STATEMENT OF BARRY L. VALENTINE, ASSISTANT ADMINISTRATOR FOR POLICY, PLANNING, AND INTERNATIONAL AVIATION, FEDERAL AVIATION ADMINISTRATION, BEFORE THE COMMITTEE ON SCIENCE, SPACE, AND TECHNOLOGY, SUBCOMMITTEE ON TECHNOLOGY, ENVIRONMENT AND AVIATION, CONCERNING COMMUTER AIRCRAFT TECHNOLOGY, APRIL 12, 1993.

Mr. Chairman and Members of the Subcommittee:

It is a pleasure to appear before you to discuss commuter aviation, the potential introduction of new aircraft technology into commuter aviation, and the Federal Aviation Administration's (FAA) efforts to assure efficient use of this new technology in the National Airspace System. Accompanying me today is Richard A. Weiss, Manager of our Vertical Flight Program Office.

The commuter airline industry is an important segment of civil aviation. It provides most of our rural air passenger service and serves a feeder role for major carriers. For the past decade it has also been an industry in transition. It is the fastest growing segment of aviation today while, at the same time, it is undergoing a process of consolidation.

Commuter aircraft are attaining a higher level of sophistication, including the introduction of turbo-jets. Larger size aircraft are becoming dominant within the fleet, while 19 or fewer seat aircraft have shown a consistent decline in percentage of fleet. It is interesting to note that no commuter aircraft larger than 19 seats is manufactured in the United States. Within a decade, the mix of commuter aircraft may be increased to include transport-rated helicopters and new technology such as tiltrotor. The FAA is working cooperatively with the National Aeronautics And Space Administration (NASA) and the Department of Defense (DoD) to position itself to be able to effectively incorporate this new technology into the National Aviation System when it becomes available.

Today air commuters annually log roughly 9.5 billion revenue passenger miles (RPM). By the turn of the century, we expect that figure to double. The average

aircraft will be larger, growing from 23 seats to 30 seats, and average trip length is also forecast to increase, moving from 203 miles today to 234 miles by the turn of the century. The number of commuter aircraft are forecasted to increase by about 28 percent to 2,630. This is expected to result in 12.4 million operations. During the same period of time air carrier operations are forecast to increase by only about 14 percent to 14.3 million. Unless capacity improvements are made, the number of airports that will exceed 20,000 hours of annual delay is projected to grow from 23 to 33 by the year 2002. The FAA is taking action to prevent the projected growth in delays. These actions include: airport development, new air traffic control procedures, airspace development, new technology, and market place solutions. These efforts are critical to not only short-haul transportation, but to all segments of aviation using airport, navigation or air traffic control services.

Of critical importance to future short-haul transportation is ongoing FAA and NASA research into applications of satellite technology for navigation, communications, and automatic dependent surveillance. Use of the DoD's Global Positioning System for non-precision and precision approaches will permit these services in low traffic areas where implementation of conventional technology would be cost prohibitive. Combining precision navigation capability with satellite communication provides the bases for automatic dependent surveillance in areas remote from conventional radar systems. These capabilities will improve the safety and efficiency of all short-haul transportation when fully implemented.

Another innovative technology that we are investigating is the potential use of tiltrotor aircraft for certain commuter and air carrier operations. For Members of the Subcommittee who are not familiar with the tiltrotor, we are talking about an aircraft with the versatility to use on-airport landing areas that operate on a simultaneous yet non-interfering basis with either commuter or jet traffic, or remove some of those passengers from the airport environment entirely -- to urban-center vertiports. The

tiltrotor's strength is in its vertical take-off and landing capability and its high speed capability while in the airplane mode. Its potential value to the national transportation system is as a turboprop airplane that does not need a runway.

We in the FAA remain optimistic about the potential benefits that tiltrotor offers the National Airspace System and the country as a whole, assuming current economic projections hold true. These benefits include the potential to increase the capacity of the aviation system, increase productivity at congested airports, and provide direct urban-area to urban-area air transportation. In addition to increasing capacity, the tiltrotor could improve efficiency in special applications such as off-shore petroleum operations, servicing oil spills, and recovery activities for major disasters, including emergency medical services. Just as importantly however, is the potential for the U.S. to recapture a portion of the market for the manufacture of 20 to 75 seat commuter aircraft.

The FAA has been cooperating with NASA and the DoD since the mid 1980's in exploring the feasibility of expediting development of this technology. In 1988 the FAA established the National Civil Tiltrotor Initiative and we announced our 5-Point strategy for expediting introduction of civil tiltrotor, which included working closely with the Department of Defense and the V-22 program, increasing our R&D activities, and increasing efforts in infrastructure, certification criteria, and standards development.

This strategy has been successful. We are working closely with DoD and have a memorandum of agreement in place that allows the FAA to closely monitor the development of the V-22. Data obtained from this effort will expedite certification of a civil tiltrotor and aircrew requirements. In addition, we have published interim airworthiness criteria for Powered-lift Transport and Normal-Category Aircraft as well as pilot standards. To prepare for the necessary infrastructure, FAA has published a Vertiport Design Advisory Circular and we have awarded

approximately $3 million in grants states and local governments for vertiport feasibility studies. And, I am pleased to report that initial plans needed for development of tiltrotor terminal approach procedures have been completed.

In 1995, we will complete an analysis on the economic feasibility of the tiltrotor along with assessments of its impact on en route and terminal airspace. Throughout 1995, we will continue our work on navigation, instrument approaches and surveillance that is common to both helicopters and tiltrotors. Helicopter GPS non-precision work will be completed this year and helicopter precision approach work will be initiated next year. Although some tiltrotor procedures work has been initiated with simulators, these procedures cannot be completed until an actual aircraft is available.

We will continue to work cooperatively with other government agencies and industry on tiltrotor technology. The FAA and manufacturers have agreed in principle on a "shadow certification" approach to the follow-on Engineering Manufacturing and Development (EMD) aircraft configuration. Lessons learned from that activity would be directly applicable to a civil variant. FAA remains ready to certificate a civil tiltrotor when requested to do so.

Before closing Mr. Chairman, I would like to bring the Subcommittee up-to-date on the Civil Tiltrotor Development Advisory Committee. I am pleased to report that the first meeting has been scheduled for May 20. Mr. Frank Kruesi, Assistant Secretary for Transportation Policy has been designated Chairman, Dr. Wesley Harris, will represent NASA, and I will serve as the FAA representative. Mr. Richard Weiss will serve as the Designated Federal Official. Also represented will be key industry officials such as Mr. Denton Hanford and Mr. Webb Joiner who are scheduled to address this Subcommittee later this afternoon. Other members will include officials from the DoD, state and local governments, airports, environmentalists, financial experts, and safety experts.

The Advisory Committee will report to Congress one year after its initial meeting and will evaluate the technical feasibility and economic viability of developing a civil tiltrotor aircraft and its needed infrastructure. I believe this committee will provide the guidance and recommendations necessary to develop a national policy for this technology.

Mr. Chairman, that concludes my prepared statement, and I would be pleased respond to any questions at this time.

TALKING POINTS FOR
BARRY VALENTINE
AVIATION INTERNATIONAL ROUNDTABLE
WASHINGTON, D.C.
APRIL 5, 1994

INTRODUCTION:

Good morning and welcome to the Aviation International Roundtable.

I would like to welcome our guest speaker, William Draper III. Mr. Draper, thanks for taking the time to be with us today. We are all looking forward to your remarks and the discussion that follows. One of the major goals of the 1994 Roundtable series is to become more aware of the influence and resources of international organizations, such as yours.

A warm welcome also to Irene Howie--who needs no introduction to this audience. Irene, who has a strong background in international aviation issues, has agreed to moderate today's session.

As most of you are aware, this is the fifth Aviation International Roundtable session. This lecture series was started last year to help members of the top management team of FAA broaden their perspective and understanding of international issues, and how these issues may affect FAA's future policies.

As you know, David Hinson has devoted considerable time to international aviation issues since becoming FAA Administrator. One of his major priorities is ensuring that the FAA's agenda reflects the global issues faced by the international civil aviation community. And I think these Roundtables are extremely useful in working toward that objective.

INTERNATIONAL TRENDS:

Late last year, the Administrator spent ten days visiting six countries in western Europe. In November, many of you joined him in L.A. for the Asia-Pacific DGCA meeting. He has just spent a week in Chile meeting with Directors General of Civil Aviation. And this June the Administrator and I will spend a week in Oklahoma City at the Partnership 21 seminar for aviation leaders of Latin American countries.

Everywhere we go, we see the trend towards globalization; joint ventures and multinational agreements are becoming the rule rather than the exception. One of the strongest indicators of a move towards globalization is the desire of countries to establish a single set of standards that will govern how we build, maintain and operate airplanes.

Another indication of globalization is the strong interest in GPS as the international standard navigation system. Mr. Hinson tells me that while in Chile, South American countries expressed a keen interest in early implementation of satellite technology. And we want to assist in this effort by helping them develop GPS route and approach structures in so far as we can with the resources available to us through our technical assistance program.

TECHNICAL ASSISTANCE:

As you know, technical assistance is one of the ways the FAA meets its mandate to foster the development of safe civil aviation worldwide.

Currently, we have more than 200 technical assistance and cooperative agreements with foreign civil aviation authorities.

Under these re-imbursable agreements, we send 100 people a year overseas on temporary assignments. We also have people stationed overseas on a permanent change-of-duty basis serving as advisors to civil aviation authorities.

We also bring about 300 aviation officials to the U.S. each year for aviation-related training.

Some of our most successful efforts have involved combining our resources with other agencies involved in international development. One such organization is the United Nations Development Programme, which Mr. Draper will be discussing today.

UNDP already has a direct link with aviation and with the FAA. Specifically, ICAO utilizes UNDP funds for technical assistance activities, and FAA's Office of International Aviation arranges for approximately 100 UNDP fellows to study in the U.S. each year.

CONCLUSION:

The FAA is very interested in the work of the UNDP and your thoughts, Mr. Draper, to see what further links might be forged between our agencies in the area of technical assistance.

Again, thanks for joining us today, and thanks to all of you attending this Roundtable.

Now, let me turn things over to Joseph Breen from TRB so that we can begin the discussion.

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TALKING POINTS FOR BARRY VALENTINE
Federal Aviation Administration
Aircraft Builders Council Annual Conference
Naples, Florida
September 18, 1995

INTRODUCTION

It is a pleasure to speak to a group that represents one of the premier industries of our country.

It is a measure of your success that the U.S. continues to rank first as the most competitive nation in the world.

THE U.S. RANKS FIRST IN WORLD COMPETITIVENESS

American business can be proud that -- once again -- the United States has surpassed 47 other countries in the annual rankings compiled by the World Economic Forum. We rank higher than Singapore and Hong Kong, and well ahead of Japan and Switzerland among the five most competitive economies.[1]

AVIATION IS ONE OF OUR MOST COMPETITIVE INDUSTRIES

Aviation is one of our nation's most competitive industries ... well ahead of other countries in responding to the realities of a global marketplace.

U.S. Aviation has already made many of the painful changes that others are just now struggling to make. (Deregulation, new management techniques, tight control over costs.)

U.S. GOVERNMENT POLICY AIDS COMPETITIVENESS

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1 The World Competitiveness Report, published by the World Economic Forum, Geneva, Switzerland, 1995.

Today's economic environment of low inflation and low interest rates has nurtured a period of stable, cumulative, sustainable growth.

The job growth rate is the best it has been in a decade.

This rebound has been the single most powerful factor in assisting the aviation industry's own recovery.

But there is more to the story. The industry is benefiting from government policies designed to promote the long-term growth of the aviation sector, both domestically and in the global market.

SETTING THE STAGE FOR THE TURN-AROUND

Presidential Involvement. President Clinton took office during the darkest days of the industry.

Morale was low everywhere. Within a few weeks of his inauguration, the President visited the Boeing plant in Everett, Washington, where he spoke about his concern over massive job losses in aircraft manufacturing.

Airline Commission. The Administration quickly pushed for the creation of the Airline Commission and just as quickly began to put its recommendations to work. To date, we have acted on over 80 percent of them ... ranging from speeding up the deployment of GPS to liability reform for general aviation.[2]

Now, some 20 months later, revenues, traffic, and load factors are all up. And confidence is restored.

Airlines are reporting record profits, and the aerospace industry is seeing an upturn in orders.

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2 Secretary Peña, FY 1995 Forecast Conference, 3/3/95, page 2.

NO TIME TO RELAX

Better times for the industry does not mean that we can relax our efforts.

Continuing Progress. Secretary Peña, FAA Administrator David Hinson and all of us in senior management have a clear understanding of what we must do to prepare for the future demands of American aviation.

Today I'd like to give you a progress report on what we've achieved so far, and what we expect to accomplish in the months ahead.

GETTING AIR TRAFFIC MODERNIZATION BACK ON TRACK.

o **AAS.** At the start of the Clinton Administration, the FAA's program for modernizing its air traffic control system was suffering from major delays, substantial cost overruns and management oversight problems.

Shortly after Administrator Hinson arrived at the agency, he ordered an intensive review, analysis, and overhaul of the program. It was completely restructured and a **new management team** was brought in.

The modernization program is now back on track and costs are under control. This corrective action **saved the taxpayers** an estimated **$1.6 billion.**

o **DSR**. Our analysis of alternative approaches to modernization yielded an added bonus this summer: we saw a way to provide **temporary computer replacements** for the aging systems at five key air traffic control centers. Without this short-term relief, we faced the prospect of continuing system interruptions.

EXPEDITING THE TRANSITION TO SATELLITE NAVIGATION

o **GPS.** The FAA is also moving quickly to make the shift to satellite-based navigation. We have approved GPS for supplemental navigation in our domestic

airspace, for primary navigation over the oceans, and for non-precision approach guidance.

o **WAAS.** The Agency is currently developing a Wide-Area Augmentation System which will enhance GPS signals throughout the U.S. This will allow pilots to use the GPS for precision approaches to airports.

The initial design and procurement work on a greatly **accelerated timetable,** cutting over a year from the time normally spent on such an effort. Early deployment of this system in the late 1990s will save airlines hundreds of millions of dollars annually because they can use more fuel-efficient routes.

o **GPS Benefits.** The potential value of GPS was apparent from the very start ... not only for civil aviation but for all forms of transportation. The U.S. is the world leader in this technology, helping to create a $30 billion industry which will generate thousands of American jobs.

FREE FLIGHT

o **National Route Program.** The FAA also launched the National Route Program, which allows airlines to follow much more direct routes from origin to destination.

The program is gradually expanding, allowing the carriers to cut millions of dollars of operating costs ... safely and efficiently.

We will ultimately have the capability to allow operators to select their own path and speed in real time -- what we call "Free Flight".

IMPROVING AIRPORT CAPACITY

o **Operational Efficiency**. All of these programs are designed to reduce costly delays. We're constantly looking for ways to eliminate bottlenecks. Last year, we were able to significantly reduce delays around a number of our major

airports, including **Philadelphia and Newark** -- just by scrapping unnecessary air traffic restrictions.

o Denver Airport. And the opening of Denver International has already had a measurable effect in reducing delays -- not only at that airport -- but at airports with flights which either originate in Denver or are Denver-bound.

Denver International could ease congestion in the national airspace. For one of the major causes of delay ... and one which will grow in severity in the immediate future ... is inadequate airport capacity.

o AIP Funding. This Administration has been an aggressive sponsor of airport development through the Airport Improvement Program. We've awarded grants to build more than 115 new runways, over 150 runway extensions, as well as grants to strengthen airport security and reduce noise. Altogether, 1,370 different airports have received funds totally more than $4.3 billion.

o PFCs. Add to that the billions of dollars airports receive from the passenger facility charges, and you get a clear indication of the importance of airport investment to the Clinton Administration.

FAA REFORM

■ The FAA faces the dual challenge of keeping pace with unprecedented growth in aviation while trying to manage with a steadily declining budget. The Senate FAA Reform Bill proposes the kinds of changes we need in personnel, procurement and financing if we are to continue to provide the high level of safety and service the American people have come to expect.

[TRANSITION: Building infrastructure is one of the essential jobs of government. Regulation is another. The FAA recognizes that effective regulation is more than writing new ones. It also means constantly looking for those which need to be revised or eliminated.]

REDUCING THE REGULATORY BURDEN WHILE MAINTAINING SAFETY

The issue is easy to frame. How can the government make regulation more sensible, more carefully considered, more consensus-based, less intrusive and less costly?

o Hate a Reg. In January 1994, the FAA asked the public to identify the three regulations that could be eliminated or amended without affecting public safety or security. We received 426 recommendations from 184 respondents.

Most came from general aviation. (Top three: Medical certification requirements; biennial flight review, aircraft annual inspections.)

o Challenge 2000 Review. The FAA has hired a leading management consulting firm, (Booz-Allen & Hamilton) to conduct a thorough review of the Agency's regulation and certification policies and procedures.

The results of the Challenge 2000 Review, will be available by the end of the year.

[TRANSITION: This top-down evaluation of our regulatory approach reflects our overall policy of creating more room for the industry to innovate and expand ... so long as safety is never compromised. Business is already gaining from a number of initiatives intended to remove artificial barriers and arbitrary restraints.]

BOLSTERING INTERNATIONAL TRADE AND COMPETITIVENESS

o Opening New Markets. The open skies agreement with Canada has already led to a 25 percent increase in air travel between our two countries.

The successful negotiation of open skies agreements with nine western European countries is an important step toward liberalizing the once highly protected trans-Atlantic market.

The close cooperation between the FAA and Russian aviation authorities last year produced a 612 percent increase in trade and commerce between Alaska and the Russian Far East. It has also made possible shorter, more cost-effective air routes connecting North America and Asia.

o **Support of U.S. industry abroad.**

Under President Clinton, the U.S. government has played the most active role ever in promoting our aerospace industry.

Saudi Aircraft Sale. We sent a high-level trade mission to Saudi Arabia to argue the case for Boeing and McDonnell Douglas. Secretary Peña has done much to acquaint transportation officials from around the world with U.S. aerospace technology.

Technology Sales. We've contributed to negotiations which have helped a number of U.S. companies become stronger international competitors. American firms are installing new air traffic control systems and building new airports in Asia.

o Harmonization. Another important help to our aircraft industry is the FAA's efforts to harmonize regulatory requirements for aircraft certification. Consistent worldwide standards will save U.S. plane makers millions of dollars in certification costs as they try to compete in overseas markets. We've been especially successful in our collaboration with the European Joint Aviation Authorities.

[TRANSITION: Standardization is not only important to aircraft makers. It is a critical issue in aviation safety. Today's air travelers demand one level of safety, regardless of whether they are flying on a small commuter plane in the Midwest or a code-sharing carrier overseas.]

MAINTAINING PUBLIC CONFIDENCE IN AVIATION SAFETY

o Zero Accidents. This goal requires new approaches, worked out in partnership with the industry.

o The Safety Summit this past January agreed on a framework and identified most critical issues.

o Commuter Safety Rule. This broad initiative will upgrade the safety standards for commuter airlines to the same levels as those for major carriers.

FAA/DOT produced a Notice of Proposed Rulemaking (NPRM) for this complex set of regulations in 100 days ... faster than any major NPRM in the past. The rules cover many commuter airline functions, such as pilot training, dispatching capabilities, and emergency handling.

We set ourself a one year goal (from last December) to put this final rule into place.

FAST TRACK REGULATORY ACTIONS

We are speeding up action on our top five rule-making initiatives.

o Air carrier training: Uniform standards for testing and training crews for all commercial operations of aircraft with more than 10 seats. Final rule: October

o **Simulators:** Allows the use of advanced simulators to improve crew training. Final rule: September

o **Commuter plane certification:** Harmonization of certification regs will ensure that all small and commuter category planes manufactured in the U.S. and Europe meet the same strict safety requirements. Finale rule: December

o **Flight and duty times.** Studies by the FAA's Aeromedical Institute and NASA pointed to dangers of fatigue. New rule limits duty time for flight attendants; will propose rule for pilots. NPRM: November

o **Flight data recorders:** NPRM: December

WE ARE BUSY ON SEVERAL OTHER FRONTS

o **Seat belts.** This is a public education campaign to encourage passengers to use seat belts throughout a flight.

o **Safety of foreign carriers.** The FAA performs safety assessments of foreign carriers serving the U.S. and makes this information available to the public. ICAO is following our lead and starting a similar program.

o **Voluntary accreditation of parts suppliers.** Industry to set up self-policing accreditation system for parts distributors and dealers. Each year, 26 million aircraft parts are replaced. Surveillance on this scale is impossible for FAA acting alone.

MEDIA MAY GIVE SOME A FALSE IMPRESSION

The media coverage of the FAA may give some people the false impression that the FAA has to be prodded into action.

o **95 percent** of the FAA's work in safety is proactive.

o More than **90 percent** of our most recent airworthiness directives originated **inside** the Agency.

o We conduct **400 thousand safety inspections** each year.

The fact that this essential service attracts so little outside attention is a measure of its effectiveness.

[TRANSITION: Preserving public confidence in the safety of air travel is the single most important contribution the FAA and the federal government can make to the long-term growth of the aviation industry. It is our paramount responsibility and primary challenge.]

CONCLUSION: THIS ADMINISTRATION BELIEVES IN AVIATION ... AND THE ROLE OF GOVERNMENT

o The Clinton Administration has recognized the critical importance of aviation to the U.S. economy.

o The Clinton Administration believes that government has a role in promoting a financially strong, competitive industry.

o We have promoted policies designed to eliminate barriers to future growth

-- by maintaining public confidence in the safety of air travel,

-- investing in airports and a modern air traffic control system,

-- reforming the regulatory process to bring it into the 21st century,

-- and by opening up new markets around the world for America's airlines and aircraft manufacturers.

o At a time when governments all over the world are jealously protective of their own aviation interests, the Clinton Administration has mounted a strong, hands-on defense of this industry of which we are all a part.

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THE FUTURE OF AIR TRAFFIC CONTROL:
CAN "FREE FLIGHT" EVER BECOME A REALITY?

BARRY VALENTINE
ACTING ASSOCIATE ADMINISTRATOR FOR REGULATION
AND CERTIFICATION
FEDERAL AVIATION ADMINISTRATION

Financial Times World Aerospace Conference
August 29, 1996

Earlier this month, Sir Frank Whittle died at his home near Baltimore. As a young cadet at the Royal Air Force College, 75 years ago, he wrote a thesis on "Future Developments in Aircraft Design."

A little more than a decade later, he ground-tested the first jet engine and helped to invent the future of modern aviation. Fortunately, Sir Frank was a dreamer.

My subject this afternoon concerns a future development in air traffic control that some might say is also a dream. It is the dynamic air traffic management concept often referred to as "Free Flight."

We know that Sir Frank's idea met with strong initial skepticism. It was hard to persuade officials to see possibilities beyond the piston engine.

Free Flight also has its skeptics. It is hard to argue for an alternative to an air traffic technology that has served us all so well for so long. But I believe the argument is both credible and compelling.

Free Flight may be one of the most important advances in aviation since Sir Frank's historic achievement.

Today I will give you a progress report on the key enabling technologies for Free Flight.

Then, I will review the conditions that must be met before Free Flight can become a reality.

Finally, I will discuss the reasons why I believe that dynamic air traffic management is not only a possibility -- but an imperative -- in the coming decades.

Definition of Dynamic Air Traffic Management ("Free Flight")

For those who may be unfamiliar with the concept, let me first describe it briefly.

[SLIDE 1: Definition]

The ultimate goal of Free Flight is to allow pilots to choose their own routes, speed, and altitudes in real time -- taking advantage of favorable winds and avoiding rough weather.

Restrictions are imposed only to ensure safe separation, avoid overloading airports, and prevent intrusion into airspace reserved for special use.

[SLIDE 2: PROTECTED ZONES]

Free Flight is not a free-for-all.

Each plane would fly inside its own electronic bubble of protected airspace. One protected zone would never be allowed to touch another. Surrounding each bubble is a larger "alert zone," which would vary in size depending on factors such as speed.

Whenever one plane's alert zone came in contact with another's, a computer would immediately advise either the controllers or the pilots on the best way to resolve the conflict.

The National Route Program

I want to emphasize that while Free Flight is a major step forward in the management of air traffic, it is a step in the same direction we have long been heading.

Slide 3. Advances in Air Traffic Control

In this illustration we can see the chronology for the introduction of 15 milestones in air traffic control technology.

The dateline is superimposed on a graph showing the declining accident rate over the past 15 years. Each innovation yielded knowledge essential to the next advance, and each step brought us closer to the safe, reliable system we have today.

Free Flight is a logical extension of existing technologies. In a limited sense, it already exists.

Three years ago, the FAA began offering users a choice of routing options while in the en route phase of flight.

The National Route Program is now available everywhere in the United States from flight level 310 and above. By the end of the year, it will be available at flight level 290.

On average, about one thousand flights a day are taking advantage of this option.

PHARE: a parallel effort

Eurocontrol has a parallel effort within its Program for Harmonized Air Traffic Management Research -- or PHARE.

The two approaches are complementary, with more similarity than difference.

Under the PHARE project, an aircrew would request a flight path, which is then approved by ground controllers who continue to maintain positive control throughout the entire flight, from airport to airport.

Free Flight, in contrast, envisions an aircraft flying any trajectory with controller intervention only in cases of conflict.

Eventually we expect the two approaches to be highly compatible, if not operationally equivalent.

Both the PHARE project and Free Flight depend on some of the same enabling technologies, and several of these are already in use throughout the world. They are the key elements in the global system of air traffic management that is rapidly evolving.

The mainmast of this global system is satellite technology.

Global Positioning System (GPS)

Since the Global Positioning System became fully operational three years ago, it has rewritten the ancient history of navigation and created a thriving new industry.

Fourteen countries have now approved GPS as a supplemental means of navigation in their airspace. Approval is pending in six other countries.

President Clinton's renewal of the U.S. commitment to keep GPS continuously available, without charge, should see us through to the point when we are ready to launch the next generation of navigation satellites -- ones designed specifically for civil aviation.

The Future Air Navigation System (FANS)

The future air navigation system, or FANS for short, is almost as much today's technology as it will be tomorrow's.

There are now about 60 Boeing 747-400's operating in the Asia-Pacific region that are equipped with the FANS One package of avionics for satellite navigation, data link communications, and automation.

[Slide 4: Original and Planned Routes (South Pacific)

Last fall, controllers at the FAA's Oakland Center began offering satellite-based data link communications to flights operating over the southern sector of the Pacific Ocean.

By the end of this year, FANS-equipped aircraft in flight between Sydney or Auckland and the United States will be able to use satellite data link for automated rerouting.

Adverse wind and weather conditions can be circumvented, saving up to 20 minutes of flying time and about a thousand gallons of jet fuel per flight. [1]

The civil aviation authorities of the Pacific region are developing plans to reduce the oceanic separation minima by the end of the decade for aircraft having FANS capabilities.

An initial step calls for reducing the lateral separation between tracks in the North Pacific to 50 nautical miles by the end of next year.

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[1] Boeing Commercial Airplane Group reports that average cruise fuel consumption for the Boeing-747 is 2,963 gallons per hour.

Collision Avoidance System (TCAS)

The collision avoidance system -- TCAS -- is another enabling technology for Free Flight that is becoming standard equipment on commercial aircraft worldwide

Since 1993, all commercial aircraft that carry more than 30 passengers must be equipped with TCAS in order to fly in U.S. airspace. That includes the more than 100 foreign carriers that operate scheduled passenger service to U.S. airports.

The FAA expects to have a modification ready by the end of this year that will make TCAS more compatible with the various air traffic control systems throughout the world.

Decision Support Tools

The interfacing and interlocking of technologies is one of the last remaining engineering tasks that must be completed before Free Flight can become a reality.

We are working on a portfolio of decision support tools to assist controllers in managing air traffic in a Free Flight environment.

One of these tools, which we are now testing at Dallas/Fort Worth, sequences and spaces aircraft in their final approach.

Another automated system is especially critical to Free Flight. It looks ahead to detect potential aircraft conflicts and helps the controller resolve them.

A third decision tool coordinates FAA flow control with the airline operating centers.

Institutional barriers to Free Flight

I have tried to give you an overview of what has been achieved technically to bring us closer to the realization of Free Flight. The remaining tasks are formidable, but in many respects the highest barriers are institutional rather than technological.

Money is an enduring problem. We often must scale back our spending, stretch out our projects, and postpone the next phases of our plans.

There is also the daunting prospect of developing an entirely new set of protocols and procedures. And the human factors involved in the transition to Free Flight may be far more difficult to deal with than the technological innovations.

Infrastructure requirements: airport expansion, harmonization of ATC

In addition to these institutional roadblocks, there are two infrastructure requirements that must be satisfied.

First of all is the urgent need to build new airports and expand old ones.

One of the main justifications for Free Flight is the prospect that it will enable us to manage more efficiently the enormous growth in air travel which industry analysts are forecasting. By 2015, perhaps sooner, the number of passengers and aircraft, worldwide, will more than double.

It has been estimated that if the number of passengers actually doubles, as we expect, traffic through our airports, arriving and departing, will be equivalent to 90 percent of the present world population.[2]

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[2] "Delays can be expected," *The Economist*, July 27, 1996, page 51

Many of the world's largest airports are already operating at or near full capacity. According to some forecasts, nearly half of the international airports in Asia will soon be unable to cope with demand at the busiest times of the day. The United States and Europe face similar problems.

Free Flight and PHARE will add to the capacity of our airspace. But this expansion will mean little unless the major airports can handle more flights.

There is another infrastructure requirement that must be fulfilled if Free Flight is to become a reality.

We must achieve a high level of compatibility in air traffic control technology and procedures around the globe, and a harmonization of standards worldwide.

Free Flight will never succeed without close and continuing consultation among all civil aviation authorities and all sectors of the industry.

The FAA has international representation on the industry-wide panel that is drawing up our detailed transition plan.

One member is Val Eggers, the Danish Director General for Civil Aviation and President of the European Civil Aviation Conference. Canada and Australia are also represented on the panel.

Similarly, Canada and the United States are associate members of the PHARE project team.

The international participation in planning Free Flight and the PHARE project demonstrates that all air traffic systems of the future must be globally compatible and integrated.

No one country can introduce major innovations without careful coordination with other nations.

When all these contingencies are taken into account, it becomes clear that the full realization of the Free Flight concept is still some years away. The target date we have set for ourselves is 2010.

Three imperatives for Free Flight: safety, economics, the environment

We know there will be setbacks. In a project of this scale, there always are. But, I am confident that the necessity for Free Flight will become increasingly apparent as we enter the early decades of the next century.

The determining factors will be safety, economics, and the environment.

Free Flight will contribute to improved safety in an increasingly congested airspace.

Many of the principal gains in aviation safety in the past two decades have been due to the adoption of new technologies that share a common characteristic: they provide new tools for pilot decision-making. GPS, datalink, TCAS, and on board automation all raise the level of information available.

Free Flight is a logical extension of this trend.

Throughout my time at the FAA, I have warned that we must not allow today's low rate of accidents to lull us into complacency. As aviation grows in the coming decades, so will the number of accidents -- unless we take decisive steps now to prevent this rise.

Free Flight will enable us to handle a growing volume of air traffic with a higher level of safety.

The second determining factor is economics.

A study by NASA[3] estimated that airlines in the United States could save as much as 1.47 billion dollars a year by 2005 if Free Flight were fully implemented. That's about 20 percent of the total amount U.S. carriers spent on fuel in 1995.[4]

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[3] Couluris, G.J. and S. Dorsky, *Advanced Air Transportation Technologies (AATT) Potential Benefits Analysis*, United States National Aeronautics and Space Administration (NASA) Ames Report, AATT-95-001, September 1995.

[4] Calculated from fuel cost/consumption data reported in *Aviation Daily*, May 9, 1996.

Free Flight will significantly reduce fuel consumption at a time when oil prices may be especially volatile.

While the FAA forecast anticipates no great increase over the next decade, there are some who believe that global oil production may peak between 2007 and 2014.[5]

As this time approaches, prices could rise -- substantially and perhaps permanently. Under such a scenario, fuel conservation would become more urgent than ever.

Finally, Free Flight will contribute to improved environmental quality. Currently airplanes account for only about three percent of the carbon dioxide produced by humans.

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[5] James J. MacKenzie (World Resource Institute), "Heading off the permanent oil crisis," *Issues in Science and Technology*, Summer 1996.

A surge in air travel will push fuel consumption steeply higher. More planes in the air could lead to higher levels of emission and possible environmental degradation.[6]

Free Flight offers one of those rare instances when conservation is rewarded with a strong and immediate economic return.

Conclusion: Free Flight and competitive strategies for the next century

Free Flight will become a reality because it increases the likelihood that we can preserve the aviation system as we know it today -- a system of mass global transportation that is both safe and efficient.

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[6] Robert Monastersky. "Ten thousand cloud makers: Is airplane exhaust altering Earth's climate?," *Science News*, July 6, 1996.

In a period of rapid growth, Free Flight can help us keep air travel safe. In an era of rising costs, Free Flight can help keep down the price of a plane ticket.

Many of us can recall the days when air travel was a privilege of the few. The enormous growth of aviation in the past four decades was possible because of steadily declining air fares, both in real and relative terms. We cannot assume that this downward trend will continue.

Both government and industry confront a future of heavy investment. The cost of tightened security, airport expansion, new aircraft purchases, modernized air traffic control, and environmental compliance -- all of these could combine to make air travel less affordable.

Free Flight offers us an opportunity to lower our costs significantly.

In thinking about competitive strategies for the new century, clearly the factors most important to future growth -- increased safety, capacity, and fuel efficiency -- are those most dependent upon the success of dynamic air traffic management.

Will Free Flight ever become a reality?

Let me answer that with a story about early navigation. In the closing years of the 16th century, Philip III of Spain offered a prize and a lifetime pension to anyone who could discover a way to find longitude while at sea.[7]

Galileo, hoping to win, suggested using the satellites of Jupiter. His idea was ignored by Philip, and a century later, the British Parliament upped the ante by offering a prize of 20,000 British Sterling -- which at the time was an enormous fortune.

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[7] Bunch, Bryan, and Hellemans, Alexander. The Timetables of Technology, Simon & Schuster, 1993

Not far from here in Greenwich rests the solution to this challenge to navigation: the marine chronometer developed by John Harrison in the 18th century.

Just as this earlier challenge was met for the seas, I am confident that free flight will become a fact for air travel in the years ahead.

Thank you very much.

Remarks prepared for Barry Valentine, Acting Administrator
Federal Aviation Administration
Twentieth Annual Awards for Excellence in EEO and Diversity
FAA Auditorium
June 4, 1997

Good Morning!

It is always a privilege and an honor to present the Administrator's Award for Excellence in Equal Employment Opportunity and Diversity.

It is a special honor this year. Today's presentation marks the *twentieth anniversary* of the Administrator's Award for Excellence in Equal Employment Opportunity and Diversity.

This is a time for reflection and celebration.

We reflect on our achievements — on how far we've come. Over the past twenty years, the FAA has worked to address discrimination and harassment. We've developed formal Civil Rights Policy, incorporated a Sexual Harassment Policy section into the Conduct and Discipline Order, and issued a Diversity Statement.

We've heightened employee awareness by providing EEO, Diversity, and Sexual Harassment Training. We set a standard of *Zero Tolerance* of discrimination and harassment in the workplace and hold employees *accountable* to that standard.

Last year, we issued the Model Work Environment Plan. This plan clarifies the specific roles and responsibilities of all employees in creating a more productive and receptive FAA.

Yes, we can be proud of our accomplishments. But we also know we must continue to work toward achieving the goal of a Model Work Environment. We must press on in identifying and eliminating barriers to equal employment opportunities and impediments to managing diversity in the workplace.

Today, we celebrate the contributions of employees whose actions exemplify our agency's goals. The dedication, perseverance, and initiative of the twelve employees we recognize today have improved the quality of worklife within FAA as well as enhanced the quality of life in their communities.

• I refer to *Patti Grace Smith*, Acting Associate Administrator of Commercial Space Transportation, Washington Headquarters. Thanks to Patti's proactive hiring, her work unit has significantly increased its number of females and minorities.

Patti demonstrates exemplary personal and professional commitment to EEO and diversity principles. In addition, she has supported several minority educational activities by initiating grants to African American, Native American, and Hispanic educational institutions. Patti is a strong supporter of the efforts of FAA employee organizations to promote affirmative action, EEO, and diversity.

• And, *Verna Allen* at the Mike Monroney Aeronautical Center Personnel Office. She served as the first Chair for the Federal Executive Board Council on Disability Concerns in Oklahoma City. Verna initiated and developed the Special Excepted Appointment Project in February of 1996. As a result of this focused recruitment process, 24 persons with severe disabilities have been hired to date by the FAA and participating Federal agencies within the State of Oklahoma — eliminating yet another employment barrier for people with disabilities.

- There's *John Walker*, Eastern Region Air Traffic Division Manager. John's actions clearly demonstrate his commitment to EEO and diversity. His affirmative employment efforts have increased participation of Native Americans, African Americans, Hispanics, and females into managerial positions. He has hired African American and females into Deputy Management positions. In addition, John's commitment to the Alternate Dispute Resolution process is projected to significantly reduce the EEO complaint caseload. He is cited for his strategic initiative to bring about a positive cultural change. As a model work environment leader, he is working to increase the level of trust, morale, and cooperation.

- Then, there's *Richard Day*, Kansas City Air Route Traffic Control Center Manager. Richard made his commitment clear from the outset. He began his tenure as manager by heralding a Diversity Issues Statement emphasizing the responsibilities of all employees to treat each other with fairness and respect. He made sure his management team understood their responsibility for ensuring a positive work environment for all employees. Richard's "zero tolerance" of discrimination and abusive behavior sends a powerful signal to all employees to uphold the agency's standard.

• *James Aviles* (ah-**veel**-ez), William J. Hughes Technical Center. James generously donates his personal time to both community and FAA-related activities. He developed and taught an Engineering mini-course to the Technical Youth Program. He counseled "At Risk" minority students at the local high school.

In addition, he located housing for the Hispanic Association of Colleges & Universities students. His active participation in the Hispanic Alliance of Atlantic County led to eight needy students receiving scholarships.

• *Linda Kochis* (co-**chis)**, of the Aviation Careers Division at Mike Monroney Aeronautical Center. Linda manages a diverse group of employees, the majority of which are women, people with disabilities, and minorities. She encourages employee participation in special emphasis programs, employee associations, and EEO counseling. Linda also demonstrates leadership and commitment in her work with community services and youth programs. In addition, she provided strong support to establishing the Center's Disability Awareness program and provided her interpretive services to a variety of groups.

• We have a retiree with us today: *James Sanford*. Before retiring in (WHEN????) James served as System Manager with the Memphis Airways Facilities Division. We're pleased that both James and his wife Minnie could join us today.

In Memphis, James has worked for many years with minority youth programs. He established a Career Awareness Day, an Aviation Explorers training program for students, and was influential in establishing an Adopt-A-School program with Levi Elementary in the inner city. In addition, James was active in establishing an agreement with Memphis Youth Services to provide disadvantaged youth with opportunities to gain volunteer experience with local, state, and federal organizations.

• *Edwin Berrios* (ber-**ree**-ose), Automation Specialist at Orlando International Tower. Edwin recognized a need for a local chapter of the National Hispanic Coalition of Federal Aviation Employees. Today the Chapter is strong, active, and growing. Edwin also serves as an EEO Counselor and EEO representative for the Central Florida HUB. He has been instrumental in organizing and financing of an Aviation Careers Education Camp in Lakeland, Florida. On top of all this, he volunteers as an Orange County Deputy Sheriff.

• *Monica Corona Burton*, Equal Employment Specialist, Mike Monroney Aeronautical Center. Monica is passionate about providing opportunities for women and minorities within FAA. Monica is known as a leader who motivates, encourages, and challenges others to get involved. Outside the agency, her community activities include mentoring students, organizing the Adopt-A-School Program, and serving as District Vice-Chair for Boy Scouts in a disadvantaged section of the city. She is also on several boards and professional organizations in her community. Monica's foresight in getting the Hispanic Employment Committee listed in the Spanish Yellow Pages has produced numerous calls for urgent assistance in employment opportunities.

• *Stan Rivers*, Director of Airway Facilities, Washington Headquarters. Stan is well known for upholding the tenets of affirmative action and EEO in his selection of employees and managers. He clearly communicates and acts on his zero tolerance for discrimination and harassment. In addition, Stan provides strong support and encouragement to employee associations through attending and speaking at National Training Conferences. He also provides funding, human resources, and creative talents to ensure the success of special emphasis organizations and employee associations.

• *Ronnie Simpson,* Airports Division Manager, Alaska. Ronnie sets high standards and daily demonstrates his belief that each employee brings value to the workplace. As a result of his efforts, two Alaska Native villages, which are airport sponsors, completed Disadvantaged Business Enterprise plans. Ronnie provides his employees skill training and enables details to promote their professional growth. He strives to ensure his employees are provided with a model work environment in which they can excel. And, in his spare time, Ronnie mentors many local youth.

• *William H. Williams, Jr.,* Program Director, Aviation Systems Standards, Oklahoma City. Through affirmative outreach efforts, William recruited minorities and women to fill aerospace engineering technician, aircraft mechanic, and engineering positions. He created opportunities for minority-owned businesses by actively seeking minority woman-owned businesses to provide leadership workshops to the AVN management team. William is an adjunct professor at Langston University where he provides students practicum opportunities. In addition, he serves as president of both the Charles Hall Chapter of the Tuskeegee Airmen and of the Oklahoma City Express Connection. William was recently recognized as a leader in diversity with the 1996 Unity in Community Award.

I can tell you that the twelve people we recognize today share at least three critical attributes.

First, you each possess a keen awareness — and appreciation for —the diversity in the world in which we live.

Second, you are sensitive to the needs of others.

And, third, you are determined to make the quality of worklife better for everyone.

With these characteristics, you twelve, along with the award winners before you, have contributed to making the FAA a more responsive organization — responsive to our employees, our constituents, and to our communities.

Your commitment to the ideals of civil rights, equal employment opportunity, and diversity comes straight from the heart. You do not make assumptions about people based on race, gender, or other characteristics not bearing on job performance. You focus on getting the job done, doing it well, and with the best people for the job.

These traits will continue to be the ones that our agency will value in our employees. I assure you that we will remain steadfast in our commitment to EEO and diversity.

Thank you all for traveling the distance to receive your awards. And thank you for what you do every day for our agency, our employees, and our communities. Your efforts and standards truly merit recognition.

I extend my warmest congratulations to you on receiving the Administrator's Award for Excellence in Equal Employment Opportunity and Diversity.

R E M A R K S OF
FEDERAL AVIATION ADMINISTRATION
ACTING DEPUTY ADMINISTRATOR
BARRY L. VALENTINE
HEADQUARTERS HISPANIC HERITAGE MONTH CEREMONY
October 7, 1997

Good morning.

Administrator Garvey expresses her deep regret that she could not be here today. She feels, as do I, that it is truly an honor to participate in this important ceremony. By opening doors of opportunity, FAA Hispanic-American employees have opened the eyes of so many to the value of a diverse workplace.

As I glance around the auditorium this morning, I can't help think about the advancements Hispanic Americans have made in tearing down barriers facing minorities in aviation. I have witnessed many changes in over 30 years in aviation. Yet,

the advancements made by Hispanic-Americans in aviation, make me so proud to part of this vital segment of transportation.

Led by many in this room today, the FAA has done much to increase diversity while maintaining the most efficient aviation system in the world. Consider for a moment the life of the first FAA Administrator Elwood R. "Pete" Quesada and the societal barriers he battled -- and overcame.

There are many times I have passed former Administrator Quesada's portrait off the "round room" and reflected on the discrimination he must have faced in his career. Born in 1904, Quesada an Hispanic American was, by his own characterization, "basically an immigrant." He was commissioned as a second lieutenant in the Army Air Corps in

1927, and rose to General, where he was sent to lead the Ninth Fighter Command in England during World War II. There he took part in the planning of the invasion of Normandy. Following the war, President Eisenhower named Quesada the first FAA administrator in 1958 and he served until 1961. In later years, Quesada became a successful businessman and passed away in 1993.

The advancements made by Administrator Quesada and many of you in the audience today, are something we as agency -- as a society -- can all be proud of. Yet, as the statistics show, there's more, much more we need to do. While improving, the numbers could be better. According to the Merit Systems Protection Board, Hispanics hold six percent of all federal jobs, but make up more than 10 percent of the national work force.

Additionally, in the Senior Executive Service, only 2.3 percent are Hispanic Americans. Unfortunately, for the FAA the news isn't what it needs to be with Hispanic-Americans representing only 4.8 percent of agency employees.

As these figures point out, we must do more to increase the lives of minority representation in aviation. We must continually ask ourselves the tough questions. What about barriers to advancement unrelated to intellect or abilities? What are we as an agency doing to remove these barriers?

Let me assure the audience today that Secretary Rodney Slater, Administrator Garvey, and the FAA's management team are committed to President Clinton's Hispanic Employment Initiatives and increasing work opportunities for Hispanic

Americans. Additionally, for those in the agency that feel there are barriers which limit them, the administrator has demanded that managers at all levels are to take Equal Employment Opportunity complaints with the utmost seriousness.

Administrator Garvey and I are not afraid to make the tough decisions to ensure a productive and hospitable work force so that the agency may meet the challenges of an increasingly complex airspace system.

In fact, while Administrator Garvey has only been on board at the agency a short time, she is determined to strengthen FAA's affirmative outreach. The administrator has called on the management team, in consultation with Office of Civil

Rights, to explore ways the agency can be more proactive and focus on supporting the EEO program.

As the theme for today's ceremony -- "Excellence in Education: Building Opportunities for our Youth" -- points out, the work we achieve today toward creating a model work environment is important. For it is this work we leave as an example and legacy for our children.

Once again, we are all obligated to ask ourselves the tough questions. What are we doing for young Hispanic young people of this nation, who may someday seek a career in aviation? How many more Pete Quesadas are in today's schools, who may not get the chance to place their mark on aviation because of a lack of opportunities?

Administrator Garvey is determined that opportunities for young people must be built. This year I am pleased to report that this summer we experienced our largest enrollment in the FAA's Hispanic Association of Colleges and Universities internship program. With 54 students attending the program this year, it is our hope that these numbers will increase next year. We are interested in seeking to expand the program for more semesters in the fall, spring or winter.

Former Administrator Don Engen, runs the Air and Space Museum. He and his deputy -- Don Lopez, an Hispanic -- receive lots of letters. They received one from a young Hispanic-American student, who asked a good question. She had read about woman pilots, African American aviators, and

other minorities in aviation, but, she wrote, "What about Hispanic Americans in aviation?"

A good question. A question that has kicked off an exciting effort. The Headquarters Hispanic Coalition Chapter, teamed with the National Air and Space Museum, and the FAA, have undertaken an extensive research program for the making of an ambitious film to examine significant activities of Hispanic Americans in Aviation.

With the participation of some of you in this room today, including Fanny Rivera, who will be doing some "voice overs" in the film, the project is expected to be completed shortly. The movie will be an excellent vehicle to send out to schools and

organizations to help inspire young Hispanic Americans to consider careers in aviation.

Let me close with a personal thought about an editorial that appeared in last week's *Washington Post*, written by Secretary Slater, who too, faced and overcame discrimination in his life. In the piece the secretary referred to a quote by Melba P. Beals, one of the nine students first integrated into the Little Rock, Arkansas, High School. Beals said;

> "The task that remains is to cope with our interdependence to see ourselves reflected in every other human being and to respect and honor our differences."

Melba P. Beals, Pete Quesada, and Rodney Slater are all examples of why we must continually seek and tear down societal barriers facing minorities. We as an agency cannot afford to ignore the valuable contributions provided through a diverse work force. We as a nation can only benefit from the richness of experience, outlook, and ability that diversity brings.

Thank you for your commitment to aviation and government service.

ACTING DEPUTY ADMINISTRATOR

BARRY VALENTINE REMARKS

HEADQUARTERS DISABILITY AWARENESS MONTH

October 21, 1997

Good morning. It is an honor and a pleasure to be here to join in celebration of Disability Awareness Month.

When I look around the auditorium this morning, this is what I see: A diverse audience, comprised of people who vary by race and gender. I see fellow FAA employees — committed to their jobs and aviation safety. I see people who have taken the time out of their busy schedules to pause and show appreciation for their colleagues on this special day.

What is less visible, but what is even more important, is the diversity in skills and talent among people in this audience. Each and every one of you brings something uniquely special to the FAA. No matter what "disability" or

functional limitation you may possess, the FAA is deeply appreciative of the skills and talent you bring to the job. The "ability" you display in the workplace. For, it is those "abilities" that allow the FAA to creatively meet the challenges which confront us on a daily basis.

This year's theme: "Ability — The Bridge to the Future" is especially suitable because it communicates two basic truths:

One, the vital importance for all individuals, including those with disabilities, to prepare for the future by investing in themselves *today*, and,

Two, the need for the FAA to focus on the capabilities of qualified job applicants with disabilities in order to meet the increasing need for skilled employees in the future.

Aviation in the 21st century promises technological challenges, more informed consumers, and global expansion. In preparing ourselves to address these changes, each of us

must acquire and enhance not only our technical skills and expertise, but also our human relations and interpersonal skills as well, to provide the most responsive, safe, global aviation system possible. This balance of hard and soft skills reflected in a diverse workforce will strengthen us as an agency. Each of us must assess our current status in each of these areas, and begin acquiring the skills necessary to develop ourselves for tomorrow.

People with disabilities must be given the opportunity, like other diverse populations, to gain experience and skills to compete. The FAA can provide them and others with that critical experience and training to enhance their productivity. In providing opportunities for people with disabilities, the FAA is enriched by all that they have to offer. To effectively provide these opportunities, the FAA must create an environment that is open and receptive to a diversity of talents and abilities, and an environment that allows for full

development and integration of the potential of our current and future employees. Further, the FAA must build partnerships and the experts in the field like the President's Committee on People With Disabilities, the Job Accommodation Network, and the disability community, to promote the hiring of people with disabilities and the to make appropriate accommodations for people with functional limitations.

In looking toward the future of the FAA, we must accurately assess the employment opportunities the next century will present, and position ourselves to take advantage of the talents, skills, and *abilities* that people with disabilities can offer us. Only by focusing on, developing, and expanding their abilities will individuals with disabilities be able to take advantage of the opportunities on the horizon. And only by tapping into the vast pool of qualified workers including the abilities of people with disabilities, will the FAA attain a

skilled workforce to address the challenges in aviation in the 21st century.

Although, we have some People with Disabilities in our audience and in the our workforce today, the FAA is severely underrepresented. Employment is too critical for economic and social independence, and for feelings of self-worth, for us to be satisfied with the progress we have made thus far.

We must all redouble our efforts as we approach the dawn of the 21st century. Ability is the bridge to the future for all Americans. FAA acknowledges that there are 49 million people with disabilities who are ready to cross that bridge and make significant contributions to society. The efforts that we undertake to develop awareness and educate our employees, as well as the efforts we undertake to affirmatively recruit and hire people with disabilities will help make their crossing a little easier.

Our Model Work Environment Action Plan pledges to create a workforce that mirrors the nation's diversity. To move us closer to the realization of that goal, I am strongly encouraging the members of the FAA Management Board to work closely with our internal contacts: the Office of Civil Rights, and the Associate Administrator for Administration, and to partner with external agencies including the President's Committee on People With Disabilities and the Job Accommodation Network (JAN) in the affirmative recruitment and hiring of People With Disabilities, and in the accommodating the needs of current and future FAA employees with disabilities.

In crossing that bridge to the 21st century, we need all the abilities that people with disabilities have to offer. Thank you.

Remarks Prepared For Delivery
Barry Valentine
Acting Deputy Administrator
Federal Aviation Administration

Carry-on Baggage Conference
Association of Flight Attendants
Washington, DC
November 13, 1997

Today is almost an anniversary for us. Not quite a year ago the FAA and this association joined with other groups to launch an education campaign to raise public awareness about the dangers of turbulence and the best protection for our youngest travelers.

Our aim was to persuade passengers to keep their seatbelts fastened at all times. And to encourage parents to use only approved child restraint systems. With your help, we issued a new regulation banning those that were poorly designed.

This certainly was not the first time we acted together to promote aviation safety.

Nor will it be the last.

As this conference today demonstrates, there is still important work to be done … work that requires our continuing partnership and collaboration.

This morning, I would like to report on what we are doing to improve passenger and crew safety inside the cabin. Some of you are well of this activity because the FAA has been working closely with the Association of Flight Attendants on a number of significant and timely measures.

Your organization is taking a leading role in setting the safety agenda and identifying issues that demand the attention of government and industry.

Flight attendants have always been a crucial link in maintaining passenger safety. You are the first we turn to whenever there is a threat to safety in the cabin.

Your day-to-day experience in dealing with passengers and other crew members gives you a clear understanding of the crucial importance of the human element to aviation safety. You know firsthand what a critical difference the human factor makes to a safe flight.

It is this expert knowledge that is so valuable to the FAA.

Some time ago you came to us with your concern about unruly passengers.

In response, our Aviation Security Office — working with local law enforcement and the FBI — set up a pilot program to investigate serious incidents. Over a one-year period, we handled a total of 55 reports of threatening passenger behavior on flights arriving at 11 participating airports. Thirteen of these cases have led to criminal prosecution.

We also worked with crew member unions and the carriers to put out an Advisory Circular that has been used to develop airline training programs.

The problem of passenger interference is also covered in our own workshops on cabin safety, where flight attendants and other experts in aviation safety have a chance to share their knowledge and experience.

Some of you may have been to a workshop. The Civil Aeromedical Institute — CAMI — has organized these workshops for 20 years, offering them free of charge to the industry. Four are held during the year, with about 40 people attending each one. Participants have included employees from just about every major airline in the world, and most domestic U.S. carriers. The workshops are so popular that the roster fills up very early.

They are popular because they cover important issues — issues that flight attendants have been influential in helping us identify.

More and more, the FAA is relying on its long-standing association with flight attendants and their organizations to promote safety.

Nothing demonstrates this alliance more clearly than our hiring more cabin safety inspectors. In little more than a year, we have doubled the number. There are 24 on the job right now. We are just about ready to add four or five more, and are looking for ways to hire even more in the future.

The creation of this relatively new position, which requires previous experience as a flight attendant, had long been urged by the AFA. Some of the inspectors were recruited from your ranks.

They work alongside our other safety inspectors, performing many of the same functions. However, they concentrate on the cabin. They review the training programs for flight attendants, as well as procedures manuals. They provide policy guidance on such matters as exit row seating and handling passenger interference with crew members.

And they will be supporting our forthcoming efforts to deal with the problem of carry-on baggage — which, of course, is the reason we are all here today.

Everyone recognizes that we share a mutual concern — crew members, passengers, airline management, and the FAA. We all agree that something needs to be done.

As flight attendants, you know firsthand that many injuries occur when carelessly stowed luggage falls from the overhead compartments. This happens both in the air and on the ground. And it happens not only to passengers but also to crew members.

Passengers recognize the problem, as well. Every air traveler knows the aggravation of trying to find room in an overhead bin that's already jammed tight. We are all annoyed by fellow passengers who take up more room than we think is their fair share. There is an all too human tendency to think the other guy's hogging the space.

That's one reason why the guidelines have to be clear.

The problem is different from the perspective of the airlines. It takes time to unload a plane when passengers have to retrieve all their luggage from crowded overhead bins. And these delays can disrupt tight schedules.

Overloaded bins have economic consequences as well as safety implications. So it is understandable why the entire industry will be watching United's experiment to limit carry-on baggage for discounted passengers.

What we are seeing is a convergence of interests — something that doesn't happen all that often in aviation. Everyone has a stake in improving the carry-on baggage situation.

But just because there is general agreement that something must be done, we cannot assume that there will be quick agreement on exactly what must be done.

The FAA is at work on two approaches to the problem.

One is a public awareness campaign, much like the one AFA helped us design for turbulence. We've published a pamphlet to remind passengers of the safety hazards of improperly stowed luggage.

The second approach is to give the airlines some additional guidance in formulating their own programs on carry-on luggage.

We don't want to get involved in retail-level regulating. But we will try to clarify what we mean by proper stowage. We'll make an attempt to answer some knotty questions. How many bags are too many? And how large a bag is too large?

These are some of the basic questions we are going to try to answer in an advisory circular that is now being drafted.

You have told us we need better definitions. You've asked us to clear away the confusion. The draft advisory circular will address these issues and several others.

We hope that with more precise guidelines, the carriers will have a well-marked map to follow. And the FAA can more easily detect when an airline strays off the path and take appropriate action.

These are important changes and we want your help in developing the best solutions. We will leave the comment period open for at least 90 days to give everyone time to review it thoroughly.

Since flight attendants often bear the responsibility for enforcing compliance, especially in the cabin, we want your ideas about what can and should be done.

We want to work with you in a spirit of constructive collaboration.

As our new Administrator Jane Garvey has said, we intend to improve the relationship between the regulator and the regulated.

Times have changed. The basic framework that defines the relationship between government and industry was developed in an era before deregulation. We continue to renovate it, but the old structure is still in place. And the industry is not what it was even a decade ago. New competition and evolving technology mean that what worked well for us yesterday may not work as well today.

In her first months as Administrator, Jane Garvey has stressed that we need a new safety model — one where government can be both a partner and, when necessary — an enforcer. We will not give up our regulatory responsibility. The vitality of the industry depends, ultimately, on public trust in the integrity of this agency.

If we are to make further breakthroughs in safety, to lower the accident rate, we must collaborate on the safety agenda and the means to fulfill it.

We must work together.

We count on the airlines and the flight attendants to follow the rules that are already in place. Passenger safety depends on consistent compliance.

For our part, the FAA stands ready to support campaigns to raise public awareness. We will continue our efforts to provide specialized training in cabin safety for the industry. And we will clarify the rules so that no one can use confusion as an excuse.

With aviation forecasts predicting ever more crowded planes in the years ahead, now is the time to address this issue and move on. Inaction will only heighten the possibility of injury and raise the level of our frustration.

By cooperating now, we can make flying a safer and more pleasant experience for every traveler and every flight crew member.

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Remarks Prepared For Delivery
Barry Valentine
Acting Deputy Administrator
Federal Aviation Administration

Ground Breaking Ceremony
Northern California TRACON
Sacramento, California
November 19, 1997

Thank you, Bill. [William Withycombe, regional administrator]

What a pleasure it is to represent the men and women of the Federal Aviation Administration today at this ground breaking ceremony for the Northern California TRACON.

This is definitely a good news day.

It is good news for Sacramento and for the FAA.

The good news for Sacramento is the great work this community has done in taking the disappointing news of a military base closure and turning it into a very positive development.

The Sacramento County Board of Supervisors deserves recognition for their vision and their follow-through in turning Mather into a vital and productive mix of public and private use.

The good news for the FAA is that the new Northern California TRACON will enable us to do our

job of managing airspace more cost-effectively and more productively.

For those of you unfamiliar with the language of air traffic control, a TRACON handles air traffic within about 60 miles of an airport. It is the "middle ring," if you will, between towers and the enroute centers.

The new facility for which we break ground today will consolidate the work now being done at four existing TRACON facilities.

By 2001, the Northern California TRACON will do the work now being done at the current Sacramento

TRACON as well as the TRACONs in Monterey and Stockton, and the Bay TRACON in Oakland. The Northern California TRACON also will incorporate a portion of the Oakland enroute airspace.

The new facility will serve as approach control for all aircraft arriving and departing at more than 20 northern California airports. Based on instrument operations, it could be the second or third busiest facility in the National Airspace System.

This new TRACON is also good news for FAA's customers — the users of the national airspace system.

Because with a consolidated TRACON — instead of communicating with several different facilities — aircraft arriving or departing or transitioning through Northern California airspace will now be able to communicate with one facility.

This will allow significantly more efficient and more effective use of airspace. And it will enhance safety.

This is all in keeping with the key FAA system-wide priorities of enhancing safety and improving the efficiency of our nation's air traffic control system.

And more good news, especially for Sacramento County, is that this new TRACON will add more than 200 new jobs to this region when it is fully transitioned and staffed in 2001.

I would especially like to recognize all the people who have played critical roles in getting this project off the ground. This has truly been a team effort, and that's the message from today's speakers.

This is very good news. And I always enjoy being the bearer of good tidings!

Thank you for coming today to join in our celebration of the addition of this state-of-the-art facility to our nation's air traffic control system, and all the benefits it will bring.