START	STOP	TYPE	START	STOP	INIT.	TYPE	START	STOP	TYRATE%		START	STOP			
S 01			7	2	3	4	5	6	7										0	1
M 02			7	2	3	4	5	6	7										0	2
T 03			7	2	3	4	5	6	7										0	3
W 04			7	2	3	4	5	6	7										0	4
T 05			7	2	3	4	5	6	7										0	5
F 06			7	2	3	4	5	6	7										0	6
S 07			7	2	3	4	5	6	7										0	7
S 08			7	2	3	4	5	6	7										0	8
M 09			7	2	3	4	5	6	7										0	9
T 10			7	2	3	4	5	6	7										1	0
W 11			7	2	3	4	5	6	7										1	1
T 12			7	2	3	4	5	6	7										1	2
F 13			7	2	3	4	5	6	7										1	3
S 14			7	2	3	4	5	6	7										1	4

**WAE** - When Actually Employed With No Assigned Shift

**IRA** - Irregular Workweek with No Assigned Shift

**ROO** - Regular Day Off

**NMS** - No Assigned Shift Rights

**MOL** - In Lieu of Holiday Worked in Two Day Period For A Legal Holiday in Next Pay Period

**WOP** - No Pay Status

**CONDITION OPTIONS**

1. Comp Time is requested

2. Time is in conflict

3. Time is subject to Night Differential (CC Only)

4. Rate is different from normal

5. Entitled to P.L.A. OT from Training

6. Entitled to P.L.A. OT from Training

7. Time is authorized and permitted

8. Entitled to Title 5 OT from Training

9. No work statement that is true

10. Check appropriate condition digit

**NOT WORKED TYPE CODES**

01 Annual Lv

02 Sick Lv

03 Holiday Lv

04 Comp Lv

05 Mat Lv

06 Off Lv

07 Court Lv

08 Exceeded Lv

09 Exceeded Lv

10 Exceeded Lv

11 Home Lv

12 WOP

13 Suspension

14 PWOL

15 Annual Lv

16 Restricted Annual Lv

17 Traumatic Injury

18 Mag Break Outside Shift

19 Mag Break Other Than Shift

20 Special Tours Break

21 Home Lv

22 WOP

23 Suspension

24 PWOL

25 Annual Lv

26 Restricted Annual Lv

27 Traumatic Injury

28 Mag Break Outside Shift

29 Mag Break Other Than Shift

30 Special Tours Break

31 Home Lv

32 WOP

33 Suspension

34 PWOL

35 Annual Lv

36 Restricted Annual Lv

37 Traumatic Injury

38 Mag Break Outside Shift

39 Mag Break Other Than Shift

40 Special Tours Break

41 Home Lv

42 WOP

43 Suspension

44 PWOL

45 Annual Lv

46 Restricted Annual Lv

47 Traumatic Injury

48 Mag Break Outside Shift

49 Mag Break Other Than Shift

50 Special Tours Break

51 Home Lv

**TRAVEL TYPE CODE**

30 Training During Assigned Shift When Not Limited To Premium Pay For Sundays and/or Holidays

31 Enroute TDY

32 House Hunting OOS

41 All Destination TDY

42 All Destination Training

50 Special Tours Not Entitled to Premium Pay

**EMP TYPE CODE**

1. Actual Exposure

2. All Moves in Pay Status

**ADVANCE SICK LV**

Date App Begin Date Hours

Overhaul, Holiday, Comp Time App

By Supr

By DOT Form 3500.1

**CERTIFIED CORRECT**

T&A Clerk Init:

T&A Clerk Signature

Telephone No:

Supervisor's Signature:

The new start-stop T&A report has been put into use in advance of UPS conversion.



The FAA work group that helped devise the agency's new Uniform Payroll System: (left to right, seated) Lewis Chestnut, AAC; T. W. "Bill" Murphy, ASO; Peter Verdin, AAA; Durrell T. Treadway, AAC; and (standing) Bob Lauderdale, ASO; Walt Hendrickson, ASO; Ray Corley, AAC; Carolyn Berry, ASO; Ralph Straley, AMS; Imogene Montgomery, ACE; and Ron Peters, ACE. Another member of the group not present for the photo is Ed Knisely, AAC.

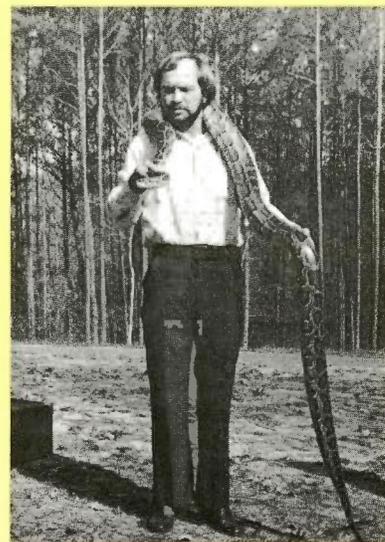
# Faces and Places



**TWICE AS NICE**—Marking both the fifth anniversary of Dallas-Fort Worth International Airport and the start of supersonic service between Europe and an inland U.S. city, two Concorde SSTs taxi past DFW's control tower.

Photo courtesy of Braniff International Airlines

**SNAKE CHARMER**—When no authorities were interested in a large coiled snake in the middle of a runway at Atlanta's Charlie Brown County Airport, controller Jim Walters went out and carefully transferred the 10-foot reptile to his truck. It subsequently proved to be a tame python that its owner later said had strayed or been stolen from him more than six months earlier!



**FUN IN THE SUN**—The first ground-breaking for a solar-heated air traffic control tower took place at the Michiana Regional Airport in South Bend, Ind. Officials present were (left to right) Eli Jerome, FAA local coordinator; Lloyd Taylor, president of the St. Joseph County Airport Authority; Henry Kazimier, director of Indiana Aeronautics Commission; Robert Flower, tower chief; Mayor Peter Nemeth, holding shovel; Robert Batteast, contractor; James Lahey, Chamber of Commerce; and local labor official Joseph Burkus.

Photo by W. E. Holtsberg, Jr.



**NOT MUCH FUN**—These FAA employees aren't going through the dumpsters to make ends meet or looking for dirt on someone. Robert Morrison, chief of the Alaskan Region's Electronics Engineering Section; Wilse Morgan, Technical Inspection Section chief; and Bert Pickett, Airway Facilities Division assistant chief (left to right) were looking for (and found) valuable papers lost when cleaning up prior to moving the regional office into a new building.



**NEW PROGRAM**—A Secretarial Institute Instructional Workshop was held at headquarters for regional training branch personnel and regional directors' secretaries for setting up the Secretarial Institute in their regions. Attending were (left to right, seated) Fay Sanford, Southwest; Betty Sangster, Southern; Betty Carter, Southern; Carolyn Mason, NAFEC; and (standing) Phyllis Burbank, coordinator; Kay Young, NAFEC; Denise Weinstein, Eastern; Rita Blake, headquarters; Julia Lord, Alaskan; Diana Durham, Central; Ed Hatfield, Southwest; Sandra Marsh, Great Lakes; Diane Cox, Rocky Mountain; Diane Beland, New England; Diane Dockray, New England; and Tina Mallory, coordinator. The Office of Personnel and Training was host.



**THE PRIME MOVERS**—While changes are in the offing, as of the recent Regional Director's Conference in Dallas, here's the complete array of FAA's top brass: (left to right, seated) Charles Weithoner, AAD-1; Charles Foster, AVS-1; Quentin Taylor, ADA-1; Langhorne Bond, AOA-1; William Flener, ATF-1; A. P. Albrecht, AED-1 (acting); (standing) Robert Whittington, ANE-1; Robert Aaronson, ARP-1; Clark Onstad, AGC-1; Roland Eckert, AOA-1; Philip Swatek, ASO-1; Mervyn Martin, ARM-1; Clyde Pace, AEU-1; Leon Watkins, ACR-1; C. R. Melugin Jr., ACE-1; Louis Cardinali, AEA-1 (acting); Paul Baker, ASW-1 (acting); C. B. Walk Jr., ANW-1; Leon Daugherty, AWE-1; Robert Ziegler, APC-1; Wayne Barlow, AGL-1; Joseph Del Balzo, ANA-1 (acting); Robert Faith, AAL-1; Thomas Creswell, AAC-1; Jerry Doolittle, APA-1; John Wesler, AEE-1; and Brooks Goldman, AMS-1.



**EXAMINERS' EXAMINERS**—Regional coordinators and Flight Standards team members attended a prototype Maintenance Airman Examiner Standardization program course at the FAA Academy that they developed to hone the skills of mechanic and parachute-rigger examiners. They are (left to right, seated) Keith Bancroft, Ed Pontarelli, Bob Taylor, Don Wisner and Guy Kimmer and (standing) Walt Brigida, Wayne Sprague, Clyde DeHart Jr., Bill Benjamin, John Donnelly, Dick Teixeira, Ray Dietz, Stan Magnuson, Red Darral, Sam Anderson, Keith Teasley, Bob Schilling and Ed Lonnevik.



**UNUSUAL VIEW**—NAFEC test pilots Jack Ryan and Jesse Terry check out a microwave landing system at Washington National Airport, coming in from the airspace over the White House. Special permission was obtained to fly in the restricted airspace to obtain comprehensive performance data on the MLS and its multiple-path approaches.



**A WELL-DONE**—For their work in helping to develop a computer link between the Los Angeles Center and the Navy's Fleet Area Control and Surveillance Facility (FAC-SFAC), Western Region Air Traffic Division chief Ken Patterson (right) presented Special Achievement Awards to David Hernandez, Los Angeles ARTCC acting data systems officer, and Bob Franks (not shown), data systems specialist at the Miramar NAS approach control.



*"When we stub our toe at O'Hare, someone in London gets a headache."*

## As O'Hare Goes, So Goes the Nation

**T**his past winter demonstrated forcefully that no other airport in the country, perhaps in the world, can affect so many air travelers as Chicago O'Hare International Airport.

When everything is running normally with the more than 2,000 daily average of arrivals and departures, air travelers even on the coasts may be content and getting where they want to go on time. But when something happens at O'Hare, it quickly has a domino effect, backing up traffic at large and small airports all over the country. As airport manager John Carr says, "When we stub our toe at O'Hare, someone in London gets a headache."

An airliner leaves Los Angeles in the morning making a milk run to New York, stopping en route at Sacramento, Reno, Denver and Chicago. It is scheduled to return to Los Angeles through Chicago that same evening and repeat the circuit the next morning. At both Chicago and New York, fresh flight crews will replace those who started the trip.

If anything occurs to delay, divert or cancel the flight anywhere along its route, most especially at the connecting

hub of Chicago and where fresh crews are waiting, passengers at any or all of those cities are affected. A passenger booked for the Los Angeles to Sacramento leg the next morning might find himself out of luck. Because flight time of air crews is regulated, delays also cause significant problems for the airlines in scheduling relief crews.

Despite a safe and efficient system, weather, equipment failure or the need for construction can make things go wrong. And with about 40 percent of the nation's airline fleet passing through O'Hare every day, this single airport's operation can have a substantial effect on airline service across the country.

O'Hare has more runways, more taxiways, more high-speed turnoffs, more instrument landing systems and more terminal gates than any other airport. It has six sets of parallel runways plus one exclusively for general aviation. All but one are equipped with instrument landing systems, including two Category II systems and other runways with centerline lights to permit takeoffs in minimum weather conditions.

Last year, O'Hare averaged 2,081 arrivals and departures each day. Nearly all airline flights are scheduled between 6:00 a.m. and 10 p.m., with many cargo and mail flights operating in the wee hours.

O'Hare has two peak periods, although some will say it has only one: the time. The morning peak begins with the rush of inbound traffic from cities in the East, and this ends by 9:00 a.m. under ideal conditions, with all of O'Hare's 100-plus gates occupied. Beginning at 11:15 a.m., all of these flights line up for departure. From then on, the second rush begins and lasts until 10:00 p.m.

Under ideal conditions, O'Hare operates on at least five runways simultaneously: three for arrivals, two for departures. With that arrangement, 170 operations per hour can be handled. But if something interferes with the operation, reducing the number of runways, delays will build up very quickly, even in good weather conditions.

The flying public in this country has become so accustomed to a safe, fast and efficient air transportation system that when there are delays, they become very impatient. Very few are aware of the causes of delays. When a thunderstorm or fierce winter storm is pelting the airport, they seem to realize that flight is not advisable. But when they can't see the reasons for delays and sometimes aren't even told, they become frustrated and sometimes angry.

Perhaps one of the best examples of

Besides weather incidents, delays are caused by equipment failures, such as a flat tire on a Boeing 747 (below), airport construction for maintenance (bottom) or a host of other problems around the busy terminal.



that type of situation occurred on "Black Thursday," June 30, 1977. The skies of Chicago were blue and a bright summer sun blazed. But at O'Hare, every one of the more than 100 gates was occupied by an airliner waiting, and 200 other aircraft either sat on taxiways or taxied up and down awaiting a gate or takeoff clearance. The situation got so bad that the tower asked the city for permission to park airplanes on runways that were no longer needed.

it took hours to get everything back to normal at O'Hare and even longer for airlines to get their equipment and crews back on a normal schedule.

O'Hare's peak periods of operation are based on split-second timing. Controllers at both O'Hare and the Chicago Center know this need and do a tremendous job in moving the mountains of traffic. The teamwork between them, the flight crews and airport operations keeps the dominos upright most of the



A few of the 800,000 flights a year at O'Hare International Airport line up for takeoff.



Story and photos by Neal Callahan  
Art by Len Fletcher

Thousands of passengers were stuck in Chicago with no place to go. Flight crews tried to explain the situation but to no avail. Controllers were falsely accused of slowing down.

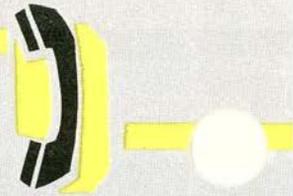
What had happened was completely out of the hands of air traffic control or the airport. A tremendous band of thunderstorms, 50,000 feet high, formed a solid wall across Missouri, southern Illinois and central Indiana and spread as far north as central Michigan. They were as bad a set of storms as anyone could remember. The main east-west routes across the country were blocked by the boiling clouds.

Even after the storms had dissipated,

time. Airport manager Carr comments, "We're just one big happy corporation."

But let an aircraft blow a tire, the runway braking action be less than good, a high-speed turnoff be closed by a snowdrift, airport construction be in progress, winds be strong in any direction, equipment fail or a multitude of other foibles occur, then "delay" is the word. If so, the people on those London flights headed for Chicago or points west had better reach for the aspirin bottle.

# DIRECT LINE



**Q** In reading the FARs, Order 7110.65 and training manuals, I have become confused about Special VFR operations. In SVFR, what becomes IFR—the control zone or the airport where the weather reporting station is located? If it's the control zone, what portions are IFR (what altitudes)? If the weather is IFR, can an aircraft enter, transition or depart a control zone without ATC clearance? How does a ceiling affect this? How is an SVFR that has been issued a clearance out of the control zone to maintain SVFR conditions handled when he reports VFR conditions? Do you advise the SVFR to maintain VFR and forget about him, or do you still have to have the SVFR report himself clear of the control zone and to continue to provide standard IFR separation? Finally, may a controller issue a "climb to VFR conditions within the control zone" clearance without the pilot requesting it?

**A** We expect that the revisions made in Handbook 7110.65A, Changes 3 and 4, will help clarify SVFR requirements and procedures. Technically, neither the airport nor the control zone are IFR—the weather conditions are. For SVFR, we are concerned primarily with weather conditions at the airport of intended landing or departure. Weather conditions at the airport may be IFR with a low ceiling and low tops, while the weather above the tops may be very much VFR. Thus, although SVFR is authorized only within a control zone, the requirement is determined on the basis of weather conditions reported at the airport of intended operations. Note the phrase "at that airport" in Handbook 7110.65A-470.c., 477 and 478 and in FAR 91.105(d). A VFR aircraft may transit a control zone without an IFR or SVFR clearance if the aircraft can maintain the required flight visibility and distance from clouds, as prescribed in FAR 91.105. The FAR allows operations above or under a ceiling of 1,000 feet or more where applicable flight visibility and distance from clouds exist. However, FAR 91.105.c. prohibits pilots from operating VFR in a control zone beneath a ceiling that is less than 1,000 feet. Bear in mind that FAR 91.105 prescribes minimums for flight operations. Users (like the USAF) may impose more stringent criteria on their own flight operations. Compliance is essentially a pilot responsibility. Except as provided in Handbook 7110.65A-472 (Climb to VFR), your clearance for an aircraft to depart a control zone SVFR and your separation responsibility remain in being until the aircraft either departs the control zone or requests that you cancel his SVFR clearance after reaching VFR conditions. An SVFR for an aircraft to climb to VFR is authorized only if requested by the pilot. If requested by the pilot and issued by the controller, a request to climb to VFR requires the same IFR separation applied to other SVFR operations until the pilot reports reaching VFR conditions. The SVFR clearance is then terminated and the pilot is expected to proceed VFR. For further clarification: An important distinction exists between SVFR and VFR operations. Because of the IFR separation required, primary ATC responsibility for approval and control

of SVFR operations rests with the IFR control activity, except as specifically designated (see Handbook 7210. 3D-226.e.). Similarly, a distinction exists between control zones and airport traffic areas. A VFR aircraft may not require a clearance to operate VFR in accordance with FAR 91.105 (above the ceiling, for example) in a control zone, but FAR 91.85(b) prohibits operating in an airport traffic area without ATC approval. An airport traffic area is an area within five statute miles of a controlled airport up to but not including 3,000 feet above field elevation. (See also Handbook 7110.65A-32 and Glossary of definitions.) For discussions of other points about Special VFR operations, see "Direct Line" responses in June and December 1978 issues.

**Q** Why hasn't someone devised a better method of filing travel vouchers? We spend hours filling them out only to be told upon filing them that they are incorrect or outdated by present regulations. There must be a better way.

**A** There is no easy solution to the problem of filing a travel voucher. The matter has been a recurring subject at national accounting conferences with representatives of the Office of the Secretary in attendance. Various alternatives have been considered, but none has yet been fully developed because of resource limitations. In the interim, however, we've had many questions, complaints and suggestions for improvement, and many such suggestions have been used for the benefit of the employee and the taxpayer. For example, the travel voucher (Standard Form 1012) was revised in October 1977 to a simpler format, which includes instructions and tips to the traveler for easier preparation. Additional assistance is provided by some accounting offices with a checklist as a guide for special travel situations. Until some breakthrough is made, however, there is no substitute for the individual traveler preparing his or her own travel voucher.

**Q** I'm concerned about the extension of coverage under PL 92-297 to non-air-traffic-controller positions. Certainly, the intent of Congress is quite clear in limiting this law to one "who is actively engaged in the separation and control of air traffic, or who is the immediate supervisor of an employee who is actively engaged in the separation and control of air traffic." Even the inclusion of flow controllers among those covered (Order 3410.11) is highly questionable, since the same order on page 2, para. 6, section C, is quite clear in excluding these and other similar positions. In our facility, even those in the newly created positions

of "metering specialists" are covered. It is difficult to think of a position less related to the pressures and responsibilities of the separation and control of air traffic than that. As a controller who has seen a freeze on new entries into the second-career program because of alleged abuses and inept administration of the program, I am quite concerned that the continuation of such practices could be interpreted as abuses of PL 92-297 and eventually lead to the loss of the remaining benefits of this law. Has Congress delegated to regional or local FAA management officials the authority to extend the coverage to non-controller positions? Is Congress notified when additional positions or groups of employees are added?

**A** Public Law 92-297, section 2109, defines a controller essentially as you quoted, and the order does extend the coverage to "those assigned as flow controller." This same order, in para. 5d, grants the authority to region and center directors to make decisions regarding application of coverage of the law or to redelegate this authority to the chief of the Personnel Management Division. These regulations were issued in accordance with Section 2109 of the law, which provides, in addition to the definition of the title "air traffic controller" for the purpose of coverage under the law, a further statement that "the Secretary of Transportation may prescribe regulations to determine the application of this section. Because the nature of the duties of a metering specialist at the Chicago ARTCC is so closely related to those of a flow controller, which is provided coverage under the law, the decision to extend coverage to the metering specialist was made. Congress is not notified when additional positions are determined to be covered by PL 92-297 because of the authority granted the Secretary to decide coverage of ATC positions.

**Q** Late in August last year, I was selected for a general aviation operations inspector position (GS 1825-9) at a GADO office. As of that date, I had spent six months as a developmental controller at an ARTCC in the same region. Had I continued as a controller, I would have been eligible for promotion to GS-11 in February. Now that I am in the 1825 series, was I eligible for promotion consideration in February or will I be required to spend a full year in my current series before becoming eligible?

**A** Promotional considerations from a GS-9 general aviation operations inspector position to the GS-11 level is based on two requirements: level of experience and the ability to perform the duties of the position. Candidates for the GS-11 position must have at least one year of specialized experience at a level of difficulty and responsibility comparable to that of the second lower grade; that is to say, GS-1825-9. Your time in grade as a developmental controller is only applicable as general experience and cannot

be counted as specialized experience in meeting the level-of-experience requirement. The second requirement is generally met after GS-1825-9 inspectors work under the direct supervision of higher level inspectors and receive on-the-job and formal course training in higher level inspector duties qualifying them for promotion. On-the-job and formal-course training as a controller cannot be substituted for inspector training. It is possible, however, for someone having prior experience and ability to perform at a higher level to be promoted to GS-11 without having to spend a year as a GS-1825-9, assuming that the person has met the time-in-grade requirement. In either case, of course, the person is promoted only after individual performance-level evaluation and supervisory approval.

**Q** Is there a minimum number of personnel required by Civil Service [now OPM] to operate a communications center 24 hours a day, seven days a week, and can a person be required to work scheduled overtime on a continuing basis?

**A** Each agency has complete authority in determining the staffing of its components, subject only to budgetary limitations. The Office of Personnel Management has no authority to prescribe agency staffing, nor have they ever issued regulations covering this matter. In your region, eight employees—the current complement—are needed to adequately staff the Communication Control Center, allowing for shift coverage and normal annual and sick leave usage. Employees in your center have not been required to work scheduled overtime on a continuing basis. If this were to become necessary, management would need to re-evaluate the adequacy of the center's staffing.

Is there something bugging you? Something you don't understand? Tell it to "Direct Line." We don't want your name unless you want to give it, but we do need to know your region. We want your query, your comment, your idea—with specifics, so that a specific answer can be provided. All will be answered here, in the bulletin-board supplement and/or by mail if you provide an address. Better two-way communication in "Direct Line" is what it's all about.

# Women Controllers Form Association

It was still just a dream in the minds of two women only a year ago; today there are 65 members in the Professional Women Controllers organization, which held its organizing convention recently.

The PWC was national in scope before it started, for the moving forces were Jacque (pronounced "Jackie") Wilson of Western Region's Airspace and Procedures Branch and Sue Mostert of the New York Common IFR Room.

They started to talk about 11 years ago, after meeting in a class at the FAA Academy, about some of the problems common to women controllers and how they could help women make air traffic control a fulfilling career. Three years ago, they began sending out cards and flyers to other women specialists to see if there was support for an organization. The response was positive, which led to this year's meeting in Washington at which a creed, a constitution and bylaws were adopted.

The objectives of the Professional Women Controllers, as stated in its constitution, are "to encourage qualified women to enter the air traffic control profession; to encourage personal development for career advancement; and to set an example by maintaining our own accountability, responsibility and professionalism at all times." To those ends, the goals voted upon were to establish communication with all women in air traffic control work, both at home and abroad; set up career-counseling programs; and encourage all members to participate in a recruitment program.

Further reflecting the nature of the organization, PWC's creed states: "We . . . accept our opportunity to serve the aviation community by doing our best to promote better understanding,

Joyce McIlrath (left), ATCS from the Ontario, Calif., FSS, serving as Professional Women Controllers convention chairperson, transfers a symbolic gavel to the organization's new president, Sue Mostert of the New York CIFRR.



The Professional Women Controllers first panel of officers: (left to right) Gwen Sawyer of the FAA Academy, secretary; Jacque Wilson of Western Region's Airspace and Procedures Branch, vice president; Sue Mostert of the New York Common IFR Room, president; and Barbara Williams of the Cleveland Center, treasurer. The quartet was elected in April.

cooperation and coordination between controllers at different facilities toward the continual improvement of aviation safety."

Newly elected as PWC's first president, Sue Mostert pointed out that they wanted an organization that "would not compete with other organizations, such as EEO groups or the unions. We wanted one that would facilitate communication among ourselves and lend support among ourselves."

Other officers elected were Jacque Wilson, vice president; Gwen Sawyer, FAA Academy en route instructor, secretary; and Barbara Williams, Cleveland Center EPDS, treasurer.

The initial 65 members represent nine regions; about half are college educated, and more than half are raising children and are pilots. Among the pilots, there are six commercial certificates and two Air Transport Ratings. **By Theodore Maher**



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