

federal register

**Thursday
March 9, 1995**

Part II

Department of Transportation

Federal Aviation Administration

14 CFR Part 135

**Improved Flammability Standards for
Materials Used in the Interiors of
Airplane Cabins; Final Rule**

DEPARTMENT OF TRANSPORTATION

Federal Aviation Administration

14 CFR Part 135

[Docket No. 26192, Amendment No. 135-55]

RIN 2120-AD28

Improved Flammability Standards for Materials Used in the Interiors of Airplane Cabins

AGENCY: Federal Aviation Administration, DOT.

ACTION: Final rule; request for comments.

SUMMARY: This amendment removes an unintended requirement in recently-issued amendment 135-55 to part 135 of the Federal Aviation Regulations (FAR) which clarified standards adopted in 1986 concerning the flammability of components used in the cabins of certain transport category airplanes. This action is necessary to ensure that commuter category airplanes operated under part 135 are not grounded for failing to comply with certain unintended requirements that become effective on March 6, 1995.

DATES: Effective March 6, 1995.

Comments must be received on or before April 10, 1995.

ADDRESSES: Comments may be mailed in triplicate to: Federal Aviation Administration (FAA), Office of the Chief Counsel, Attention: Rules Docket (AGC-200), Docket No. 26192, 800 Independence Avenue SW., Washington, DC 20591, or delivered in triplicate to: Room 915G, 800 Independence Avenue SW., Washington, DC. Comments delivered must be marked Docket No. 26192. Comments may be inspected in Room 915G weekdays, except Federal holidays, between 8:30 a.m., and 5:00 p.m. In addition, the FAA is maintaining an information docket of comments in the Transport Airplane Directorate (ANM-100), FAA, 1601 Lind Avenue SW, Renton, WA 98055-4056. Comments in the information docket may be inspected weekdays, except Federal holidays, between 7:30 a.m., and 4:00 p.m.

FOR FURTHER INFORMATION CONTACT:

Gary L. Killion, Manager, Regulations Branch, ANM-114, Transport Airplane Directorate, Aircraft Certification Service, FAA, 1601 Lind Avenue Southwest, Renton, Washington 98055-4056; telephone (206) 227-2194.

SUPPLEMENTARY INFORMATION:

Comments Invited

This action removes an unintended requirement in recently-issued Amendment 135-55 (60 FR 6616, February 2, 1995). By doing so, this rule ensures that commenter category airplanes operated under part 135 are not grounded for failing to comply with the unintended requirements that become effective on March 6, 1995. Although this action is in the form of a final rule that was not preceded by notice and an opportunity for public comment, comments are invited on this action. Interested persons are invited to submit such written data, views, or arguments as they may desire. Commenters should identify the regulatory docket number and submit comments in triplicate to the Rules Docket address specified above. All comments received on or before the closing date for comments will be considered by the Administrator and this final rule may be amended in light of comments received. All comments will be available in the Rules Docket, before and after the closing date for comments for examination by interested persons. A report summarizing each substantive public contact with FAA personnel concerning this rulemaking will be filed in the Docket. Commenters wishing the FAA to acknowledge receipt of their comments must submit with those comments a self-addressed, stamped postcard on which the following statement is made: "Comments to Docket No. 26192." The postcard will be date stamped and returned to the commenter.

Background

The FAA has become aware that recently promulgated Amendment 135-55 (60 FR 6616, February 2, 1995) contains a new requirement that was not intended. Specifically, new § 135.170(b) states that no person may operate a large airplane unless it meets the flammability requirements contained § 135.170(b) (1) and (2). Section 135.170(b)(2) states that seat cushions, except for flight crewmember seat cushions, must comply with the fire-blocking standards of § 25.853(c) that became effective on November 26, 1984.

Large airplanes are identified in part 1 of the Federal Aviation Regulations (FAR) as those of "more than 12,500 pounds maximum certificated takeoff weight." Commuter category airplanes type certificated under part 23 of the FAR may have a maximum certificated takeoff weight as great as 19,000 pounds, and each model type certificated in the commuter category to

date does in fact have a maximum certificated takeoff weight greater than 12,500 pounds. Under the definition in part 1, these commuter category airplanes are "large" airplanes. Under the Amendment 135-55 wording of § 135.170(b), operators of these commuter category airplanes would have to comply with the seat cushion fire-blocking standards. Prior to Amendment 135-55, these operators were not required to comply with the fire-blocking standards. Although the seats of these commuter category airplanes were not previously required to meet the seat cushion fire-blocking standards of part 135, they have been required to meet the applicable flammability standards of part 23 of the FAR.

The desired fire-blocking requirements in part 135 were previously contained in § 135.169(a), which referenced § 121.312, which in turn referenced § 25.853(c) and appendix F to part 25 for the specific requirements. Section 135.169(a), however, specifically excluded commuter category airplanes from having to comply with the requirements of § 121.312. This exclusion was inadvertently dropped from Notice of Proposed Rulemaking (NPRM) 90-12, which ultimately resulted in Amendment 135-55. The lack of intent on the part of the FAA to require part 135 operators of commuter category airplanes to meet these additional seat cushion flammability standards can be seen in the preamble to the NPRM. In that regard, the title of Amendment 135-55 refers specifically to transport category airplane cabins and does not refer to those of commuter category airplanes. Under NPRM's Regulatory Evaluation, the FAA stated "the proposed amendment to part 135 is merely a non-substantive editorial change which would cause no additional burden to any person." Requiring operators to provide fire-blocked seat cushions would have been more than a non-substantive editorial change.

In response to the NPRM, several commenters submitted comments related to the omission of the exception for commuter category airplanes. One commenter expressed concern that the proposed § 135.170(b) would apply to all large airplanes and would appear to add substantial requirements to airplanes certificated under Special Federal Aviation Regulation (SFAR) 41. The FAA responded that an airplane type certificated under SFAR 41 would not be required by new § 135.170(b) to comply because it is defined within the SFAR as a "small airplane for purposes

of parts 21, 23, 36, 121, 135 and 139." Nonetheless, for clarity purposes, the adopted language refers to SFAR 41 aircraft in the exclusion.

Another commenter proposed that the lead-in sentence for § 135.170(b) start with the phrase "Except for commuter category airplanes." The commenter's proposed addition was considered unnecessary due to the erroneous belief that commuter category airplanes, like those type certificated under SFAR 41, were not "large" airplanes. Because the FAA did not change the proposed rule language in the final rule to clarify this result, the rule language must now be amended.

This further amendment to the final rule is being handled in the most expeditious manner available, and is being made effective immediately, since the final rule is effective March 6, 1995. In the absence of this further amendment, SFAR 41 and commuter category airplanes without fire-blocked seat cushions and operated under part 135 would not be considered to be in compliance with the regulation. Explicitly excluding commuter category from having to comply with the requirements of § 135.170(b)(1) is not necessary because that section impacts only airplanes with a passenger seating capacity of 20 or more which does not apply to the commuter category. Nonetheless, because of frequent confusion among operators on that point, the FAA has decided to insert the commuter airplane category exclusion

in § 135.170(b) rather than in § 135.170(b)(2) to make the applicability of these requirements clear.

Because this action imposes no additional burden on any person and since it relieves industry of the unintended burden that would be imposed if the new wording of § 135.170(b) was unchanged, it has no adverse economic impact and imposes no additional burden on any person. Accordingly, good cause exists to make this action effective immediately, but public comments are invited.

It should be noted that this action does not preclude the FAA from proposing that commuter category airplanes should comply with the seat cushion flammability standards of § 135.170(b)(2) in future rulemaking if such compliance is deemed necessary in the interest of safety. The FAA anticipates issuing by the end of this month a proposal that would contain such a requirement applicable to current part 135 operators.

The FAA has determined that this regulation must be issued immediately to preclude grounding a large portion of the U.S. commuter air carrier fleet and placing an unintended economic burden on operators of commuter category airplanes. The FAA has also determined that this action is not a "significant regulatory action" under Executive Order 12866.

List of Subjects in 14 CFR Part 135

Air taxis, Aircraft, Airmen, Aviation safety, Reporting and recordkeeping requirements.

Adoption of the Amendment

Accordingly, 14 CFR part 135 of the Federal Aviation Regulations (FAR) is amended as follows:

PART 135—AIR TAXI OPERATORS AND COMMERCIAL OPERATORS

1. The authority citation for part 135 continues to read as follows:

Authority: 49 U.S.C. 1354(a), 1355(a), 1421-1431 and 1502; 49 U.S.C. 106(g); 49 CFR 1.47(s).

2. By amending § 135.170 by revising the introductory text of paragraph (b) to read as follows:

§ 135.170 Materials for compartment interiors.

(b) Except for commuter category airplanes and airplanes certificated under Special Federal Aviation Regulation No. 41, no person may operate a large airplane unless it meets the following additional airworthiness requirements:

Issued in Washington, DC, on March 6, 1995.

David R. Hinson,
Administrator.

[FR Doc. 95-5834 Filed 3-6-95; 4:23 pm]

BILLING CODE 4910-13-M

14 CFR Part 135

[Docket No. 26192; Amdt. No. 135-56]
RIN 2120-AD28

**Improved Flammability Standards for
Materials Used in the Interiors of
Airplane Cabins**

AGENCY: Federal Aviation
Administration, DOT.

ACTION: Notice of disposition of
comments on final rule.

SUMMARY: On March 6, 1995, the Federal Aviation Administration (FAA) issued Amendment 135-56 which removed an unintended requirement in the previously issued Amendment 135-55 of part 135 of the Federal Aviation Regulations (FAR) (60 FR 13010). Amendment 135-56 was effective on March 6, 1995, however, the FAA invited public comments on the subject until April 10, 1995. Although the FAA has determined that there is no need for any further amendment to part 135, this document responds to the comments submitted by the public.

ADDRESSES: The complete docket for the final rule on Improved Flammability Standards for Materials Used in the Interiors of Airplane Cabins may be examined at the Federal Aviation Administration, Office of the Chief Counsel (AGC-10), Rules Docket, Room 915G, 800 Independence Avenue SW., Washington, DC 20591, weekdays, except Federal holidays between 8:30 a.m. and 5:00 p.m. In addition, the FAA is maintaining an information docket of comments in the Transport Airplane Directorate (ANM-100), FAA, 1601 Lind Avenue SW., Renton, Washington 98055-4056. Comments in the information docket may be inspected weekdays, except Federal holidays, between 7:30 a.m., and 4:00 p.m.

FOR FURTHER INFORMATION CONTACT:
Gary L. Killion, Regulations Branch,
ANM-114, Transport Airplane
Directorate, Aircraft Certification
Service, FAA 1601 Lind Avenue SW.,
Renton, WA 98055-4956; telephone
(206) 227-2194.

SUPPLEMENTARY INFORMATION:

Background

On March 6, 1995, the FAA issued Amendment 135-56 (60 FR 13010, March 9, 1995), which removed an unintended requirement in the previously-issued Amendment 135-55 (60 FR 6616, February 2, 1995) to part 135 of the FAR. This action ensued that commuter category airplanes operated

under part 135 would not be grounded for failing to comply with the unintended requirement which became effective on March 6, 1995.

Specifically, § 135.170(b), as revised by Amendment 135-55, stated that no person may operate a "large" airplane unless it meets the flammability requirements contained in §§ 135.170(b)(1) and (2). Section 135.170(b)(2) states, in turn, that seat cushions, except for flight crewmember seat cushions, must comply with the fire blocking standards of § 25.853(c) that became effective on November 26, 1984. (Although these standards are commonly referred to as "fire blocking," § 25.853(c) actually provides the option of using a covering material, i.e., a "fire-blocking" layer, that isolates the cushion from a fire or using a seat cushion that can be shown by itself to provide the necessary fire resistance). Large airplanes are identified in part 1 of the FAR as those with "more than 12,500 pounds maximum certificated takeoff weight." Commuter category airplanes type-certificated under part 23 of the FAR may have a maximum certificated takeoff weight as great as 19,000 pounds, and each of the commuter category airplanes currently in service does in fact have a maximum certificated takeoff weight greater than 12,500 pounds. They are, therefore, "large" airplanes as defined in part 1. Taking literally the wording of § 135.170(b), as revised by Amendment 135-55, operators of these airplanes would have had to comply with the seat cushion fire-blocking standards in addition to the applicable flammability standards of part 23.

Although including commuter category airplanes in the requirements of § 135.170(b) pertaining to seat cushion fire blocking standards was due to an editing error, the FAA has adopted separate rulemaking (Amendment 121-23, 60 FR 65832, December 20, 1995) which requires the seat cushions of those airplanes to comply with the seat cushion fire blocking standards by December 20, 2010. In the meantime, the operators of those airplanes must continue to have seat cushions that meet the applicable flammability standards of part 23.

Discussion of Comments

Two commenters responded to the request for comments on Amendment 135-56. One commenter, a pilots association, agrees the final rule (Amendment 135-55) was in error. However, the commenter feels that this is a safety issue for all aircraft

passengers, regardless of the aircraft size. The FAA responded to the commenter noting that the comment more accurately applied to proposals contained in Notice 95-5, Docket No. 28154. The commenter was advised that his comments would be placed in Docket 28154 and considered along with any other comments received in response to Notice 95-5. The second commenter, a manufacturer, wrote only to indicate that the FAA's timely action in correcting this error was appreciated.

Conclusion

After carefully considering the comments submitted in response to Amendment 135-56, the FAA has determined that no further rulemaking action is necessary at this time. Accordingly, Amendment No. 135-56 remains in effect as prescribed by the March 6, 1995, final rule. As noted above, the seat cushions in commuter category airplanes may, however, be required to meet the fire blocking standards at some future date as a result of separate rulemaking action.

Issued in Washington, DC, on February 8, 1996.

Thomas E. McSweeney,

Director, Aircraft Certification Service.

[FR Doc. 96-3490 Filed 2-14-96; 8:45 am]

BILLING CODE 4910-13-M