STATEMENT OF THE HONORABLE DAVID R. HINSON, FEDERAL AVIATION ADMINISTRATOR, BEFORE THE HOUSE COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE, SUBCOMMITTEE ON AVIATION, CONCERNING REGULATORY COSTS. FEBRUARY 1, 1995.

Mr. Chairman and Members of the Subcommittee:

I welcome the opportunity to appear before you today to discuss the FAA's approach to the safety regulation of our air transportation industry. With me today is Tony Broderick, FAA's Associate Administrator for Regulation and Certification. I understand and appreciate the Subcommittee's interest in examining the potential burdens on the aviation community that may result from the regulation of its activities.

The FAA's responsibilities for aviation safety are extremely encompassing, as the Members of this Subcommittee know so well. The aviation safety regulatory framework that we have established, in cooperation with the aviation community-at-large, has helped the United States achieve world preeminence not only in safety, but in virtually all aspects of aviation technology. Our regulatory system continues to serve as a world model, and facilitates the introduction of American concepts and technology into other air transportation systems worldwide.

At the core of this record of success has been a commitment from all segments of the aviation community to a continuous striving for a level of performance and safety that exists neither in any other form of transportation nor anywhere else in the world. There is a fundamental recognition in aviation that the failure to adhere to extremely high standards of safety can yield catastrophic results, and that, in light of the public demand for such high safety requirements and continuing focus on aviation safety, a lapse in that commitment can produce a potentially devastating loss of public confidence in our system.

Our safety objective of "0" accidents is in keeping with those public expectations and consistent with the FAA's history as a world leader in air safety.

Producing the level of safety we have achieved in our air transportation system does not come without cost, and it does not take an economics degree to recognize that, with few exceptions, the person who will ultimately pay that cost is the air traveler. I can assure you that a critical element of our rulemaking process is to examine that potential cost, and balance that cost against the benefits that would be achieved through taking a particular regulatory action. Economic analysis is a key requirement that we follow in considering a rule, and has been for some time.

On the whole, I believe that we do a credible job of identifying and balancing the costs of our rulemaking proposals against their anticipated benefits, although clearly there are areas where we can and should continue to improve. For example, we now issue about 400 airworthiness directives (which we refer to as AD's) a year. These AD's are issued not only to correct problems in U.S. air transportation, but they fulfill an obligation we have to the international community under the Chicago Convention, which requires prompt dissemination of safety information pertaining to aircraft we have certificated. An AD is issued to correct an "unsafe condition" that has arisen with a particular type of aircraft, typically based on a review of incident or accident data, and may call for certain types of inspections to be performed or for a design or equipment modification. By necessity, many of these are issued on an emergency basis because of the need for immediate action to protect the flying public, although, even then, we provide an opportunity for public comment to determine if there are prudent and more economical ways to modify the rule that has been issued. Where time permits, we issue a notice of proposed rulemaking to obtain comment in advance of adopting the rule.

We have also sought to involve affected parties in helping us to identify and prioritize rulemaking approaches that will provide cost-beneficial safety improvements. Both the Aviation Rulemaking Advisory Committee and the Aviation Security Advisory Committee have assisted in this effort. Also, on January 10, 1994, we issued a public request seeking the identification of rules that may be unnecessarily burdensome. In response to that request, we received comments from nearly 200 parties in all segments of aviation, identifying over 400 candidates for review by the FAA. We have reviewed each of these comments, and last Friday we released publicly a 400 page summary of the action we would take in response to each of them. In combination with the input we got from our recent safety conference, I believe we have a good picture of the best regulatory course to steer in the coming months. For example, we will focus on policy changes needed to implement the Flight Operations Quality Assurance (FOQUA) Program, which the airlines and pilots placed high on their list of priorities.

Last June, we also held a benefit-cost conference in Washington, D.C. Approximately 130 people attended, including 70 representatives of the airlines and other organizations that represent the aviation industry. Three working groups were established that focused on issues of concern to: (1) air carriers and airports; (2) aviation manufacturers; and (3) the general aviation community. The industry recommendations and criticisms have been summarized and the agency is currently developing a work plan to address those concerns. The FAA is also participating in a government-wide effort to develop guidelines for better regulatory economic analysis.

It is, of course, oftentimes a challenging task to balance timeliness and adequacy of a possible regulatory approach to address a safety problem against the burdens it may impose. However, we remain continuously mindful of the need to do so. For example, we have sometimes been criticized for the timeliness or adequacy of actions we take in

response to safety recommendations we receive from the National Transportation Safety Board (NTSB). But there is a fundamental difference between recommending that a particular course of action be followed and bearing responsibility for taking that action. And there is a sound reason for that distinction. The NTSB is not responsible, nor in my view should it be, for considering the potential burdens or costs that may be associated with the implementation of its recommendations. It provides us with its unvarnished safety recommendations. Concurrent with our technical safety evaluation of those recommendations, we must also consider the benefits of adopting such recommendations along with the burdens they may impose on our air transportation system. For that reason, we typically examine whether there may exist non-regulatory or alternative regulatory means of achieving the safety objectives, which can optimize the safety benefits to air travelers while lessening the burdens that would otherwise be imposed.

The same kind of scrutiny applies in cases where, following a public rulemaking process, we adopt improved or new airline safety standards that will apply prospectively. The issue often arises whether we should require a retrofit of existing aircraft to those same standards, and, if so, the timeline that should be followed for cost and scheduling purposes. In some cases, we have found a middle ground that provides improved safety but in a carefully tailored way. For example, several years ago, we adopted improved standards for aircraft cabin materials to protect passengers from the risk of fire, which in the case of an otherwise survivable accident poses the greatest risk to survival. The flammability standards applied prospectively to new aircraft to be delivered to an airline. With respect to aircraft that already existed in the airline fleet, however, we asked that the improved materials be used when a particular aircraft underwent the next refurbishment of its interior materials. That type of measured approach provided for the phased safety upgrade of the entire fleet over time, while exacting a substantially lesser burden on the industry.

In closing, Mr. Chairman, I would like to assure you and the Members of the Subcommittee of our commitment not only to continue to press for justified safety improvements in behalf of the traveling public, but to do so in a responsible way that recognizes an appropriate balance between benefits and burdens of our actions. We look forward very much to working with you on this and other matters affecting the aviation community during this Congress.

That completes my prepared statement. I would be pleased to respond to questions you may have at this time.

Talking Points
FAA Administrator David R. Hinson
American Bar Association
Air and Space Law Forum
February 2, 1995

- Thank you Ray for that wonderful introduction. I am delighted to be a part of this important symposium, and welcome the opportunity to talk with you today.

- As you may know, I have a fairly large law firm that works for me at the FAA, in my Chief Counsel's office.

- The Office of the Chief Counsel provides all types of legal information and services to the agency. They provide input as to the legality of the drafting and interpretation of FAA rules, regulations, and orders. They also deal with all legal claims by and against the FAA and oversee all legal proceedings before the courts, legislative committees, and other government agencies.

- In fact, the FAA's lawyers are perpetually busy, just like they always have been since federal control of air traffic began. I can almost guarantee that the predecessors to FAA's Chief Counsel's office were hard at work in the 1920s enforcing regulations such as: pilots must not wear spurs when operating an aircraft; pilots must never leave the ground with the motor leaking; and pilots must carry hankies to wipe off their goggles.

- The role of the federal aviation attorney is a little more complex today. That is why I have approximately 193 attorneys working for me whose specialties run the gamut from personnel, to procurement, to rulemaking, and enforcement.

- You may have had the opportunity to meet many of these attorneys in the earlier Airport Rates and Charges workshop, or as they work on regulations, enforcement cases, procurements, or tort litigation for the agency. If you corner one of them today, I'm sure they would be happy to discuss with you any one of a variety issues the FAA is currently working on.

- Today, I think I want to talk about a few of those issues currently facing the agency -- issues that will eventually determine how we at the FAA, including our lawyers, do their jobs. I want to share with you some thoughts about the FAA in the context of our reorganization plans, our financing and budget, and finally about our first and ultimate concern -- safety.

DOT REORGANIZATION

- This is a time of change and excitement in Washington, and a time of challenge and opportunity for our industry.

- As you know, the Department of Transportation, FAA's governmental home since 1967, is in the process of reinventing itself.

- Secretary Peña recently accelerated the streamlining DOT started two years ago by announcing a major departmental reorganization. This reorganization will cut the bureaucracy and save hundreds of millions of dollars. At the same time, it will allow us to maintain federal transportation infrastructure investment at near current levels.

- The Secretary's plan -- the most significant change in DOT's 28-year history -- is to consolidate DOT's 10 agencies into three, divided roughly as air, land and sea.

- Under this plan, the Coast Guard and the FAA will continue as stand-alone services. The FAA, for example, will continue to oversee aviation safety and infrastructure.

- Surface transportation -- such as rail, highway and transit -- as well as some other services like research and development, will be combined in a new intermodal structure.

- At the heart of the Secretary's reorganization plan are two core missions: safety and investment. The goal of reinvention is to make government work better and cost less. The goal of this reorganization is to help all of us at DOT streamline and improve our delivery of essential services.

FAA RESTRUCTURING

- I agree that it's time government operates like a smart business, and, in fact, the FAA is ahead of the power curve. We realize we have to do more with less, and have been at work since the beginning of the Clinton Administration to achieve that end We are determined to be leaner than we have in the past, but still fulfill our obligations to the flying public.

- This past year, some 3,200 employees accepted buy-outs, early-outs, or left for other reasons. Further attrition is planned this year to meet President Clinton's goal for a smaller, less costly, and more responsive federal government.

- Yet while our resources are shrinking, our responsibilities keep expanding. More people are traveling than ever before.

- The staff reductions, budgetary constraints, and an ever growing demand for our services led to the reorganization I announced on November 30.

- The new organization is formed along the six operating arms of the agency, all of which represent very distinct product and service lines.

- Although the structure and functions of the Chief Counsel's office remained intact during the reorganization, that office has been affected by our desire to make the FAA operate like a smart business.

- For example, even before we reorganized the agency, Mark Gerchick and his staff were busy with efforts to improve service to FAA's rulemaking office, to make the rulemaking process more efficient, without impacting our overriding concern for safety and security.

- Like the rest of the agency, the Chief Counsel's office is also working harder to do more with less.

- Their staff size is decreasing at a time when their workload is increasing.

- In addition to normal attrition rates, approximately 10 attorneys have accepted the buyout.

- In fact, in the early 1990s the Chief Counsel's office employed 337 people, 232 of them attorneys. Today those numbers are down to 279 staff members, of which 193 are attorneys. We fully expect that staffing numbers will continue to decline.

- Our challenge in this period of austerity is to do more with less. Our decreasing budgets and personnel levels will not affect how we do our jobs -- there cannot and will not be a slowdown of legal services to the agency.

- Everyone in the FAA is currently facing the same challenge. Our recent reorganization streamlines how we do business and clarifies the lines of accountability throughout the agency. We have positioned the FAA to function with even greater effectiveness and productivity in the years ahead -- to move with the times and adjust to the new realities.

- But it does not solve the systemic problems of burdensome personnel, procurement, and budget regulations that have hampered the overall effectiveness of the FAA for many years.

AIR TRAFFIC CONTROL CORPORATION

- One of the most far-reaching recommendations in the President's National Aviation Initiative, and recently reaffirmed by Secretary Peña in his announced plans to streamline the Department of Transportation, was the proposal to re-invent the FAA's air traffic control services as a government corporation.

- The Administration's aim is to create a new form of federal corporation which will be unhampered by cumbersome rules governing procurement, financing and personnel. This new organization would allow us to upgrade equipment much faster, to make more business-like investment decisions, and to hire people with the technical skills we need at any given moment.

- It is not yet clear how the creation of the corporation will affect agency staff offices, such as the Chief Counsel's office. All I can say at the moment, it that we are looking at the possibility of moving some legal resources to the corporation to help with functions such as system procurement.

- Creating a air traffic services corporation, however, is not a change we at the FAA can undertake on our own. The decision to create an air traffic control corporation ultimately lies with Congress and the President. We are very encouraged by the interest being expressed by the Congress on FAA reforms.

- I fully support legislation to restructure the Air Traffic Control System so that the FAA will have 38,000 fewer employees and will save $7 billion annually on our budget. And, we will do this without any challenge to safety.

FAA BUDGET

- Reorganization will serve us well, because it is important that we find ways to do more with less. Budget constraints are a clear and present reality -- not a prediction.

- As we wait for our reorganization plan to clear the legislative process, we need to begin thinking about how we will do business under this plan. Federal budgets are shrinking, but demands for our services are growing.

- How we finance all of our activities is obviously the question on everyone's mind -- ours, yours and the Congress.

- Since 1993, the FAA has sustained dollar reductions of more than 8 percent.

- Our budget for Fiscal Year 1996 is under development, and at the current review level there are clear indications that the restrictions are continuing.

- As I've already pointed out, agency staff offices, such as the Chief Counsel's office, are being cut, but they are adjusting well to the new budget realities.

- Hard choices are being made. This is a very serious effort to move forward and plan for a safer, more efficient, more cost-effective future for the federal government and the aviation industry.

- To creatively manage our project with less funding, we need the help of the aviation industry. We need industry to help develop even more creative ways to finance aviation improvements. We need to encourage projects that employ innovative technology, concepts, and approaches that will promote safety, capacity, and efficiency improvements.

- The FAA is currently conducting an analysis of innovative approaches to financing airport improvements in response to congressional direction in the Federal Aviation Administration Authorization Act of 1994, and in support of a Department of Transportation initiative on innovative financing.

- In fact, in support of that analysis, yesterday and today (Feb 1 and 2), the FAA is holding an "industry roundtable" for the purpose of capturing the ideas of experts involved with and affected by airport capital financing. The conference is intended to provide the FAA with information to complete its analysis of innovative financing.

- Specifically, the conference will address the pros and cons of a variety of new financing concepts, discuss options for implementing the concepts, determine what type of airports and projects would benefit from the concepts, and the resolution of any outstanding issues. The conference will also address the implications of those concepts on the structure of the federal airport grants program and assurances to protect federal and other investments in airports.

- We share with you, I believe, a common understanding that we cannot, no matter what, do less for an American public which wants more safety and stability in this industry.

SAFETY

- Significant change is coming, and coming soon. Our responsibility -- ours meaning yours, the Congress, and the FAA -- is to make sure that the changes that do come serve the industry, the users, and the safety of the system. To do less is to shirk our duty.

- Safety is our highest priority. And, it has also been one of our greatest achievements. In fact, safety is the fundamental thread running through everything FAA does. In fact, our goal is zero defects, because Americans expect nothing less.

- You might not think that our agency lawyers have much to do with safety, but they do. For example, as many of you know, I have put the standardization of large and commuter regulations on a fast track. Under this accelerated pace, the FAA will finalize all proposed changes to the regulations by a self-imposed March 24 deadline.

- The FAA will met that March 24 deadline, largely because of an intensive effort on the part of the agency personnel. To get the NPRM, a major rulemaking effort, issued within the 100 days promised, required a super human effort on the part of our lawyers.

- In fact, we keep our lawyers busy, not only helping with rulemaking actions, but also with things such as enforcement proceedings. Believe it or not, the lawyers are helping us to maintain the safest aviation system in the world.

- To make a safe system even safer, a few weeks ago I established a new System Safety Office whose primary mission is to help the FAA develop new concepts in preventative safety analysis. We soon will be announcing who has been selected to head that office.

- Last year, 516 million passengers flew in our skies. In fact, air travel has become so commonplace and accidents so rare that people began to believe that the system was essentially 100 percent risk-free.

- The seven fatal accidents which took 264 lives last year have shaken this confidence. And we, both you and I, now face the challenge of maintaining that confidence.

- Both government and industry are working hard to achieve this end. Three weeks ago the Department of Transportation and the FAA sponsored an aviation safety summit.

- Discussions at the summit centered on crew training, new technologies, weather issues, aircraft maintenance and inspection, and flight operating procedures. Over a thousand workshop participants represented many facets of the airline industry, and all have a continuing commitment to ensure the safety of the aviation system.

- With the help of the aviation industry, I believe we can enhance safety and increase public confidence in the U.S. air transportation system. By working together to establish a common set of objectives, priorities and strategies, we can make an already safe system even safer. The collaboration between government and industry over the years has produced a system that is the safest in the world.

CONCLUSION

- I promised Ray that I wouldn't talk too long today to allow you to ask questions. So, I suggest we now open the floor.

- Thank you.

Talking Points for
Administrator Hinson
NY Times Editorial Board Meeting
February 8, 1995

MESSAGE POINTS

1. Safety

   -Safety is FAA's first priority.

   -Constant steady movement.

   -Incremental improvement replaces broad accomplishments of the past.

2. Capital

   -Technological -- a futuristic look at the airspace system.

   -Intellectual -- getting the right qualifications in the right jobs.

3. International Leadership

   -Globalization of aviation.

   - U.S. has established technical standard for world aviation.

   -U.S. must take lead in international air safety.

4. Reorganization

   -Capital investment in terms of intellectual capacity and money.

   -Reorganization along service and product lines.

TALKING POINTS

Introduction

- Since the *Times* understands the essence of FAA issues, today I want discuss how FAA is preparing to meet the challenges of the future.

- Rapidly changing technologies, increased international trade, changing political trends and world economics are increasingly placing new responsibilities on FAA.

- FAA has always made strong steady progress in meeting the demands of each new decade, but continued, judicious change is required if we are to prepare for the challenges of the future.

- As a long-time, active member of the aviation community, I understand the current problems facing both FAA and the aviation industry, and understand the need for change.

- FAA is not changing for the sake of change, but rather is embarked on the path of enlightened, steady progress so as to lead the aviation industry safely into the next century.

- That is why in my past year and a half, I have worked to refine FAA's mission, redefining it where that is necessary, and sharpening it where that is possible.

Safety

- Safety is FAA's first priority -- it is the thread running through everything we do.

- Safety is also the dominant competitive issue in the airline business. No airline -- no aircraft manufacturer -- and no government can tolerate slipshod practices which endanger passengers.

- Over the decades, the government and the industry have pooled information and technology, and we have achieved a safety record that has constantly and steadily improved.

- Our collaboration over the years has produced a system that is among the safest and most efficient in the world.

- Yet despite our remarkable achievements, the seven fatal accidents last year bear solemn witness that our safety initiatives require renewed energy and creativity.

- We simply must accelerate the intellectual efforts associated with flying airplanes safely.

Because safety is a shared responsibility, FAA and industry have renewed their commitment to work together to improve safety and maintain public confidence in the safety of the system.

- DOT and FAA recently sponsored a safety summit to discuss: crew training, new technologies, weather issues, aircraft maintenance and inspection, and flight operating procedures.

- Tomorrow we will outline progress on priorities such as: one-level of safety; the implementation of the Advanced Qualification Program (AQP); and industry-wide standardization of the approaches used to develop and present safety data critical information.

- The aviation community is also reprioritizing programs, shifting resources, and focusing management attention on actions required to meet the zero accident challenge.

- In addition, recent FAA safety actions have included:
  1. Creating a new top-level safety analysis office.
  2. Moving to create "one level of safety" between large and commuter carriers.
  3. Tightening regulations on Hawaiian air tour operators.
  4. Conducting comprehensive safety inspections of all U.S. commercial carriers.
  5. Prohibiting several foreign carriers from flying into and out of the U.S. after assessing their nation's civil aviation authorities.
  6. Adding 300 employees to the certification and flight standards workforces bringing the total to about 4,300.

NAS Modernization

- To meet the challenge of zero accidents, FAA must move forward carefully -- we must take a scientific approach to change.

- Moving to the next level of safety requires a combination of technology and application of all appropriate sciences.

- We're developing powerful new tools and data bases to put in the hands of highly skilled professionals dedicated to safeguarding the public's trust in the integrity of our aviation system.

- We've already authorized GPS for supplemental navigation down to and including non-precision approaches.

- Within the next year, the ground augmentation will be in place to permit the use of GPS for Category I approaches.

- As GPS is incorporated into our air traffic system, more and more carriers will be able to benefit from increased safety, more precise routing, fuel savings, and increased airport capacity in foul weather.

- Its rapid deployment is essential if we are to have an air traffic management system that is safe and which can handle the growth we all predict for the future.

Advanced Automation System

- The key to the utility of core technologies such as GPS is advanced automation.

- When I arrived at FAA, run-away cost increases and mounting delays had undermined the advanced automation system and eroded the aviation community's confidence in the agency's modernization program.

- Since I've been at FAA, the program has been totally overhauled and scaled down to the essentials.

- It is crucial we keep the AAS on a business-like footing.

- But I am equally concerned that we maintain a sharp focus on other programs such as Terminal Doppler Weather Radar, ASDE, and AMASS.

- It is new technologies such as these that will lead us into the future.

International Leadership

- Emerging technology for navigation and communication is offering the basis for a truly global system.

- U.S. has set the technical standard for world aviation.

- The U.S. must take the lead in reexamining the structure of international air safety.

- Factors such as international cooperation between airlines and manufacturers are dissolving borders and creating a single worldwide market.

- A crash anywhere in our interdependent world causes universal concern.

- We must avoid fragmentation of safety rules and a widening gap between the capabilities of advanced and developing regions.

- A thriving world aviation system is vital to our national economy and to the well being of our citizens.

Reorganization

- To meet the future challenges, both nationally and internationally, it is imperative that FAA make a large capital investment -- an investment in terms of intellectual capacity and in terms of money.

- To make such an investment in an era of staff reductions, budgetary constraints, and a growing demand for services is not an easy proposition.

- It requires internal FAA restructuring.

- That is why in November, I announced a new organizational structure that makes it easier to manage FAA programs like a well-run business.

- FAA is now formed along the six operating arms of the agency, representing product and service lines, streamlining how we do business and clarifying the lines of accountability.

Air Traffic Control Corporation

- Internal reorganization, however, cannot solve the systemic problems of burdensome personnel, procurement, and budget regulations.

- As an independent corporation, our air traffic control operation would have the flexibility to adapt to the ever shifting dynamics of the industry. And it would have the financial resources to keep pace with the steadily evolving technology.

- USATS would provide the ability to upgrade equipment faster, to make business-like investment decisions, and to hire people with the technical skills we need.

- This is especially critical as we make the momentous and costly transition to a space-based air traffic control system with its dependence on satellites, digital communications, and highly sophisticated automation.

- Also, with such a reorganization, the corporation will become a magnet for the best and the brightest technical professionals -- allowing us to hire the best in the field -- to lead us into the future.

- The decision to create an air traffic control corporation ultimately lies with Congress and the President.

Talking Points for
Administrator Hinson
Meeting with Travel Trades
February 8, 1995

MESSAGE POINTS

1. SAFETY

   Safety is our highest priority.

2. FAA IS NOT SLOW TO ACT

   More than 90% of FAA actions are preemptive -- steps we take to avoid accidents and improve safety.

   For example, the FAA moved swiftly on the ATR issue.

3. SINGLE LEVEL OF SAFETY

   I have put the standardization of large and commuter regulations on a fast track. Under this accelerated pace, the FAA will finalize all proposed changes to the regulations by a self-imposed March 24 deadline.

4. THE SYSTEM IS SECURE

   FAA's security measures are timely and effective, as evidenced by recent actions in the Asian Pacific region.

TALKING POINTS

SAFETY

Safety Office

- To enhance the Agency's focus on aviation safety, we have established a new top-level safety analysis office which reports directly to me. Its sole responsibility is safety -- nothing more, nothing less.

- Within the next few weeks, our search for the individual who will lead this office should be completed and an announcement will be made at that time.

Safety Conference

- Our goal is zero defects because America expect nothing less.

- Both government and industry are working hard to achieve this end -- because it is a shared responsibility.

- That is why, one month ago the Department of Transportation and the FAA sponsored an aviation safety summit. That summit was an important first step toward meeting the challenge of zero accidents.

- Discussions at the summit centered on crew training, new technologies, weather issues, aircraft maintenance and inspection, and flight operating procedures.

- Over a thousand workshop participants represented many facets of the airline industry, and all have a continuing commitment to ensure the safety of the aviation system.

- Conference participants identified 540 issues -- 70 of them priorities -- which the FAA and the industry must undertake.

- At the conference, the Secretary and I made a commitment to prioritize the top issues within 30 days and report back with a detailed timetable to move forward on the items where we have responsibility.

- In the past 4 weeks the workshop chairmen and the FAA staff met in follow-up sessions to identify programs and plans already underway, to accelerate timetables, and to develop new initiatives that addressed the 70 high priority issues raised in the conference.

- Tomorrow we will hold a press conference to discuss our accomplishments over the past 30 days and the basic principles identified in the conference. The report we are releasing at the press conference represents the first step in the aviation community's response to addressing the safety issues identified in the conference.

- Establishment of a tracking system and network to assist industry, labor, and government officials in working together and tracking progress on key initiatives is in the making.

- We are already working on key issues such as: creating one-level of safety for Part 121 and Part 135 carriers; accelerating the implementation of the Advanced Qualification Program (AQP); and working for industry-wide standardization of the approaches used to develop and present safety data critical information.

- More importantly, each of the major segments of the aviation community are reprioritizing programs, shifting resources, and focusing management attention on actions required to meet the zero accident challenge.

- Safety is a shared responsibility, and we are working together to make a very safe system even safer.

- The evaluation and analysis of the remainder of the 540 issues identified during the conference is underway.

Statistics

- Last year, 516 million passengers flew in our skies. This was 8 percent more than last year and double the rate of growth we had forecast.

- Air travel has become so commonplace and accidents so rare that people take for granted that the system is essentially 100 percent risk-free.

- The seven fatal accidents which took 264 lives last year have shaken this confidence.

- Ironically, in purely statistical terms, the number of accidents in 1994 for Part 121 air carriers was the second lowest on record.

- The tragedy behind the statistics is that the number of fatal accidents increased from one in 1993, with one fatality, to four fatal accidents in 1994, with 239 fatalities. All four Part 121 fatal accidents occurred in the second half of the year. Prior to that time, the industry had gone 831 days, or two and a quarter years, without a passenger fatality.

- Commuters had their lowest number of accidents on record in 1994.

- Total accidents decreased from 16 in 1993 to 10 in 1994. The number of fatal accidents decreased from four to three. The number of fatalities in 1994 increased by one -- or 25 compared to 24 the previous year.

- Despite public perception, the statistics for 1994 show just how very little difference there is between the accident rates for large carriers and commuters. Our best estimate shows 1994 year-end rates measured by 100,000 departures are .25 for 121 operators and .35 for commuter carriers.

A TOMBSTONE MENTALITY: SLOW TO ACT

What FAA Is Doing

- When NTSB recommended FAA ground the ATRs, the agency adopted those recommendations immediately.

- After thoroughly studying the issue, FAA lifted the restriction, imposed December 9, on flights of ATR aircraft into known or forecast icing conditions.

- The revised directive on ATR 42's and 72's requires increased training and orientation for pilots, dispatchers and controllers and will continue the operating restrictions in freezing rain or freezing drizzle.

- Pilots must also receive a day of FAA-approved classroom-style training on aircraft operations and weather procedures.

- These procedures are interim, pending an equipment modification which the manufacturer and operators should have in place by June 1. This will increase the size of the leading edge de-icing boots.

- In addition, during the past few months, the FAA has tightened regulations on Hawaiian air tour operators and forced two carriers, Leisure Air and Kiwi International, to suspend operations until safety upgrades were made.

- The FAA has issued a final rule limiting flight and duty times for the first time for flight attendants.

- The FAA is now aggressively moving to create "one level of safety" between large and commuter carriers. I will talk more about that in a few moments.

- In the wake of recent accidents, the FAA is conducting comprehensive safety inspections of all U.S. commercial carriers. The inspections are top to bottom examinations of how each air carrier addresses safety from the boardroom to the runway.

- For the first time, the DOT and FAA have made public their findings of safety assessments of foreign nation's civil aviation authorities. This program has prompted the FAA to prohibit several foreign carriers from flying into and out of the United States and provides valuable information for passengers who fly foreign carriers abroad.

- The agency is adding an additional 300 employees to its flight standards and aircraft certification workforces bringing the total to about 4,300 by the end of this fiscal year.

What FAA Normally Does

- More than 90% of FAA actions are preemptive -- steps we take to avoid accidents and improve safety.

- Last year, for example, the FAA issued more than 300 airworthiness directives prompted by our own inspections and analysis of safety information. Only about 10 of these directives were the result of NTSB recommendations ***after*** an accident.

- FAA conducts more than 350,000 individual inspections every year.

FAA Responds to NTSB

- The FAA receives three times more NTSB recommendations than any other agency within the DOT.

- The FAA adopts more than 83% of all NTSB safety recommendations and 90% of all emergency recommendations.

- For example, the board's recent recommendations on the ATR aircraft shows the FAA's strong commitment to safety. Those recommendations were adopted immediately.

SINGLE LEVEL OF SAFETY

What FAA is Doing

- I have put the standardization of large and commuter regulations on a fast track. Under this accelerated pace, the FAA will finalize all proposed changes to the regulations by a self-imposed March 24 deadline.

- We have already launched the most comprehensive review ever to ensure one level of safety.

- In addition, there are a number of regulatory actions in progress that address the differences between Part 121 and Part 135 commuter standards.

- Air carrier training rule. This notice proposes to require commuters with aircraft of 10 or more seats to train under the provision of Part 121 and facilitates the use of simulators for Part 135 operators. It also proposes to mandate crew resource management training for both Part 121 operation and Part 135 commuter operation using aircraft with 10 seats or more.

- Crew pairing rule. Addresses pilot experience requirements for carriers.

- Flight and rest. An aviation rulemaking advisory committee (ARAC) reviewed flight and rest issues and presented its recommendations to the FAA in June 1994. Its recommendations and the latest scientific information are being used as a basis for potential rulemaking action concerning flight and rest requirements for both Parts 121 and 135 with emphasis on standby and reserve requirements.

- Dispatch. A rulemaking team was formed in March 1994 to review requirement for dispatchers and a dispatch system for commuters with aircraft of 10 or more seats.

- Visual descent point/ceiling and visibility requirements. A rulemaking team is currently drafting a notice of proposed rulemaking to standardize these requirements.

- A rulemaking team has been formed to address remaining differences between Part 121 and Part 135 commuters and to consider whether to propose to bring commuters with aircraft of 10 or more seats under Part 121 requirements.

- Some of those issues include:

  -Regulatory and economic justification.
  -Airport requirements. Part 121 requires operation into Part 139 certificated airports.
  -The age 60 rule is currently not applicable to Part 135.
  -Aircraft and performance requirements. Part 121 requires use of transport category aircraft. Aircraft operated under Part 135 include other certification categories.

What FAA Has Already Done

- We have already completed Regulatory Actions To Upgrade Commuter Standards:

- For example, in 1978, Part 135 was revised to upgrade the level of safety for commuter and on-demand air taxi operators. A major goal of this revision was to provide the passenger traveling on a Part 135 flight with a level of safety comparable to Part 121, considering the differences between these operations, the costs versus benefits and the overall feasibility of implementation. All Part 135 operators were recertificated to the new standards.

- Since 1978, there have been over 40 amendments to Part 135, many commensurate with revisions to Part 121. Revisions include:

  -Commuter pilot-in-command operating experience requirements
  -Airplane and airport security requirements
  -Prohibition of non-essential duties during critical phases of flight; i.e., sterile cockpit
  -Flight and rest

-Establishment of commuter aircraft certification category
-Flight data recorder requirements
-Cockpit voice recorder requirements
-Smoking regulations
-Drug and alcohol testing
-Traffic collision avoidance systems
-Exit seating
-Advanced qualification program-AQP
-Minimum equipment list (MEL) requirements
-Ground proximity warning system--GPWS--requirements

INCREASED SECURITY MEASURES FOR US AIR CARRIER FLIGHTS FROM THE ASIAN PACIFIC REGION

- On January 9, 1995, the FAA determined that the increased measures were necessary, and issued a security directive which was effective immediately.

- On January 14, the FAA learned of additional information and issued another security directive which further focused the measures on articles carried by passengers, including liquids, gels and aerosols. On January 15, the FAA applied these same measures to additional locations in the regions.

- The FAA is working with the airlines and the Governments in the Asia Pacific region. The increased measures include increased searches of passengers and their luggage, as well as other security procedures which are not obvious to the traveling public. Particular but not exclusive attention is being paid to liquids, gels and aerosols.

- In addition, the FAA and the intelligence community are in constant contact, and increased security measures will be adjusted as appropriate, and remain in effect as long as necessary.

- We have already required increased measures on certain Philippine Airlines' flights to the United States, and are now requiring the same measures on all foreign air carrier flights to the United States from all affected locations. We will work with foreign governments to bring these measures into effect.

- The FAA has not canceled flights because the increased security measures effectively counter the threat. If at any time the Administrator determines that the measures will not effectively counter the threat, airlines will be ordered to cancel the flights, if they have not already done so.

- In the interests of security, the FAA can provide no further details on the measures.

- It is safe to fly. The FAA is confident that the additional security measures effectively counter this threat. If the FAA believed otherwise, we would order the airlines to cancel the affected flights, if they had not already done so.

FAA ADMINISTRATOR DAVID HINSON
TALKING POINTS FOR PRESS CONFERENCE
ON THE SAFETY ACTION PLAN
FEBRUARY 9, 1995

- Good morning. Before we get into the details of the Safety Action Plan, I want to explain how the plan was developed and why the process itself is an advance in air safety. To help me do that, I've brought along a couple of charts.

- Last month's Aviation Safety Conference was a turning point in the history of aviation safety.

- Our goal was to bring people together from every part of the aviation community -- industry, government and labor -- and to work together on real issues. We wanted substance -- not a political maneuver, not a public relations ploy -- and we got what we wanted.

- Aviation safety is a shared responsibility -- one that requires a hands-on, eyes-open commitment by every person who flys, regulates or services aircraft.

- The only acceptable goal is 100 percent safety -- zero accidents -- and the only way to achieve that goal is for government, industry and labor to work together more effectively.

- But to reach the goal of 100 percent safety, we must do more than change some of the things we do. We must also change the way we think.

- The Aviation Safety Conference was an attempt to cross a mental threshold. We wanted to help the aviation community and the flying public begin to understand, and finally to believe, that accidents are not inevitable, that 100 percent safety is possible.

- Our goal was a permanent change of thinking that would lead to a permanent record of zero accidents.

- At the Aviation Safety Conference, 1,100 people from the aviation community put their heads together and came up with 540 ideas about potential issues that could affect air safety.

- Six working groups -- chaired by representatives from the aviation industry -- reviewed the 540 ideas brought forth during the first day of the conference and boiled them down to 45 concrete safety issues that needed attention.

- Over the past 30 days, representatives from labor, government and industry worked together to develop 173 priority action initiatives that respond to those 45 safety issues.

- The Safety Action Plan we're sharing with you today details how those initiatives will be applied to the 45 safety issues.

- Some of the initiatives in the action plan are new. Some are modifications or accelerations of programs that were already underway. *All* were jointly developed and agreed to by labor, government and industry.

- The Safety Action Plan -- and the process by which it was developed -- represents a stronger safety partnership within the aviation community and a renewed commitment to shared responsibility for air safety.

- As you can see from the chart, this is an aggressive action plan. Of the 173 initiatives set forth in the plan, 104 are scheduled for completion by September 30. Many of those due for completion in 1997-1999 will be phased in beginning much earlier.

- Secretary Peña alluded to an FAA policy change that symbolizes the joint commitment to shared responsibility that emerged from the Aviation Safety Conference.

- This change in policy has made possible a landmark agreement that will permit all members of the aviation community to share flight recorder data and other safety information freely and proactively.

- We are implementing the new policy today.

- In the past, concerns that data voluntarily released by the airlines could be used for regulatory enforcement often created barriers to full cooperation between industry and government.

- Now, for the first time, the aviation community will have access to a wealth of technical data it needs to analyze trends and to anticipate many potentially dangerous problems before they happen.

- Under the new agreement, airlines will allow the FAA to analyze data they collect as part of their new Flight Operations Quality Assurance (FOQA) programs. The agency, in turn, agrees not to use the data in enforcement actions against the airlines.

- Sharing data more fully also will help the FAA and the airlines develop or improve a wide range of training initiatives. (Better simulation; more advanced flight crew and maintenance crew training.)

- I want to stress, however, that this new policy will not interfere with the FAA's authority to oversee and to regulate the aviation industry. Public safety is our number one priority. We will never lower our standards or relax our vigilance when it comes to air safety.

- In a few minutes, I'm going to introduce Tony Broderick, FAA Associate Administrator for Regulation and Certification; and Tom Accardi, Director of FAA Flight Standards Service. They worked closely with labor and industry to develop this plan, so I'm going to let them answer some of your questions about the details of the Safety Action Plan.

- But before I do, I want to highlight for you just a few of the other really exciting initiatives in this plan.

- This action plan includes several key training initiatives. One of the most important is our proposal to accelerate the Advanced Qualification Program (AQP), which will provide greater use of simulation and better training for flight crews.

- Another important initiative is our proposal to expand the FAA strategic plan to include a Maintenance Resource Management (MRM) program. This will provide maintenance workers the same kind of sophisticated training that flight crews receive.

- I believe simulation is the single most important advance in the state of aviation safety, because, historically, human factors are the single largest problem in aviation safety. But we're beginning to understand that it's not as simple as labeling something "pilot error." There are a number of places in the process where the potential for human error is very real.

- Simulation allows us to put pilots, mechanics, flight attendants -- essentially every person that comes into contact with the airplane -- into real time problems and train them to work together to handle those problems.

- The better our simulation, the better our training. And well-trained people make fewer errors.

- As you can tell, we're excited about the renewed commitment to air safety that we're seeing throughout the aviation community. We're excited about these safety initiatives that will accelerate our progress toward the goal of 100 percent safety.

- To give you additional details about those initiatives, I want to introduce two people who have worked tirelessly during the past 30 days with our safety partners in industry and labor to develop these joint initiatives: Tony Broderick and Tom Accardi. Thank you.

(Turn things over to Tony and Tom.)

Prepared remarks not given!!

Talking Points
David R. Hinson
Administrator, Federal Aviation Administration
Ancient Order of the Pterodactyls
February 24, 1995

Introduction

- Thank you Captain McGuffen. I am delighted to be here among so many distinguished aviators, and I appreciate the opportunity to talk to you today.

- And, what a distinguished crowd this is -- Admiral Robert Kramek (CG Commandant), and even the Ancient Albatross, Rear Admiral William Donnelle (CG senior aviator).

- I think we've all probably heard the old aviation saying that there are old pilots and there are bold pilots, but there are no old bold pilots.

- Well, looking over this audience makes me wonder about the truth of that statement. It looks to me like we've got a whole room full of old bold pilots.

- In fact, I imagine some of you have been flying so long you can remember some of the first federal rules regulating flying.

- Rules such as: pilots must not wear spurs when operating an aircraft; pilots must never leave the ground with the motor leaking; and pilots must carry hankies to wipe off their goggles.

- You know, I think if I look hard enough over this group I might even be able to find CDR Elmer Stone (the first CG aviator, 1916) in this group.

- Now, before I begin my formal remarks, there's some old business I need to take care of. As FAA Administrator, I was reviewing some of our old, open investigation files. One of them contained an incident dating back to April 22, 1964, in which a T-28 was observed doing loops over the 1964 World's Fair in Brooklyn.

- The airspace over the Fair had been declared restricted airspace. Until today, we had never discovered the phantom pilot. However, recently I received some new evidence which has implicated your Ancient Albatross as the pilot of that T-28.

- The new information is a result of the hard work of our "FAA hardened crimes" division who work on our "Most Wanted List."

- As this heinous flight violation had remained open on the books for over 28 years, I recently turned it over the my "Most Wanted" staff for solving.

- After painstakingly piecing together various pieces of information, the trail has led to William C. Donnell.

- The information collected included:

    1) an illegal flight of a Navy T-28 from Memphis to Floyd Bennett Field in New York on April 21, 1964;

    2) an unauthorized flight of this same aircraft which took off from and then landed again at Floyd Bennett;

    3) maintenance documentation which shoed that the aircraft in question had been overstressed and has to be returned from service;

    4) and an anonymous phone tip which was generated after a viewer watched our newly-created television show, "Unsolved Aviation Mysteries."

- I'll admit it, we couldn't have cracked the case without the confession of a retired Coast Guard Aviator, Mr. Cecil S. Berry, who was occupying the rear seat at the time of the incident.

- Admiral Donnell, since the statute of limitations expired 22 months ago, will you please sign this "Statement of Admission of Guilt," so we can finally close this chapter on another FAA's "Most Wanted"?

- Seriously, I'm just a bit in awe of the contributions you all have made to our country and the rich heritage you created as Coast Guard pilots.

- I know your activities as pilots are diverse -- a necessity in supporting Coast Guard missions such as law enforcement, environmental protection, and maritime safety, especially search and rescue missions.

- Now, I know you're not here to listen to a serious and lengthy speech -- and I'm not here to make one.

- This is a time to renew friendships, make new friends, and to tell lies about old flying exploits.

- So, I'm going to follow President Roosevelt's advice on speechmaking. He said one should "be sincere, be brief; and be seated."

- Actually, I'm glad to have this chance to tell you a little about what we're doing at the FAA. The FAA's work touches everyone in aviation, one way or another, as well as the millions of people who depend on air transportation.

- In the first 17 months that I have been privileged to lead the FAA, I have had to deal with some old recurring issues and some new ones as well. Today I'd like to talk briefly about three of them: system safety; new navigation technology; and FAA reorganization.

Safety

- The United States takes pride in the fact that our airspace is not only the most heavily traveled in the world but one of the safest as well. These achievements are linked.

- For a strong aviation sector depends on solid public confidence in the safety and integrity of the system.

- Its hard to imagine, but last year 516 million passengers flew in our skies.

- Air travel has become so commonplace and accidents so rare that people take for granted that the system is essentially 100 percent risk-free -- people expect the system to be faultless.

- In fact, our goal is zero defects because America expect nothing less.

- I don't underestimate this challenge, and both government and industry are working hard to achieve this end.

- It is clear, we simply must accelerate the intellectual efforts associated with flying airplanes safely -- technology, training, and a smart use of resources.

- It's time we changed our way of thinking -- we need a change of mindset that would lead to a permanent record of zero accidents.

- Because safety is a shared responsibility, FAA and industry have renewed their commitment to work together to improve safety and maintain public confidence in the safety of the system.

- The FAA and DOT recently held a safety conference with industry representatives to reaffirm that shared commitment to safety.

- Our goal was a permanent change of thinking that would lead to a permanent record of zero accidents. We wanted to help the aviation community and the flying public begin to understand, and finally to believe, that accidents are not inevitable, that 100 percent safety is possible

- To do that we -- the FAA and industry -- are reprioritizing programs, shifting resources, and focusing management attention on actions required to meet the zero accident challenge.

- We have formulated a Safety Action Plan -- a very aggressive plan. Of the 173 initiatives set forth in the plan, 104 are scheduled for completion by September 30.

- Under a new agreement, airlines will allow the FAA to analyze data they collect as part of their new Flight Operations Quality Assurance (FOQA) programs. The agency, in turn, agrees not to use the data in enforcement actions against the airlines.

- Now, for the first time, the aviation community will have access to a wealth of technical data it needs to analyze trends and to anticipate many potentially dangerous problems before they happen.

- This action plan also includes several key training initiatives. One of the most important is our proposal to accelerate the Advanced Qualification Program (AQP), which will provide greater use of simulation and better training for flight crews.

- Another important initiative is the proposal to expand the FAA strategic plan to include a Maintenance Resource Management (MRM) program. This will provide maintenance workers the same kind of sophisticated training that flight crews receive.

- I believe simulation is the single most important advance in the state of aviation safety, because, historically, human factors are the single largest problem in aviation safety. But we're beginning to understand that it's not as simple as labeling something "pilot error."

- Simulation allows us to put pilots, mechanics, flight attendants -- essentially every person that comes into contact with the airplane -- into real time problems and train them to work together to handle those problems.

- The better our simulation, the better our training. And well-trained people make fewer errors.

- I find these initiatives very exciting. However, it is important to remember that they represent only a small part of the ongoing work we're doing to ensure and increase air safety.

- We are also taking other prudent steps to insure system safety.

- For example, as many of you know, I have put the standardization of large and commuter regulations on a fast track. Under this accelerated pace, the FAA will finalize all proposed changes to the regulations by a self-imposed March 24 deadline.

- Also, I recently selected Chris Hart to head the new System Safety Office whose primary mission is to help the FAA develop new concepts in preventative safety analysis.

The NAS System

- In addition, to meet the challenge of zero accidents, FAA must move forward carefully -- we must take a scientific approach to change.

- Moving to the next level of safety requires a combination of technology and application of all appropriate sciences.

- As an integral part of our continuing efforts to improve safety and to effectively and efficiently meet new demands on the system, the FAA is even more committed today, than it was in the past, to modernizing the national airspace system.

- We're developing powerful new tools and data bases to put in the hands of highly skilled professionals dedicated to safeguarding the public's trust in the integrity of our aviation system.

- Today, air traffic control technology is being transformed by parallel developments in three separate fields: satellites, computers, and digital communications.

- Any one, by itself, would be a major advance. Combined they create virtually unlimited possibilities.

- This new era of ATC technology offers the prospect of an integrated global system -- a seamless system.

- The most promising technology may be the Global Positioning Satellite Network.

- Although the benefits of GPS to all modes of transportation are enormous, its contribution to aviation promises to be revolutionary.

- This new technology offers the prospect of accuracy and global availability unmatched by existing navigational systems.

- In fact, that technology is so promising that last June I announced elimination of the category 2 and 3 microwave landing system (MLS) program.

- The FAA instead will concentrate on the aggressive development of the global positioning system.

- Last year, the FAA certified various types of GPS receivers for use in all phases of flight, including nonprecision approaches.

- And, we approved the first GPS nonprecision approach procedure for use by helicopters.

- After working with manufacturers and aviation organizations, FAA now permits the use of GPS for Category I approaches.

- In fact, we reached a major milestone last summer, when Aircraft Owners and Pilots Association President Phil Boyer and I landed at the Frederick, Md., airport using the first FAA-approved public "stand alone" global positioning system instrument approach for aircraft. We have since published GPS approaches for other airports.

- The FAA continues to work with NASA to use GPS to satisfy Category II and III precision approaches.

- In addition, the FAA has issued a Request for Proposals for a Wide Area Augmentation System, a network of ground stations and communications systems that will enhance the integrity and availability of GPS signals.

- FAA also recently established a policy for the operational implementation of GPS as a primary means of navigation in oceanic and remote areas. This will be instrumental in providing more precise routings in such areas, allowing controllers to safely reduce the separation between aircraft over the ocean.

- As GPS is incorporated into our air traffic system, more and more carriers will be able to benefit from increased safety, more precise routing, fuel savings, and increased airport capacity in foul weather.

- I believe its rapid deployment is essential if we are to have an air traffic management system that is safe and which can handle the growth we all predict for the future.

FAA Reorganization

- But, technology alone cannot provide the solution for all questions. We at the FAA recognize that our organization must also reform to keep pace.

- As you know, DOT is in the midst of restructuring. That reorganization will affect all DOT modes -- including FAA and Coast Guard.

- DOT plans to consolidate 10 agencies into three, divided roughly as air, land and sea, cutting the bureaucracy in half and save hundreds of millions of dollars.

- In an era of diminishing resources and increasing demands, it is necessary that the FAA also strengthens the way it manages its products and services -- we must operate like a smart business.

- This is especially critical as we make the momentous and costly transition to a space-based air traffic control system with its dependence on satellites, digital communications, and highly sophisticated automation.

- As part of our continuing effort to make the agency a more efficient, effective, and businesslike organization, last November I announced a new organizational structure for the FAA.

- FAA is now formed along the six operating arms of the agency, representing product and service lines, streamlining how we do business and clarifying the lines of accountability.

- But, internal reorganization cannot solve the systemic problems of burdensome personnel, procurement, and budget regulations.

- As you know, several members of Congress are expected to introduce legislation that address reforms for the FAA.

- And, one of the most far-reaching recommendations in the President's National Aviation Initiative, and recently reaffirmed by Secretary Peña in his announced plans to streamline the Department of Transportation, was the proposal to re-invent the FAA's air traffic control services as a government corporation.

- The President's aim is to create a new form of federal corporation which will be unhampered by cumbersome rules governing procurement, financing and personnel.

- This new organization would allow us to upgrade equipment much faster, to make more business-like investment decisions, and to hire people with the technical skills we need at any given moment -- an organization with the flexibility and the resources to adopt new technology and to keep pace with the changing dynamics of the industry.

- Creating a air traffic services corporation, however, is not a change we at the FAA can undertake on our own.

- The decision to create an air traffic control corporation ultimately lies with Congress and the President. And, we are very encouraged by the interest being expressed by the Congress on FAA reforms.

Conclusion

- I really appreciate the opportunity to talk to you today, and I fear I've already gone on too long. Since I'm sure you have questions, let's open up the floor.

Prepared Remarks Not Given

DAVID HINSON TALKING POINTS
FOR PRESS CONFERENCE TO ANNOUNCE
FAA ASSISTANT ADMINISTRATOR FOR SYSTEM SAFETY
FEBRUARY 15, 1995

- Good morning. I'm pleased to announce the appointment of Christopher Hart as the new FAA assistant administrator for system safety.

- This is a new position that will serve as an "early warning system" for aviation safety at the highest levels of government.

- Chris is ideally suited for this job. He has impressive credentials in both safety and aviation.

- Since 1993, Chris has been deputy administrator of the National Highway Traffic Safety Administration. He also served as a member of the National Transportation Safety Board from 1990 to 1993.

- A graduate of Harvard Law School, Mr. Hart also holds bachelor's and master's degrees in aerospace and mechanical sciences from Princeton University.

- He is a former managing partner in the law firm of Hart & Chavers. He also served as deputy assistant general counsel at the U.S. Department of Transportation, and he worked in the general counsel's office of the Air Transport Association.

- As an instrument-rated commercial pilot and a member of the Aircraft Owners and Pilots Association, Chris understands first-hand many of the challenges of aviation safety.

- We expect Chris to play a key leadership role in helping us achieve our goal of 100 percent safety -- zero accidents.

- The FAA's number one priority is public safety. Chris' job will be to serve as a strong and independent voice, to spot trends and to provide an early warning on safety issues.

- We want him to look closely at everything the FAA is doing to increase air safety; to view it all with a critical eye; and to speak out strongly if he sees *anything* that isn't being done, that isn't being done right, or that could be done better.

- I guarantee his voice will be heard -- and heeded.

- And now, I'd like to introduce FAA's new assistant administrator for system safety, Christopher Hart.

FAA News

Washington, D.C.

FOR IMMEDIATE RELEASE
Wednesday, February 15, 1995

APA 03-95
Contact: Drucella Andersen
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FAA APPOINTS SAFETY OFFICER

Fulfilling a major initiative in FAA's effort to bring about advancements in aviation safety, the agency today named Christopher A. Hart to the new post of Assistant Administrator for System Safety. Hart, an aeronautical engineer, veteran pilot and lawyer, will serve as a key advisor to Administrator David R. Hinson on emerging trends in aviation safety.

"Mr. Hart is a top professional who brings years of transportation experience to the agency," Hinson said. "I will look to him to help ensure that our approach to aviation safety is focused effectively and based on rigorous analysis."

Among other initiatives, Hart will ensure that a broad spectrum of safety data are analyzed to identify key issues clearly. Hart also will help implement the DOT/FAA action plan for aviation safety announced last December. The action plan called for a rulemaking to create one level of safety in commercial aviation, and a meeting that Secretary Pena and Hinson held with industry and labor organizations last month to address safety concerns.

Hart is a graduate of Harvard Law School. He is a Phi Beta Kappa graduate from Princeton University, where he earned bachelor's and master's degrees in aerospace and mechanical science. Hart holds a commercial pilot rating as well.

Hart served as a member of the National Transportation Safety Board (1990-93). While working at the Safety Board, Hart had specialized interests in human factors and the impact of automation on transportation systems.

-more-

Currently deputy administrator of the National Highway Traffic Safety Administration, Hart is a former managing partner of Hart & Chavers, a Washington firm specializing in corporate law. He also has served as deputy assistant general counsel in the Department of Transportation. Hart also has worked in the general counsel's office at the Air Transport Association.

Hart is a published author on technical and legal issues in journals, including *Transportation Law* and *Spectrum*, the Journal of the National Association of Black Accountants.

Hart was named one of the "Outstanding Young Men of America" in 1977. He held a Hughes Fellowship for helicopter research at Princeton. He also was a member of the advisory board of the Howard University Cancer Research Center for five years in the mid-1980s.

Hart is a member of the Aircraft Owners and Pilots Association, the Lawyer-Pilots Bar Association and has been listed in "Who's Who in Aviation." Hart's family has a broad history in aviation. In 1926, Hart's great-uncle, J. Herman Banning, became the first African-American to earn a U.S. pilot's license.

-30-

Note to Editors: A photograph of Hart is available upon request.

FAA ADMINISTRATOR DAVID HINSON
REMARKS FOR JEPPESEN AWARD LUNCHEON
DENVER, COLORADO
FEBRUARY 27, 1995

Good afternoon. I'd like to welcome all of you to another great moment in aviation history. It is always a special pleasure for members of the aviation community when we have a chance to honor one of our own.

We're here today to honor the achievements and to celebrate the life of a remarkable man: Captain Elrey Jeppesen.

Jepp and I have been friends for more than 30 years. I had the privilege of getting to know him well when I was flying out of Denver for United back in the early 1960s. I don't know anyone who loves aviation more or who has given more to his fellow pilots.

As a pilot, Captain Jepp started his career as a barnstormer and a mail pilot in the early days of aviation. To give you some idea of how long ago that was, Jepp's FAI license was signed by Orville Wright.

As a businessman, Jepp turned a little black notebook with hand-drawn charts and handwritten observations into a multimillion dollar enterprise.

When Captain Jepp started flying, railroad tracks and Rand McNally road maps were considered state-of-the-art navigational tools for pilots.

They didn't have the advanced technology, sophisticated instruments and good charts we take for granted today. A lot of good pilots went out in bad weather and never came back. Back in the early 1930s, when Jepp was flying the mail between Oakland and Cheyenne, four out of 18 pilots on that route were killed in crashes in the same year.

Jepp did a lot to change all that.

Elevations weren't measured accurately in those days, so Jepp started measuring mountain peaks along the mail routes himself. At first, he tried averaging altimeter readings from several of his flights past Blythe Mountain, the highest point just east of Salt Lake City. He wasn't satisfied with the results, so finally he just strapped three altimeters to his back and climbed the mountain.

Jepp bought a black hardcover notebook and started writing down everything he learned about the location and elevation of airports, emergency landing fields and all kinds of obstructions. He made notes about runway lengths, beacons and radio ranges. He even sketched airport diagrams in his notebook and drew out bad-weather letdown procedures.

Using his little book of approach procedures, Jepp was able to complete trips that other pilots found impossible. Before long, a lot of them started asking for copies of Jepp's little black book.

In 1934, Jepp had 50 of his approach plates printed and bound. Copies of that first chart manual sold for $10. They were in such demand that Jepp started running a chart publishing business out of his basement.

From that humble beginning, Captain Jeppesen built the business that made him famous. For 60 years, his chart manuals have allow pilots worldwide to fly safely.

By the mid-1930s, instrument flying was catching on at the airlines, and air travel was becoming an all-weather operation. As instrument flying increased, Jepp's business boomed.

Starting before dawn, he spent all day drawing and checking charts. At night, he flew as a pilot for United Air Lines. Even with the help of his wife, Nadine, and a few engineering students from the University of Utah, Jepp's cottage industry quickly outgrew his basement. In 1941, Jepp and Nadine moved the business to Denver and rented office space to accommodate the company's growth.

During WW II, the "Jepp Charts," as they became known, were adopted by the U.S. Navy as its standard flight manual. After the war, the newly created Air Force and the world's commercial airlines also contracted for Jepp's manuals and air navigational charts.

The growing demand for the "Airways Manual" soon established Captain Jeppesen as the world's aerial cartographer -- mapping skyways and airports for commercial, military, and private pilots.

On the advice of his doctor, Captain Jepp retired from United Air Lines in 1954 to concentrate on running his business. Three years later, Jeppesen & Co. opened an office in Frankfurt, Germany to provide flight data for Europe, Africa and the Middle East. A liaison office was established in Washington, D.C., in 1958.

In 1961, Jeppesen & Co. was sold to Times Mirror Company of Los Angeles. Seven years later, Times Mirror purchased Sanderson Films, Inc., of Wichita, a company that produces multimedia pilot training systems. In 1974, Times Mirror merged its two aviation interests and called the new company Jeppesen Sanderson.

One of the company's most significant contributions to aviation safety was the introduction of the first standard instrument approach procedures in 1947. Before that time, operators designed individual approach procedures for their own use. Captain Jepp convinced the Civil Aeronautics Administration (forerunner of the FAA) to prescribe standard procedures that all operators could use.

Jeppesen also was instrumental in helping to establish the FAA's National Flight Data Center, which collects and disseminates data on air traffic control, route structures and airspace.

Among the company's many firsts are the publication of the first ILS approach chart in 1948; the first VOR approach chart in 1949; the first high-altitude en route chart in 1959; RNAV approach charts in 1971; and profile descent charts in 1976.

Beginning with one small notebook he had filled with personal observations and drawings, Captain Jeppesen built a company that today employs 700 people in Englewood, Colorado; Frankfurt and Hildesheim, Germany; Los Gatos, California; Washington, D.C.; Omaha, Nebraska; Melbourne, Australia; and London, England.

The company that Captain Jepp built is now recognized as the world leader in flight information, computerized weather and flight planning services, and pilot training systems.

The secret of Captain Jeppesen's success in business over the past 60 years has been his ability to anticipate and keep pace with advances in aviation and technology. That's how he was able to create and maintain a series of high-quality products.

At the FAA, our job is to work with the rest of the aviation community to create and maintain a safe and efficient national aviation system. Our goal is 100 percent safety -- zero accidents -- and with today's training and technology it is a goal *we can achieve*.

For maximum efficiency, we must plan today for the needs of air passengers tomorrow. In less than 20 years, we expect the number of U.S. air passengers to increase to more than one billion per year -- double the number today.

To accommodate that growth, we must expand and improve America's airport facilities, and combine technologies that will help us use our national air space more efficiently.

The most current and impressive example of airport development, of course, is your own Denver International Airport, which will open for business early tomorrow morning.

DIA is designed to be the most efficient airport in the world today -- one that can operate safely in almost any weather. Its innovative runway design will allow three airplanes to land simultaneously on parallel approaches, while three other aircraft depart.

Denver International is more than a great airport for Denver. Right now, Stapleton is the fifth most congested airport in the United States. Planes that are delayed here cause backups and delays at airports all over the country. By reducing those costly delays in Denver, DIA is expected to increase the efficiency of the entire U.S. aviation system by an annual average of 5 percent.

There are other ways to expand aviation system capacity besides building new airports, however, and we need to use every one of them to accommodate the increasing demand for air travel.

For some time now, the FAA has been working to develop a satellite navigation system that will give pilots their position with pinpoint accuracy. The Global Positioning System will allow airplanes to fly more direct routes, land and depart more quickly, and operate more economically.

Data Link is a new communications system that will replace or supplement many of today's routine voice communications with digital data messages displayed on computer screens. Because those messages can be read by pilots and air traffic controllers, we will be able to decrease the number of vocal messages to which pilots and controllers must listen and respond. That, in turn, will reduce operational errors by reducing miscommunication.

The Terminal Doppler Weather Radar (TDWR) will improve safety and reduce delays by providing flight crews with early warnings of dangerous windshear and microbursts at airports. The TDWR detects windshear -- and can locate or predict other weather conditions -- and transmit the information to controllers in a readily useable format that does not require interpretation. When Data Link is available, this information can be transmitted directly to the aircraft.

These are only three of the many technological advances the FAA is working with the aviation community to develop and implement. There are many others, and each one makes America's aviation safety net a little stronger.

These are not science fiction scenarios of what could be; they are real technologies that are already being put to work as part of our national aviation system.

GPS is already being used in several transoceanic flights, and we will be expanding that program this summer. TDWR is a feature of the new Denver International Airport and soon will be installed at several other airports. Data Link is already in use at some of our busiest airports.

Aviation has come a long way since the day in 1921, when a 14-year-old boy named Elrey Jeppesen took his first ride in an airplane over the alfalfa fields surrounding his hometown of Portland, Oregon.

Today, as we sit in a reclining chair at 30,000 feet, watching a movie and eating a hot meal, it may be hard to remember the brave men and women who took incredible risks and suffered terrible hardships that are no longer part of aviation.

When we think of the giants of aviation history, we think of people like the Wright brothers, Charles Lindbergh, Bill Boeing, XXX Douglas, XXX Patterson, C.R. Smith -- and of great engineering pilots like Scott Crossfield and Tony Lavere.

Captain Elrey Jeppesen is a name that belongs on that list. His contributions to aviation are equally important -- and equally enduring.

Like other pioneers, Captain Jepp explored the unknown. But Jepp did something else: he drew a map for others to follow. And because of his generosity and vision, he won the everlasting gratitude and respect of pilots all over the world.

Captain Jepp virtually invented aviation charting. He built it into a multinational, multimillion dollar business. He helped make the skies safe for untold numbers of pilots and passengers. Yet, instead of promoting himself, he has described himself as, "just another pilot, another throttle pusher who tried to help his fellow airmen."

It's about time that Captain Jeppesen received the recognition and honors that his achievements deserve.

As you know, the terminal building at the new Denver International Airport is named after him, and it will house a museum of his extensive collection of mementos.

We are here today as representatives of the entire aviation community, to honor Captain Jepp and to thank him for his lifelong contributions to aviation.

It is my pleasure -- and my very great privilege -- to present Captain Elrey Jeppesen the Federal Aviation Administration's highest award for excellence and achievement. Please join me in a warm round of applause for Captain Elrey Jeppesen.