

We need to put the Ferrari engine of FAA excellence into a new, more streamlined, more efficient body. To accelerate our efforts to reduce passenger delays and improve air traffic control efficiency, I am taking, therefore, the following actions. First, I am directing the FAA to create a performance-based organization, the Air Traffic Services Organization, to manage the operation of air traffic control. This semiautonomous organization, located within the FAA, will have the incentives and tools necessary to operate more effectively and efficiently.

Second, Secretary Slater is designating five outstanding business and management leaders for appointment to the Air Traffic Services Subcommittee. The group will function as a board of directors to oversee the management of the FAA's air traffic control organization to make sure it operates more efficiently. They are: former United States Senator and Chairperson of the subcommittee on aviation, Nancy Kassebaum Baker; John Cullinane, who's here with us today, president of the Cullinane Group and a pioneer in the computer software industry; Leon Lynch, the international vice president for human affairs at the United Steel Workers; Sharon Patrick, president and chief operating officer of Martha Stewart Living Omnimedia, Inc., is here with us; and John Snow, a former Department of Transportation Administrator and current chairman, president, and chief executive officer of CSX corporation. It is a distinguished group, and I think they'll do a fine job.

I am also directing the Department of Transportation and the FAA to review the impediments to the use of airport congestion pricing and other market mechanisms to reduce airport delays. Let me say, I asked about this years ago, and it turns out there are a couple of Federal laws which make it hard to do.

But if you think about how much business travel there is and how much travel travel there is and how much flexibility we might build in the system if we just had some market mechanisms to more uniformly use the airplane and airport infrastructure that we have out there, I think that we really missed a big opportunity not to try to take more advantage of this. And I think we could rather

quickly level out and maximize the use of our facilities and our planes in ways that would dramatically reduce delays and cancellations.

But there are some, apparently, some actual statutory impediments to doing it. So we're going to do what we can to identify them and leave them in good shape for the next administration, and given the level of anxiety about this in the country, I think that we could get some pretty quick action. I hope it will happen next year.

I hope that all these actions will accelerate much-needed reform of the air traffic control system, but they are not enough. Congress still has to reform the way air traffic control service is financed and move from a system financed by passenger taxes to one in which commercial users pay the costs of the services they use.

The airline industry is at a crossroads. We can continue on the current course and continue to experience crowded airports, flight delays, and even higher passenger frustration. But if we act decisively now to improve our infrastructure, we can ensure that air travel in the 21st century is the safest, most cost effective, most efficient in the world.

I can hardly think of anything else the Government does now that the consumers feel more directly. And I certainly hope that what we're doing today will help. I believe it will. And I will try to wait patiently in those lines next year for Congress to do its part. [Laughter]

Thank you very much.

NOTE: The President spoke at 11:28 a.m. in Presidential Hall in the Dwight D. Eisenhower Executive Office Building. In his remarks, he referred to Keith Bellows, editor and vice president, National Geographic Traveler Magazine.

### **Executive Order 13180—Air Traffic Performance-Based Organization**

*December 7, 2000*

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to further improve the provision of air traffic services, an inherently governmental function, in ways that increase efficiency, take

better advantage of new technologies, accelerate modernization efforts, and respond more effectively to the needs of the traveling public, while enhancing the safety, security, and efficiency of the Nation's air transportation system, it is hereby ordered as follows:

**Section 1. Establishment of the Air Traffic Organization.** (a) The Secretary of Transportation (Secretary) shall, consistent with his legal authorities, move to establish within the Federal Aviation Administration (FAA) a performance-based organization to be known as the "Air Traffic Organization" (ATO).

(b) The ATO shall be composed of those elements of the FAA's Air Traffic Services and Research and Acquisition organizations that have direct connection and give support to the provision of day-to-day operational air traffic services, as determined by the Administrator of the Federal Aviation Administration (Administrator). The Administrator may delegate responsibility for any operational activity of the air traffic control system to the head of the ATO. The Administrator's responsibility for general safety, security, and policymaking functions for the National Airspace System is unaffected by this order.

(c) The Chief Operating Officer (COO) of the Air Traffic Control System, established by the Wendell H. Ford Aviation Investment and Reform Act for the 21st Century (Air-21) (Public Law 106-181), shall head the ATO and shall report directly to the Administrator and be subject to the authority of the Administrator. The COO, in consultation with the Air Traffic Control Subcommittee of the Aviation Management Advisory Committee, shall enter into an annual performance agreement with the Administrator that sets forth measurable organization and individual goals in key operational areas and describes specific targets and how such goals will be achieved. The COO may receive an annual bonus not to exceed 30 percent of the annual rate of basic pay, based upon the Administrator's evaluation of the COO's performance in relation to the targets and goals described above.

(d) The COO shall develop a 5-year strategic plan for the air traffic control system, including a clear statement of the mission and objectives for the system's safety, efficiency, and productivity. This strategic plan

must ensure that ATO actions are consistent with long-term FAA strategies for the aviation system as a whole.

(e) The COO shall also enter into a framework agreement with the Administrator that will establish the relationship of the ATO with the other organizations of the FAA.

**Sec. 2. Purpose.** The FAA's primary mission is to ensure the safety, security, and efficiency of the National Airspace System. The purpose of this order is to enhance that mission and further improve the delivery of air traffic services to the American public by reorganizing the FAA's air traffic services and related offices into a performance-based, results-oriented, organization. The ATO will be better able to make use of the unique procurement and personnel authorities that the FAA currently has and to better use the additional management reforms enacted by the Congress this year under Air-21. Specifically, the ATO shall:

(a) optimize use of existing management flexibilities and authorities to improve the efficiency of air traffic services and increase the capacity of the system;

(b) develop methods to accelerate air traffic control modernization and to improve aviation safety related to air traffic control;

(c) develop agreements with the Administrator of the FAA and users of the products, services, and capabilities it will provide;

(d) operate in accordance with safety performance standards developed by the FAA and rapidly respond to FAA safety and security oversight findings;

(e) consult with its customers, the traveling public, including direct users such as airlines, cargo carriers, manufacturers, airports, general aviation, and commercial space transportation providers, and focus on producing results that satisfy the FAA's external customer needs;

(f) consult with appropriate Federal, State, and local public agencies, including the Department of Defense and the National Aeronautics and Space Administration, to determine the best practices for meeting the diverse needs throughout the National Airspace System;

(g) establish strong incentives to managers for achieving results; and

(h) formulate and recommend to the Administrator any management, fiscal, or legislative changes necessary for the organization to achieve its performance goals.

**Sec. 3. Aviation Management Advisory Committee.** The Air Traffic Control Subcommittee of the Aviation Management Advisory Committee shall provide, consistent with its responsibilities under Air-21, general oversight to ATO regarding the administration, management, conduct, direction, and supervision of the air traffic control system.

**Sec. 4. Evaluation and Report.** Not later than 5 years after the date of this order, the Aviation Management Advisory Committee shall provide to the Secretary and the Administrator a report on the operation and effectiveness of the ATO, together with any recommendations for management, fiscal, or legislative changes to enable the organization to achieve its goals.

**Sec. 5. Definitions.** The term "air traffic control system" has the same meaning as the term defined by section 40102(a)(42) of title 49, United States Code.

**Sec. 6. Judicial Review.** This order does not create any right or benefit, substantive or procedural, enforceable at law by a party against the United States, its agencies, its officers, or any person.

**William J. Clinton**

The White House,  
December 7, 2000.

[Filed with the Office of the Federal Register, 11:15 p.m., December 8, 2000]

NOTE: This Executive order was published in the *Federal Register* on December 11.

### **Statement on the Ethiopia-Eritrea Final Peace Agreement**

*December 7, 2000*

Ethiopia and Eritrea have accepted the invitation of Algerian President Abdelaziz Bouteflika to sign a final peace agreement in Algiers on December 12, building on a Cessation of Hostilities Agreement brokered by the United States and the Organization of African Unity last June.

Last week I was able to inform both Prime Minister Meles and President Isaias that

each leader had confirmed to me his acceptance of the text of a final peace agreement. All who have worked for this peace, and all who were moved by the costs of the war, congratulate the Ethiopian and Eritrean leadership and people for achieving this breakthrough.

This agreement ends the biggest conventional war in the world in recent years, in what may be the world's poorest region. It should permit these two countries to realize their potential in peace, instead of squandering it in war. It should free both countries to concentrate on meeting their people's aspirations for democracy and development, as their leaders have pledged to do. The United States stands ready to work with both countries to consolidate the peace and accelerate their return to the urgent task of economic development.

More than 2 years of effort by the United States and the Organization of African Unity went into reaching this final agreement. I want to thank my Special Envoy, former National Security Adviser Anthony Lake, Gayle Smith of the National Security Council, and Assistant Secretary Susan Rice for their untiring commitment and selfless dedication to the task. I also wish to extend my personal gratitude and congratulations to President Bouteflika of Algeria and his entire mediation team.

### **Statement on the Decision To Stay the Execution of Juan Raul Garza**

*December 7, 2000*

Today I have decided to stay the execution of Juan Raul Garza, an inmate on Federal death row, for 6 months, until June, 2001, to allow the Justice Department time to gather and properly analyze more information about racial and geographic disparities in the Federal death penalty system.

I believe that the death penalty is appropriate for the most heinous crimes. As President, I have signed Federal legislation that authorizes it under certain circumstances. It is clearly, however, an issue of the most serious weight. The penalty of death, as Justice Potter Stewart and Justice Sandra Day O'Connor have reminded us, is "qualitatively