Advocates of Progress

Remarks prepared

for delivery by

Jane F. Garvey

Administrator

Federal Aviation Administration

Air Traffic Control Association

42nd Annual Meeting

Washington, DC

October 2, 1997

Thank you, Frank.

(You will be introduced by Frank Frisbie, Chairman of ATCA. He is president of TM Associates and used to be with FAA as AA for research & development).

It is an honor to be here tonight with the Air Traffic Control Association.

As an organization of service providers, you play a key role in our effort to provide a safe and efficient aviation system.

The FAA has long enjoyed a productive relationship with this organization, and I am pleased by the active participation of FAA management and air traffic personnel in ATCA.

In particular, it was a pleasure to see that so many FAA people were recognized in your Tuesday Merit Awards presentations.

And, it is a special pleasure to be here tonight for the presentation of the Glen A. Gilbert Memorial Award to Mr. Yves Lambert.

Mr. Lambert is indeed a leader and has certainly earned recognition for his many contributions to international aviation. A description that appropriately characterizes Mr. Lambert was offered by Mr. Jim Loos, the U.S. member to the ICAO Air Navigation Commission. Loos said that Lambert is "a distinguished international civil servant who has always dealt fairly and progressively in his dealing with the United States." More to the point was Jim's closing thought when he said Lambert is "a neutral by definition, an advocate of progress by inclination."

Advocates of progress: I like that way of putting it. To accomplish the changes we need, our industry needs advocates of progress. And looking around this room tonight I can say that we are fortunate to have so many.

During the first month of my term I spent a good deal of time meeting with constituency groups. I am always struck by the passion and excitement that people feel about this industry. There is an *esprit de corps*, a vitality. And across the board, among all sectors, there is a strong commitment to a safe, vital, and efficient aviation system for our nation.

And that is what I want to talk about today. How do we assure that we have a strong system into the future that meets the needs of all users? How can we do our jobs even better?

In one of my early conversations about the FAA, Secretary Rodney Slater asked me a deceptively simple question: "What do you want the FAA to be like, what do you want it to be five years from now?"

How do I want the public, aviation system users, to view the FAA?

How should the leading public agency responsible for aviation safety be characterized?

I know that what I want for the FAA is the same thing you want. For the FAA to be synonymous with excellence, responsiveness, and accountability. For the FAA to be an agency with a strong sense of purpose and urgency to accomplish its critical mission.

We're not there yet. And we're not alone.

The entire Federal government suffers a woeful lack of confidence from its users and the public. Confidence in government and its institutions is low. Many Americans view government as more of an obstacle, a hurdle between them and the American dream.

According to a national poll conducted by opinion experts Peter Hart and Robert Teeter, there is a striking loss of confidence in government compared with 20 years ago. More than three-quarters of adults think that government could be more effective if it were better managed.

More than half of Americans feel government has done just a little or not much to improve their lives. Furthermore, three out of four Americans said they believe Washington delivers less value for the dollar than it did 20 years ago.

"Good enough for government work." You've heard the phrase. It suggests the deep cynicism Americans feel toward government.

Today, this expression means mediocrity. Yet, during World War II the phrase implied excellence. "Good enough for government" was high praise indeed.

Now, that one phrase says it all. It reflects the too-frequent view that government is unresponsive, inefficient, and over-politicized.

This view of government is disturbing, particularly for agencies such as the FAA.

Of the hundreds of Federal agencies, only 32 directly impact people's lives. The FAA is one of those 32. It is the public's view of these agencies, and the FAA, that shapes their collective view of government.

Yet, what the employees at FAA do day-in and day-out is profoundly important to the American people. There are few jobs as critical as assuring the safety and security of our nation's aviation system.

As you well know, nothing is more important or more fundamental than safety. It simply does not get old to know that the work we do fundamentally changes — improves — peoples' lives.

It is important in thinking of where we want to be — how we want to improve aviation — not to lose sight of how far we've come. Not to lose sight of how much we have accomplished.

We operate the safest aviation system in the world. We handle more than 35,000 airline operations each day — half the world's commercial airline flights. In addition, our nation has an active general aviation fleet of more than 180,000 aircraft.

The strong record of U.S. aviation is thanks in large part to the standards and the constructive collaboration between the FAA and aviation system users and industry. Together, we have accomplished much.

And, in no small measure, our nation's enviable safety record is a testament to the hundreds of decisions that each FAA employee makes every day.

I think it is appropriate to recall our achievements, if only to remind ourselves of what we are capable of — when we work together.

But we must not let our achievements, significant as they are, obscure the fact that we still have much to do.

Our customers, and that includes the airlines and pilots that use the system, as well as the general public, are demanding that we do a better job at providing a safe and efficient aviation system.

As I start my term, I see four areas that must first be addressed to meet those customer expectations: Enhancing safety, improving security, making significant progress on air traffic modernization, and ensuring an adequate and stable source of funding for the FAA.

Safety, first.

We've all heard the numbers, in one version or another, that with the projected increase in aviation activity, tomorrow's rates will be devastatingly high unless we lower today's already low accident rates.

We must act, and act decisively, to institute key preventive measures and take the necessary corrective steps.

The key in enhancing safety is to establish an action plan that is focused, doable, and produces results.

To that end, I have asked the National Civil Aviation Review Commission, or NCARC, to assist us. As you know, NCARC is the commission that was established by Congress to assess FAA financing needs and develop recommendations to provide for the long-term, efficient, and cost-effective support of the FAA and the nation's aviation system.

Since NCARC was also tasked with assessing aviation safety, I asked the Commission to prioritize the many safety recommendations that have come into the FAA over the last several years. It only makes sense to start with the ones that will make the biggest difference.

In addition, in August, Inspector General Kenneth Mead and I initiated a joint follow-up review to assess the implementation of recommendations by the FAA's 90-day safety review task force. Such a joint review is a "first" and I think it reflects renewed and strengthened commitment to safety.

Turning to aviation security, we have a clear plan for enhancing security based on the recommendations from the White House Commission on Aviation Safety and Security, or the Gore Commission, which gave us a detailed blueprint for improvements. We have developed an aggressive implementation timetable and are moving forward in concert with airports, industry, and labor.

Three, modernizing the air traffic control system. A significant amount of work has already been done and I expect to build on that. But, as you know, significant issues remain.

I have asked a small group of aviation professionals, including FAA executives and industry and union representatives, to work with me to lay out a clear road map toward modernization and, just as importantly, a commitment for implementation of the modernization plan. I have asked Jack Fearnsides of MITRE to head this group. We'll have a formal announcement with all the names later, but I wanted you to know what I've set in motion.

The product of this group will include a timeline, mission-critical elements, and funding implications, as well as the identification of any technical, operational, regulatory, institutional, economic or political barriers to progress. I want to know, from the outset, any areas of disagreement so we know where we need more work.

In particular, I want a modernization plan that belongs to the entire agency. This FAA will not ask you to work together without working together ourselves. This FAA is as concerned about implementation as it is about planning.

Many of you have already contributed significantly to the modernization discussion. As we move forward, it is critical to have input from those of you who know the system well. We will take the road map that emerges from our first planning session on the road to get your comments and recommendations.

We also know that understanding modernization — understanding the timelines, the benchmarks — is only part of the picture. The other part — and some would say it is even more challenging than the technology — is the funding. How are we going to pay for the system that we need?

There certainly is general agreement, and I will say that I have heard this universally, that the FAA must have an **adequate**, **stable**, and **predictable** source of funding. We don't have that today. We definitely need it for tomorrow.

Earlier this month, Secretary Slater and I received the financing report from the National Civil Aviation Review Commission. This report includes a comprehensive look at all the issues. We will be completing our review of the report over the next several weeks and then providing our comments to the Commission, who will then forward its report to Congress.

This begins what promises to be a productive debate over how best to ensure a stable and adequate source of funding for the FAA over the next several years as well as how to improve agency performance.

I will tell you that there is no "silver bullet" solution regarding the issue of funding. There are complicated and difficult issues, which will require tough decisions on the part of Congress, industry, and the Administration.

The Commission's report provides an excellent starting point.

Furthermore, I was encouraged by NCARC Chairman Mineta's commitment to not only turn the recommendations over to Secretary Slater, but to say, "We're going to be with you once the report is completed to work these issues with Congress and industry." That's very important.

All of the issues facing aviation today are complex. All are challenging. And like most complex issues, they are not going to be resolved by one person, one Administrator, or one agency alone. Nor can these issues be resolved by the private sector alone, or the public sector alone.

These issues must be approached in constructive collaboration, a collective generosity that allows us to put aside unimportant differences and develop a renewed, vibrant sense of cooperation.

We at FAA encourage innovative thinking and new approaches. A recent example is SkySource, the new company formed by ARINC and MITRE. SkySource will help reduce operating costs, decrease flight delays, and increase safety by providing a single, integrated source of aeronautical information that will facilitate collaboration between airspace users and the FAA.

We must work together to achieve our shared objectives. We will all benefit from the result.

That's what I want to achieve in my term — a safer, more secure and efficient national aviation system, a system that meet the needs of **all** users of this vital system. And I know ATCA and its members will play a key part in reaching that goal. And I thank you for your contributions.

Comments -- Emergency Operations and Planning -- Tucson Conference
10/3/97 draft

Good morning, I'm Lynne Osmus.

On behalf of the entire FAA, welcome to the annual Emergency Operations and Planning Conference.

Your work is extremely important, not only to FAA but to the entire nation. On behalf of Administrator Garvey, thank you for your dedication, your skill, your knowledge, and your hard work. And, most importantly, thank you for your commitment to excellence.

This conference is charged with looking ahead to the future of emergency preparedness and response. Your agenda is long and ambitious.

This morning, I want you to remember that there are only three valid assumptions about our emergency operations and planning responsibilities.

One: There will be more natural disasters. Furthermore, as our population continues to grow, and as we continue to concentrate population along some of our most exposed geography, we can expect that future natural disasters will be more disruptive and more threatening to the life and safety of even more people than we have ever experienced.

Two: The American aviation system is a vital lifeline in the event of any major disaster to provide life support and disaster relief to our fellow citizens.

Three: There are no other valid assumptions. Virtually everything else in your work is subject to change. Technology will change. The political climate will change. Even the

physical climate is changing. Most of all, the nature of threats to the safety and security of the American people will continue to change.

You are responsible for ensuring the smooth execution of our agency's vital command and control information system in the event of major events and incidents. Natural and political events on the other side of the globe can instantly change the nature of challenges facing us.

You must constantly think in terms of flexibility and adaptability. As you develop systems to assure the continuity of command and control, as you evaluate new technologies, you need to remember that third rule — that there are no valid assumptions.

We need for you to plan and prepare thorough and rigorous responses to events that some would regard as impossible. We need for you to concentrate and think through every possible repercussion of the kind of scenarios that most people would find unthinkable!

Part of this conference involves continuity of operations planning. This is an extremely important program and I encourage you to give this planning effort your highest priority.

The next three days will give you a great opportunity to increase your knowledge and to learn new response skills. I am sure that all of you will gain valuable information and expertise from your attendance here this week. I also hope that you will find a few moments to relax and enjoy your conference.

Thank you.

Remarks
Prepared for Delivery

Jane F. Garvey

Administrator

Federal Aviation Administration

Transport Fuel Flammability Conference

Washington, DC

October 7, 1997

Good morning. It's wonderful to be here today. And it is a singular honor to be sharing the podium with Congressman Oberstar and Chairman Hall. I appreciate the contributions of these gentlemen to aviation safety.

All of us care about aviation safety. And the work we do has much more than short-term benefits; it is a commitment to future generations as well.

I want to recognize Congressman Oberstar for suggesting this conference. While the FAA and the SAE–Aerospace are the sponsors, the initial idea for the conference came from the Congressman.

And, to each of you in the audience, thank you all for dedicating your time to explore the difficult issues that have confronted us since July 17, 1996. That's very important.

Many of you know this is not the first conference of this kind.

In 1988, the FAA sponsored a conference on Aging Aircraft. Planned and executed in just five weeks, more than 400 aviation experts from around the world came together to ensure the continued airworthiness of the aging transport fleet.

Last year, we held the International Conference on Aircraft Inflight Icing. Representatives from 21 nations focused on certification requirements, operating regulations, and forecast methods. And we learned about a new type of precipitation and its dangerous effect on airframe icing.

Good science, good engineering, good recommendations, and good results came out of these conferences.

From the aging aircraft conference, we identified corrective actions to be taken and we developed an aggressive aging airplane program. This program has really made a difference: Almost ten years have passed without a significant event attributed to the failure of aging aircraft structure. And, we have had tremendous cooperation across-the-board in this endeavor.

Following the inflight icing conference we developed a comprehensive *Inflight Aircraft Icing Plan.* This plan calls for improvements in inflight icing detection and forecasting, flightcrew information and training, and certification regulations and procedures. This conference was yet another example of international aviation experts working together to make aviation safer around the world.

Now, here we are in October 1997 to address Transport Fuel Flammability. What do we want to come out of this conference? Where do we want to go from here?

First, let me reaffirm, we're not here to solve TWA 800. This conference is not to determine cause. Determining cause is the job of the National Transportation Safety Board.

We are strictly here to explore fuel science, to study the dynamics of fuel flammability, and to hear about current research on the subject.

We are here to learn. To exchange ideas. To open even more lines of communication. And to identify what can be done next to increase the margin of safety and reduce the risk of aviation accidents.

With the icing and aging aircraft conferences, we discovered two things. We discovered how much we had to learn about these issues and how much needed to be done to address them.

Similarly, with the TWA 800 investigation, we at the FAA learned just how difficult fuel safety and flammability issues are.

We learned this firsthand.

In the first three months after TWA 800, more than 100 FAA personnel spent more than 13,000 hours supporting the NTSB investigation by examining issues related to TWA 800.

In fact, we looked at the entire service history of the Boeing 747.

- We reviewed Boeing certification data,
- We completed design assessments with Boeing and NTSB personnel,
- We inspected production and in-service airplanes, and
- We performed laboratory analysis of components to explore ramifications of potential safety issues.

In particular, we performed a detailed examination of the 747's fuel and electrical systems design and history. This search for potential ignition sources included a comprehensive re-examination of all possible failure points in those critical systems.

This process formed the basis for a January 21, 1997, Airworthiness Directive to detect and correct abrasion of the Teflon sleeving and wires in the bundles of the fuel boost pumps. All affected U.S.-operated 747s have been inspected and the requirements of the Airworthiness Directive have been met.

While we were studying the issues — and learning just how complex these issues were — the NTSB issued four safety recommendations for the Boeing 747.

We realized, that based on what we knew, we could not be sure that implementing the recommendations would increase safety. We weren't certain that the benefits would offset the risks.

So, we took the unusual step of putting a notice in the *Federal Register* and calling for public comments. We felt by doing this we could pull together the best academic, scientific, and operational data to ensure that we would only take steps to increase safety.

We heard from 340 respondents with more than 1,000 pages of comments.

Of those 340, 268 were from concerned citizens and 52 were from industry, labor, foreign regulatory authorities, and universities.

We were impressed by the concern for safety and the sophistication of the responses. We are now completing our review of the comments, and with both the comments and the information obtained from this conference, we will respond to the NTSB recommendations in the next several weeks.

But, what impressed us most about the responses were, one, the wide diversity of approaches, and, two, the range of potential solutions. This reinforced how much more we need to understand about fuel flammability, fuel tank safety, and energy required for explosions.

It became obvious that we needed this conference and we were delighted to seize on the suggestion of Congressman Oberstar to come together here today.

Yes, as I said, we are here to learn. To exchange ideas. To open lines of communication.

In addition, I hope this conference will help us establish a new level of working for safety. A new level of working together.

When we come together in a collective generosity, a collaborative spirit, we are smarter, more capable, and much more effective in advancing safety.

Today is an opportunity to learn and to renew our partnership with an eye toward addressing the tough, difficult issues that will improve safety even more. Like most complex issues, they are not going to be resolved by one person, one Administrator, or one agency alone. Nor can these issues be resolved by the private sector alone, or the public sector alone.

I look forward to the results of this conference and I look forward to working with all of you to enhance safety.

Thank you.

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Clean Airport Summit Video Script — October 9, 1997

Hello, I'm Jane Garvey.

I regret that I can't join you in person, but I am delighted that I am still able to participate in this way.

First, let me thank you for all that you are doing to protect and improve the environment. The work that you do is critical for our generation and for future generations. And it underscores the vital role played by transportation.

The Secretary of Transportation Rodney Slater likes to remind us: "In the past, transportation was viewed as an end in itself — of being more concerned about destination than the journey."

"Today," he adds, "We know transportation is about more than concrete, asphalt, and steel. It is about rebuilding communities, connecting Americans, rekindling the American spirit."

Secretary Slater is absolutely right.

Transportation is also about empowering our nation to be an active participant in the global economy — at the same time we strive to protect our global environment.

We at the FAA are committed to do our share. Today, I would like to touch on three areas where the FAA is involved in improving environmental quality around airports.

First, we are working with NASA to reduce aircraft engine emissions, and specifically, nitrogen oxide emissions, by at least 50 percent; to improve direct operating costs by 3 to 10 percent; and to improve fuel efficiency by at least 8 to 10 percent.

This new technology should go into production engines that enter service after 2005. It will provide a great benefit to the air quality around airports.

Second, is our ability to assist airports in being good neighbors through financial assistance under the Airport Improvement Program, or AIP, and the passenger facility charge, or PFC, program for airport planning and development. When we find mitigation is necessary, AIP and PFC funds can be used.

In 1994 and 1996, Congress expanded the AIP and PFC eligibility limits to include airport projects necessary to comply with Federal mandates, such as compliance with the Clean Air Act.

In addition, when the airport is designing and constructing new facilities to expand or replace older structures, AIP and PFC funds sometimes can be used to promote better environmental performance of those buildings, particularly in the areas affecting air quality and energy consumption.

Third, we are also pursuing alternative fuels for general aviation aircraft. In particular, technical specialists at FAA's William J. Hughes Technical Center are working in close coordination with oil companies and general aviation engine manufacturers to find an energy-efficient replacement.

But more than these three programs, I think the improvements that will make the biggest contribution to cleaner airports and to our environment will be the modernization of the air traffic control system with 21st century technologies. When we have completely transitioned to satellite technology there will be fewer ground delays, which will mean fewer emissions, and aircraft will fly in our airspace with more direct routings, which will mean lower fuel consumption.

Air Traffic Control System modernization is one of my top priorities for my term and I look forward to the benefits it will bring to our aviation system users as well as our environment.

Thank you for allowing me to join you today. My best wishes for a highly successful Clean Airports Summit.

Remarks prepared

for delivery by

Jane F. Garvey

Administrator

Federal Aviation Administration

Cargo Airline Association

Washington, DC

October 23, 1997

Good morning. It is a pleasure to be here today with the Cargo Airline Association. It's a tremendous pleasure, because you and your members play such an important role in world aviation and world commerce.

The facts are clear. Today, more than a third of the value of the world's manufactured exports are transported by air. You make it happen.

You are part of a vital growth industry. You had a boom year in 1996. Your traffic exceeded the previous year's levels in virtually all the major markets around the world. And, this growth is expected to increase. That is good news for you.

And, it is good news for all of us. Americans rely on having the products that your aircraft bring to us. And we've come to rely even more on the speed with which you bring them.

This is just the first of what I am sure will be many meetings with cargo carriers. In fact, in the first months of my term I have spent a good deal of time meeting with constituency groups.

And, after each meeting, I am always struck by the passion and excitement that people feel about this industry. There is an *esprit de corps*, a vitality. And, more important, across the board, among all sectors, there is a strong commitment to a safe, vital, and efficient aviation system for our nation.

And that is what I want to talk about today. How do we assure that we have a strong system into the future that meets the needs of all users? How can we do our jobs even better?

It is important in thinking of where we want to be — how we want to improve aviation — not to lose sight of how far we've come. Not to lose sight of how much we have accomplished.

We operate the safest aviation system in the world. We handle more than 35,000 airline operations each day and night. These flights account for half the world's commercial airline flights. In addition, our nation has an active general aviation fleet of more than 180,000 aircraft.

The strong safety and performance record of U.S. aviation is thanks in large part to the standards and the constructive collaboration between the FAA and aviation system users and industry. Together, we have accomplished much.

I think it is appropriate to recall our achievements, if only to remind ourselves of what we are capable of — when we work together.

But we must not let our achievements, significant as they are, obscure the fact that we still have much to do.

Our customers, and that means you as well as the general public, are demanding that we do a better job at providing a safe and efficient aviation system.

As I start my term, I see four areas that must first be addressed to meet those customer expectations: Enhancing safety, improving security, making significant progress on air traffic modernization, and ensuring an adequate and stable source of funding for the FAA.

Safety, first.

We've all heard the numbers, in one version or another, that with the projected increase in aviation activity, tomorrow's rates will be devastatingly high unless we lower today's already low accident rates.

We must act, and act decisively, to institute key preventive measures and take the necessary corrective steps.

And I want to be sure to point out that I am pleased when I hear Steve Alterman say, "We want to do what is safe."

Which — to talk specifically about an area of great interest to this audience — is why we are entering into a Cooperative Research and Development Agreement to evaluate ADS-B technology options. This automatic dependent surveillance broadcast technology will provide increased situational awareness in the cockpit. The results of this comparative demonstration and evaluation process should be completed by late 1998.

And, we look forward to receiving the formal submittal of your certification request for your proposed ADS-B avionics system.

Just like you, we want to do what is safe. In fact, we want to do what is safest. That is our only mission. Often in government an agency has competing issues. But at the FAA we don't. We have only one assignment: Setting the standards for the safest possible aviation system for the United States. That gives us tremendous focus.

As I see it, the key to enhancing safety is establishing an action plan that is **focused**, **doable**, and **produces** results. I've been starting to put more focus on safety issues internal to the FAA.

And, beyond that, I have asked the National Civil Aviation Review Commission to assist us. As you know, NCARC is the commission established by Congress to assess FAA financing needs and develop recommendations to provide for the long-term, efficient, and cost-effective support of the FAA and the nation's aviation system.

Since NCARC was also tasked with assessing aviation safety, I asked the Commission to prioritize the many safety recommendations that have come into the FAA over the last several years.

This way, using good safety data, NCARC will help us rank the recommendations we have received from GAO, Congress, NTSB, and others, to help us develop a safety agenda.

In addition, in August, Inspector General Ken Mead and I initiated a joint follow-up review to assess the implementation of recommendations from the FAA's 90-day safety review. Such a joint review is a "first." I think it reflects renewed and strengthened commitment to safety. It also marks a new, constructive relationship with the Inspector General. We will have the results of this review next month.

Turning to aviation security, we have a clear plan for enhancing security based on the recommendations from the White House Commission on Aviation Safety and Security — the Gore Commission — which gave us a detailed blueprint for improvements. We have developed an aggressive implementation timetable and are moving forward in concert with airports, industry, and labor.

Three, modernizing the air traffic control system. A significant amount of work has already been done and I expect to build on that. But, as you know, significant issues remain.

I have asked a small group of aviation professionals, including FAA executives and industry and union representatives, to work with me to lay out a clear road map toward modernization and, just as importantly, a commitment for implementation of the modernization plan.

I have asked Jack Fearnsides of MITRE to head this group. We'll have a formal announcement with all the names later, but I wanted you to know what I've set in motion.

The product of this group will include a timeline, mission-critical elements, and funding implications, as well as the identification of any technical, operational, regulatory, institutional, economic or political barriers to progress. I want to know, from the outset, any areas of disagreement so we know where we need more work.

We also know that understanding modernization — understanding the timelines, the benchmarks — is only part of the picture. The other part — and some would say it is even more challenging than the technology — is the funding. How are we going to pay for the system that we need?

There certainly is general agreement, and I will say that I have heard this universally, that the FAA must have an **adequate**, **stable**, and **predictable** source of funding. We don't have that today. We definitely need it for tomorrow.

Last month, Secretary Slater and I received the financing report from the National Civil Aviation Review Commission. This report includes a comprehensive look at all the issues. We will be completing our review of the report over the next several weeks and then providing our comments to the Commission, who will then forward its report to Congress.

This begins what promises to be a productive debate over how best to ensure a stable and adequate source of funding for the FAA over the next several years as well as how to improve agency performance.

I will tell you that there is no "silver bullet" solution regarding the issue of funding. There are complicated and difficult issues, which will require tough decisions on the part of Congress, industry, and the Administration.

The Commission's report provides an excellent starting point.

All of the issues facing aviation today are complex. All are challenging. And like most complex issues, they are not going to be resolved by one person, one Administrator, or one agency alone. Nor can these issues be resolved by the private sector alone, or the public sector alone.

These issues must be approached in constructive collaboration, a collective generosity that allows us to put aside unimportant differences and develop a renewed, vibrant sense of cooperation.

That's what I want to achieve in my term — a safer, more secure and efficient national aviation system, a system that meet the needs of **all** users of this vital system. And I know the Cargo Airline Association and its members will play a key part in reaching that goal.

Thank you.

Remarks Prepared For Delivery
Jane F. Garvey
Administrator
Federal Aviation Administration
Aircraft Owners and Pilots Association
AOPA Expo '97
Orlando, Florida
October 24, 1997

It is a pleasure to be here today with so many pilots. So many people who care about aviation. So many people who care passionately about aviation. And who make such an important contribution.

Earlier this month, I was in a meeting with the General Aviation Action Plan Coalition, a group of 15 organizations concerned with general aviation. One member of the group said most Americans would characterize aviation in the U.S. as being "military, the airlines, and all the rest."

I certainly don't think "all the rest" does general aviation justice.

- General aviation is more than 181,000 aircraft, or 96 percent of the civil aviation fleet.
- General aviation is some 36 million takeoffs and landings each year; or 75 percent of all U.S. flights.
- General aviation is more than 18,000 landing facilities serving more than 19,000 incorporated communities.

That is a lot. General aviation has been described as the backbone of our nation's air transportation system. It is also the primary training ground for the commercial airlines. And, importantly, general aviation contributes positively to our nation's balance of trade.

Which is pretty impressive for "all the rest."

During these first months of my term I have spent a good deal of time meeting with constituency groups. I am always struck by the passion and excitement that people feel about this industry. There is an *esprit de corps*, a vitality. And across the board, among all sectors, there is a strong commitment to a safe, vital, and efficient aviation system for our nation.

And that is what I want to talk about today. How do we assure that we have a strong system into the future that meets the needs of all users? How can we do our jobs even better?

In one of my early conversations about the FAA, Secretary of Transportation Rodney Slater asked me a deceptively simple question: "What do you want the FAA to be like, what do you want it to be five years from now?"

How do I want the public, aviation system users, to view the FAA? How should the leading public agency responsible for aviation safety be characterized?

I know that what I want for the FAA is the same thing you want. For the FAA to be synonymous with excellence, responsiveness, and accountability. For the FAA to be an agency with a strong sense of purpose and urgency to accomplish its critical mission.

We're not there yet. And we're not alone. The entire Federal government suffers a woeful lack of confidence from its users and the public. Many Americans view government as more of an obstacle, a hurdle between them and the American dream.

According to a national poll conducted by opinion experts Peter Hart and Robert Teeter, there is a striking loss of confidence in government compared with 20 years ago. More than three-quarters of adults think that government could be more effective if it were better managed.

More than half of Americans feel government has done just a little or not much to improve their lives. Furthermore, three out of four Americans said they believe Washington delivers less value for the dollar than it did 20 years ago.

"Good enough for government work." You've heard the phrase. It suggests the deep cynicism Americans feel toward government.

Today, this expression means mediocrity. Yet, during World War II the phrase implied excellence. "Good enough for government" was high praise indeed.

Now, that one phrase says it all. It reflects the too-frequent view that government is unresponsive, inefficient, and over-politicized.

This view of government is disturbing, particularly for agencies such as the FAA.

Yet, what the employees at FAA do day-in and day-out is profoundly important to the American people. There are few jobs as critical as assuring the safety and security of our nation's aviation system.

As you well know, nothing is more important or more fundamental than safety. It simply does not get old to know that the work we do fundamentally changes — improves — peoples' lives.

It is important in thinking of where we want to be — how we want to improve aviation — not to lose sight of how far we've come. Not to lose sight of how much we have accomplished.

We operate the safest aviation system in the world. The strong record of U.S. aviation is thanks in large part to the standards and the constructive collaboration between the FAA and aviation system users and industry. Together, we have accomplished much.

I think it is appropriate to recall our achievements, if only to remind ourselves of what we are capable of — when we work together.

But we must not let our achievements, significant as they are, obscure the fact that we still have much to do. Our customers, and that means you, as well as the general public, are demanding that we do a better job at providing a safe and efficient aviation system.

As I start my term, I see four areas that must first be addressed to meet those customer expectations: Enhancing safety, improving security, making significant progress on air traffic modernization, and ensuring an adequate and stable source of funding for the FAA.

Safety, first.

Often in government an agency has competing issues. But at the FAA we don't. Our mission is safety. That gives us tremendous focus.

And, we've all heard the numbers, in one version or another, that with the projected increase in aviation activity, tomorrow's number of accidents will be devastatingly high unless we lower today's already low accident rates.

We must act, and act decisively, to institute key preventive measures and take the necessary corrective steps. The key in enhancing safety is to establish an action plan that is focused, doable, and produces results. I am working on that within the FAA — taking a look at prioritizing safety-related programs and having a sustained focus on the ones that hold the most near- and long-term promise.

And, beyond that, I have asked the National Civil Aviation Review Commission to assist us. As you know — if you read Phil Boyer's columns — NCARC is the commission that was established by Congress to assess FAA financing needs and develop recommendations to provide for the long-term, efficient, and cost-effective support of the FAA and the nation's aviation system.

NCARC was also tasked with assessing aviation safety. So, I asked the Commission to prioritize the many safety recommendations that have come into the FAA over the last several years. This ranking should be completed by January at the latest. It will also help us to move forward to take the most important and the most immediate steps to enhance safety.

At the same time we are working to enhance safety, you at AOPA are doing your part through the Air Safety Foundation and its seminars, Internet site, and publications. You at AOPA do so much for aviation safety. I want to turn the tables and salute you for your considerable achievements. You deserve a large amount of credit for 1996's excellent record: Fewer general aviation accidents since record-keeping began in 1938, as well as the lowest number of fatal accidents since 1952. Congratulations! It shows the results of your hard work and commitment to safety.

And, we must maintain, we must increase, our efforts to enhance safety. Individually, and together, we absolutely must improve aviation safety. I know we can. I know you can. And, together, we all can.

Turning to aviation security, we have a clear plan for enhancing security based on the recommendations from the White House Commission on Aviation Safety and Security — the Gore Commission — which gave us a detailed blueprint for improvements. We have developed an aggressive implementation timetable and are moving forward in concert with airports, industry, and labor.

Three, modernizing the air traffic control system. A significant amount of work has already been done and I expect to build on that. But, as you know, significant issues remain. I have asked a small group of aviation professionals, including FAA executives and industry and union representatives, to work with me to lay out a clear road map toward modernization and, just as importantly, a commitment for implementing the modernization plan.

The product of this group will include a timeline, mission-critical elements, and funding implications, as well as the identification of any technical, operational, regulatory, institutional, economic or political barriers to progress. I want to know, from the outset, any areas of disagreement so we know where we need more work.

We plan to move forward incrementally. We're going to go after each step, one step, one success at a time. I like the way AOPA has characterized it: "An evolutionary approach to modernization, not a revolutionary one."

One of these evolutionary, or incremental, steps is the Wide Area Augmentation System. WAAS is designed to improve GPS's accuracy and dependability for precision approaches. We appreciate AOPA's support of WAAS and your testimony that FAA should proceed "full throttle" with WAAS. We plan to have WAAS ready for use in its initial configuration by early 1999, and a fully operational system by 2001. This, of course, goes hand in glove with our moving ahead with certifying GPS approaches every day.

Turning to funding, this is an area that some would say is even more challenging than modernization. There certainly is general agreement, and I will say that I have heard

this universally, that the FAA must have an adequate, stable, and predictable source of funding. We don't have that today. We definitely need it for tomorrow.

Last month, Secretary Slater and I received the financing report from the National Civil Aviation Review Commission. This report includes a comprehensive look at all the issues. We have completed our review of the report and provided our comments to the Commission, who will then forward its report to Congress. As Secretary Slater said, the report provides "a valuable foundation for implementing legislation that is required under the FAA Reauthorization Act of 1996."

I look forward to working with industry, Congress, and the Administration to develop legislation that will ensure stable and adequate funding for the FAA. I will tell you that there is no "silver bullet" solution regarding the issue of funding. There are complicated and difficult issues, which will require tough decisions.

All of the issues facing aviation today are complex. All are challenging. And like most complex issues, they are not going to be resolved by one person, one Administrator, or one agency alone. Nor can these issues be resolved by the private sector alone, or the public sector alone.

These issues must be approached in constructive collaboration, a collective generosity that allows us to put aside unimportant differences and develop a renewed, vibrant sense of cooperation. We must work together to achieve our shared objectives. We will all benefit from the result.

That's what I want to achieve in my term — a safer, more secure and efficient national aviation system, a system that meet the needs of all users of this vital system. And I know AOPA and its members will play a key part in reaching that goal. And I am here today to thank you for your many contributions.

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Remarks Prepared For Delivery
Jane F. Garvey
Administrator
Federal Aviation Administration
Aero Club of Washington
October 28, 1997

Today I want to talk about safety and about what we can do to enhance aviation safety for our nation and for U.S. air travelers.

Earlier this month, I shared a podium with two other safety advocates — Congressman James Oberstar and NTSB Chairman Jim Hall. Both, as you know, are highly respected and dedicated advocates of transportation safety.

On that day, Congressman Oberstar gave one of the most moving speeches I have heard on the subject of safety.

He opened his remarks by recalling Thornton Wilder's Pulitzer Prize-winning novel, *The Bridge at San Luis Rey*. The Congressman talked about the questions posed by the novel's protagonist, Father Juniper, after the collapse of a bridge and the death of five people.

Father Juniper asked: Why this bridge? Why this time? Why these people?

Oberstar called the novel, "an elegant, moving quest for cosmic answers."

Those who are concerned with aviation safety, whether it's within the public or private arena, must also ask difficult questions — must also seek solutions.

Our role is to move from the cosmic to the often painstaking, yet vital, search for the answers, for solutions. In a sense we are, we must be, seekers.

In my first public speeches as Administrator, I outlined the four priorities for the start of my term. I spoke about our commitment to safety, security, and system efficiency. And I spoke of the absolute need to ensure an adequate and stable source of funding for the FAA.

Security and modernization clearly contribute to enhancing safety. And, without funding, we cannot achieve any real progress on any of the priorities.

Managing a public agency presents some extraordinary challenges — that are different from the private sector. The private sector is competitive; it has a bottom line. Nike, best sneakers in the world. The CEO's duty is to protect the interests of the firm's stockholders and employees.

But a public agency is supposed to serve society — public interest should be paramount.

Putting it differently, a private firm is organized for the well being of its members, while a public agency is supposed to serve the interests of the greater community. For the public agency, this often means competing agendas, different priorities — often a sense of everyone feeling they own a piece of the agency.

The result can be an unfocused agenda, goals that constantly change. In the area of safety, which I want to talk about today, that can create real difficulties, real challenges.

Let me tell you why focusing on aviation safety is so important.

We've heard all the numbers, in one version or another, that with the projected increase in aviation activity, tomorrow's number of accidents will be devastatingly high — unless we lower today's already low accident rates.

That is an unmistakable clarion call.

And we must respond, and respond decisively.

We are doing this through a two-pronged approach — one, by developing a **focused** safety agenda and, two, by new alliances with all segments of aviation.

Let me emphasize the need for a focused safety agenda.

Developing this agenda has been one of my first priorities. We absolutely need a plan to reduce the accident rate that is focused, based on hard data, and doable.

As part of the FAA strategic plan, we are developing a safety agenda for 1998, and for the next five years. We met outside the Beltway; I have a senior team tasked with the assignment; we are working in concert with the National Civil Aviation Review Commission. But more to the point, we have made the commitment to refine a safety agenda based on a ranking of safety initiatives supported by quantifiable data.

In short, what we plan to do first is what will do the most good. We will take the safety actions most justified, most supported by the data.

Right now we have on hand more than one thousand — **one thousand** — safety-related proposals. Over the past few years we've heard from the General Accounting Office, from Congress, and the White House Commission on Aviation Safety and Security. We heard from the Inspector General, from the NTSB, from industry, and, of course, we have had our own internal reviews and recommendations.

Even when you eliminate the duplicates, that leaves 450 proposals. That is not a focused agenda.

Which is why we are putting together a safety agenda that ranks the recommendations based on hard data using established and tested methodologies. Most importantly, it will lead to the safety improvements that have the potential to bring the greatest benefits.

We already know the key areas of emphasis, and they won't surprise you — controlled flight into terrain, loss of control accidents, human factors issues, and landing and approach accidents.

By early 1998, we will have an aviation safety action plan, our marching orders for enhancing safety. We will have moved from 450 recommendations to a plan based on safety data. And it will have been created in constructive collaboration with all the segments of aviation.

We will be doing things in a different way.

We plan to improve upon the relationship between the regulator and the regulated.

Times have changed. Both aviation and the industry have matured. Technology has advanced and will continue to advance at a dramatic rate. The issues have become much more complex.

At the same time, we have a structure in place developed in an era of intense government regulation.

We need a new safety model — one where government can be both a partner and, when necessary, an enforcer. Yes, we need compliance, but to make further breakthroughs in safety, to lower the accident rate, we must collaborate on the safety agenda and the means to fulfill it. We must work together.

We will not abrogate our regulatory responsibility. Not at all. It's just that there is so much to gain from collaboration.

As you well know, there already have been a number of important efforts where government and industry and labor have been partners. We must build on this foundation.

I want the FAA to be a leader in aviation at the same time we develop a new leadership style — one that's more appropriate for aviation at the turn of the century. One that will enable us to take the necessary steps, the hard steps, to enhance safety.

Today, more than ever, we need an approach that will enable us to use every tool available to us to enhance safety.

And we intend to.

We couldn't think of a better place to start this new model, this collaboration, than with FOQA.

I am pleased to announce today that the FAA will soon send to the Secretary's office a notice of proposed rulemaking on Flight Operations Quality Assurance Programs. This rule is intended to encourage the voluntary implementation of FOQA by providing assurance that information obtained from such programs cannot be used by the FAA for punitive enforcement purposes.

In a companion notice of proposed rulemaking also about to be released, the FAA would extend protection of certain voluntarily submitted safety information, such as FOQA, from public disclosure.

Why FOQA? How did this program move to such a prominent spot on our safety agenda?

First, let me explain what FOQA does. It collects, analyzes, and shares data on routine flight operations. And with our rulemaking it will allow for open sharing of information without fear of punitive enforcement action.

From the experience of European carriers and through our own two-year demonstration study, we learned that the analysis of routine flight data, collected by flight data recorders, provides significant benefits by identifying trends. These trends can point out potential problems and enable us to take corrective steps **before** accidents happen. Let me repeat that — **before accidents happen.**

As we all know, information is the linchpin to decreasing accidents. In the demonstration study, FOQA data gathered from flight data recorders already has provided valuable information to improve flight crew performance, adapt airline training programs, adjust operating procedures, and do much more to enhance safety.

Let me give you an example.

In the demonstration study, one airline learned that its aircraft were routinely approaching a particular runway at an unacceptable rate of descent. Approaches were too steep and too fast.

Thanks to data gathered from flight data recorders, the airline knew to ask, "Why?"

It turned out the approach had been designed years ago. And it had been designed for Convair 240s — piston-engine aircraft, not the turbine-powered aircraft in operation today.

Needless to say, we quickly corrected that approach.

Safety was enhanced.

In another example, information obtained through FOQA provided the basis for the FAA to modify the approved instrument approach procedures for one U.S. airport, and to upgrade the instrument approach equipment available at one runway.

Safety was enhanced.

FOQA data has also been used to pinpoint runway surface anomalies at U.S. airports.

Again, safety was enhanced.

Thanks to FOQA, we are learning about trends, the everyday trends, the ones that don't necessarily cause accidents. They may not cause accidents because they are corrected, because of redundancies, or because of human skills and judgment. Or because of all of these.

But once detected, we now have the knowledge, the capability, the power, to make mid-course corrections, to enhance safety.

Correcting that rate of descent, that instrument approach, that runway, **before the fact** — before the flight data recorder is analyzed after a crash — is very important, very critical.

Programs like FOQA are the key to enhancing safety, in lowering the accident rate. I am hopeful that by encouraging FOQA, this rulemaking will provide industry and the FAA with the tools to achieve significant safety improvements.

But FOQA itself defines a new relationship with industry. More data is given voluntarily to the FAA but the agency agrees not to take punitive enforcement action.

We are also working in constructive collaboration in several other areas.

This week, we are announcing a new program where we are working in partnership with industry to use improved methods and technology to detect potential defects in aircraft engines. Enhanced inspections for certain high-energy rotating engine components will contribute to up to a 40 percent reduction in the number of failures of high-energy components over the next five to 10 years.

We are also scheduling a third GAIN conference next spring to attract greater participation in this global aviation safety information sharing program. An industry-led steering committee is directing development of GAIN, while working groups have been formed to address implementation issues.

These are all examples of a new model to enhance aviation safety: Public and private sectors working together, working collaboratively, to enhance safety.

And, during my term as Administrator, I commit to you today that there will be many more of these examples.

Fate is not the hunter. In fact, fate has nothing to do with it. Aviation safety at the turn of the century is not about fate.

Aviation safety at the turn of the century is about that quest that Congressman Oberstar spoke of — finding the answers.

We haven't found all the answers yet.

Thanks in large part to technology, we have made great strides in making the safest even safer still. Today's safety record is clear. We have a solid record.

But that's not good enough. We need to lower the accident rate. We need to be prepared for the predicted growth in traffic.

To do that, we must continue to work at reducing the risk — in collaboration with everyone sitting in this room today.

The only way — the only way — that we will be successful in pushing accident rates down, in saving lives, is in strong partnership.

We must work together in a renewed spirit of cooperation on a comprehensive safety agenda.

We must begin now.

This is what I want in my term as FAA Administrator.

This is what you want. It is what the American public wants. And, it is precisely what they deserve.

Our nation has an extraordinary, an extraordinary, amount of aviation safety talent, expertise, and experience. We also have the will to enhance safety. And, together, we will find the way.

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