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# Test Report Federal Register

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## Part III

## Department of Transportation

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### Federal Aviation Administration

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14 CFR Parts 121, 125, 127, 129, and 135  
Special Federal Aviation Regulation No.  
38; Certification and Operating  
Requirements; Final Rule; Request for  
Comments

**DEPARTMENT OF TRANSPORTATION****Federal Aviation Administration****14 CFR Parts 121, 125, 127, 129, and 135****[Docket No. 18510; SFAR No. 38-4]****Special Federal Aviation Regulation No. 38; Certification and Operating Requirements****AGENCY:** Federal Aviation Administration [FAA], DOT.**ACTION:** Final rule; request for comments.

**SUMMARY:** This amendment reinstates Special Federal Aviation Regulation [SFAR] No. 38-2 (50 FR 23941; June 7, 1985) and establishes a new termination date. The SFAR 38-2 was previously amended by SFAR 38-3 (51 FR 17274; May 9, 1986) to extend its termination date to allow time for the FAA, in a separate rulemaking action, to prepare a Notice of Proposed Rulemaking (NPRM) that would consolidate the certification rules now in Parts 121 and 135 into a new part of the Federal Aviation Regulations (FAR). This NPRM would also propose incorporating the necessary portions of SFAR 38-2 into the FAR. Having generally reviewed the FAA regulations to determine the most appropriate response to the Airline Deregulation Act of 1978 [ADA] and the termination of CAB functions following the CAB sunset, the FAA now concludes that it is necessary to renew the effectiveness of SFAR 38-2 and to establish a new termination date to allow time for the FAA to complete the rulemaking process that will consolidate the certification rules and incorporate SFAR 38-2 into the FAR. The termination date for reinstated SFAR 38-2 is June 1, 1989. The FAA intends to publish a notice rescinding SFAR 38-2 and a final rule incorporating SFAR 38-2 into the FAR concurrently in the Federal Register.

**DATES:** Effective date August 4, 1987. Comments must be received on or before October 5, 1987.

**ADDRESSES:** Send comments on the rule in duplicate to: Federal Aviation Administration, Office of the Chief Counsel; Attn: Rules Docket (AGC-204), Docket No. 18518, 800 Independence Avenue, SW., Washington DC 20591, or deliver comments in duplicate to: Federal Aviation Administration, Rules Docket, Room 916, 800 Independence Avenue SW., Washington, DC. Comments may be examined in the Rules Docket weekdays, except Federal holidays, between 8:30 a.m. and 5 p.m.

**FOR FURTHER INFORMATION CONTACT:**

Mr. Michael Goffey, Project Development Branch, AFS-240, Air Transportation Division, Office of Flight Standards, Federal Aviation Administration, 800 Independence Avenue, SW., Washington, DC 20591. Telephone (202) 267-3750.

**SUPPLEMENTARY INFORMATION:****Background**

On December 12, 1978, the FAA promulgated SFAR 38 (43 FR 58366; December 14, 1978) in consequence of the ADA (Pub. L. 95-504, 92 Stat. 1705). That Act expresses the Congressional intent that the Federal Government diminish its involvement in regulating the economic aspects of the airline industry. To accomplish this, Congress directed that the CAB be abolished on December 31, 1984, and that various of its functions cease before that date. Anticipating its sunset, the CAB itself curtailed or suspended much of its regulatory activity during the period 1979-1984. On October 4, 1984, additional legislation was enacted further defining the process of CAB sunset. On January 1, 1985, the remaining CAB functions were transferred to the Department of Transportation (DOT).

Because some aspects of FAA safety regulation relied upon CAB definitions and authority, the FAA found it necessary in 1978 to adopt an interim measure to provide for an orderly transition from CAB and FAA interlocking authority to a regulatory regime with no CAB in existence. This action was consistent with the Congressional directive contained in section 107(a) of the Act that the deregulation of airline economics result in no diminution of the high standard of safety in air transportation that existed when the ADA was enacted. The SFAR 38 set forth FAA certification and operating requirements applicable to all "air commerce" and "air transportation" operations for "compensation or hire." (SFAR 38 did not address Part 133 External Load Operations, Part 137 Agriculture Aircraft Operations, or Part 91 training and other special purpose operations.)

On December 27, 1984, the FAA adopted SFAR 38-1 (50 FR 450; January 4, 1985), which merely extended the termination date of the regulation and allowed the FAA time to propose and receive comments on revising SFAR 38.

On May 28, 1985, the FAA adopted SFAR 38-2, which updated SFAR 38 in light of changes since 1978 and clarified provisions stating which FAA regulations apply to each air carrier and

each type of operation. This action was necessary because of the changes in the air transportation industry brought about by economic deregulation. Before deregulation, economic certificates were fairly rigidly compartmentalized and each air carrier typically was authorized to conduct only one type of operation (domestic, flag, or charter (supplemental)). The safety certificate issued to the air carrier by the FAA paralleled the authorization granted in the air carrier's economic certificate. Economic deregulation broke down the barriers between the various types of operations. The economic authority granted an air carrier by the DOT is no longer indicative of the safety regulations applicable to the type of operation authorized by the FAA. Thus, it was necessary for the FAA to establish guidelines to determine what safety standards were applicable to an air carrier's particular operation.

On May 8, 1986, the FAA adopted SFAR 38-3, which merely extended the termination date of SFAR 38-2 to allow the FAA time to incorporate its contents into an NPRM that will propose consolidation of the certification rules in Parts 121 and 135, and will incorporate various provisions of SFAR 38-2 into a new part of the FAR.

**Good Cause Justification for Immediate Adoption**

Because of unavoidable, administrative delays, SFAR 38-2 terminated on June 1, 1987. The reasons which justified the adoption, and the subsequent revision, of SFAR 38 still exist. Therefore, it is in the public interest to reinstate SFAR 38-2 and to establish a new termination date of June 1, 1989, although the FAA anticipates that a final rule incorporating SFAR 38-2 into the FAR will be published before then. If it is, a notice rescinding SFAR 38-2 will be published concurrently. This action is necessary to permit continued operations under SFAR 38, as amended, and to avoid confusion in the administration of FAA regulations regarding operating certificates and operating requirements.

For this reason, and because this amendment continues in effect the provisions of a currently effective SFAR and imposes no additional burden on any person, I find that notice and public procedures are unnecessary, impracticable, and contrary to the public interest, and that the amendment should be made effective in less than 30 days after publication. However, interested persons are invited to submit such comments as they may desire regarding this amendment. Communications

should identify the docket number and be submitted in duplicate to the address above. All communications received on or before the close of the comment period will be considered by the Administrator, and this amendment may be changed in light of the comments received. All comments will be available, both before and after the closing date for comments, in the Rules Docket for examination by interested parties.

#### Trade Impact Statement

The FAA finds that this amendment will have no impact on international trade.

#### Conclusion

The FAA has determined that this document involves an amendment that imposes no additional burden on any person. Accordingly, it has been determined that: The action does not involve a major rule under Executive Order 12291; it is not significant under DOT Regulatory Policies and Procedures (44 FR 11034; February 26, 1979); and its anticipated impact is so minimal that a full regulatory evaluation is not required.

#### List of Subjects

##### 14 CFR Part 121

Air carrier, Aircraft, Airmen, Air transportation, Aviation safety.

##### 14 CFR Part 125

Aircraft, Airmen, Airports, Airspace, Air traffic control, Air transportation, Chemicals, Children, Drugs, Flammable materials, Handicapped, Hazardous materials, Infants, Smoking.

##### 14 CFR Part 127

Air carriers, Aircraft, Airmen, Airworthiness.

##### 14 CFR Part 129

Air carriers, Aircraft, Air transportation, Aviation safety, Safety.

##### 14 CFR Part 135

Air carriers, Aircraft, Airmen, Air taxis, Air transportation, Airworthiness, Aviation safety, Safety.

#### Adoption of the Amendment

In consideration of the foregoing SFAR 38-2 (14 CFR Parts 121, 125, 127, 129, and 135) of the Federal Aviation Regulations is amended as follows:

#### PART 121—[AMENDED]

1. The authority citation for Part 121 continues to read as follows:

Authority: 49 U.S.C. 1354(a), 1421, 1423, 1424, and 1502; 49 U.S.C. 106(g) (revised Pub. L. 97-449, January 12, 1983).

#### PART 125—[AMENDED]

2. The authority citation for Part 125 continues to read as follows:

Authority: 49 U.S.C. 1354, 1421 through 1430, and 1502; 49 U.S.C. 106(g) (revised Pub. L. 97-449, January 12, 1983).

#### PART 127—[AMENDED]

3. The authority citation for Part 127 is revised to read as follows:

Authority: 49 U.S.C. 1354(a), 1421, 1422, 1423, 1424, 1425, 1430; 49 U.S.C. 106(g) (revised Pub. L. 97-449, January 12, 1983).

#### PART 129—[AMENDED]

4. The authority citation for Part 129 is revised to read as follows:

Authority: 49 U.S.C. 1346, 1354(a), 1356, 1357, 1421, 1502, and 1511; 49 U.S.C. 106(g) (revised Pub. L. 97-449, January 12, 1983).

#### PART 135—[AMENDED]

5. The authority citation for Part 135 continues to read as follows:

Authority: 49 U.S.C. 1354(a), 1355(a), 1421 through 1431, and 1502; 49 U.S.C. 106(g) (revised Pub. L. 97-449, January 12, 1983).

6. Special Federal Aviation Regulation No. 38-2 is reinstated and the last paragraph is amended by removing the words "June 1, 1987", and adding in place thereof the words, "June 1, 1989."

Issued in Washington, DC, on July 15 1987.

Robert E. Whittington,

Acting Administrator.

[FR Doc. 87-17593 Filed 8-3-87; 8:45 am]

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