REMARKS BY DAVID R. HINSON
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION
NORTON AFB LEASE SIGNING CEREMONY
SAN BERNARDINO, CA
January 18, 1994

1. It's an honor to appear on today's program along with Congressman George Brown. The forty-second congressional district, I know, owes a lot to George Brown. And so does the FAA. As chairman of the House Committee on Science, Space and Technology...he has been a source of wise and far-seeing guidance as the FAA undertakes its massive shift to 21st century technology.

(Acknowledge Senators Feinstein and Boxer, if present.)

2. Congressman Brown and the entire California congressional delegation have worked together effectively to see that the San Bernardino International Airport Authority qualified for participation in the Military Airport Program.

3. They have solid allies both in President Clinton and Secretary Pena. From the very beginning, the Clinton Administration has acted decisively to preserve and promote America's aviation industry. Those of us who are part of this Administration share a conviction that aviation is still in its expansionist phase and that its healthy growth will create high-tech, high-wage jobs and stimulate technological innovation throughout the entire economy.

The ceremony today is a testament to this conviction...proof of the seriousness of our commitment.

4. But...perhaps most impressive of all...has been the initiative shown by the five communities surrounding Norton -- San Bernardino, Colton, Highland, Loma Linda, and Redlands.

There have been dozens of military base closings around the country in recent years -- 38 airfields since 1988. However, not every community has taken advantage of the opportunity to convert military facilities to civilian use.

And without local initiative...without effective local leadership...nothing can happen.

5. The Inland Empire Region is fortunate to have community leaders who know how to make things happen.

These are leaders who recognize that airport investment pays a double dividend: it stimulates economic growth in the surrounding region. And airports are, themselves, job generators...creating new employment opportunities which are as secure and well-paying as just about any which are available in the service sector of today's economy.

6. Norton AFB is the first military base in California to be transferred to a local community in this post-Cold War era.

Norton is among twelve military air bases around the country which have been designated to receive funds from the Military Airport Program. So far, more than 95 million dollars have been allocated to these airports under the program.

7. Our country has a good track record in successfully converting military airfields to commercial use. Today's airport system includes about 540 former military airfields -- some of them...such as San Francisco, Oakland, Orlando, Stapleton, Hartsfield and O'Hare...are now among the world's busiest airports. So this is something we know how to do...and we do it well.

The conversion of Norton AFB is certain to be another success story.

8. Your achievement here is all the more significant, for -- as we all know -- there is powerful community resistance almost everywhere to the expansion of existing airports and the construction of new ones. This is especially true here in the Los Angeles metropolitan area...which already has more aircraft operations than any other region of the world.

The five airports in the Los Angeles basin are all highly congested and rapidly approaching the limits of their existing capacities.

9. A new civil airport here in San Bernardino will add capacity just at the time when it is needed most. If the success here matches our experience with similar conversions, I think we will all be surprised how rapidly San Bernardino establishes itself and achieves even your most optimistic projections.

10. The signing of the lease today is not just another civic ceremony. It's an event that signals the start of a process. For now the FAA can begin to process the Airport Authority's application for grant assistance to further develop the airport.

We at the FAA are proud to have played a role from the very beginning -- we awarded the Airport Authority an initial grant for planning the future airport facility. We now look forward to the time when we will be receiving your application to fund the investment which will be necessary to help this airport achieve its full potential.

11. And even though money is in very short supply, given the budget realities today...you can be sure that President Clinton and Secretary Pena will continue to give a high priority to the support of our nation's airports.

12. Once again, let me thank Congressman Brown and congratulate the members of this community. In taking the ambitious step to convert this air base to civil use, the San Bernardino region has taken charge of its future...ensuring that your economy will not just recover...but reposition itself to prosper in the new California of the coming century.

REMARKS BY DAVID R. HINSON
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION
PREPARED FOR DELIVERY AT THE
AERO CLUB OF WASHINGTON
JANUARY 25, 1994

Good Afternoon.

One of the dominant themes of the Clinton Administration which has appealed to so many of us, both inside and outside Washington, is the urgent need to revitalize government by re-inventing it.

In a time when the American people are demanding that their government do more with less, it is essential that federal agencies focus on what we do best. This renewed emphasis on primary mission and major responsibility compels us to re-examine the role of government in providing services. We must ask whether there are alternative ways to deliver the services that the public expects. And we must take a fresh look at whether the job can be more effectively managed outside the federal bureaucracy. Air traffic control is precisely the kind of critical service that deserves such attention.

As it exists today, the FAA, caught in a tangle of federal regulations, cannot easily sustain the new growth which will be necessary to meet the future demands of our industry. Many of our airports are already overcrowded. And delays are costing the airlines millions at a time when they can least afford it. As traffic volume increases with the economic recovery...as we know it will...more delays can be expected to produce even greater financial losses for the airlines and their passengers. A healthier balance sheet for our industry requires a well-balanced plan for building future expansion.

Earlier this month, I joined Secretary Peña and Dr. Laura Tyson ...Chair of the Council of Economic Advisers...in announcing the Clinton Administration's five point strategy for revitalizing the aviation industry. The new initiative draws upon the previous work of Vice-President Gore's National Performance Review. And it incorporates 49 of the 61 recommendations endorsed by the National Airline Commission.

The initiative is, in my view, the most far-reaching effort to stimulate our industry since the Deregulation Act of 1978. And I say this from the personal perspective of 40 years in aviation.

One of the most pivotal actions contained in the initiative is the proposal to re-invent the FAA's air traffic control services as a government corporation. This is a move which will redefine the fundamental structure of the FAA and the relationship between the government and the private sector.

We all have a stake in seeing that we achieve this goal. And we are depending on the knowledge and support of members of the aviation community and the traveling public to guide us in making the right decisions and presenting the right proposal to the Congress. I am confident that those of you here at the Aero Club of Washington will be a source of vital, innovative ideas.

This afternoon, I'd like to offer my thoughts on why I believe a government corporation will be of significant benefit to aviation. I'll talk about three particular FAA reforms...procurement, financial management, and personnel administration. These roadblocks have hampered the overall effectiveness of the FAA for many years. I see little reason to be optimistic that these problems can be resolved within the framework of the Federal bureaucracy.

I'm convinced that we must begin to create new forms of organization designed specifically to deliver essential services more productively and efficiently...before their future availability is threatened by constrictive budgets and increased competition for federal funds.

This is not to subscribe to that old argument that the private sector always does a better job in providing services than the government. The day-to-day dependability of our air traffic control system is compelling evidence that government can maintain the highest standards of excellence. The best way to gauge how good it actually is, is to look at the safety record.

In 1993, the major carriers reported 22 accidents--most of them minor. We've reached the point where the accident rate for air carriers has stabilized at such a low level that a single accident now can significantly boost reported accident rates.

Commuter airlines, notwithstanding two recent accidents, continue to show a marked improvement in their safety record.

General aviation also had its safest year on record, with accidents and fatalities each down about five percent from the 1992 levels. General aviation has, in fact, shown steady, continued improvement since 1978.

This unsurpassed record of safety is not due to the efforts of any one part of the FAA, but to the coordinated activities of the entire agency and the aviation community.

Why, then, do we need a government corporation? The answer, basically, is that the FAA...as it is structured today...finds it more and more difficult to prepare for the impact of important changes which are now transforming the world of aviation and altering the environment in which we work. There are four of these forces: changing airline economics, globalization, technological innovation, and the pressures for a more efficient government.

First, there is the troubled financial state of the industry. We're all relieved that the economy continues to improve. And that, along with this recovery, the airlines are beginning to see better financial results. But most believe it will take more than a strong economy to restore our industry to full financial health.

We also must contend with the many implications of globalization, both in the aerospace and the airline industries. We have to adapt to a new economic order. One that requires the harmonization of standards and regulations to make them compatible with those of our customers and trading partners around the world.

And there is the constant push which comes from technological change...and the outpouring of new products and engineering solutions which is transforming our entire field. We can foresee, for example, that the time is not too far distant when air traffic control will move from an active, hands-on operation to one which is highly automated and more passive. This is a natural, predictable progression, given the technology which is available today.

Finally, those who pay the bills...the taxpayers and the aviation users...are, quite rightly, demanding more cost-conscious and accountable government: a reinvented government which is as pared down and efficient, as responsive to the public as our best private sector companies have become.

This is the rationale guiding our design of a new corporate habitat for air traffic control...one which is free of cumbersome rules governing personnel, financing, and procurement.

Let me give you some specific examples to show what I mean, starting with the often high-profile problems of procurement.

There are numerous restrictive federal laws and regulations that govern our procurement decisions. No doubt all these procurement rules started out with the intention of correcting past abuses and corrupt practices. But, over the years, in our zeal to guard against malfeasance, we've layered one regulation on top of another to such an extent that we are now suffocating under its thick blanket of protection. The unfortunate result is that many of them add only time and money to the process.

Look at the statutory competitive bidding laws. Competition is both necessary and desirable. But the law requires us to solicit all potential vendors..."The World", so to speak...even when we're confident that only a few are capable of delivering what we need. The steps in the process...writing the specifications...synopsizing the requirement in the Commerce Business Daily...developing an evaluation plan...preparing a detailed solicitation document. This long series of steps can take anywhere from 2 to 5 years before we award a contract.

And if we're buying something that involves computers or software, we first have to ask the General Services Administration for a delegation of procurement authority, submit written reports until the contract is finally signed, and meet other time consuming requirements along the way. When you think about how many computer products we need for new ATC systems, you can imagine how much time this adds to the process.

Rigid regulations also prevent us from taking advantage of special savings which are readily available to everyone else. Discount stores may offer rock-bottom prices on personal computers, but we're not allowed to buy there.

The Competition Act is far from being our only source of problems. The Federal Acquisition Regulations, for example, do not prevent buy-in ploys or low-balling by vendors in fixed price contracts. The FAA has had some very unfortunate experiences with vendors who turned out be unwilling or unable to produce within the terms of their best and final offers.

When we consider all these rules and regulations, it's remarkable that we have been able to do as well as we have. In fact, virtually all the initial-stage projects are either in full production or under contract. Last year we commissioned nearly 600 new systems and delivered hundreds more. The FAA has taken a drubbing for some of our modernization efforts...deservedly so in some cases...and in the advanced automation program, in particular. I've ordered a thorough review of the AAS, and I'll have more to say about it once the assessment is finished. I hope you won't judge the entire modernization effort by this one program. We need to do better, and more procurement flexibility can be a great help.

As we've seen from our past efforts, piecemeal attempts won't work. The laws and regulations form too dense a thicket to be tidied up with a little pruning here and there. The best solution is a government corporate charter that provides a total package of procurement reforms. One which will allow us the freedom to use the best business practices.

The restrictions of the Federal budget process also impose severe constraints. I should note that it's not just the amount of funding we receive. It's also the limitations and restraints on how we can use them. Relief from these would permit us to manage acquisition programs around a well-defined mission...not the annual appropriations process. It would enable us to make the best investment decisions based on available funding and capitol requirements. And it would provide a predictable, stable revenue stream on which to base long-term decisions and operate in an efficient manner.

We have not yet fully determined the mechanisms by which the corporation would generate its revenue. Passenger taxes, fees for services, funds from the General Treasury, or combinations of these three, have all been suggested. We're looking for the option which provides the most flexibility and stability for managing funds. But whatever option we choose, it must pass this test: It must be fair and reasonable for ALL users of the airspace. And I emphasize the word all.

In order to adopt more businesslike practices, we've got to become more accountable for the money we spend and the results we deliver. This means making tough choices and trade-offs just as you do every day in your own companies. And it requires greater leeway in the hiring and promotion of employees.

Federal personnel decisions are governed by a set of regulations which are every bit as complex as those covering procurement or finance. And they are just as detrimental to good management.

During the next few years, the FAA -- along with almost every other government agency -- will be required to trim its work force.

We're mandated to cut 12 percent by 1999. I hope and expect that we can achieve that level of downsizing through normal attrition and other voluntary measures. But it troubles me that we have so little leverage in trying to adjust the composition of the work force which remains. It's especially troubling because, at the same time that we are reducing the number of our employees, the demand for our services will continue to grow.

This means that we will have to handle a heavier work load with fewer people. We will have to find ways to make really significant gains in productivity. This is a very difficult task, at best, under the current Federal personnel policies. Our managers in the FAA are highly constrained in what can be done to quickly hire the people they need, promote and reward them for exceptional performance, offer inducements for them to stay, and to assign them to locations where their skills are most required.

Due, in large measure, to federal personnel policies and regulations...

It's often difficult to recruit people who are highly valued in the job market...especially those who graduate with honors from top schools or who possess highly specialized technical skills which are in great demand.

It's a bureaucratic ordeal to offer early retirement incentives and separation bonuses **only** to those employees whose work skills are no longer relevant. It's sort of like competitive bidding...we have to offer everyone the same chance.

And there's very little we can do to induce our employees to accept assignments which are unattractive because of their locations, high cost of living, or difficult working conditions.

Rigid hiring and personnel practices, I believe, are a major hurdle to improved productivity in government. A separate, independent corporate structure could give managers far more flexibility in matching people to jobs...and jobs to the changing requirements of the organization.

These are the reasons I believe the transfer of air traffic functions to a separate corporation will lay the foundation for continued high standards of safety and performance. We must look to a new organizational form which empowers its managers to respond quickly and decisively to changing needs. Unless we have far greater flexibility in buying new technology, in recruiting top-flight technical people, and in planning our long term investments...we run a serious risk of jeopardizing the system we so rely on today.

I know that some have strong reservations about the overall concept of a corporation. Others doubt that the proposal is very realistic. There are still many questions and unresolved issues.

Issues of governance are especially sensitive. Will the corporation management answer to a board of directors, for example? And if so, how will the board be appointed? We're also aware that the members of Congress will expect to retain ultimate responsibility for appropriate oversight. And they should. We welcome both their counsel and their scrutiny--for without strong Congressional interest and support, many of the past advances in aviation safety would not have been achieved.

Secretary Peña has established a governmental task force to review all the ramifications and to prepare a legislative package which he will present to the Congress this Spring. The task force will be giving detailed consideration to matters of safety and regulatory oversight, financing, governance and accountability, labor management and liability issues. The members have a broad mandate to search out all the relevant lessons from past experience...to analyze what's happening today at the FAA, in the industry, and on the international scene. And, finally, to seek expert advice on how to structure our services, based on the best organizational models which can be found in both the public and private sectors. The next few months will be very challenging. We ask for your guidance and support in our efforts.

In establishing the FAA nearly a half century ago, Congress recognized that the task of managing air traffic carried with it an inherent responsibility for maintaining aviation safety. The two have always been inseparable and the formation of the corporation must in no way weaken this linkage.

I know there are genuine concerns about this new entity. I, myself approached it with some hesitancy. Many of you have heard me caution that we should not rush to change the system until we had carefully considered all the implications. I also said I would keep an open mind. I've devoted much of my time over the past few months to a deliberative review of all the issues involved in this step. I've read the documents and talked with knowledgeable people who hold a wide diversity of opinions. This objective look at all the options convinced me that an ATC corporation is the best approach to achieve the safety, productivity, and efficiency benefits that we all seek.

Like many of our friends on the Hill, I wanted reassurance that the new entity would guarantee the consistently high levels of safety that we have in today's system. I can tell you that I have no doubts, whatsoever, that it will.

Let me state categorically that neither the President, Secretary Peña, nor I would make a proposal that would, in any way, compromise safety. To the contrary, our proposal is meant to enhance safety...by making our system more efficient, productive, responsive, and in sync with changing times and conditions. It's in the best interest of us all to see that this happens.

I believe that the forthcoming legislative proposal from President Clinton and Secretary Peña will represent another advance...another step forward in our nation's ongoing commitment to the future of air travel and to the highest attainable standards of aviation safety. For the corporate organization we hope to create will blend dedication to public service with entrepreneurial energy and the disciplined rationality of American business.

Thank you.

REMARKS BY DAVID HINSON
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION
NATIONAL BLACK HISTORY MONTH
FAA AUDITORIUM
FEBRUARY 8, 1994

Thank you, Leon. It's a great honor to take part in the FAA's observance of Black History Month and to share this platform with Dorothy Gilliam.

In her column in Saturday's Post, Ms. Gilliam wrote about the strident language which in the last few days has nearly deafened us to the real message of Black History Month. As Ms. Gilliam tells us: "The fear, ignorance and racism that keeps America from addressing issues of inequality and fairness -- these must become our focus, not the hate and anger-filled rhetoric of attack." I'm sure we all agree with Ms. Gilliam when she insists that we not allow ourselves to be distracted from what must be our principal concern -- to break down any remaining barriers to opportunity for all people.

This year's theme for Black History Month is the empowering of Afro-American organizations. It is a theme which restores some of the perspective we lose when we place too much ~~emphasize~~ emphasis on the role of a few great historical figures in bringing about change in our society. And it reminds us how impossible it is for us to think about the landmark events in racial justice without...at the same time...thinking of the great Afro-American institutions and organizations which have played such a decisive role in our nation's history.

Some of these organizations are very well known to us. We think immediately of the NAACP...and of the outstanding leadership it has provided our nation. Men of the calibre of Thurgood Marshall...and Deval Patrick, whom President Clinton just this month nominated to be Assistant Attorney General for Civil Rights.

Mr. Patrick worked at the NAACP Legal Defense Fund after graduating from Harvard Law School. This was one of his qualifications for the post which was cited by the President. But his experience growing up in urban America also prepared him for this responsibility. As a youth, he lived in a poor, segregated neighborhood on the South Side of Chicago...and was given the opportunity for a New England prep school education when his seventh grade teacher recognized his potential and recommended him to a scholarship organization called "Better Chance."

Deval Patrick seized that chance and his success reinforces the faith which Afro-American organizations have traditionally placed in education...despite the disdain which so many of our young people -- both white and black -- now seem to have for intellectual accomplishment and academic achievement.

Nevertheless, the commitment to education persists. We at the FAA know this from our association with another organization ...the Historically Black Colleges and Universities...with whom we have maintained close and productive ties over the years. We've been very happy to be able to help a number of these institutions develop academic and research programs in aviation science. We've come to value this relationship because it's a reciprocal one. The Historically Black Colleges are an excellent source for the high quality professionals the FAA must be able to recruit in this period of unprecedented innovation in technology. But other organizations have empowered those who were most vulnerable, economically and politically. And many of these are less well remembered. There is no better time to recall their contribution than during Black History Month.

Much has been written about the importance of the black church in the social and political life of black people. Much less has been written about the organized role of black women in the life of the church. As we all know too well, a hundred years ago was a time of despair for Afro-Americans. For the period was marked by the systematic denial of the right to vote, the establishment of legally sanctioned racial segregation, and the resort to terrorism as a weapon of intimidation. In the face of this repression, Afro-Americans turned more than ever to religion -- not for escape, but to organize the means of their survival. Black churches became a sanctuary which housed everything from employment bureaus and savings banks to day-care centers and health clinics. And none of this would have happened without the dedication ...sometimes the heroism...of tens of thousands of women in local communities. For they were responsible for the creation and maintenance of a vast array of church-sponsored self-help institutions.

In 1900, a national church women's organization was founded which, in turn, set up the National Training School here in Washington. This was an industrial training school rather than a liberal arts college--committed to "professionalizing domestic service." The idea was to give poor women a practical way to contribute to the support of their familiies. And -- if necessary -- to be economically self-reliant. It was headed by Nannie Helen Burroughs, a courageous woman who surely deserves a statue or at least a plaque somewhere in this city. The largest of the denominations, the National Baptist Convention, was founded in 1895 and within six years had more than two million members. Better than 60 percent of its members were women. And these women raised a great deal of the money on which both local churches and the national convention depended.

The effect of all these endeavors was to make women everywhere, regardless of race, more aware of their potential to remake the world in which they lived...to enable them to find constructive means of responding to what the writer Evelyn Higginbotham called "righteous discontent" -- the title of her moving history of the work of these now forgotten women. A response not of angry denunciation and inflammatory rhetoric...but of quiet social transformation.

The Afro-American church which evolved during this time of tribulation was the institution which later helped to nurture and sustain the civil rights movement and its great leaders. Now...anywhere in the world where oppressed people gather to seek their civil rights...we hear the great anthem of the movement: "We Shall Overcome." Always sung in English, but expressing nonetheless an idea which is understood in all languages...that there is always hope when people resolve to work together for a common cause.

During Black History month, with its theme of empowering organizations...the example is already there...in your own history...in our own history...of what can be achieved through organized group effort. For it will only be through the persistence of organized effort that our nation can finally break free of the hold of history which still restrains our progress toward equal opportunity for everyone.

Thank you very much. I wish you success in all the events which make up this year's program.

STATEMENT OF THE HONORABLE DAVID R. HINSON, FEDERAL AVIATION ADMINISTRATOR, BEFORE THE HOUSE COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION, SUBCOMMITTEE ON AVIATION, CONCERNING COMMUTER SAFETY REQUIREMENTS. FEBRUARY 9, 1994.

Mr. Chairman and Members of the Subcommittee:

I welcome the opportunity to appear before you today to discuss the topic of commuter airline safety, which is an issue of longstanding interest both to the Subcommittee and the FAA. We appreciate both the support and leadership this Subcommittee has shown in this area. Accompanying me today is Tony Broderick, FAA's Associate Administrator for Regulation and Certification.

Commuter airlines, which are covered by Part 135 of the FAA's safety regulations, are an integral part of our Nation's air transportation system, providing safe air transportation to millions of travelers each year. With the advent of airline deregulation in the late 1970's, the role of the commuters became increasingly important, particularly for those in small or rural communities. Their role remains vitally important today.

As the commuter airlines have adapted to changes in the air transportation industry, we have seen pronounced changes in that segment of the industry. Today, there are approximately 140 commuter airlines compared to about 250 in 1978. We have seen a major trend toward integration of operations with the major and

national carriers, along with a consolidation of commuters to form larger commuter airlines.

Parallel to these changes has been a dramatic change in the commuter fleet composition. Whereas the earlier fleet was predominantly comprised of smaller, general aviation-type aircraft, today's fleet is made up increasingly of newer, larger aircraft. Average seats per aircraft, for example, have grown from 11.9 in 1980 to 23.4 in 1992. In 1978, commuters flew 667 aircraft in the 1-9 seat category; today, they operate only 489 aircraft of that size. Aircraft in the 10-19 seat category have nearly tripled from 1978 to today, from 270 to 796. We have seen a sixfold increase in the 20-30 seat category aircraft during that same time, from 36 up to 210. In annual flight hours, operation of 20-30 seat aircraft has grown from 34,000 in 1978 to 591,000 in 1992.

Since deregulation, we have seen a steady increase in commuter airline activity. Commuter operations, measured in aircraft hours flown, have grown from 1.3 million in 1978 to nearly 2.4 million in 1993. Despite the adverse economic conditions that so affected the major carriers over the past several years, the commuters were relatively unaffected, and we forecast that they will continue to outpace the larger airlines.

In anticipation of an increasing reliance on commuter airlines

that would result from a deregulated airline industry, the FAA totally rewrote its Part 135 regulatory standards for commuter airlines in 1978. That revision dramatically increased the safety requirements for the commuters, helping to bridge the wide gap that had existed between commuter and Part 121 safety standards. Each commuter airline was then recertificated by the FAA to assure that it met those higher standards.

Following the issuance of the upgraded Part 135 standards, we have experienced a long-term improvement in the safety record for the commuters. In 1978, the accident rate for commuters per 100,000 hours was 4.685; in 1993, it was .718. Under any measure, and despite occasional spikes in a given year that may occur due to the generally low numbers of accidents overall, the commuter safety record has shown improvement. The chart attached to my prepared statement reflects that fact.

In fact, last year we enjoyed the second lowest recorded accident rate ever for the commuter airlines. Overall commuter accidents dropped to 16 from the 23 experienced in 1992. The number of fatal accidents also decreased from 7 to 4. Unfortunately, we experienced an increase of 3 fatalities over the 1992 record, attributable to the tragic accident in Hibbing, in which 18 lives were lost. If we apply the 1978 commuter accident rate per 100,000 flight hours to 1993 traffic levels, we would have experienced 111 accidents last year rather than 16. The same analysis shows there would have been 25 fatal accidents, instead of the 4 that occurred.

While the earlier upgrade of the commuter rules narrowed substantially the differences between the rules for the Part 121 carriers and the commuters, differences did remain. Therefore, since 1978, the FAA has issued approximately 40 additional rule changes further upgrading commuter safety requirements. Recently, for example, the FAA has required the implementation of new de-icing requirements as well as the carriage of Ground Proximity Warning Systems.

Although the commuter safety record has been improving, there are additional actions we can take to bring additional improvement. To that end, I earlier instructed my staff to analyze the commuter record with a view toward identifying additional safety actions we should consider. An analysis of that record shows that the human factors element is associated with more than 70% of commuter accidents. For that reason, we concluded that changes in pilot training should be considered. We are currently developing a rulemaking proposal for issuance later this year that will propose the adoption of upgraded pilot training requirements for the commuters. Our proposal will seek comments on applying Part 121 pilot training standards to Part 135 operators, and will focus on the benefits of cockpit resource management training for commuter flightcrews.

We believe that, in the near-term, improvements in pilot training and coordination could provide the maximum safety benefit for commuter passengers. The NTSB's recently released study of 37 aircraft accidents confirms for us that our approach that will

address crew resource management and enhanced training is the right path to follow.

I have also asked Tony Broderick to review other areas, primarily in aircraft equippage, where our standards for Parts 135 and 121 differ. If this review identifies other areas where changes are appropriate, I assure you we will not hesitate to make them.

In closing, Mr. Chairman, I want to stress the FAA's commitment to assuring the safety of our commuter industry. The record shows that the efforts we and industry have made so far have provided a high level of safety for the traveling public. In addition, the reasoned and diligent oversight of this Subcommittee has provided impetus to these efforts. Nevertheless, there is more we can do to continue to improve upon this safety record, and we will do so. We appreciate your longstanding interest in this critical segment of our air transportation industry, and look forward to your continued support of our efforts to seek additional improvements.

That completes my prepared statement, Mr. Chairman. We would be pleased to respond to questions you may have.

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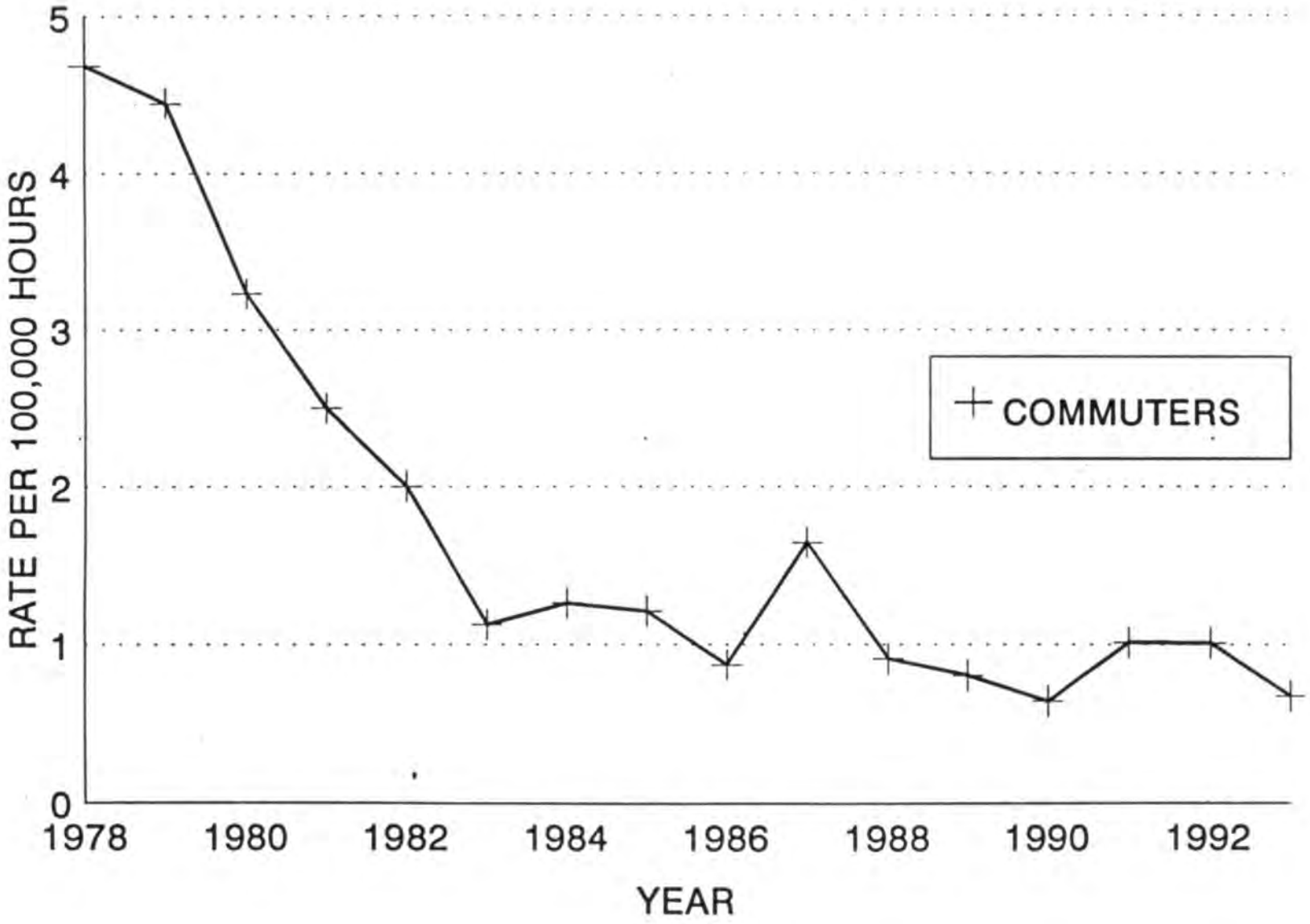
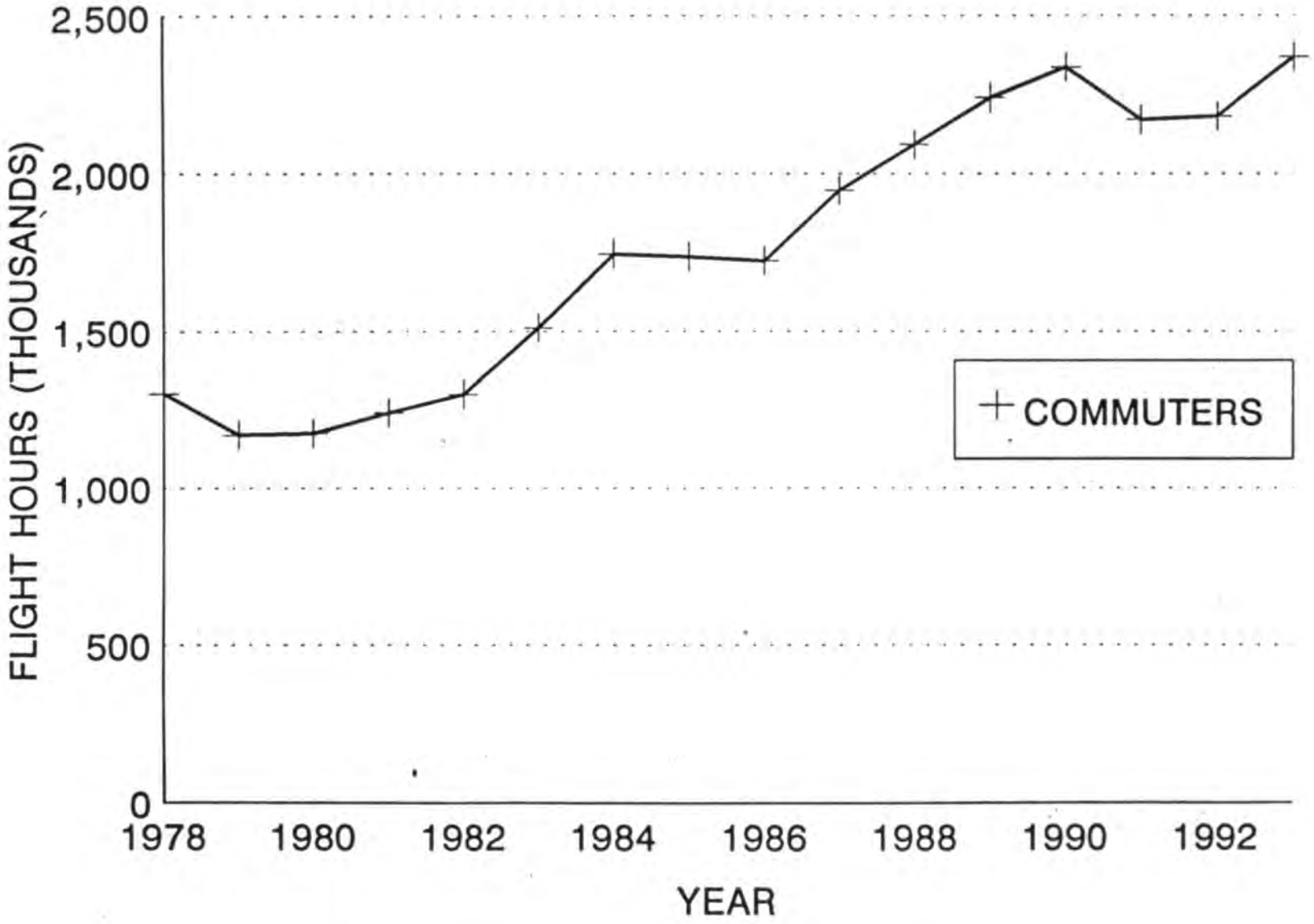


FLIGHT HOURS FOR PART 135 COMMUTERS



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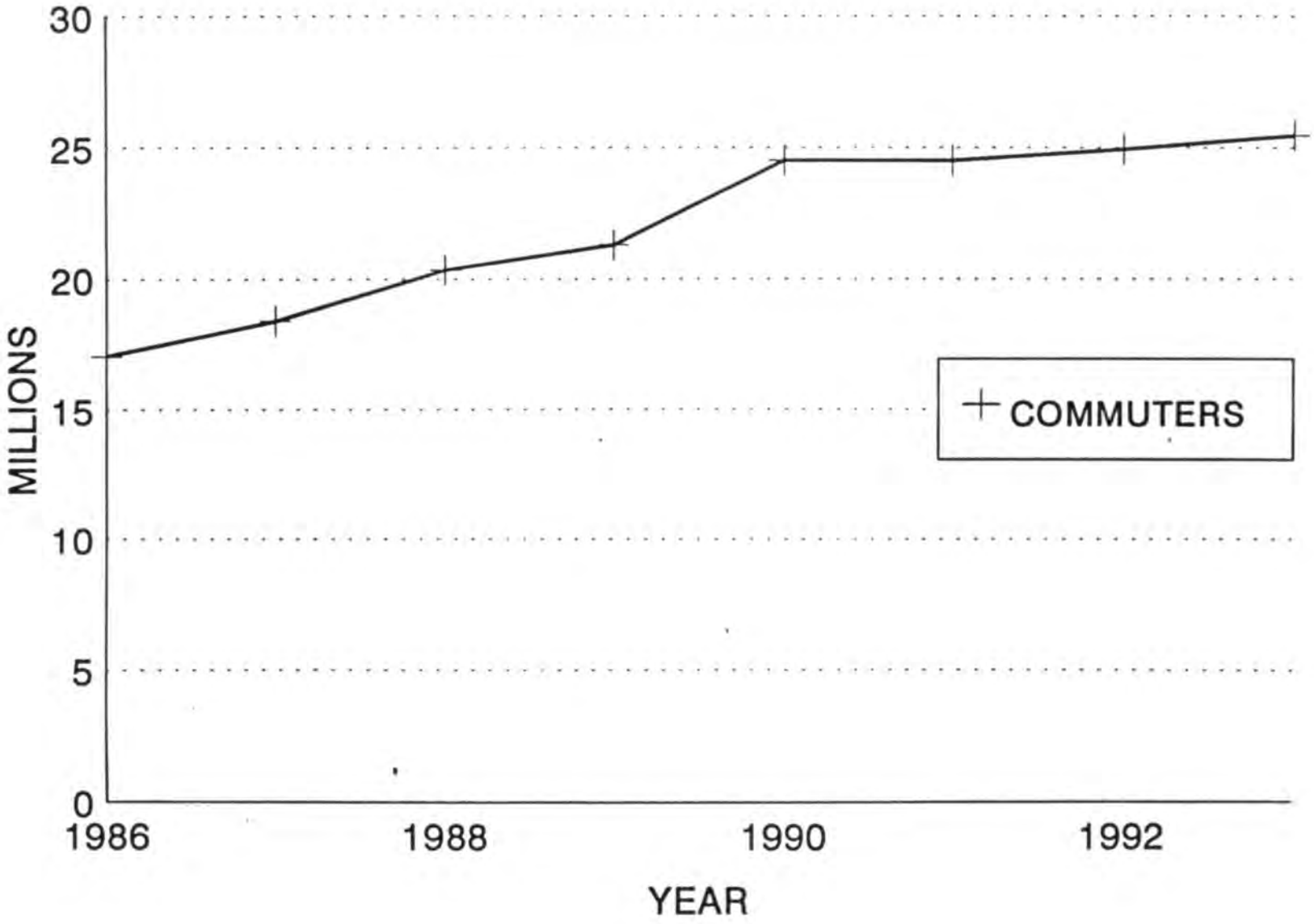

STATEMENT ON THE GLOBAL POSITIONING SYSTEM

FAA Administrator David Hinson announced today that the satellite-based Global Positioning System (GPS) is now operational and an integrated part of the U.S. air traffic control system.

Hinson said the FAA is implementing civil use of GPS's Initial Operational Capability (IOC). GPS IOC means the 24 satellites that make up the navigation system are operating in their assigned orbit and providing signals for navigational use. The implementation of IOC is a significant step in the development of the satellite system for use in all phases of flight, Hinson said.

The Secretary of Defense notified the Secretary of Transportation that the GPS constellation achieved IOC in December 1993. The GPS civil signal now meets the performance characteristics defined in the 1992 Federal Radio Navigation Plan (FRP). The FRP is published by the DOD and DOT every two years to inform the public of Federal plans for radionavigation systems and services.

The Administrator further announced the FAA has granted approval this week to Garmin International for certification of two GPS signal receivers, models 155 and 165, which were certified under Technical Standard Order C129 (TSO), Airborne Supplemental Navigation Equipment Using GPS. Other manufacturers will be receiving approval in the near future.

These models received an A1 designation indicating that they are complete with internal databases and integrity monitoring capable of providing stand-alone instrument flight rules (IFR) guidance for oceanic, domestic enroute, terminal, and non-precision approaches. TSO C129 prescribes the minimum performance standards that airborne supplemental area navigation equipment using GPS must meet in order to be used under IFR conditions.

The two achievements--civil use of Initial Operational Capability and the certification of the Garmin receivers--mark a significant milestone in the FAA's GPS implementation program. With IOC and the newly-certified avionics equipment, GPS is now the first navigation system to be approved for use as a stand-alone navigation aid for all phases of flight through non-precision approach.

Feb. 17, 1994

THE SECRETARY OF DEFENSE

WASHINGTON, THE DISTRICT OF COLUMBIA

8 DEC 1993

Honorable Federico Pena
Secretary of Transportation
400 Seventh Street, S.W.
Washington, DC 20590

Dear Mr. Secretary:

I am pleased to announce that the Navstar Global Positioning System (GPS) has achieved its Initial Operational Capability configuration as defined in the 1992 Federal Radionavigation Plan jointly issued by our Departments. The Department of Defense hereby makes available to the Department of Transportation the GPS Standard Positioning Service (SPS) in accordance with our Memorandum of Agreement on civil use of the GPS. A signal specification for the SPS, signed by the Chairman of our DoD Positioning/Navigation Executive Committee, is being forwarded to the Chairman of the DOT Navigation Council under separate cover.

This is an important and long-awaited milestone in our implementation of the GPS to further Administration goals for expanding dual-use technology. I look forward to continuing, long-term cooperation between our Departments as national and international use of GPS grows.

Sincerely,

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Fact Sheet

GPS INITIAL OPERATIONAL CAPABILITY (IOC)

- **Definition of IOC**

  - 24 GPS satellites (combination of R&D and operational satellites) are operating in their assigned orbit, and are providing signals for navigation use
  - The GPS civil signal now meets the performance characteristics defined in the 1992 Federal Radio Navigation Plan (FRP)
  - The FRP is a document biennially published by DOD and DOT that informs the public on Federal plans for radionavigation systems and services

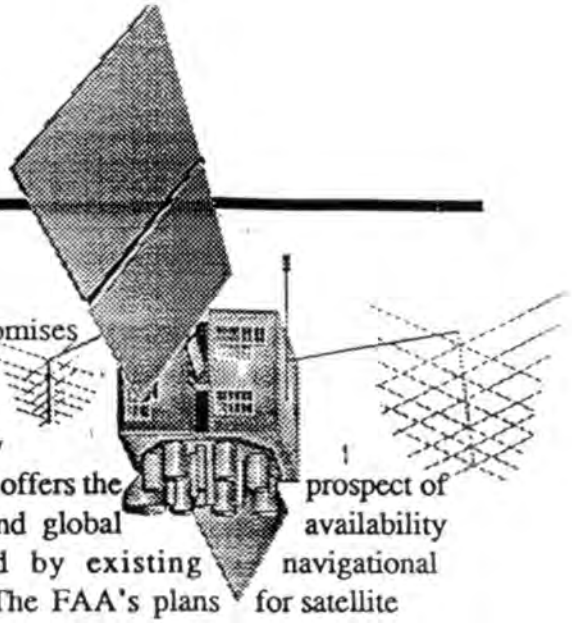
- **Impact on Civil Aviation**

  - To date, Continental Express has flown 853 GPS approaches into Aspen, CO, of which 158 were in instrument meteorological conditions or were at night. During those 158 approaches, GPS was the only landing approach aid available. As a result, 10,183 passengers arrived at their intended destination who would otherwise have been diverted elsewhere.
  - The FAA is presently evaluating the feasibility of using GPS as a primary oceanic navigation system with/without augmentations. (Benefit: reduce equipment carriage/expenses/maintenance costs of other navigation systems).
  - Potential reduction of separation standards with GPS and Automatic Dependent Surveillance resulting in more efficient use of routes with favorable wind conditions.
  - The FAA is in the process of approving special CAT I local area differential GPS precision approach systems for installation at airports that do not have a CAT I capability today.
  - Presently, FAA certified GPS equipment can be used as a supplemental navigation system for all oceanic, domestic enroute, terminal area, and non-precision approaches. This may enable flexible routing for all users. (Benefit: a $280,000 per month per aircraft savings from improved Pacific/Alaska routings.)
  - GPS is expected to provide increased safety, improved efficiency, and reduced cost of operation across all modes of transportation
  - For aviation, GPS applications are being developed for all phases of flight. GPS is currently being used for supplemental navigation and specified approaches in the NAS.

- Background

  - 1st R&D GPS satellite was launched in February 1978
  - 1st operational GPS satellite was launched in February 1989
  - 23 operational and 3 R&D satellites in orbit currently provide the service
  - 24the operational satellite is expected to be launched in March 1994\
  - DOD is expected to declare GPS Full Operational Capability (FOC), 24 operational GPS satellites, in 2nd quarter of 1995

GPS Background



In 1989 the Department of Defense (DOD) launched the first production series of GPS satellites. This effort was the initial step in revolutionizing the way we find our location on earth. The 24-satellite system was be declared operational by the DOD on December 8, 1993. A similar declaration will be made in early 1994 regarding civil operational status.

The technology behind GPS is relatively simple. A constellation of 24 satellites orbiting 11,000 miles above the earth emits signals to receivers on earth. By measuring the travel time of a signal transmitted from each satellite, a receiver can calculate its distance from that satellite. The satellite positions are used by a receiver as precise reference points to determine the location of the receiver. When receiving the signals from at least four satellites, a GPS receiver can determine latitude, longitude, altitude, and time.

The accuracy of GPS can be further refined by using a technique called "differential GPS" or DGPS. DGPS makes use of a ground receiver at a known location to calculate any combined error in the satellite range data. That correction can be applied to all other GPS receivers in the same locale to eliminate most errors in their measurements.

The use of GPS technology soon became apparent to the civilian community. Even before becoming operational, signals from GPS were being used by surveyors to pinpoint sites within centimeters, by mariners to place buoys and navigate across lakes and oceans, by surface transportation vehicles to find their way through busy cities, and by railroads to locate and trace trains on remote tracks.

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. The FAA's plans for satellite navigation have grown substantially since 1990.

In keeping with the Presidential Airline Commission's recommendation to pursue the earliest application of GPS to commercial air transport operations, and to assist all aviation users in benefiting from this technology, the FAA has issued a National Aviation Standard for GPS. This standard makes GPS an official part of the National Airspace System. GPS will allow aircraft to make curved approaches to airports, fly more efficient routes, and obtain positional information anywhere in the world. GPS by itself, however, will not be a panacea for all air traffic control limitations. Its full benefits will only be realized when used in conjunction with other technologies such as Advanced Automation System, Data Link, and Automatic Dependent Surveillance.

To facilitate the use of GPS, the FAA published a Technical Standard Order in 1992 for the first phase of GPS equipment to be used by aviators. This order tells equipment manufacturers the specifications that must be met if their receivers are to be certified by the FAA for use in the National Airspace System.

One of the benefits to airlines from GPS technology will be realized over oceanic areas. The FAA has been working closely with the airlines since 1990 to use GPS navigational information as part of operational trials for monitoring and controlling traffic movement over the Pacific.

(Continued)

By relaying positional signals from their GPS receivers to ground stations along the coast, controllers may be able to safely reduce the separation between aircraft over the ocean. This vastly increases system capacity and airline operational efficiency. Similar trials began last year for routes over the Atlantic. Approval to use GPS as a sole-means navigational sensor over oceanic areas is expected by mid-1995.

Many other cooperative efforts between the FAA and equipment manufacturers, airlines, and aviation user organizations to develop, test, and demonstrate some of the applications of GPS to aviation have been completed, and others are underway. Various aviation groups, airlines, and airports have been working with the FAA to conduct trials and demonstrations for flying GPS approaches to airports.

As a result of cooperative tests conducted earlier this year by the FAA and industry, GPS was approved as a supplemental navigation aid to fly oceanic, domestic en route, terminal, and non-precision approaches to within 250 feet above the runway at nearly 2,500 airports. This capability is being planned for expansion to nearly all of the nation's airports.

Demonstrations have been conducted with manufacturers and aviation organizations for Category I precision approaches to within 200 feet of the runway. The FAA, in conjunction with the Experimental Aviation Association and the State of Wisconsin, has conducted such approaches in Oshkosh, Wisconsin, and similar testing is planned for the spring of 1994 with Continental Express Airlines in Aspen and Steamboat Springs, Colorado.

Tests of GPS to conduct even more precise approaches down to the runway surface are in progress. A feasibility determination to support that phase of flight will be made by mid-1995.

In addition to oceanic, en route, and approach-and-landing applications of GPS, the FAA is also examining ways to tie GPS to the Airport Surface Traffic Automation program. This would allow GPS technology to be used to guide and separate traffic on the airport surface.

Research is being conducted by the FAA with technical support from the RTCA to develop a Wide Area Augmentation System for GPS. This small network of approximately 25 ground stations could serve the entire nation and allow GPS to be used as a sole means of navigation, thus eliminating the need for an expensive ground-based system for en route navigation and landing.

Over 30 various projects and cooperative efforts have been arranged by the FAA to accelerate the availability of GPS technology to the aviation users. In September of 1993, the FAA in conjunction with industry, successfully demonstrated how GPS could be used to fly a Category I precision approach. An aircraft equipped with a GPS receiver incorporated signals from a differential system into its flight management system in order to fly an automated approach to Washington National's north-south runway, called the "River Approach." During poor weather conditions, no other navigational system would be capable of flying that approach.

The FAA currently has 16 agreements with over a dozen countries to help bring the benefits of this technology to aviation users. These range from tests and demonstrations with Canada for flying non-precision approaches using GPS, to a prototype air traffic management system based solely on GPS developed with the Republic of Fiji.

Similar tests and demonstrations are ongoing and are a basic part of FAA's plan to bring the benefits of this technology to aviation users and the flying public as quickly and safely as possible