

STATEMENT OF BROOKS C. GOLDMAN, ASSOCIATE ADMINISTRATOR FOR ADMINISTRATION, FEDERAL AVIATION ADMINISTRATION, BEFORE THE HOUSE COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION, SUBCOMMITTEE ON AVIATION, CONCERNING THE FAA OPERATIONS APPROPRIATION. MARCH 14, 1990.

Mr. Chairman and Members of the Subcommittee:

It is a pleasure to appear before you today to discuss the FAA's Fiscal Year 1991 Operations Budget Request. Joining me today are Anthony J. Broderick, Associate Administrator for Regulation and Certification, Herbert R. McLure, Associate Administrator for Human Resource Management, Norbert A. Owens, Deputy Associate Administrator for Air Traffic, and Dale McDaniel, Deputy Assistant Administrator for Policy and International Aviation.

For Fiscal Year 1991, the budget request for our Operation's Appropriation continues to place strong emphasis on safety and security, and seeks \$4.088 billion, a 7 percent increase above the current funding level. That will provide funding for 51,162 positions, an increase of 966 positions over Fiscal Year 1990. Funding increases totaling \$233 million will support mandatory wage and price increases to sustain current services requirements. In addition, \$31 million will provide program growth in the controller work force, field maintenance staffing, and safety and security inspectors.

The FAA work force is truly unique. Approximately 50,000 highly skilled men and women are deployed throughout the world. Eight out of nine people in our operations workforce are in safety related jobs or directly manage those personnel or programs: they are the air traffic controllers who handle traffic seven days a week, 24 hours a day; they are the aviation safety inspectors, who conduct operations, maintenance, and avionics inspections necessary to ensure the airworthiness of aircraft and competency of airmen and mechanics; they are the airway facilities technicians who maintain the vast array of communication and radar systems necessary for the safe movement of air traffic, often in remote locations and under less than favorable conditions; and they include civil aviation security inspectors who oversee the security provided the traveling public by U.S. air carriers throughout the world.

Our operations workforce is financed and supported by our Operations Appropriation, which also finances and supports the administration of our airports program; leased telecommunications services; logistical support for the National Airspace System (NAS) Plan; development direction for the FAA's research, development, engineering, and test and evaluation programs; and human resource management.

-3-

As you know, the operations appropriation is derived from both general and trust funds. Since 1982, the Airport and Airway Trust Fund has financed about 57 percent of FAA's budget. However, during this time period, the trust fund has funded only about 24 percent of the cost to operate and control the aviation system. We think that the operation of the aviation system is just as important as the capital modernization programs.

The flying public heavily relies on the FAA staff who keep the aviation system working efficiently and safely on a day-to-day basis. This fundamental reliance is borne out by cost allocation studies which show that a greater proportion of the costs of FAA operations should be funded by users. Therefore, the President's Budget proposes to fund 85 percent of FAA's total budget from the trust fund. The studies that I refer to were systematic analyses done by the FAA to determine which FAA costs should be allocated to users of the aviation system; the studies show that 85 percent of FAA's total budget should be funded by users of the aviation system. While taxpayers generally should pay for the 15 percent usage attributable to military and other public users, those who otherwise directly benefit have responsibility for the remainder of FAA's expenditures.

-4-

Just ask yourself this question: why should an airplane passenger's ticket fee pay only for the equipment that helps the plane land and not for the controller who guides the plane, the inspector who helps ensure that the plane is safe, or the security specialist who inspects the airlines' security system? We at the FAA have not found a good answer to this question.

As I go on to describe some of the specifics of the FAA's budget proposals, I think you will agree as to the importance of FAA's operations to the aviation system.

In the next fiscal year, the FAA will operate an estimated 399 air traffic control towers and 24 air route traffic control centers to handle a projected daily average of over 176,000 take offs and landings and over 131,500 instrument operations. Flight service stations will provide 123,300 flight services daily. One of our highest priorities, and I am sure Congress' as well, is to ensure that a controller work force of the utmost quality keeps pace with the projected growth in air traffic, while maintaining the safety and efficiency of the air transportation system.

For fiscal year 1991, we are seeking an end-of-year controller work force level of 17,495. The Air Traffic Control System will

-5-

require \$1,853,241,000 and 27,791 authorized positions. This represents an increase of \$140,373,000 over Fiscal Year 1990. The primary changes proposed for the next fiscal year are an increase in employment to bring the controller work force to the 17,495 level, and an increase for permanent change-of-station moves to ensure that qualified controllers are placed at our busiest facilities.

To reach our goal of a controller workforce of 17,495 for Fiscal Year 1991, approximately 2,400 controller trainees will be hired, compared to approximately 2,082 which will be hired by the end of this fiscal year to reach our controller work force goal of 17,000. The 2,400 controller trainees will replace controllers lost to training failures, attrition, retirements and promotions.

The Systems Maintenance Program provides for the maintenance, repair, and engineering of over 25,000 facilities and equipment installations. Introduction of new technology, some of which was described in earlier hearings, as part of the NAS Plan, presents this workforce with new challenges and resource requirements. For Fiscal Year 1991, the operation of this activity will require \$751,172,000 and 10,736 authorized positions. This represents a net increase of \$37,472,000 and 291 authorized positions over our

-6-

Fiscal Year 1990 level. These additional staff resources are required to bring employment up to a level that will support the NAS maintenance workload in Fiscal Year 1991 and beyond.

In addition, demographics indicate that each year the proportion of inexperienced entry level technicians increases and the number of experienced technicians drops. We project that, in the next fiscal year, 16 percent of the field maintenance workforce will be eligible for retirement. These losses are expected to continue through the mid-1990's. Without the increase we are seeking in Fiscal Year 1991, a serious gap between NAS maintenance workload and the availability of trained technicians could threaten system efficiency and safety. Increases in Fiscal Year 1991 will provide for employment growth to bring the onboard end of year level for the field maintenance workforce to 9,000.

Civil aviation flight safety is the objective of our Aviation Standards workforce. Included in this workforce are aviation safety inspectors who perform certification and inspection activities; engineers who develop and administer safety standards for this certification of aircraft, engines, and propellers; and civil aviation security inspectors who safeguard passengers, crew, aircraft, and airports from the threat of terrorists or other criminal activities.

-7-

For Fiscal Year 1991, the operation of the Aviation Standards Program will require 7,336 authorized positions and \$470,438,000. This represents an increase of 663 authorized positions and \$49,172,000 over our Fiscal Year 1990 level. We are seeking an increase of 400 positions and an increase of \$6,159,000 for the aviation inspector and support work force. An additional 35 positions are being requested for our aging aircraft program. For Civil Aviation Security, we are requesting an additional 164 positions, and \$6,145,000 to increase staffing at regional and overseas offices.

The administration of the FAA's employee recruitment, development, training, compensation and labor-management relations activities are supported in the Human Resources Management Program. For Fiscal Year 1991, the Human Resource Management function will require 1,460 authorized positions and \$296,086,000, a net increase of \$5,966,000 over our current fiscal year level.

This function supports all FAA organizations by recruiting and training personnel to perform the agency's technical and complex job tasks. Our Fiscal Year 1991 budget request continues our emphasis on human resource management, occupational and managerial training, including our major training initiative -- The Flight Plan for Training. A model for education and training, the Flight

-8-

Plan for Training details approaches the FAA will take to recruit and screen the best talent, redesign the training curricula for all safety-related occupations, and provide advanced training technologies. There have been several significant accomplishments achieved during the first year of implementation of the Flight Plan, including:

- o Establishment of the Office of Training and Higher Education.
- o Development and implementation of an improved training program for newly-hired airway facilities technicians.
- o Development and implementation of new training courses for OJT instructors and examiners.
- o Several new training modules were developed and incorporated into aviation inspector training courses.
- o An intensive study of the recruitment and retention of FAA Academy instructors was completed, and implementation of recommendations initiated.

-9-

Rebuilding our training system remains a high priority for the FAA. It is no secret that significant employment increases, continued implementation of modernization plans, and increased inspection efforts have combined to produce a substantial increase in our training requirements resulting in a training backlog. In addition, many of our training tools and techniques have proved to be simply inefficient and outdated.

During Fiscal Year 1991, using our Flight Plan as our primary planning tool, we will continue to strive for a modern and streamlined training program for our safety-critical employees and their managers. To provide on-going and proficiency training for aviation safety inspectors, electronics technicians and engineers, air traffic controllers, security inspectors and other critical components of our workforce, we are requesting for the next Fiscal Year \$174,451,000 and 683 authorized positions.

In conclusion, Mr. Chairman, I would like to emphasize that our Operations Appropriation is a key element of the FAA's total budget. It enables us to field the safety, security, and support workforce needed to inspect, operate and maintain the air transportation system. Our employees deserve the best that we can provide in technology, training, and other resources which will

-10-

enable them to ensure the continued safety and security of the world's most complex and sophisticated aviation system.

That concludes my prepared remarks, Mr. Chairman. My colleagues and I will be pleased to respond to any questions you may have.