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AT THE DANIEL WEBSTER COLLEGE COMMENCEMENT ADDRESS
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History attends this ceremony, as much as faculty members or the parents who invest their love and confidence in you. It was at the Mount Washington Hotel where the world gathered four decades ago to hammer out an international monetary system we still call Bretton Woods. A century earlier, New Hampshire sent forth Mr. Webster to speak the language of Union at a time when national unity was endangered and the Constitution itself under attack.

One of your greatest gifts, though, has come in the field of the arts. In Jaffrey Center, behind a white meetinghouse built with the labor of local residents, there stands the plain white headstone of Willa Cather. Born in Nebraska, drawn to Greenwich Village, at home in the 17th Century more than the 20th, Miss Cather had her artistic flowering here, in the shadow of Monadnock. And when she died, this chronicler of prairie life and individual values chose to lie in New Hampshire. She asked that some words from her greatest novel, My Antonia be cut into the stone that marks her resting place.

"That is happiness," it reads, "to be dissolved into something complete and great."

This ceremony, like the efforts that have preceded it and the challenges that will follow, is very much in the spirit of Cather's admonition. For each of you will be dissolved into a life that demands the best you have to give. A life that will pose challenges our parents could only dream of. And each of you will be asked again and again to summon the

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character of your forebears as you grapple with a world light years removed from their society of hoop skirts and candlelight, stagecoaches and waterwheels. Indeed, the only certainty associated with the years ahead is the theme of change, change both constant and accelerating.

Fortunately, you are well prepared to preserve the best of the past, while making the present worthy of preservation.

Your time here is short, and I will prolong it but briefly. But before you go away from this place, don't forget why you came. You came to learn, but also to lead -- to learn in the classroom and in the skies overhead -- to learn from instructors but also to instruct one another. Here you have sampled richly from the career oriented high tech course work as well as experiencing the humanities. And you have discovered the great truth of education -- that so long as books are kept open, then minds can never be closed.

You have done so against that backdrop of change, change accelerating almost daily. Indeed, it must seem to many of you, as it often does to me, that our lives are permanently stuck on "fast forward." Daniel Webster College has itself encompassed in its 20 years, wave after wave of fresh thought and challenge to the conventional wisdom. The world has turned over many times since 24 students first gathered in a converted hanger at Boire Field. And from that nucleus of aeronautical pupils has emerged an outstanding institution, combining state of the art programs in aviation with a business, computer science, engineering and continuing education curriculum equal to the test of supplying you, as individuals, with a lifetime of skills, and supplying the Golden Triangle of New Hampshire and other centers with the trained expertise to make them competitive. Many of you here today will be graduates of continuing education. You've already been contributing to the Golden Triangle, while raising families and studying at the same time.

The handsome new Learning Resource Center you opened this weekend is symptomatic of a globe spinning ever faster. I want to congratulate President Hannah McCarthy and all involved in this great accomplishment. The experts tell us that with every passing year, it becomes possible to crowd 50 percent more data on to a computer chip. And the average engineer can expect to be retrained half a dozen times during the course of his personal career. Thus, we are all in pursuit of continuing education, one way or another. And in a world where national boundaries are no longer confused with natural barriers to trade and culture, where the prosperity of New Hampshire and her sister states depends heavily on private-public partnerships, Daniel Webster stands out like a beacon in the night for its innovative approach to business education.

Daniel Webster of course has its roots in aviation. Indeed, one might say you were born looking up at the stars. A majority of this year's graduates will take to the air. Others will become airport managers, traffic controllers, military officers. Yours is the only school in New

England to boast FAA approval for a host of academic programs, including an innovative curriculum in airway Science. And your formal association with the Boston Air Traffic Control Center is yet one more example of professional instruction that is at the head of its class.

But there is more to this than making a living. It's a way of experiencing life. Throughout recorded time, man has refused to see himself as earthbound. And yet it's only in our own century, barely yesterday as these things are measured in the history books, that man has actually left the ground behind, and taken wing. Not even the longest holding pattern or airport delay can entirely obscure the majesty of flight.

While not all of you will make a living among the clouds, all of you will take your place in an economy which is in the throes of revival. In the process, you will shape emerging attitudes about the proper balance of government authority and private initiative in fostering both jobs and justice. As Secretary of Transportation, I grapple with such issues daily. And, one way or another, they are bound to affect all of us in the days to come.

Together, we pursue skies which are safer to travel -- and more hospitable to innovation. Indeed, when you look at the vibrant airline competition of today, it's hard to remember how truly suffocating the regulated environment was only eight short years ago. Back then, routes, tariffs and service were in the firm grip of federal central planners. There was little room for creative thinking because of the absence of true competition. The results were entirely predictable: the airline industry was stagnating.

It became increasingly clear that if the American public's changing transportation needs were to be met, the artificial constraints limiting expansion and competition would have to be eliminated. Finally, in 1978, Congress passed the Airline Deregulation Act. This effort culminated with the closing of the Civil Aeronautics Board a little more than a year ago and the transfer of its residual functions to the Department of Transportation.

Under deregulation, entrepreneurs launched a new era in aviation. Today there are twelve major carriers flying, another score or so of medium-sized carriers and a host of regional and commuter airlines. Before deregulation when we travelled, our choice was limited to first class or coach. Today, you can find as many as 10 categories of fares, each tailored to a specific market segment.

The low fares mean that air travel has been brought within the financial reach of millions who otherwise could not have afforded to fly. In the first four years after deregulation, the traveling public saved \$10 billion.

When I speak of deregulation, I am talking of economic deregulation only. We most certainly are not deregulating safety! These benefits have

not, as some would claim, come at the expense of aviation safety. Flying remains one of the safest forms of transportation, and air travel in the United States is clearly the safest in the world. Each day, some 15 thousand scheduled airline flights carry an average of 1 million passengers, and 99.999 percent of these flights reach their destinations without so much as a minor operational error. In the seven years since deregulation, the accident rate decreased 28 percent and the fatality rate by 27 percent as compared to the five years before deregulation.

Now, there has been a lot of concern recently because international commercial aviation in 1985 experienced its highest number of fatalities in a single year -- 1,622 people lost their lives. It is crucial, however, that this bare statistic be put in perspective. About 70 percent of these fatalities occurred in accidents on foreign airlines and over 50 percent occurred in the crashes of Japan airlines, with 520 deaths and Air India, where sabotage claimed 329 lives. We have found no common thread in the causes of last year's tragic accidents -- either here or abroad -- and we have no evidence that the presence or absence of government economic regulation contributed to those crashes. In fact J.A.L. and Air India operate under heavy government economic regulation. Nineteen-eighty five was the best year in terms of safety for general aviation and for commuters -- and commuters have flourished under deregulation. I am not claiming, however, that the post-1978 era has been problem-free.

It is inevitable that in the transition from a stagnant, regulated industry to a booming competitive one, there will be some growing pains. Additionally, the PATCO strike, right in the middle of our transition to a free market, compounded these pains by requiring restrictions on air traffic while the controller workforce was being rebuilt. Finally, the FAA, which had geared itself to the lethargic pace of an industry in which economic change was inhibited at every turn by the CAB, has faced the challenge of keeping a step ahead of a newly invigorated, competitive industry.

In rebuilding the controller workforce, the objective was not merely to replace the fired controllers, but to create a system for the future. We reached the goal set out at the time of the strike, approximately 14,000 controllers, in February 1985, right on target, but the demands on the air traffic control system continue to grow. Thus I am adding 1,000 controllers fiscal year and next, to accommodate future growth in the system. And let me say -- I meet with controllers -- and we are trying to be responsive to their concerns. However, you cannot resolve this overnight.

To improve safety and productivity, we designed and implemented a variety of new and better air traffic control procedures. The FAA's "flow control" system balances air traffic with the capacity of the system. Each morning, FAA's manager for traffic flow has a meeting by conference call with the 22 major air traffic control centers around the country. The key word is "anticipate;" this daily call enables the centers to anticipate air traffic needs more efficiently. When a plane takes off in New York, the pilot already knows what his landing slot will be when he arrives in Los

Angeles. We have dramatically reduced the number of planes circling over busy airports. The results are fewer delays, substantial fuel savings, and a more efficient use of our controllers.

The fact is: some air traffic control centers still don't have as many fully experienced or full performance controllers as is ideal. So we've initiated several programs over the past year to use our manpower and our womanpower more efficiently. One example is what I call "cross option," designed to move controllers where they're needed most.

In addition to maximizing its human resources, FAA is working to assure the long term safety and viability of the system through improved technology. Many air traffic control and air navigation facilities still rely on vacuum tube equipment, which is costly to operate and maintain. Modernization was long overdue when President Reagan took office.

To lead us into the 21st Century, we have undertaken a \$12 billion program to completely modernize the National Airspace System. Implementation of the NAS plan will mean increased safety, productivity and economy as a result of higher levels of automation, facility consolidations and use of telecommunications technology -- and it will enable us to double our capacity in the air. I look forward to having many of you working alongside us in this exciting program of change -- to double our capacity in the air and bring on stream the best in safety initiatives.

We have also made a massive effort to update safety-related regulations and policies. We've finalized rules setting tougher standards for airline seat cushion flammability, requiring floor level emergency lighting and mandating smoke detectors, medical kits and fire extinguishers on all commercial airplanes. I pushed rules through that establish maximum blood alcohol levels for aircraft crew members of .04 percent and which require alcohol tests for aircraft crew members. Rulemakings to be completed in the near future include new and tougher standards for protective breathing equipment for crew members, and higher flammability standards for all the rest of the materials used in the cabin.

As carriers pulled out of the recession in 1983, we witnessed tremendous changes in the aviation industry. With the advent of airline hubs and spokes and the growth of commuter airlines, it became clear that the entire thrust of our inspection system must be changed.

To be sure that safety inspectors are doing the best possible job, I ordered four major initiatives which have led to dramatic changes in the way inspections are conducted. First, two years ago, the unprecedented, comprehensive "White Glove" Inspection of all U.S. airlines -- 14,000 additional inspections. I also ordered an 18-month top-to-bottom review of general aviation, including air taxis, repair and maintenance shops, pilot training programs and recordkeeping. Overall, we found a high level of compliance with our standards -- but we found problems with some carriers,

and we took corrective action immediately. And both reviews taught us a lot about ourselves.

So while the FAA was getting tougher on our carriers (last year it initiated actions to suspend or revoke the certificates of more than 60 carriers and imposed record fines) it also conducted Project SAFE, a comprehensive review of the safety inspection process. These reviews pulled no punches, there was no whitewashing. For example, we found that regulations were sometimes applied inconsistently from one FAA office to the next, and even from one inspector to another within the same office. Standardization and centralization were needed rather than each region separately setting its workplan, priorities and timetables. As a result of these findings, the FAA is completely revising its 30 volume inspector handbook for the first time in 28 years. To assure adequate follow-up of our inspection efforts, we are currently developing the first comprehensive, computerized recordkeeping system and we will be able to turn to this national data base for up-to-the-minute information on the inspection and enforcement histories of each operator.

In 1984, I increased the inspector workforce by 25 percent, bringing it to the high water mark with FAA history. Looking to future growth in the system, I announced yet another addition of 500 inspectors last September. All major carriers are subject, at any time, to in-depth inspection. To eliminate completely any risk of familiarity between inspectors and the airlines they police, inspectors will rotate between regions and carriers, and this revamping of the inspection system has produced some large fines, including the \$9.8 million proposed Eastern Airlines fine. I want to emphasize that Eastern is safe, and has made major internal changes since our inspection. While we believe Eastern is currently complying with safety regulations, the nature of the violations demands strong action. But Eastern has not been singled out; other major carriers are being intensively inspected, under our new procedures.

The result of this series of fundamental reforms in our inspection process is safer flying. I am sure you will not accept at face value the claim by one trying to sell books or get on the television talk shows that record fines mean safety is deteriorating. Isn't it much more likely that record fines mean FAA is doing a tougher, better job of enforcing the law? And tougher enforcement means greater safety.

In addition to safety efforts, we are moving just as aggressively against terrorism in the skies. I sent Congress legislation three months ago that would -- for the first time -- make unauthorized entry in secured areas in airports a federal crime. The bill would also provide authority for criminal background checks for employees having such access. It is imperative that Congress act quickly. Delay will only impede -- unnecessarily and perhaps tragically -- our ability to improve aviation security.

Here in the U.S. we have been spared, so far, from the violence we've seen overseas. But we must be ever vigilant and we must continue to do all in our power to rid ourselves of this global menace. Since last summer, we have taken a number of steps to strengthen aviation security. The FAA continually conducts security assessments of more than 50 of the world's largest foreign airports. In 1986, FAA officials will visit every foreign airport that is served by a U.S. carrier or that is the last point of departure to the United States by a foreign carrier. If we find an airport does not maintain effective security and will not immediately correct problems, I can ultimately suspend aviation operations between the U.S. and any foreign airport, as we have with Libya and Lebanon.

We also issued new checked baggage and cargo security measures. As any of you who have traveled on international flights know, curbside check-in for those flights is no longer allowed. For all flights, checked bags will be accepted from ticketed passengers only. For some flights, we have even more stringent requirements such as enhanced physical inspection of carry-on baggage after it is subjected to x-ray screening. Since last summer, we have required a security coordinator for all flights, both domestic and foreign. Simultaneously, we increased substantially our air marshal force, composed of armed security personnel. While their focus is on ground security, making certain no unauthorized person gets anywhere close to an airplane, there are some marshals assigned to the air.

We have expanded our research and development efforts to keep pace with terrorists, whose criminal activities are ever more sophisticated. Not only are we developing better devices to detect weapons and explosives, some of which are already coming into use, but our behavioral research is resulting in improved profiles to identify potential terrorists.

It was President Woodrow Wilson who said, "We should not only use all the brains we have, but all that we can borrow." I can think of no group of people better trained and better able to contribute to the causes I have talked of than those who graduate today.

You enter the work force at a crucial and most exciting time in aviation history.

We will need the best and the brightest! Join us in meeting the challenges. I invite you today to enter public service. You may not get rich, but you will enrich the lives of millions. Your rewards may not be material, but rather will know the satisfactions of service -- of making a real difference -- a positive difference -- in people's lives.

I can hardly stand before such an audience, in the glorious sunshine of New Hampshire's spring, or celebrate what has been called "the gospel of winged flight," without recalling a young woman for whom life was a constant process of education. Impatient with the status quo, she taught children in the classroom, and she taught herself through rigorous training and scientific inquiry. She carried aloft not only New Hampshire's hopes, but

the pride of a nation, and the admiration of a world. She was a true pioneer, and the way of the pioneer is filled with danger.

When we think of Christa McAuliffe -- as we will, often -- it is not the tragedy but the triumph of her life which will make her unforgettable. For in gazing up at the stars, she determined to reach for the hem of heaven. She raised our sights and raised our standards. And now that she has come back to lie among us, on a Concord hillside, we will not forget her prophecy of unbounded human potential. We, too, will challenge frontiers wherever they restrict human imagination or creativity. We, too, will build brighter tomorrows on the foundations of today. And we, too, will renew America and all her dreams.

This is her greatest legacy to each of today's graduates. You in this great region stand in the reflected light of a rising sun. Your day is just dawning. I urge you to guard your legacy, defend it and use it to leave the world a better place for the next generation. Thank you for making me a part of the Daniel Webster family today. God bless you all, and heartiest congratulations.