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MANAGEMENT RESPONSIBILITY IN AIRPORT OPERATION

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DURING the year 1947 the number of airports in the United States will be increased by over 1000. On August 4, 1947 the revised program for airport aid under the Federal Airport Act of 1946, including the previous expenditures under appropriations made by Congress in 1946 and 1947, was announced by the Civil Aeronautics Administration. The revised program will affect nearly a thousand selected airports.

Both of these facts point, among other things, to a renewed need for consideration of some of the management aspects of both new and old airports, whether municipally or privately owned. Airport management has suffered too long from a lack of good business principles. Effective business management of airports has been the exception, not the rule. The situation may have been complicated somewhat by the fact that many airports are operated municipally rather than as private enterprises. Business management principles, however, are the same in both cases, though organization forms differ and the efficiency of the management is not always comparable.

Since the long-run trend in the case of the larger airport is toward municipal ownership and operation, the first three sections will be concerned with the general forms of operation, types of administration, and management details of municipal airports. The final general section will deal with some management details which are applicable to both the private and municipal airport.

I. GENERAL FORMS OF MUNICIPAL AIRPORT OPERATION

Department Management. The basic principles of business administration tend to become obscured when new projects are fitted into a plan of municipal activity. Inasmuch, however, as municipal airport operation is a public business, procedures for conducting that business should conform to the principles of public administration. It is not possible, except by legislative act, to disassociate the management of the municipal airport from the normal city government channels. In

the usual situation, the city council is the legislative body which controls the airport and airport expenditures, while the city mayor has general administrative supervision of the airport department and is responsible for its operation. Under such circumstances airport operations may be assigned to an existing municipal department or a new and separate department may be set up. In either case, an executive head and an effective type of organization are needed to do the job required. To be successful, any airport, regardless of its type of administration, must be comprehensively planned, functionally designed, economically constructed, and soundly administered.

Lease Management. The alternative to the municipally-operated type of airport management is to lease the port to a fixed-base operator. The essential characteristic of this type of operation is the leasing of the airport to an individual, a partnership, or corporation, to operate in return for a rental on a fixed sum basis or on a percentage arrangement. This method of operation is the quickest way to start activities on a new airport. It makes for a minimum need for municipal supervision and may be cheaper, in the early stages particularly, for the municipality.

An operator, when a lessor, being in business for himself, may be inclined to expect too much from the publicly-owned airport. He may believe that he should be completely protected against the encroachments of itinerant operators and that the services he provides should be reciprocated by low charges against him. On the other hand, the community feels that its burden of maintenance costs should be eased by the operator as a result of the operator's income-producing use of the tax-provided airport facilities.

Because of these divergent viewpoints, it becomes particularly important from the standpoint of both the operator and the municipality that great care be exercised in drawing up the lease or contract between them. There are no standard-form leases and comparatively few instances of outright leasing of large municipally-owned airport facilities to a single operator. A number of smaller municipal airports, however, use the lease form of operation.

In considering the advisability of a lease form of operation, the first thing which must be realized is that airport operation and airport management are not necessarily the same thing. Management control should always be retained by the community, either through a salaried manager, the city council, an official airport committee, a commission, or some other method. By this means the community's interests will be represented in all matters that have to do with the use of the airport — particularly all matters of maintenance and revenue.

Manager-Operator Management. Occasionally it has been found effective to have an operator act also as airport manager. In this case, the city should enter into a management contract with a responsible operator. A management contract is preferable to a lease, since a

lease implies an estate in the airport property, with the result that certain rights might be presumed that were not intended. Such a contract should set forth specifically the privileges and obligations of the contractor as an operator, and also his duties as airport manager for the municipality. The initial contract should be of short duration, preferably one year. During this period of time the compensation to the operator as manager might well approximate his payments to the city for use of the field and its facilities.

The contract should also provide that if, at the termination of the contract, the operator's services and operation have proved satisfactory, he will be granted a new contract on terms acceptable to both parties, for a longer period of time, say three years. Likewise provisions should be made for arbitration of disputes and termination by either party if the other party refuses, after sufficient notice, to comply with the terms of the contract. Such arbitration should be in accordance with the provisions of the local arbitration statutes.

The portion of the contract pertaining to the contractor as an operator should require him to observe all existing pertinent Civil Air Regulations. He should be required to keep the premises clean, neat, and sanitary at all times, to provide sufficient planes to accommodate the business at the airport, and to keep sufficient gasoline and oil on hand to supply the anticipated demands. He should agree to give visiting airmen reasonable preference over local activities, to operate the airport without discrimination, and to charge the public for services prices that are fair and reasonable, in accordance with prices charged at comparable airports and subject to approval and review by municipal authority, and to treat the contract as non-assignable.

All payments for field use, hangar or building rental, and from the sale of gasoline and oil should be stipulated. The operator-manager should be required to maintain at least one attendant at the airport during operation hours, and to pay for all utilities used in connection with his business. The city should agree to maintain the airport and facilities as landlord, to assist in advertising and promoting the development of the airport, and to pay any salary agreed upon.

As manager, the operator should compile, post, and enforce a set of field rules, including an air traffic pattern. He should submit each month to the proper municipal authority a statement showing the expenses and the revenue of the airport. The city should authorize the operator, as manager, to furnish transportation and other courtesies to air visitors when emergencies arise, or when requested to do so by the city, on a reimbursable, or otherwise agreed, basis.

In conclusion, it should be stated that the intent of an operator-manager contract should be the granting of maximum security to the operator without exclusive rights. However, during the period in which the airport will provide only enough business for one fixed base operator, the contractor should be protected against unfair and irre-

sponsible competition. It is probable that the maximum security for the operator-manager can best be accomplished by establishing fixed charges for the use of the airport facilities for commercial purposes and by requiring compliance with all Civil Air Regulations. Such stipulations should eliminate irresponsible competition. Substantial payments to the contractor as manager will give him an advantage over all legitimate competition as long as he continues to operate in a satisfactory manner. The contract could include also a clause preventing the city from granting any other operator the use of the field on more favorable terms than those included in the operator-manager contract. Sufficient authority should be given in the contract to the airport manager to allow him to operate on a sound business-like basis.

Airports, in time, should be financially profitable to the municipalities owning them and to the fixed-base operators conducting business on them. Tried and proved business management programs should ensure the financial success of the airport. However, cooperation among all the elements in a community is necessary to the full advancement of every municipal airport. Coordination of thinking and planning among the airport officials, commercial operators, state aviation authorities, the Civil Aeronautics Administration, and all other interested persons will prevent mistakes.

Once a municipality has acknowledged its role as a landlord, three things in particular should be observed in the handling of the secondary commercial activities, aeronautical and otherwise, which attach themselves to airports:

First, the municipality should take a long range point of view with regard to current operation costs. These, of necessity, may have to be borne largely by the taxpayers until the airport business gets out of the pioneering stage.

Second, the municipality, in renting airport property, should be careful to write such leases as will insure that, as the rental value increases, the city will receive the benefits of increased income. A license rather than a formal lease might be a better device in some cases.

Third, the municipality should reserve the right to cancel for cause those leases which are of long duration.

II. TYPES OF ADMINISTRATION OF MUNICIPAL AIRPORTS

Types of Municipal Control. If the airport is administered by the municipality, one of three general forms of administration probably will be used:

1. It may be delegated to an already existing department of the city government.
2. A new department may be established in the municipal government.
3. An independent commission, which may be bipartisan and selected by the mayor or equivalent officer, may be in charge. The commission then selects the airport manager, who will be directly

responsible to the commission rather than to a department of the city government.

Just as there is no uniformity in the forms of administrative control, so there is no uniformity in the municipal departments responsible for the control and management of the municipal airport. In municipalities where the airport is relatively unimportant, or where a number of strong departments are already in operation, or for other reasons, good administration often results in assigning the airport to an existing department. Among departments to which airport operations may be assigned are the Department of Public Works, the Department of Parks, the Department of Public Utility, the Department of Public Service, or the Finance Department. Conversely, in many large cities the airport problem has become so complex that it has been found desirable to establish a separate department, commission, or authority, with wide powers to handle airport affairs.

It is probably true that the success of a municipal airport operation depends more on the personnel involved than on the form of the organization. Even where the personnel is most competent, inevitable restrictions on the handling of public property tend to diminish the effectiveness of management. Any inadequacies of airport administration by a municipal department usually are attributable to fundamental differences between the kind of managerial action required for the most effective airport operation and the kind that can be achieved within the legal structure of local government. Airport management in its present stage represents a relatively new type of enterprise, requiring administrative efforts and risk-taking quite dissimilar to most other municipal activities.

In the majority of cases, municipalities should retain control and operation of their airport facilities only if they are willing and able to engage the services of an efficient businessman to operate the port. The airport manager should be given full control of expenditures on an annual budget basis and, of course, be freed from political interference.

Municipal airports are not necessarily under the control of civic departments. Some ports are operated by separate municipal corporations not connected in any direct way with the local, city, or county governments. Occasionally, municipal airports are operated by the state.

Management Structures. If, as in the majority of cases, the management of the airport is in the hands of a department of the city administration, the following essentials of management structure should be observed:

1. The management should be single and direct and should be responsible to the city chief executive and city council.
2. The manager of the airport department should be appointed, and should be removable, by the city chief executive and the city council.

3. A definite line of responsibility and authority should be established for all interdepartmental activities.

4. Coordination of the airport department with other city departments should be the responsibility of the airport manager.

5. The airport department should be operated as a separate municipal-institution business, and operating results should be presented in a form comparable with those of any other municipally-operated utility.

Airport Department Duties. In small cities and villages the airport department personnel may consist of only one, two, or three employees. Nevertheless, the need for a basic line of authority and an allocation of responsibility is just as important in a small department as it is in a large department. A municipal airport department is concerned largely with the following duties:

1. Preparation of the municipal airport department budget in conjunction with the city's budget department.

2. Supervision of expenditures for the airport in accordance with the department budget.

3. Supervision of the airport maintenance and that of city-owned buildings on the airport.

4. Responsibility for the collection of fees, rents, and other revenues from the airport.

5. Responsibility for initiating purchases for the airport.

6. Responsibility for negotiating the renting of airport property, subject to any limitations that may be set up by the city council.

7. Responsibility for the recommendation of proper airport insurance.

8. Enforcement of the provisions contained in leases and agreements between the city and tenants of airport property.

9. Supervision of accounting methods reflecting accurately the financial affairs of the airport department.

10. Responsibility for developing all practical sources of airport revenue in line with the general policies of airport financing.

11. Supervision of all flight activity on the airport.

12. Supervision of all general safety procedures on the airport.

13. Dissemination of all forms of airport information.

14. Assumption of responsibility for representing the city in contracts with all other government agencies concerned with aeronautical activities.

15. Responsibility for the transmission of all general aeronautical information of importance to the city's chief executive and to the city council.

16. Leadership in the fostering and the promotion of all forms of aviation activity and commerce in the community.

17. Supervision of adequate service to the public.

Commission Management. Airport or aviation commissions as a form of airport administration are usually city commissions and are not uncommon. In general, the aviation or airport commission is of the mandatory rather than the advisory type. Such commissions must take the responsibility of coordinating all actions and decisions on financial budget and policy matters with the airport manager, to the

end that the airport services and benefits to the community will be the very best possible.

Under the commission form, the airport manager's general responsibilities are little different from his duties under the department setup. He carries primary responsibility with respect to submitting a general budget, distributing expenditures, collecting revenues, and supervising the day-by-day airport activities. Sometimes the city forms a joint commission with the county.

Chamber of Commerce. An airport, especially one in a smaller community, is managed occasionally by the chamber of commerce, or some similar civic organization, acting directly or through a special committee or other agent. Since chambers of commerce are usually engaged in promotional activities, it sometimes happens that the promotion of an airport development by the chamber of commerce leads to the subsequent management of the airport by that body. In some instances, municipalities have leased their airport facilities to their chambers of commerce for operation.

Airport Authority. A final type of administration is the airport authority created in accordance with a permissive state statute. If municipal financing involves credit problems which an independent authority can better meet, the airport authority is particularly advantageous. It has advantages also where the airport lies within or services an area embracing several political jurisdictions.

The airport authority in general tends to provide a freedom of action and continuity of management which other forms of administration do not provide in the same degree. On the other hand, an airport authority may weaken public control and lead to political domination and incompetency. Likewise, an airport authority may, in some situations, only add to a present complexity of uncoordinated public bodies. As in the case of the other types of administration, the success of the authority is largely dependent upon the employment of a manager who is capable, prudent, and aggressive.

III. MANAGEMENT DETAILS OF MUNICIPAL AIRPORTS

The Airport Manager. The personal qualifications needed in an airport manager are those which any executive should have. The technical qualifications are not so well known. One large city recently set up the following requirements for its airport manager:

1. United States citizenship.
2. At least five years of responsible managerial, administrative, or executive experience in the fields of airport management, aviation manufacturing, public utility management, commercial air transportation, military or commercial aviation operation, or in a large government operating department or staff agency.
3. At least two years of the five should be of a specialized nature in responsible airport management, administration, or regulation, such as the directorship or assistant directorship of a large commercial metropolitan airport described by the Civil Aeronautics

Administration as belonging to Class III or IV, or an equivalent aviation management experience of such scope and quality as to indicate the possession of the knowledge, skills, and abilities necessary to perform the duties of the position.

4. An education equivalent to graduation from a college or university of recognized standing. Each year of experience of either type 1 or type 2 above, in addition to the minimum, may be submitted for a year of the education lacking.

5. Good physical condition with no disabling defects.

6. A knowledge of airport management and maintenance problems, procedures, and techniques.

7. A thorough knowledge of Federal and State laws, regulations, and rulings applying to airports, air traffic control, flight operation, and airport use.

8. A good administrative knowledge of the engineering features of airport construction and equipment.

9. A good knowledge of aviation history, development, practices, and terminology, together with an interest in the scope and development of aviation.

10. Some acquaintanceship with the aviation and aeronautical industry in both its manufacturing and transportation phases.

11. The ability to plan an airport operation, maintenance, and development program, and to coordinate it with general government activities and policies and with aviation problems and development.

12. The ability to prepare manuals and regulations executing the program and to interest agencies and private enterprise concerned with aviation in the program.

13. The ability to analyze and assimilate a variety of data and to prepare attractive and convincing reports.

14. The ability to deal tactfully and effectively with public officials, the Board of Airport Commissioners, subordinates, and the public, and the ability to speak effectively in public.

Lease Agreements. In cases where the airport is leased to a commercial operator who at the same time is to act as airport manager, a provision should be included in his lease or agreement with the municipality to the effect that the airport must be operated in accordance with the standards set forth in the agreement. Leases of this nature probably should not be of long duration, since the growth of aviation in a community will reflect the effectiveness of the management. In event of unforeseen bad management, a short term lease offers the best safeguard.

Included in such a contract or lease should be the following provisions with respect to the maintenance of airport operating standards:

1. All rules and regulations pertaining to the operation of the airport must be observed.

2. All buildings and grounds held by the operator must be maintained in an attractive and serviceable manner.

3. Each piece of equipment must be maintained according to the best safety standards or, in the case of aircraft, according to the standards established by the CAA, and must be adequately insured.

4. A standard accounting system must be maintained and kept open for inspection.

5. High standards of courtesy and service must be maintained by all employees of the operator.

6. A minimum number of personnel must be kept on duty at all times.

7. Any operator applying for a lease or contract to operate from the airport must, upon acceptance by the airport's management of his bid for operation, establish a bond to insure compliance with the contract or lease.

Manager's Duties. No matter what the type of operating organization used, the duties of an airport manager remain the same. In summary form the duties may be listed as follows:

1. Planning and directing airport maintenance and operation.

2. Supervising the planning of improvements and future expansions.

3. Maintaining pleasant and orderly working relationships with tenants and patrons.

4. Operating the airport in accordance with sound business practices.

5. Maintaining runways, taxi strips, aprons, field area, fencing, lighting, roads, parking lots, hangars, administration buildings, and equipment.

6. Understanding the purpose and functions of the airport and how these are to be attained.

7. Enforcing airport operation safety requirements and the various regulations pertaining to aviation.

8. Arranging and maintaining proper coordination and cooperation among the various interests using the airport.

9. Handling the over-all management of the airport.

10. Directing the activities of all other airport employees.

11. Supervising all administrative functions of the airport, giving full consideration to the gaining of revenue for the city through the medium of direct revenue as derived from airline companies, fixed base operators, concessions, and so forth.

12. Supervising the negotiations of contracts with operators and concessionaires.

IV. MANAGEMENT DETAILS APPLICABLE TO PRIVATE AND MUNICIPAL AIRPORTS

Organizational Efficiency. The previous discussion has been confined to an outline of the forms of municipal airport management, the types of controls, and the qualifications and duties of the airport manager. The ensuing paragraphs will cover in outline form two of the most neglected organization requisites for successful airport management. They are (1) creation of an efficient airport organization and (2) the building of good employee relations.

In building an efficient organization there are two preliminary decisions to be made. These appear in more or less demanding form no matter what the size of the organization. The first question to be decided is whether centralization or decentralization of authority and effort is best for the particular organization. This is closely followed by the second question — whether the line, the functional, or the line and staff type of organization is best in the particular case.

Centralization vs. Decentralization. Most airports lend themselves best to the centralized type of administration. However, there is a noticeable trend toward the airport-authority type of operating organization in some sections of the country, with a consequent decentralization in those instances in which the authority has supervision over more than one airport. The decision as to the desirability of centralizing authority and effort in a given airport operation will revolve around a consideration of the advantages and disadvantages of both centralization and decentralization. Centralization of authority and effort will facilitate the adoption of uniform policies, give a coordination of organizational activities, permit a greater specialization and standardization, and permit a higher grade of personnel with greater flexibility of existing personnel. It will also facilitate executive control and approval and allow a quicker adjustment to rapidly changing economic conditions. Off-setting these advantages are the dangers of attaining too high a degree of specialization and of involving airport activities in increasing amounts of red tape.

On the other hand, decentralization tends to develop executive ability in a greater number of individuals, gives greater responsibility, speeds up decisions, develops greater initiative in the field, creates a more intimate knowledge of local operating conditions among executives, and makes possible changes in local differential salary scales. The outstanding disadvantages are those that may appear from the non-uniform policies and products or services resulting from the decentralization of authority and effort. In the great majority of cases a centralized authority will be the logical form for the most effective airport management. In certain large airport operating organizations having responsibility for the management of several airports, the decentralized authority may be the most economical.

Line vs. Functional Organization. Having resolved the question of centralization *vs.* decentralization, the next problem will be to decide upon whether the line, the functional, or the line and staff type of organization is best adapted to the particular case. In the line or military type a general manager at the top controls subordinate executives who have no authority over each other. Such executives in turn control other subordinate executives, and so on down to employees who are responsible to foremen. There are advantages of rigid disciplinary control, fixed responsibility, simplicity, and speed in policy making and action. This form does tend, however, to overload higher executives and to break down with a withdrawal of such executives. It also limits promotion opportunities, discourages specialization of personnel, retards cooperation between executives, and is not completely suitable for large organizations.

In a functional type of organization the work is divided according to the job — the paint department, for instance, being responsible for all painting activities. Under this form each department or employee

may have several superiors, each controlling a separate phase of his work or his relation to the organization. The advantages of the functional type of organization include the possibilities for a high degree of cooperation and coordination as well as the specialization that comes from an extensive division of labor.

The functional type of organization also lends itself to large and complex businesses. It would be useful particularly in large airport operations where field maintenance crews, electrical repair squads, painting gangs, and the like could advantageously rotate between major airport developments or between airports. Contrasted with these advantages are the disadvantages of a possible lack of unity of control in coordinating functions, overlapping of functions, overspecialization, and a general unadaptability to small operations.

Some airport organizations may advantageously adopt a combination of the line and functional type of management. Such a form combines the best features of both as the need arises. In this type, the line and staff, specialization can be coupled with coordinated control. Line authority can be supplemented by staff or functional assistance.

Policy Manual. Having made the decisions noted above, the next desirable step is the writing of a manual outlining policies and plans of operation. Such a manual should be distributed widely so that the interpretation of company policy will be as uniform as possible. It should be loose-leafed and keyed for insertions and easy reference, should contain an index and a table of contents, and visual aids when feasible. A satisfactory manual should include the following information:

1. A statement of the manual's aims, purposes, and use.
2. A statement of the purposes and policies of the airport.
3. A historical summary.
4. A master chart and sub-division organization charts.
5. An outline for each division and department, showing personnel, functions, routine, forms, coordination, responsibilities, and any special consultations.
6. A section dealing with employee relations, especially policies dealing with advancement, vacations, sickness, welfare, pensions, accidents, etc.

Additional Devices. After setting up the policies and plan of operation for the airport in the manual, several additional devices should be used in the interests of creating an efficient organization. In the first place, there should be a definite delegation of power and duties. This may be done by selecting, developing, or training personnel to be responsible for each function and duty and giving them complete authority within their departments. Further, a plan for definite coordination to prevent overlapping, a listing of objectives, and an organization of records to give a basis for comparison of accomplishments with objectives will be helpful. Similarly, definite policies for the general conduct of the business should be adopted, with means provided for revisions and the handling of exceptions.

Another helpful device is to introduce in writing a system for the

promulgation and dissemination of orders and advices. Such a system should clearly fix responsibility for initiating and following up the advice or order. It, likewise, should provide for a reservoir of all the orders, with proper keying, indexing, and receipts. In setting up the form of the order, particular attention should be paid to the use of standardized forms and different colors, the starting of new series at predetermined times, the completion of information called for by the form, and the numbering of the forms. So, too, the recipient's familiarity with orders should be tested. Orders themselves should be examined to see if they are necessary, clear, concise, and comprehensive.

Useful, likewise, is the initiation of a system for the receipt of suggestions and complaints. Blank forms should be available for these purposes at conveniently placed suggestion boxes. It is wise to provide a place in the form for signatures, though anonymity should be permitted if desired. Justified complaints and suggestions should be analyzed, classified, acted upon promptly or the failure to act explained, and the maker rewarded in some way.

A third helpful device is to provide for conferences and councils and the creation of committees. Some points to be observed are:

1. Provide a suitable and convenient time and place of meeting.
2. Encourage attendance and keep the atmosphere friendly.
3. Have a proposed agenda but allow for new subjects.
4. Stimulate discussion on a free basis.
5. Use democratic methods but see that firm, friendly control prevails.
6. Summarize the gist of each meeting and review it at the next meeting.
7. Reward participants in discussion.

Another useful aid in creating efficiency in an airport organization is to provide for occasional organizational surveys by professional experts from outside the organization. Such surveys keep an organization efficient and aid it by suggesting such things as streamlining, elimination of archaic procedures, training advice, and new procedures.

Good Employee Relations. The second factor in building an efficient airport operating organization is the development of good employee relations. Among the factors to be considered in this connection are such things as the airport's general reputation, friendship with employees, hiring and dismissing policies, standards of wages and salaries, employee safety and comfort, attitude development, and testing of employee relationships.

Airport Reputation. An airport's reputation as a good place to work, like that of a commercial concern, is something that must be acquired, developed, and maintained. Among ways of doing this are stabilizing employment as far as possible, keeping abreast of employee attitudes as they change from time to time, and cooperating with employee groups in their welfare and recreational activities. Additional helpful methods are to provide self-improvement training programs

and to make the development of employees a major responsibility of all supervising executives.

Friendly Relations. The promotion and fostering of the friendliest of relations with airport employees can be accomplished by any means which will give the employee a source of pride in being a part of an outstanding organization. One of the best methods is through the use of a house organ, company bulletins, or columns in a magazine or newspaper of local circulation. In such publications company policies, operations, trends, and management problems can be discussed and explained. Personal items, editorial comments, and employee contributions should also be carried. Employees are particularly interested in stabilized employment and wage scales. Hence, discussions, explanations, and procedures which aid in reaching these ends should be emphasized.

Regular meetings of various groups of employees with an exchange of ideas and a sharing of some responsibility for policy with them tend to build a spirit of unity. Additional means of promoting friendly relations include general employee committees, personal talks with employees before pay raises or promotions, recognition of length of service, use of a suggestion system, searching out and using hidden talents, and aiding employee professional development. A final method of promoting employee relations is the sponsorship and encouragement of group activities — musical organizations, hobby shows, stage presentations, athletic activities, educational courses, and dances.

Hiring and Dismissal Policies. Careful handling of the procedure of hiring airport personnel is the first and possibly the most important single item in employee relations. If the organization is not large enough to support an experienced personnel assistant, temporary professional help may be used on a consulting basis. Personnel problems tend to disappear in proportion to the care exercised in the selection of employees. Additional aids in hiring include testing procedures, up to date files of present employees, in service promotion, and established merit rating and promotion procedures.

Dismissal procedures likewise need care and thought. The discharge of an employee may be a reflection upon management. In the interests of good employee relations employment compensation should be instituted, dismissal interview procedures should be well thought out, reasonable notice should be given, employee records should be carefully reviewed by several executives, and adequate appeal procedures should be set up if practicable.

Employee Safety, Comfort, and Wages. Thoughtful attention should be given to the details which make for comfort and safety. In this category adequate lighting should be provided, and personal comfort items such as lockers, drinking fountains, wash basins, etc., should be improved if necessary. Safety conditions should always be under scrutiny. Consideration should be given to physical-health examinations,

industrial health plans, and insurance and pension plans.

Wage standards of the airport reflect in employee morale. Basic principles include a scale of wages comparable with those of other airports and at least as good as other jobs which might be offered. Working conditions should be at least as good as those in comparable jobs. Closely allied to the question of wages and salaries in the mind of the employee is the question of promotion policies, periodic rating plans, merit rewards, and intangibles such as group insurance. These should be emphasized to the employee. A final help is a job evaluation plan. If properly done, this increases understanding, promotes fairness, and improves morale.

Employees as Partners. Sound personnel practice in employee relations considers employees as partners in the production process. As such, and within limitations, the airport manager may find the following suggestions adaptable to his organization:

1. Labor-management committees should be separate entities, each composed of the ablest, most enthusiastic, and persistent members of both groups.
2. Grievances should be handled by discussion, fair consideration, prompt adjustment, and adequate appeal procedure.
3. Disciplinary action, privileges, overtime policies should be uniformly applied.
4. Each employee should know where he stands through clear definition of his job and constructive criticism.
5. All employees should be kept informed on all possible activities of the airport.
6. Employees should be consulted whenever possible to avoid the appearance of dictation.
7. Everything possible should be done to make the employee feel that he is a part of the organization through publications, group activities, shop committees, etc.
8. Every effort should be made to improve foreman leadership.

Development of Attitudes. An airport manager shares responsibility with others of his supervisory staff for the encouragement and development of proper attitudes on the part of the employees. This can be done in a number of ways. One of the most effective is to impress upon employees that it is essential for them to have consideration for their fellow workers and to give full cooperation to supervisors. It is helpful, also, to require the employees to respect the confidence placed in them. This can be done in part by insisting that they be courteous and considerate in their contacts with the public and by making sure that all personnel who have the responsibility for directing others are capable, fair, patient, and tactful. Instruction books showing regulations are helpful.

Of equal importance with the development of employee attitudes is the determination of their currently existing attitudes. This can be done by a continuous testing program, keeping informed about morale from key observers, by discussing frictions and dissatisfactions with employee groups, and by employee questionnaires and meetings.