U.S. Department of Transportation

# News:

Office of the Assistant Secretary for Public Affairs
Washington, D.C. 20590

For Immediate Release
Thursday, October 3, 1996

Contact: Bill Adams
Tel.: (202) 366-5580

## Statement of U.S. Transportation Secretary Federico Peña Concerning Passage of the FAA Reauthorization Bill

I want to thank FAA Administrator David Hinson, Deputy Administrator Linda Daschle, Senators John McCain and Wendell Ford for their commitment to seeing this bill to passage. This bill means improved security and enhanced safety for the traveling public. It means that enhanced aviation security measures recommended by the White House Commission on Aviation Safety and Security will move forward.

The bill will provide for criminal history background checks for the people who screen carry-on luggage at airports, and will require airlines to review performance records of pilots applying for positions with other carriers.

The congressional action today also addresses the need for a long-term funding strategy for the FAA through the creation of the National Civil Aviation Review Commission. Airports will be assured that the much needed airport improvement program will continue to be available to accommodate increased air traffic at the nation's airports.

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FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Thursday, October 3, 1996

APA 165-96
Contact: Alison Duquette
Telephone: (202) 267-8521

## FAA APPROVES ETOPS FOR BOEING 777'S WITH GE90 ENGINES

Following an extensive certification program, the Federal Aviation Administration (FAA) has approved General Electric GE90 engine equipped Boeing 777's to fly over oceans for up to three hours from the nearest airport. Previously, the aircraft/engine combination was approved for flying only one hour from the nearest airport.

Called Extended-Range Twin-Engine Operations (ETOPS), the early over-water designation for the GE90-powered, twin-engine Boeing 777 required completion of an extensive 3,000-cycle engine and a 1,000-cycle aircraft test phase. During this phase, maintenance operations were tested by FAA's Flight Standards Service.

"The GE90 engine performed nearly flawlessly," said FAA Administrator David R. Hinson. "Having completed the stringent evaluations and ground and flight tests outlined by the FAA in February, the aircraft/engine combination has demonstrated its readiness for extended-range operations."

The test phase duplicated the operation of the Boeing 777 during 1,000 simulated airline ETOPS flights under carefully controlled and monitored test conditions over a wide range of operating conditions. Additionally, information on any relevant service difficulties encountered were identified and corrected.

Following Joint Airworthiness Authority (JAA) approval, British Airways is expected to be the first air carrier to use ETOPS on their GE90-powered Boeing 777 aircraft.

The FAA's Certification Service certifies the airworthiness of domestically and foreign manufactured aircraft that service the United States. The FAA employs a highly specialized cadre of experts worldwide to certify state-of-the-art technology and keep pace with a dynamic aviation industry.

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***An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov***

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Monday, October 7, 1996

Contact: Mitch Barker
(206) 227-1389

**PHOENIX TRACON EXPERIENCES BRIEF POWER INTERRUPTION**

The FAA's terminal radar approach control (TRACON) facility in Phoenix, Ariz., experienced a momentary power interruption at 11:20 a.m. (PDT). The immediate cause of the interruption remains under investigation. As a result of this interruption, airplanes in the vicinity encountered 65 delays, and seven other aircraft were diverted around the air space.

Full radar tracking resumed at 11:25 a.m., with other capabilities returning by 12:38 p.m. During the momentary power interruption, communications were provided with emergency radios.

"This agency is working aggressively to minimize the impact of power interruptions on the system," said FAA Administrator David R. Hinson. "The safety of the flying public is our number one priority, and in every instance, we will institute delays to ensure that safety is not compromised. The first rule of our operational procedures is to sacrifice efficiency for safety."

Preliminary reports indicate that the interruption occurred as technicians were performing routine maintenance using standard procedures. Those reports also indicate no controller or pilot errors were recorded as a result of the interruption.

Overall system availability, the yard stick that measures operational performance of the agency's 30,000 facilities exceeds 99.4 percent.

###

10/4/96

**Status of full bag - passenger match:**

- The team has developed a test protocol that will enable the members to fully evaluate a bag match program that can be implemented across the aviation system.

- Phase One will be a data collection and modeling effort with the Air Carriers responsible for the data collection, and the FAA responsible for the modeling program. Acquisition planning for the modeling effort is underway.

- Data will be collected at all airports for the month of November, and fed into the computer model for a month of extensive testing and analysis.

-end-

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Wednesday, October 8, 1996

APA 167-96
Contact: Les Dorr, Jr.
Telephone.: 202/267-8521

**MEDIA ADVISORY**
**RESOLUTION OF WAAS PROTEST**

The Federal Aviation Administration (FAA) today denied the protest by Wilcox Electric, Inc., Kansas City, Mo., against award of a single-source letter contract to Hughes Aircraft Company, Fullerton, Calif., to continue providing systems development and integration for the Wide-Area Augmentation System (WAAS).

Resolution of the protest was based on recommendations from Judge Martha DeGraff of the General Services Board of Contract Appeals, who served as a special master in this protest. The FAA's new Acquisition Management System, which was effective April 1, provides for consideration of protests by an impartial third party.

A copy of the FAA's decision and order in the protest and a summary of the special master's recommendations are attached.

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UNITED STATES DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION
WASHINGTON, DC

# DECISION AND ORDER

**FAA Order Number:** **ODR-96-8**

**Matter:** **Protest Against Award of Letter Contract No. DTFA01-96-C-00025 to Hughes Aircraft Company**

**Docket:** **96-ODR-0001**

**Date Served:** **October 9, 1996**

## DECISION AND ORDER

Wilcox Electric, Inc. (Wilcox) filed a protest on May 28, 1996, challenging the decision of the Federal Aviation Administration (FAA) to award a contract to Hughes Aircraft Company (Hughes). Hughes, Rockwell International, and Lockheed Martin Federal Systems participated in the protest as *interested parties*.

Wilcox contends that the FAA violated its Acquisition Management System (AMS) by failing to engage in communications with Hughes before award, by failing to make a proper public announcement of the decision to conduct a single-source procurement, and by failing to perform a proper market analysis before awarding a single source contract to Hughes. Wilcox also claims that the FAA's decision to award a single-source contract to Hughes lacks a rational basis.

Judge Martha DeGraff, of the General Services Administration Board of Contract Appeals (GSBCA), was appointed by the Acting Director of Office of Dispute Resolution for Acquisition (ODR) to serve as a Special Master in this protest. Judge DeGraff is an impartial third party in this matter. Her task was to further develop the facts in this case, and to provide a recommendation concerning resolution of the protest.

Judge DeGraff was asked to review the record developed incident to this protest and determine whether the award to Hughes was rationally based, and neither arbitrary, capricious, or an abuse of discretion. She concluded that the FAA's decision to award a single-source contract to Hughes had a rational basis, and recommended that this protest be denied. She summarized her determination as follows:

> The FAA rationally decided that its best interests demanded that it take action in order to salvage the WAAS contract's schedule and budget, and action by the FAA was necessary and important to support the FAA's mission. The FAA considered all of the relevant factors and made no clear error of judgment in reaching its conclusion.

I have reviewed the report and recommendation of Judge DeGraff, and discussed this matter with the ODR. It is my conclusion that the FAA complied with the AMS and all applicable provisions of law in making the award to Hughes.

The recommendation of the Special Master (attached) shall be adopted as the final agency decision in this protest. For the reasons set out in that recommendation and this Order, and pursuant to section 3.9 of the FAA Acquisition Management System, this protest is denied.[1]

This is the final agency order in this matter. To the extent that this decision is subject to review, such review shall be sought in accordance with 49 U.S.C. §46110. A petition for review must be filed with the United States Court of Appeals for the District of Columbia Circuit, or in the court of appeals of the United States for the circuit in which the petitioner resides or has its principal place of business. The petition must be filed not later than 60 days after the date that this order is issued.

DAVID R. HINSON, ADMINISTRATOR

Issued this 9th day of October, 1996

[1] The Federal Aviation Administration Acquisition Management System implements section 348 of Public Law 104-50.

UNITED STATES DEPARTMENT OF TRANSPORTATION
# FEDERAL AVIATION ADMINISTRATION

## OFFICE OF DISPUTE RESOLUTION FOR ACQUISITION

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**Matter:** **Protest Against Award of Letter Contract No. DTFA01-96-C-00025 to Hughes Aircraft Company**

**Docket:** **96-ODR-0001**

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## SUMMARY OF RECOMMENDATION OF SPECIAL MASTER JUDGE MARTHA H. DEGRAFF

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### BASIS OF PROTEST

According to Wilcox, the Federal Aviation Administration (FAA) violated its Acquisition Management System (AMS) by failing to engage in communications with Hughes before award and by failing to make a proper public announcement of the decision to conduct a single-source procurement. Wilcox also argues that the FAA did not perform a market analysis as required by the AMS before awarding a single-source contract to Hughes. Finally, Wilcox argues that the FAA's decision to award a single-source contract to Hughes lacks a rational basis.

### SPECIAL MASTER'S CONCLUSIONS

#### 1. COMMUNICATION

The communication between the FAA and Hughes did not fail to fulfill the conditions of the AMS, and the FAA's expectation that Hughes will perform is not the result of mere guesswork. The parties negotiated and discussed contract terms and conditions, although the FAA prescribed the technical requirements and estimated the time for completion. The FAA and Hughes were not negotiating as strangers, because the FAA was familiar with Hughes' capabilities and Hughes was familiar with the requirements of the WAAS. The AMS does not require any minimum amount of negotiation, and is meant to be adapted to varying circumstances. The FAA and Hughes negotiated the terms of the letter contract, and they agreed to continue negotiations so that they can definitize a contract. The FAA did not violate the terms of the AMS concerning communications.

## 2. PUBLIC ANNOUNCEMENT

The FAA did not violate the terms of the AMS when it issued its Internet announcement. The AMS plainly states that the FAA will issue an announcement in order to inform industry of the basis for deciding to contract with the selected source, and this announcement will be made after the decision to contract with a single source has been approved. The AMS specifically permits announcements via the Internet. The purpose of the announcement is not to serve as a sort of mini-solicitation, inviting vendors to respond. The FAA did not violate the terms of the AMS concerning public announcements.

## 3. MARKET ANALYSIS

The AMS does not contain a hard and fast requirement for a market analysis. The AMS states only that the FAA "should" conduct a market analysis, and not that it "will" or "must" conduct an analysis. In addition, the AMS says that a market analysis is "any method" of obtaining information and comments to determine competition, capabilities, and cost. The AMS does not contain any rigid requirements for conducting an analysis, if one is conducted at all.

To the extent that a market analysis was required, which is not certain, the FAA's analysis was comparable to the one it conducted before it issued the WAAS RFP. The FAA relied upon its knowledge of the marketplace, gained from literature and from its interaction with people in the satellite navigation industry. It reviewed the proposals it received as a result of the open competition for the WAAS. It consulted with two support contractors, one of whom is an expert in the field of satellite navigation. The FAA did not hastily pull together its thoughts concerning competition, capabilities, and costs. The FAA's actions in conducting the market analysis did not violate the AMS.

To the extent that there are differences between the Wilcox contract and the Hughes contract, the record does not establish that those differences were significant enough to affect the market analysis. The FAA's actions in conducting its market analysis did not violate the AMS.

**4. SINGLE SOURCE RATIONAL BASIS**

Although the AMS contains a preference for competition, Wilcox overstates that preference. The AMS does not state that single-source procurements are disfavored or can be used only if there is no other choice. Instead, the AMS recognizes that single-source procurements are appropriate when they are in the best interest of the FAA and when they are necessary to fulfill the mission of the FAA. The FAA is supposed to provide for reasonable competition when it is consistent with the FAA's needs. The AMS did not require the FAA to recompete the WAAS contract, so long as it was in the FAA's best interest to proceed with a single-source award and so long as the rational basis is founded upon "actions ... which are necessary and important to support the FAA's mission." AMS 3.2.2.4.

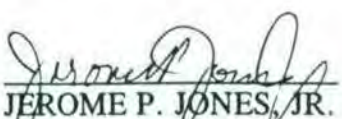
The FAA does not contend that only Hughes is technically capable of delivering the WAAS. Rather, the FAA contends, Hughes was the only technically competent vendor in a position to deliver the IWAAS on time and within budget.

The FAA was not required to conduct a competition simply because other vendors, given enough time and money, might have been able to fulfill the FAA's requirements. The FAA has very good reasons for wanting to implement the WAAS as soon as possible. The WAAS is to provide benefits to safe and efficient air navigation and air traffic control. Other countries are interested in the technology that the FAA is developing and implementing, and the United States has committed to provide GPS navigation to the international civil aviation community.

The FAA was aware of the technology available in the market place, and was not aware that any vendor had made any significant advances toward improving its technical capability.

The FAA was convinced that Hughes could perform on time and within budget. The FAA concluded that Hughes' eight months of experience performing the software development work for the WAAS contract gave Hughes an advantage over other companies. Hughes presents a low schedule risk, because schedule risk is largely dependent upon software development. The FAA's cost estimates showed that Hughes could perform for approximately the same cost as the contract awarded to Wilcox, that the FAA could recover some costs by proceeding with Hughes, and that Hughes was the lowest-cost alternative available.

The FAA's decision to award a single-source contract to Hughes has a rational basis. The FAA rationally decided that its best interests demanded that it take action in order to salvage the WAAS contract's schedule and budget, and action by the FAA was necessary and important to support the FAA's mission. The FAA considered all of the relevant factors and made no clear error of judgment in reaching its conclusion.



JEROME P. JONES, JR.
Acting Director

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Wednesday, October 9, 1996

APA 166-96
Contact: Eliot Brenner
Tele.: (202) 267-3883

## STATEMENT OF ADMINISTRATOR DAVID R. HINSON ON SIGNING OF FAA REAUTHORIZATION LEGISLATION

Today's signing of Federal Aviation Administration (FAA) reauthorization legislation by President Clinton guarantees the continued safety and security of the nation's air transportation system over the next two years.

Aviation leaders in Congress, Secretary Peña, the Vice President and the President all deserve our sincere gratitude for recognizing the importance of working together to ensure that critical airport, safety and security enhancements move forward. Thanks to their efforts, the legislation contains many vital provisions that benefit not only the FAA, but also the nation's air travelers and our aviation industry.

The bill authorizes the agency's Airport Improvement Program to make grants for new runways, taxiways and systems that will add the capacity needed to support the ever-growing demands of air carriers and general aviation. It also gives the FAA short-term funding to continue upgrading the air traffic control systems that help the agency move 1.5 million travelers safely to their destinations every day. And recognizing that terrorism is a problem that must be dealt with, the bill adopts new security provisions, including many that are consistent with the recommendations of the White House Committee on Aviation Safety and Security, chaired by Vice President Gore.

The legislation also continues the reforms — proposed by the Clinton Administration and enacted into law last year — that are helping the FAA respond more quickly and efficiently to the needs of U.S. aviation. We are pleased that the bill includes provisions for an analysis of the agency's funding requirements and a mechanism for recommending the best ways to finance the FAA in the future. A predictable, stable source of funding that grows with the agency's workload is absolutely essential if we are to continue making the U.S. aviation system the safest and most efficient in the world.

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**TALKING POINTS FOR THE CHICAGO TOWER AND TRACON DEDICATION CEREMONY COSTS OCTOBER 9, 1996**

(ONLY IF ASKED)

- Within the past 24 hours, questions concerning the ceremonies' expenses have been raised to FAA Administrator Hinson and to me.
- Immediately upon receipt, I asked the Department of Transportation Inspector General to conduct an inquiry into those questions.
- The Inspector General has agreed and is conducting that inquiry at present.
- It would not be appropriate to comment further on that issue.
- This matter should not obscure the real importance of this day, the way in which modern state-of-the-art facilities here in Chicago will help ensure the safety of our national aviation system well into the 21st Century.
- [If pressed on the question of follow-up:

  The Inspector General will make the results of her inquiry known to me and appropriate action, if necessary, will be taken.]
- [If pressed on the nature of the Inspector General's inquiry:

  Let me refer you to the Inspector's General's Office.]
- [If pressed on when these questions became known to you:

  Late yesterday. Again, this is a matter for the Inspector General to conduct an inquiry upon and let me refer you to the Inspector General's Office]

# Statement

U.S. Department
of Transportation
**Federal Aviation
Administration**

**Great Lakes Office of Public Affairs**
2300 E. Devon Ave.
Room 386, AGL-5
Des Plaines, Ill. 60018

FOR IMMEDIATE RELEASE
October 9, 1996

Contact: Don Zochert
Tel.: (847) 294-7427

The Federal Aviation Administration issued an Order of Civil Penalty against Gov. George Voinovich of Ohio regarding the violation of Federal Aviation Regulations during the departure of the governor's plane from Don Scott Field, Columbus, Ohio, on Oct., 20, 1995.

The Governor paid a $1,500 cash penalty proposed by FAA. The matter is formally closed.

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U.S. Department
of Transportation
Federal Aviation
Administration

# NEWS:

DRAFT

PUBLIC AFFAIRS STAFF
Atlanta, GA

(816) 426-5449 (816) 426-4600 After Hours (404) 305-5107 FAX
Iowa * Nebraska * Kansas * Missouri

(404) 305-5100 (404) 305-5180 After Hours (404) 305-5107 FAX
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FOR IMMEDIATE RELEASE
Oct. 11, 1996

"IF ASKED"

CONTACT: Kathleen B. Bergen

## FAA REVOKES VALUJET OFFICIAL'S MECHANICS CERTIFICATE

The Federal Aviation Administration today issued an emergency order revoking David M. Killon's mechanic certificate. Without a mechanic certificate, Killon cannot serve in his present position as manager of maintenance control for Valujet Airlines.

The order is based upon evidence that Killon improperly performed maintenance on a Valujet DC-9 flap warning system and falsifed an aircraft log entry for the repair. At the time of the violation, Killon was manager of Valujet's maintenance base at Washington Dulles International Airport.

The order is effective immediately. Killon has the right to appeal the revocation to the National Transportation Safety Board. A mechanic whose certificate is revoked ordinarily must wait one year before applying for recertification, unless the FAA authorizes earlier application.

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FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Tuesday, October 15, 1996

APA 168-96
Contact: Bob Hawk
(202) 267-8521

**MEDIA ADVISORY**

Federal Aviation Administrator David R. Hinson will address the National Press Club at a luncheon scheduled for Wednesday, October 16, 1996. Mr. Hinson will discuss aviation accomplishments during his term as administrator and aviation improvements in the future.

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|---|---|
| **WHO:** | FAA Administrator David R. Hinson |
| **WHAT:** | Luncheon Speech |
| **WHEN:** | Wednesday, October 16, 1996, 12:30 p.m. |
| **WHERE:** | National Press Club<br>National Press Building<br>529 14th Street, N.W.<br>Main Ballroom, 13th Floor<br>Washington, DC 20045<br>T.: (202) 662-7500 |

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FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Thursday, October 17, 1996

APA 169-96
Contact: Les Dorr, Jr.
Telephone: 202/267-8521
E-mail: les.dorr@faa.dot.gov

**JAN BRECHT-CLARK NAMED DEPUTY DIRECTOR, OFFICE OF AVIATION RESEARCH**

Dr. George Donohue, Federal Aviation Administration (FAA) associate administrator for research and acquisitions, today announced that Dr. Jan Brecht-Clark will become deputy director of the FAA's office of aviation research.

Brecht-Clark joined the FAA almost 6 years ago. Her most recent position was technical assistant to the director of aviation research. She also has served as technical assistant to the deputy administrator, headquarters liaison for the Civil Aeromedical Institute and special assistant to the federal air surgeon.

In addition to her new job, Brecht-Clark will continue to serve as acting chief scientist for human factors. In this position, she directs the FAA's applied scientific and technological human factors research efforts.

"Jan brings to the office of aviation research more than 20 years' experience with industry, and local, state and Federal government in human factors research, performance analysis, performance prediction, training and development and training system design," said Donohue. "Her diverse scientific and managerial background makes her a tremendous addition to further the progress of the FAA's continuing efforts in aviation research."

The office of aviation research manages, directs and coordinates the FAA's research and development (R&D) program. The director and deputy director establish the FAA's R&D policy and serve as the agency's R&D liaison with the aviation community.

Brecht-Clark holds a bachelor of science degree from the University of Iowa and a Ph.D. from Ohio State University. She resides in Springfield, Va., with her husband and their two children.

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*An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov*

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Thursday, October 17, 1996

APA 170-96
Contact: Curtis Austin
Tele.: (202) 267-8521

**FAA ISSUES FINDING ON ALASKA COMMERCIAL SPACEPORT**

The Federal Aviation Administration (FAA) has issued a finding that the proposed construction of a commercial space launch facility on Alaska's Kodiak Island would have no significant environmental impact.

FAA's Finding of No Significant Impact (FONSI) was based on an environmental assessment of the launch site operations proposed by Alaska Aerospace Development Corporation (AADC), which plans to build the facility on a 3,100-acre cattle ranch located on the northeast shore of Kodiak Island, 20 miles south of the town of Kodiak.

"This is another step in the increasing commercialization of space activity and the development of the infrastructure to support this activity," said Frank C. Weaver, associate administrator for Commercial Space Transportation at the FAA.

Weaver noted that in approving the project, Alaska's Office of Management and Budget, Division of Government Coordination signed an agreement that addresses the concerns of a variety of state and federal environmental, natural resource and wildlife agencies.

In addition, the FONSI, to address concerns expressed by the U.S. Fish and Wildlife Service about impacts on birds in the vicinity of the project, states that the AADC and the FAA have agreed to a monitoring plan developed in cooperation with the Fish and Wildlife Service to monitor the impact of development of the site on bald eagles, migratory seabirds, seaducks, and other shorebirds.

Under the monitoring plan, if the monitoring detects adverse impacts greater than those identified under the Environmental Assessment, AADC would take appropriate action to mitigate these impacts.

-- more --

The issuance of the FONSI is a significant step in the process by which Alaska is pursuing development of its space launch site, or spaceport. It clears the way for the AADC to begin actual construction on the site, and for the eventual issuance of an FAA commercial space launch site operator's license.

This comes on the heels of the issuance of the first-ever launch site operator's license on September 19 to Spaceport Systems International to run the California Spaceport on land leased from the Air Force at Vandenberg Air Force Base.

Both facilities hope to participate in what is seen as a growing market in the launching of small, low-earth-orbit satellites for communications, earth imaging, facilities monitoring, geographical positioning, and other purposes.

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*An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov*

**FOR IMMEDIATE RELEASE**
Thursday, October 17, 1996

APA 96-xx
Contact: Hank Price
Tel. No.: (202) 267-8521

## FAA STATEMENT

The Federal Aviation Administration (FAA) is pleased that the GAO reaches many of the same conclusions reached by the FAA in Deputy Administrator Linda Hall Daschle's 90-day safety review. That exhaustive review, which heavily involved the FAA's inspection work force, set in motion important changes in the manner in which the FAA ensures safety in an industry that has undergone a considerable transition since deregulation. As part of our efforts to enhance aviation safety, the FAA has moved to see that its inspectors have the training they need to do their jobs. The FAA aviation inspection program has provided highly effective safety oversight of the commercial airline industry and made flying safer for Americans not just here in the United States but abroad as well.

The FAA appreciates the GAO's recognition of the actions being taken by the FAA, the Department of Transportation, the Gore Commission and the administration to strengthen airline oversight in the future. The FAA welcomes the continuing attention of the GAO as it implements changes that will further improve aviation safety.

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**TO BE READ ONLY**

**FEDERAL AVIATION ADMINISTRATION STATEMENT**
**Thursday, October 17, 1996**

The Federal Aviation Administration (FAA) and the General Accounting Office (GAO) reach many of the same conclusions and the GAO's conclusions are very useful. Deputy Administrator Linda Hall Daschle's exhaustive 90-day safety review, which heavily involved the FAA's inspection work force, set in motion important changes in the manner in which the FAA ensures safety in an industry that has undergone a considerable transition since deregulation. As part of our efforts to enhance aviation safety, the FAA provides the training necessary for its inspectors to do their jobs and analytic tools to ensure the best utilization of inspector resources around the world.

The FAA welcomes the continuing attention of the GAO as it implements changes that will further improve aviation safety.

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**Talking Points**
**GAO Report on Aviation Safety**
**October 17, 1996**

BACKGROUND

The General Accounting Office on Thursday, October 17 will release a report entitled "Aviation Safety: New Airlines Illustate Long-Standing Problems in FAA's Inspection Program."

The Department of Transportation's official response agrees that the "oversight of new airlines can be further strenghtened," and cites initiatives that the FAA and DOT have recently taken to accomplish this. Among these measures are the Daschle Commission recommendations for:

- Comprehensive surveillance plans ~~will be~~ required for newly certificated carriers.
- Establishment of an expert national certification team to assist FSDOs with the certification of new entrants.
- OST fitness reviews and in-depth FAA safety reviews of new entrants at regular intervals.
- Closer management of the safe growth of carriers through operations specifications which enumerate the approved number of aircraft, aircraft types, and scope of operations.

QUESTIONS AND ANSWERS

The GAO report out today states that new start airlines are not as safe as established carriers, and that the FAA should be doing more to ensure the safety of these new airlines. What's your reaction?

- Every airline, whether a new start or an established one must adhere to the same strict regulatory standard for certification.
- Each new carrier must meet both the FAA's initial examination for certification and an additional test of the fitness of its management.
- Additionally, the FAA is taking new measures to ensure the highest level of oversight of new carriers, including more inspections, stricter review of outsourcing, and careful review and approval of each new carrier's growth. These are measures I have strongly supported.

But are new start carriers less safe?

- In fact, every airline must adhere to the same strict regulatory standard for certification, or it doesn't fly -- and the FAA has shut down carriers which didn't meet those standards.

U.S. Department of Transportation
Comments On the General Accounting Office
Draft Report
Aviation Safety: New Airlines Illustrate
Long-Standing Problems in FAA's Inspection Program
RCED-96-175

## Overview

The Department of Transportation welcomes GAO's analysis of the challenges posed in providing effective oversight for new commercial airlines. Since the airline industry was deregulated, the private sector has taken substantial initiative to provide the American public with more opportunities to fly to more cities in a highly competitive environment that has resulted in substantial savings to the flying public. The innovative nature of new entrant airlines in particular has furthered the evolution of airline operations in ways that offer new opportunities, new efficiencies, and new challenges for the FAA. Despite these formidable challanges, FAA has provided and will continue to provide effective safety oversight of the airline industry. To ensure its continued effectiveness, the Department and FAA have recently completed a review focusing on FAA's flexibility and efficiency in deploying its resources in response to varied fleet mixes, business practices like substantial outsourcing, rapid growth, and other changes in the airline industry. The final report makes a number of recommendations to further strengthen FAA's already effective oversight of the airline industry. In addition, the Gore commission review will also specifically address aviation safety as one of its core missions, providing additional managerial attention.

We agree that new airline oversight can be further strengthened, and the Department, working with FAA has already taken action to accomplish this objective. However, we do not agree with several issues, conclusions, and recommendations in the draft report. The report needs to recognize the extensive activities underway at FAA to improve our operations, particularly as they relate to new entrant airlines. The data used in the draft report to analyze the agency's oversight of new entrant airlines covers a 5-year period -- to 1994, even though more recent information was available and offered to GAO. In addition, the draft report recounts findings from previous GAO reports but does not identify the status of FAA's actions in response to the recommendations. The combined use of incomplete data, inaccurate analysis, and old information without taking into account FAA's actions does not provide a firm basis for GAO's recommendation to report the aviation safety inspection program as a material weakness under the Federal Managers Financial Integrity Act (FMFIA). To the contrary, we maintain that the program is functioning effectively and will continue to do so as we implement the new approaches identified by FAA's recent safety analysis.

## FAA Provides Effective Safety Oversight

Through efforts by FAA and the aviation industry, the United States has the safest and most extensive commercial airline system in the world. Each day about 23,000 flights depart with 1,481,000 people traveling safely to their destinations. This represents approximately 560 million traveling passengers every year. The FAA, in contrast, has 2,762 dedicated aviation safety inspectors. The vast scope of these activities and FAA's responsibilities is staggering. FAA is responsible for almost 8,000 air operator certificates; 5,800 air agency certificates covering repair stations, pilot training schools and maintenance schools; 5,800 large airline aircraft; 1,700 commuter aircraft; 11,000 on-demand air taxis; 167,000 general aviation aircraft; and 655,000 pilots. To accomplish our mission, FAA inspectors conduct about 365,000 inspections per year. Surveillance activities are a first priority and must be balanced with competing priorities such as certification and accident investigation. The required work program has consistently averaged between 45,000 and 50,000 inspection work activities. For FY 96 there were approximately 45,000 required inspections, 237,000 planned (inspector directed) inspections, and 64,400 non-planned surveillance activities (on-demand inspections) completed. For FY 97 the required inspection program will increase to about 51,000 inspections.

Adding to the complexity of FAA's oversight mission is the dynamic nature of the airline industry. Commercial airlines are continuously innovating, growing, and using new equipment, while seeking new and better ways to conduct their business operations. New airlines seeking to open markets have challenged established ways of doing business and provided an era of unprecedented growth in operations. The face of the industry is ever changing as some carriers leave the business while new carriers start up. Certificate turnover is approximately 15 percent per year for large air carriers and 25 percent per year for small air carriers. This turnover results in continuous changes to the industry and challenges to the Flight Standards work force. After examining our experiences associated with ValuJet, FAA will reemphasize its application of risk indicators for fleet size, composition, and balance to initiate special emphasis inspections. Airlines experiencing rapid growth will routinely be afforded a heightened level of inspection and surveillance activity, and particular attention will be paid to a carrier's quality assurance programs used to monitor outsourcing.

We find that even one commercial aviation accident is unacceptable, and this administration has clearly identified its goal as zero accidents. We have enumerated and begun the implementation of a detailed action plan to continue our progress towards that goal. FAA will continue to seek new ways to enhance operations and gain effectiveness to achieve our objective.

## FAA Takes Action to Ensure Continued Effectiveness

On June 18, 1996, the Administrator commissioned a 90-day Safety Review task force, headed by the Deputy Administrator, which included top officials of the Office of the Secretary of Transportation and representatives from throughout the FAA. This task force was created to examine FAA's management oversight of commercial airlines engaged in substantial outsourcing of maintenance and training functions, as well as the flexibility with which FAA inspection resources can be deployed effectively in response to varied fleet mixes, rapid growth, or other changes by a certificate holder. Many of these issues are particularly germane to new air carriers.

The Safety Review task force recommended that FAA initiate a project to make surveillance of all air carriers more systematic and targeted to deal with identified risks by requiring comprehensive annual surveillance plans for each air carrier. Annual surveillance plans for each air carrier will be based on National Aviation Safety Inspection Program (NASIP) methodology whereby specific inspection data is used to validate systematically an air carrier's procedures, processes, and practices. Based on statistical sampling, inspection resources will be reprogrammed throughout the year to focus on areas representing the greatest potential risk. Safety Performance Analysis Subsystem (SPAS) data and other safety information such as NASIP and Regional Aviation Safety Inspection Program (RASIP) findings will be used to assist in inspection targeting.

Beginning in the fall of FY 97, all required inspection items for a carrier will be assigned to the principal inspectors in the certificate holding district office. The principal inspector will arrange for appropriate required inspections to be performed by geographic inspectors around the United States. This change in the method of assigning work will allow principal inspectors to better target the inspections performed on each carrier. Principal inspectors will also have more specific guidance on when to reduce or increase planned surveillance based on safety analyses.

Comprehensive surveillance plans will also be required for newly certificated air carriers. In accordance with the Safety Review task force recommendations, these plans will require an increased level of surveillance for a 5 year period subsequent to initial certification. Other recommendations, which uniquely affect newly certificated air carriers include: 1) the creation of an expert national certification team to assist Flight Standards District Offices (FSDO) with new entrant certification; 2) follow-up OST fitness reviews and in-depth FAA safety reviews led by the national certification team; 3) managed, safe growth of newly certificated air carriers through the use of operations specifications that delineate approved number of aircraft, aircraft types, and scope of operations; 4) more specific requirements for a newly certificated air carrier to adhere to the manufacturer's maintenance program, time intervals, and maintenance processes; and 5) a new policy requiring air carriers to maintain a current Statement of

Compliance. FAA is preparing a detailed implementation plan to address the Safety Review's recommendations.

**Questionable GAO Interpretation of Sample Data**

The draft report relies on an inappropriate statistical analysis which does not provide a sound basis for its findings regarding new entrant airlines. The draft report's findings are based on sample data that has been collected and grouped in order to compare the relative safety of new entrant airlines versus that of established airlines. Our concerns with the analysis revolve around a flawed attempt at data normalization; the low incidence of incidents, the draft report's primary measure of safety; and the difficulty involved with correlating inspection activity with incidents.

The rates of accidents, incidents and enforcement actions for new entrant airlines are misleading because of the far fewer number of flight operations that they conduct compared to established carriers. GAO attempted to "normalize" the data by considering incidents, accidents, and enforcement actions based on the number of occurrences per 100,000 departures. Since many new entrants have yet to conduct 100,000 flight operations, the draft report extrapolated based on assumption. As a result, the draft report indicates that the incident rate for new airlines ranged as high as 666.7 per 100,000 departures; however, a footnote indicates that the airline in question had only 150 departures and one incident during that period. GAO reached its conclusion of 666.7 incidents per 100,000 flight operations by assuming this airline would continue to experience one incident per 150 departures for the next 99,850 flight operations. This is a completely invalid assumption. There is no operator (in the history of commercial aviation) that has experienced such an incident rate. As GAO is aware, long before such a rate could occur, the FAA would investigate and intervene as appropriate.

The draft report should apply the same caution to the use of incident data that it does to accident data. Fifty-two percent (41 of 79) of new entrants experienced no incidents during the 5-year study period, and 21 percent (17 of 79) experienced one incident. Given the extremely low probability of an incident on a new entrant flight, and that 73 percent of the new entrants analyzed had zero or one incident, it is not clear how GAO can with any statistical validity assert that safety varies by years of operation. For example, the draft report concluded that the relatively high average incident per departure rate in new large airlines' fourth year of operation is not an aberration attributable to chance, but a significant trend which FAA has failed to acknowledge or reflect in its inspection program. This finding would be far more significant if GAO had also provided annual incident rates for each of the new entrant carriers and if the finding was shown to be consistent among the sample and not excessively weighted by a high number of incidents involving a single carrier.

The report also demonstrates that it is not possible to correlate the FAA's inspection activity with number of incidents a carrier experiences when all you do is look at the numbers. The GAO draft report questions why in some cases there was a higher level of inspection activity at airlines with fewer incidents than at some airlines with higher incident levels. Based on this, the draft report suggests that the FAA is misallocating its inspection resources. However, based on the data presented, one could with equal validity interpret the data as demonstrating the effectiveness of FAA inspection activity--when FAA provides heightened oversight, operators experience fewer incidents. However, since GAO did not collect any qualitative data to explain why inspections provide differing levels of oversight, and since by just counting inspections and incidents it is not possible to explain why incidents do not happen, neither interpretation can be considered more than theory.

**New Entrant Airlines Pass Rigorous Tests to Begin Operations**

Although new entrant airlines are thoroughly scrutinized prior to beginning operations, the draft report does not provide any information relating to the extensive inspection activity that occurs during the certification process. Before an airline is allowed on its first commercial flight, it undergoes an extensive inspection effort that considers every aspect of the airline's finances and its ability to conduct business and flight operations safely. During this comprehensive process, FAA devotes considerable resources to ensuring that the airline has appropriate operating guidance and procedures to fully comply with the Federal Aviation Regulations and personnel that are fully trained and competent to conduct flight operations. As a result of the FAA's 90 Day Safety Review, this process will be further strengthened with the application of a national certification team to provide additional expertise during the certification process. In addition, a number of process modifications will be implemented to ensure that all newly certificated airlines are thoroughly prepared to function in full compliance with Federal regulations.

**Draft Report Shows FAA Focus on New Entrant Airlines**

The draft report found that new entrant airlines received more FAA inspection activity and FAA initiated enforcement activity than established carriers. In addition, the GAO states over half of the new entrant carriers experienced no accidents, incidents or enforcement actions during the period covered by the GAO analysis. The report concludes that FAA should conduct increased or comprehensive inspections of those new airlines with elevated rates of safety related concerns. That is exactly the way that FAA has been inspecting all carriers, not just new entrants. FAA allocates its inspection resources according to risk and risk exposure factors that are intended to focus inspection resources where they are most needed. It was precisely those systems that resulted in FAA focusing increased inspection resources on ValuJet several months before the recent accident. As a result of FAA's internal efforts

following the Valujet accident, we have already identified a number of measures that will intensify our oversight of new entrant airlines, including enhanced monitoring during periods of rapid growth, enhanced application of risk indicators, and closer oversight of carrier quality assurance programs.

**FAA Allocates Inspection Resources Based on Proven Risk Factors**

To focus inspector surveillance, the FAA considers factors related to risk and risk exposure. The National Work Program Guidelines (NPG), developed in response to GAO recommendations, ensure that every certificate holder, including new entrants, receives a baseline level of inspection annually by specifying a mandatory minimum inspection program. An annual notice provides guidance to field offices for developing and implementing work assignments that assure a balanced look at the entire aviation community. Although the GAO report's limited analysis focuses on the NPG and points out that new entrant airlines have not been a specific focus of required inspection activity, it is important to remember that these guidelines cover only 22 percent of all inspection activity. The remaining 78 percent of the program is planned by inspectors and their supervisors based upon their considerable experience and firsthand knowledge of each operator's risk factors. It was through these discretionary inspections that inspectors conducted a higher level of inspection activity for the new entrants, as documented in this report.

Throughout this draft report, GAO needs to credit the role that the judgment and experience of aviation safety inspectors plays in identifying risks. Newly hired operations inspectors have an average of 13 years of aviation experience. Newly hired maintenance inspectors have an average of 17 years aviation experience. Newly hired avionics inspectors are required to have 3 years of aircraft avionics supervisory experience and, depending on their specialty (air carrier or general aviation), other prerequisites. Add to this the number of years inspectors have been with the FAA and it is clear that they are highly qualified individuals whose knowledge and judgment is a key component of the inspection and surveillance programs. As a result of FAA's Safety Review, FAA will explore innovative approaches to job classification and pay to ensure that our most experienced safety inspectors are available for new entrant oversight.

Beginning in FY 97, all required inspection items for a particular carrier will be assigned to the principal inspectors assigned to that carrier. The principal inspector will arrange for appropriate required inspections to be performed by geographic inspectors around the United States. This change in the method of assigning work will allow principal inspectors to better target the inspections performed on each carrier.

The NASIP and RASIP also follow the risk assessment model. Regions and district offices identify certificate holders as candidates for in-depth inspections based on a

number of issues such as: PTRS analysis, accident/incident history, new aircraft; NTSB recommendations, enforcement history, inspection cycles, special emphasis program factors such as suspected unapproved parts, financial distress, mergers and rapid expansion. Regional offices forward their region's list of candidates for special inspections to the Flight Standards National Field Office, AFS-500. The final decisions are made at the annual NASIP/RASIP regional coordinators meeting. The regional NASIP coordinators review regional nominations, analyze, and prioritize candidates and make the final decision on which certificate holders will receive special inspections and when the inspections will occur. These special inspections allow principal inspectors to obtain additional support to address potential problem areas discovered during more routine inspections. NASIPs/RASIPs are normally conducted for each operator once every 3 years. In 1995, however, as part of the Safety Summit initiative, all carriers received a special emphasis inspection, although this is not included in the draft report.

To improve our ability to allocate resources more effectively, the FAA has developed improved automated tools to facilitate risk assessment. One such tool, which GAO has supported in the past, is the Safety Performance Analysis Subsystem (SPAS). Efforts continue to upgrade and revise SPAS. We have recently increased the number of key indicators available to help inspectors determine a carrier's risk level and better target inspector surveillance activity. Key indicators now include: deteriorating airline financial condition, significant increases in the number of accidents or incidents, frequency of noncompliance with airline regulation, and the age and the mix of the current fleet composition. Principal inspectors on major air carriers have been trained on how to use SPAS to retrieve information about an individual air operator and to identify potential problem areas. Thus, existing inspections may be prioritized through SPAS analysis and targeted for a more in-depth examination of identified problem areas. Corrective actions are generated and monitored and additional surveillance planned. An updated version of SPAS (SPAS II) was released at the end of July 1996. We are continuing to develop new performance measures taking advantage of data bases within and outside of government. Currently 25 additional candidate sources of data are being evaluated for possible inclusion in SPAS II.

**FAA Addressing Data Quality Issues**

FAA has made significant strides in improving the data quality of systems that feed into SPAS over the last 3 years. We have informed GAO of these improvements regularly and GAO has accepted our actions. While we maintain that the systems providing input for SPAS provide acceptable data quality, nonetheless, we recognize that additional improvements are possible and have planned additional enhancements.

Program Tracking and Reporting Subsystem (PTRS). In FY 95 a new PTRS data sheet was introduced to correspond with improved software programming. Major software

improvements allow inspectors to capture more inspection information. New lookup tables provide details such as make, model, series, and cross-check entries to help ensure data quality. Edit checks are more sophisticated, alerting inspectors to information when not recognized or when incompatible with previously entered data. Edit checks on designated examiner information has been implemented. PTRS will soon be able to establish pass/fail rates for designated examiners and instructors recommending students for pilot certification. There are regional and national tracking options available through the use of the Regional Use and National Use fields in both PTRS and Vital Information Subsystem (VIS). Guidance for the use of these special data tracking fields is supplied through handbook bulletins and advisory circulars. Major revisions in the Program Tracking and Reporting Subsystem (PTRS) include new edit tables to cross-check information entered into the national database. The National Airman Table, Designator Table for air operators and air agencies, and Aircraft Identification (make/model/series) Table are examples of working edit tables to ensure data entry/quality in PTRS.

The PTRS Procedures Manual (PPM) was issued June 21,1996, and a copy was provided to the GAO in July 1996. It contains definitive guidelines for establishing local office procedures for data quality control. The procedures include the accountability of not only the local office, but also the individual inspector to ensure that accurate information is entered into PTRS and the Vital Information Subsystem (VIS). Chapter 2 outlines the procedures to be established by the office manager to review for data quality and ensure that PTRS data is complete, consistent, valid, and correct. The PPM also gives accurate definitions of the fields on the PTRS data sheet and explanations for using Section IV (Comments/Opinions). Section IV was designed to allow the inspector the ability to give an opinion or state facts pertaining to an inspection. The intent is to bring consistency into the development of the section. Data quality can be improved, but existing data is certainly useful for identifying surveillance needs.

Finally, as the report correctly indicated on page 26, paragraph 3, FAA's comprehensive strategic data quality plan is due to be finalized in October 1996. The strategy will provide a comprehensive plan that will provide clear and measurable data quality objectives, assessments of the current quality of the data in databases, and milestones for attaining stated quality objectives, and estimates of the resources required.

**FAA Exploring Feasibility of Airline-Specific Safety Information**

The draft report concludes that the time has come for FAA to begin a process that can lead to publishing airline-specific safety data. Since the mid-1980s, several government studies and academic research efforts have addressed the issue of measuring safety, both directly and as part of broader surveys of aviation safety issues.

This work has identified and carefully explored the very difficult theoretical and practical problems that must be overcome before methods can be developed for measuring differences, if any, in the safety levels of US air carriers. For example, GAO previously reported that "GAO did not find any performance indicators that are currently usable to compare objectively the safety levels of individual airlines" and "many problems hinder the development of comparable and objective measures of factors recognized as important to aviation safety.[1]" A recent analysis conducted by a Massachusetts Institute of Technology professor shows that since January 1, 1990, there has been no meaningful correlation between passenger death risk on any given air carrier and previous accidents and incidents experienced by the carrier. Other studies have reached similar conclusions about other common indicators, such as near mid-air collisions, pilot deviations, air traffic controller errors, and others -- while they may in some instances provide good information for management decisions regarding the allocation of resources, they are not good indicators of an airline's overall safety. As the draft report notes, the development of useful airline-specific safety information would be a formidable task.

At the request of two Senators, the FAA has already begun to work with the aviation community to identify the best means to educate the public and make available to them information about commercial aviation safety. The FAA will address the feasibility of developing measurable criteria of what constitutes airline safety, including airline-specific safety-related performance measures. FAA will carefully consider potential operational impacts of such a system. For example, the airlines regularly exchange information about safety issues because trends become apparent much more quickly from the collective experience of the airlines considered together than from any one airline's individual experience. This information exchange allows the carriers to learn from collective safety experience and solve safety problems more quickly by pooling their collective knowledge. One factor that must be considered is whether this invaluable sharing of safety information among airlines would cease if the airlines were ranked for safety, on the grounds that by keeping safety solutions to themselves, rather than sharing the information with other airlines, they might earn a higher safety ranking than their competitors.

**GAO Provides No Data to Support Conclusions on Training**

The draft report asserts that inspectors are not adequately trained; however, this conclusion is based on limited, anecdotal statements not substantiated by any review of inspector training records. We cannot emphasize strongly enough that FAA inspectors conducting safety related functions are thoroughly trained and qualified to

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[1] Aviation Safety: Measuring How Safely Individual Airlines Operate, RCED-88-61, March, 1988

perform their mission. If the GAO has identified individuals performing inspections for which they are not trained, we renew our request, made repeatedly in our discussion of this report, for specific information on the individuals and the activities. FAA would take immediate action to ensure that aviation safety is not compromised. We expect that upon close examination, GAO will find that the individuals have been provided the training that is required for them to perform their functions. We are not surprised that individual inspectors would like to receive more training. We would like to fulfill all the perceived training needs of our aviation safety inspectors, and do our best to achieve that objective within the means of our limited training resources.

**FAA has Addressed Previous GAO Recommendations**

The report indicates, beginning with its title, that the status of new entrant oversight is indicative of long-standing problems at FAA identified by GAO; however, FAA has responded to and closed out all but 6 of the 60 GAO recommendations directed to the Flight Standards organization since September 1989. Four of the remaining open recommendations pertain to SPAS and the remaining two are the subject of ongoing rulemaking or statutory activity. Since corrective action has been completed in the vast majority of these recommendations, we maintain that a balanced presentation would have described the findings of previous reports and included the actions taken in response. Thus, the list of GAO related products, included as an attachment to the report, is misleading because it creates the impression that the recommendations made in those reports have not been addressed.

Since September I989, GAO issued 52 reports to Flight Standards. In 31 reports, more than half, the GAO did not find any deficiencies to note and the audits concluded without any recommendations. Twenty-one reports included a total of 60 recommendations. Thirty-four recommendations were closed with GAO accepting actions to be taken by the FAA. Thirteen were closed after advising GAO of successful actions already underway at the time of the report. Only six recommendations are pending Flight Standards actions: two recommendations require legislation; and four relate to SPAS implementation planned for 1997. In only seven cases has FAA disagreed and nonconcurred with GAO's recommendations. For clarification, attachment 2 provides a listing of these reports showing whether or not recommendations were included and identifying the status of implementation action.

Clearly these earlier reports, to which the FAA has responded thoroughly, cannot serve as a basis for the title of this report, much less as a basis to report the aviation safety inspection program as a material weakness.

## RECOMMENDATIONS AND RESPONSES

**Recommendation:** Closely monitor the performance of new airlines particularly during the first several years of operations, and conduct increased and/or comprehensive inspections of those new airlines that experience elevated rates of safety-related problems.

**Response:** While the GAO data indicate that the FAA has provided a higher level of surveillance for new airlines, we are taking additional steps to strengthen the processes. The FAA's recent 90-day report recommended that the FAA increase the oversight of new airline entrants. Comprehensive surveillance plans will be required for newly certificated air carriers. In accordance with the Safety Review task force recommendations, these plans will require an increased level of surveillance for a 5-year period subsequent to initial certification. Other recommendations, which uniquely affect newly certificated air carriers include: 1) the creation of an expert national certification team to assist FSDOs with the certification of new entrants; 2) follow-up OST fitness reviews and in-depth FAA safety reviews led by the national certification team; 3) managed, safe growth of newly certificated air carriers through the use of operations specifications that specify approved number of aircraft, aircraft types, and scope of operations; 4) more specific requirements for newly certificated air carriers to adhere to the manufacturer's maintenance program, time intervals, and maintenance processes; and 5) a new policy requiring air carriers to maintain a current Statement of Compliance.

**Recommendation**: Evaluate the impact of recent budget reductions on critical FAA safety-related functions, including--but not limited to--inspector training, and report results to Congress through the appropriate process.

**Response:** As part of the 90-day Safety Review, FAA evaluated the impact of recent budget reductions on critical FAA safety-related functions. We found that until recent hiring began in FY 1995 and 1996, employment positions were below the number authorized and below the numbers specifically called for by staffing standards. This was due to a variety of factors, including shortfalls in operational funds for training, travel, and personnel compensation. The recently passed continuing resolution will assist the FAA in overcoming the problems due to funding shortfalls. It provides additional funds to implement the recommendations in the 90-day Safety Review, including safety inspector hiring and training, increases in critical support staff, an improved approach to new entrant airline certification, and improved data systems.

**Recommendation:** Study the feasibility of developing measurable criteria for what constitutes aviation safety, including those airline-specific safety-related performance measures that could be published for use by the traveling public.

**Response:** In response to a previous request from two Senators, the FAA has already begun to work with the aviation community to identify the best means to educate the public and make available to them information about commercial aviation safety. The FAA will address the feasibility of developing measurable criteria of what constitutes airline safety, including airline-specific safety-related performance measures, as part of this effort.

**Recommendation:** Include FAA's aviation safety inspection program as an area of material weakness in the FMFIA report to the President and the Congress.

**Response:** The FAA, through its aviation inspection program, has taken strong action to ensure that commercial aviation in the United States remains the safest in the world. This program is anything but a material weakness. As described earlier, the aviation safety inspection program provides effective oversight of the aviation community, as demonstrated by the nearly 1.5 million airline passengers arriving safely at their destinations every day. Any changes from the recent FAA safety review, as well as the upcoming Gore Commission review, will further strengthen an already effective program.

The Flight Standards Service has increased its inspection workforce. In FY 96, the FAA hired 366 aviation safety inspectors, which included 231 new positions. In FY 97, funds have been requested to hire 154 new inspectors and 152 administrative support staff. Based on the 90-day Review, efforts are underway to provide funding for an additional 146 new inspectors and 74 support staff. Flight Standards has also clarified inspection requirements, provided new tools, and strengthened its management oversight, yet we continue to innovate. Further improvements are under development that will facilitate data analysis and provide increased flexibility to quickly target inspection resources where they are most needed. Most recently, the FAA's safety task force has provided the Administrator with recommendations that will strengthen the program even further, especially in regard to new carriers entering the commercial aviation business.

The report contains no new information that would cause us to reconsider the issue of material weakness. We find that the analysis of new entrant airlines in the draft report is seriously and fundamentally flawed. We do agree that new airline oversight can be further strengthened, and we have taken action to accomplish this objective. Other information in the report regarding issues described in previous GAO reports has been addressed and, with few exceptions, completed. To the extent that GAO considers any efforts by the FAA on prior recommendations to be lacking, we have not been so advised. We would welcome direct information from the highest levels to ensure that there is complete understanding of our accomplishments and that our efforts hit the mark.

**Recommendation:** The Chairman of NTSB and the Administrator of FAA jointly establish a date for completing the ongoing re-evaluation of accident definitions.

**Response:** The FAA will work with the Chairman of NTSB and the International Civil Aviation Organization (ICAO) in establishing a date for completing the ongoing re-evaluation of accident definitions, as this is an international definition.

SPECIFIC COMMENTS ON REPORT

The following are comments on specific issues in the draft report:

**Pg. 4 (paragraph 1, sentence 1)** - The NTSB definition of an accident is incomplete. The complete definitions is an occurrence associated with the operation of an aircraft which takes place between the time any person boards the aircraft with the intention of flight and until such time as all such persons have disembarked, and in which any person suffers death or serious injury, or in which the aircraft receives substantial damage. This definition is very broad and, as GAO notes, can include events that have nothing to do with the carriers operations or safety.

**Pg. 7 (paragraph 2 )** - These statements have nothing to do with the new entrant audit. The data on the new entrant carriers does not support this. The fact that the incident, enforcement, and PTRS rates are higher for new entrant carriers show that the FAA is doing the needed levels of oversight to detect carriers shortcomings and then works with them to correct the problems.

**Pg. 8 (paragraph 1, sentence 3)** - Improving the quality of the data is not going to educate the public on what the data means. In the airline industry there are many factors that can lead to accidents, incidents, and oversight activities that do not necessary reflect how "safe" a carrier is.

**Pg. 16 (paragraph 3, sentence 3)** - The enforcement data included in this report may not have included the type of violation referenced in the statement that "violates regulation regarding the transportation of hazardous materials." This is usually a security type violation and the data given to GAO were only violations that Flight Standards initiated.

**Pg. 29 (paragraph 2)** - Items 1 & 3 listed in the memo to the President have been completed. Item 2 is in the final stage.

**Pg. 39 (paragraph 3, sentence 2)** - Limiting the study to scheduled domestic air service poses a problem with the data. The PTRS, accident, incident, and enforcement data were not searched as to the location of the activity or enforcement, so some of these events may have occurred outside the US. Also the departure data may have been for all of the carriers' flights not just domestic ones.

## Status of Previous GAO Recommendations

Since September l989, GAO has issued 52 reports to Flight Standards. In 31 reports, more than half, the GAO did not find any deficiencies to note and the audits concluded without any recommendations. Twenty-one reports included a total of 60 recommendations. Thirty-four recommendations were closed with GAO accepting actions to be taken by the FAA. Thirteen were closed after advising GAO of successful actions already underway at the time of the report. Only six recommendations are pending Flight Standards actions: two recommendations require legislation; and four relate to SPAS implementation planned for 1997. In only seven cases has FAA disagreed and nonconcurred with GAO's recommendations.

The following lists the GAO report identified in the draft report and identifies whether it contained recommendations to the agency and the status of recommendations.

April 30, 1996 GAO/T-RCED-96-26 AVIATION SAFETY: Targeting and Training of FAA's Inspector Workforce - No Recommendations.

March 7, 1996 GAO/T-RCED-96-88 DOT BUDGET-Challenges Facing the Department in FY 1997 and Beyond - No Recommendations.

January 1996 GAO/RCED-96-8 Certification of New Airlines - DOT Has Taken Action to Improve Its Certification Process - 1 RECOMMENDATION, Open. The recommendation pertains to FAA establishing fees for services to certify new airlines. The recommendation is open pending legislative action. No safety implications.

March 13, 1995 GAO/T-RCED/AIMD-95-131 FAA Budget: Issues Related to the FY 1996 Request - No Recommendations.

February 8, 1995 GAO/AIMD-95-27 - AVIATION SAFETY: Data Problems Jeopardize FAA Strides on Safety Analysis System - 2 Recommendations, Open. Both recommendations pertain to SPAS. One addresses cost, the other data quality.

January 12, 1995 GAO/T-RCED-95-81 Aviation Safety- FAA Can Be More Proactive in Promoting Aviation Safety - No Recommendations.

October 4, 1994 GAO/T-RCED-95-33 AVIATION SAFETY: FAA's Efforts to Improve Oversight of Foreign Carriers - No Recommendations.

September 26, 1995 GAO/RCED-94-296R FAA Technical Training - No Recommendations.

June 18, 1993 GAO/RCED-93-135 - AVIATION SAFETY: Unresolved Issues Involving U.S.-Registered Aircraft - 2 Recommendations Closed.

February 1993 GAO/RCED-93-91 AIRCRAFT MAINTENANCE: FAA Needs to Follow Through on Plans to Ensure the Safety of Aging Aircraft - 4 Recommendations, all closed.

November 20, 1992 - GAO/RCED-93-42 - AVIATION SAFETY: Increased Oversight of Foreign Carriers Needed - 3 Recommendations, all closed.

November 1992 - GAO/RCED-93-52 - AVIATION SAFETY: New Regulations for Deicing Aircraft Could be Strengthened - 3 Recommendations, Closed.

August 4, 1992 GAO/T-RCED-92-90 AVIATION SAFETY- Additional Actions Needed for Three Safety Programs - No Recommendations.

March 1992 - GAO/RCED-92-85 - AVIATION SAFETY: Progress Limited with Self-Audit and Safety Violation Reporting Programs - 4 Recommendations, all closed.

March 17, 1992 GAO/T-RCED-92-40 AVIATION SAFETY: Commuter Airline Safety Would be Enhanced With Better FAA Oversight - No Recommendations.

February 25, 1992 GAO/T-RCED-92-27 AVIATION SAFETY: Better Oversight Would Reduce the Risk of Air Taxi Accidents - No Recommendations.

February 6, 1992 GAO/T-RCED-92-25 AVIATION SAFETY: FAA Needs to More Aggressively Manage Its Inspection Program - No Recommendations.

January 21, 1992 GAO/RCED-92-60 AVIATION SAFETY - Air Taxis - The Most Accident Prone Airlines - Need Better Oversight - 4 Recommendations, all closed.

November 20, 1991 - GAO/RCED-92-14 - AVIATION SAFETY: Problems Persist in FAA's Inspection Program - 4 Recommendations, 2 closed, 2 open. Open recommendations relate to SPAS.

October 17, 1991 GAO/RCED-92-10 AVIATION SAFETY: Emergency Revocation Orders of Air Carrier Certificates - 1 Recommendation, Closed.

September 17, 1991 - GAO/T-RCED-91-84 AGING AIRCRAFT MAINTENANCE - Additional FAA Oversight Needed - No Recommendations.

May 24, 1991 - GAO/RCED-91-1A/B - AIRCRAFT MAINTENANCE: Additional FAA Oversight Needed of Aging Aircraft Repairs (Vol I & II) - 3 Recommendations, all closed.

April 19,1991 GAO/RCED-91-119 - AVIATION SAFETY: Limited Success Rebuilding Staff and Finalizing Aging Aircraft Plan 4 Recommendations, all closed.

June 6, 1990 GAO/T-RCED-90-86 - Serious Shortcomings in FAA's Training Program Must be Remedied - No Recommendations.

March 14, 1990 GAO/T-RCED-90-42 - Staffing, Training and Funding Issues for FAA's Major Work Forces - No Recommendations.

October 1990 - GAO/RCED-91-14 - AIRCRAFT MAINTENANCE: Potential Shortage in National Aircraft Repair Capacity - No Recommendations.

December 22, 1989 - GAO/RCED-90-75 - AGING AIRCRAFT: FAA Needs Comprehensive Plan to Coordinate Government and Industry Plans - 2 Recommendations, Closed.

November 13, 1989 -GAO/RCED-90-36 - AVIATION SAFETY: FAA's Safety Inspection Management System Lacks Adequate Oversight - 2 Recommendations Closed.

October 10, 1989 - GAO/T-RCED-90-2 - Meeting the Aging Aircraft Challenge: Status and Opportunities - No Recommendations.

September 27, 1989 - GAO/T-RCED-89-67 - Meeting the Aging Aircraft Challenge: Status and Opportunities - No Recommendations.

September 14, 1989 -GAO/RCED-89-168 - AVIATION TRAINING: FAA Aviation Safety Inspectors Are Not Receiving Needed Training - 1 Recommendation, closed.

September 8, 1989 GAO/RCED-89-199 AVIATION SAFETY- FAA Has Improved Its Removal Procedures for Pilot Examiners - No Recommendations.

September 2, 1988 GAO/RCED-88-189 FAA STAFFING: Recruitment, Training and Initial Training of Safety-Related Personnel - No Recommendations to Flight Standards

March 18, 1988 GAO/RCED-88-61 AVIATION SAFETY: Measuring How Safely Individual Airlines Operate - No Recommendations.

May 19, 1987 GAO/RCED-87-62 Aviation Safety: Needed Improvements in FAA's Airline Inspection Program are Underway - 2 Recommendations, closed.

April 13, 1987 GAO/RCED-87-3S DOT-Enhancing Policy and Program Effectiveness Through Improved Management - No Recommendations to Flight Standards.

August 2, 1985 GAO/RCED-85-157 Compilation & Analysis of FAA's Inspection of a Sample of Commercial Air Carriers - No Recommendations.

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Thursday, October 18, 1996

APA 171-96
Contact: Eliot Brenner
Tele.: (202) 267-3883

**FAA STATEMENT ON**
**NATURAL RESOURCES DEFENSE COUNCIL REPORT**

The FAA shares concerns about the environmental impacts of noise and emissions from aircraft and is actively participating in several programs to reduce aircraft noise and emissions. In fact, the agency has an objective in its Strategic Plan, "...to provide leadership in mitigating the adverse environmental impact of aviation."

- The FAA is ahead of schedule in the phaseout of noisier "Stage 2" airplanes and the transition to an all "Stage 3" quieter fleet by the year 2000. As of December 31, 1995, Stage 3 airplanes constituted 70.7 percent of the combined domestic and foreign air operator fleets of large turbojet airplanes operating to and from U.S. airports. All operators must have 100 percent Stage 3 fleets after December 31, 1999.

- The FAA has several joint research programs with NASA to reduce noise and exhaust emissions. In addition, the FAA continues to support NASA fundamental research required to develop a scientific basis for assessing the atmospheric impact of aviation.

- As the U.S. member, the FAA participates on the Interational Civil Aviation Organization (ICAO) Committee on Aviation Environmental Protection to assess the adequacy of the international engine exhaust emissions standards. All ICAO CAEP participants have concerns over the future growth of aviation and the potential impact from airplane engine emissions.

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# FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Monday, October 21, 1996

APA 172-96
Contact: Marcia Adams
Tel.: (202) 267-8521

**FAA TO HOST INTERNATIONAL SAFETY INFORMATION NETWORK WORKSHOP**

The Federal Aviation Administration's (FAA) Office of System Safety will host a workshop on the Global Analysis and Information Network (GAIN) on Oct. 22-24 at the U.S. Department of Transportation System Center, 55 Broadway, Kendall Square, Cambridge, MA. The workshop will be attended by members of the international aviation community and is designed to discuss and evaluate comments received on the GAIN proposal unveiled by the FAA earlier this year.

GAIN is designed to help the aviation industry meet the zero accident challenge by making safety data available, on-line, to aviation professionals worldwide. The privately owned and operated international system will use various worldwide aviation data sources to disseminate safety information.

**The following sessions are open to the media:**

| | | |
|---|---|---|
| **Oct. 22** | **8:30 A.M. - 11:45 A.M.** | **OPENING SESSION** |
| **Oct. 23** | **6:30 P.M.** | **KEYNOTE SPEAKER<br>FAA ADMINISTRATOR<br>DAVID R. HINSON** |
| **Oct. 24** | **8:30 A.M. - 9:50 A.M.** | **REPORT OUTS FROM PREVIOUS BREAKOUT SESSIONS** |
| | **3:00 P.M. - 3:45 P.M.** | **PRESS TELECONFERENCE<br>*DIAL (202) 493-4180, ENTER PASS CODE 7777*** |

*-- more --*

**4:30 P.M. - 4:50 P.M.** **CLOSING REMARKS**
**ASSISTANT ADMINISTRATOR FOR SYSTEM SAFETY**
**CHRISTOPHER A. HART**

If you plan to attend the workshop, or need additional information, please contact Marcia Adams on (202) 267-8521. After Oct. 22, she can be reached on (617) 494-2099.

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*An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov*

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Tuesday, October 22, 1996

APA 173-96
Contact: Les Dorr
Tel.: (202) 267-8521

**MEDIA ADVISORY**

**"OPERATION RESCUE '96" AT**
**FAA WILLIAM J. HUGHES TECHNICAL CENTER**

On Saturday, October 26, the Federal Aviation Administration's (FAA)William J. Hughes Technical Center, Atlantic City, N.J., will conduct Operation Rescue '96, a full-scale mass casualty exercise to evaluate emergency response to a simulated air crash at Atlantic City International Airport.

The exercise, which will simulate an accident involving a DC-9 with 104 passengers and crew, will be conducted from 9:00 a.m. to 12:00 noon. Participants will include personnel from the FAA, the U.S. Coast Guard and emergency response teams from throughout Atlantic County.

Media representatives planning to attend the exercise should arrive at the Cafeteria in the Technical and Administrative Building between 7:30 and 8:00 a.m. Transportation will be provided to the exercise site. A tentative schedule of events is attached.

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# OPERATION RESCUE '96

## Schedule of Events
## October 26, 1996

7:00 a.m. Volunteer casualties arrive for 'make-up.'

7:30 a.m. Briefing of evaluators.

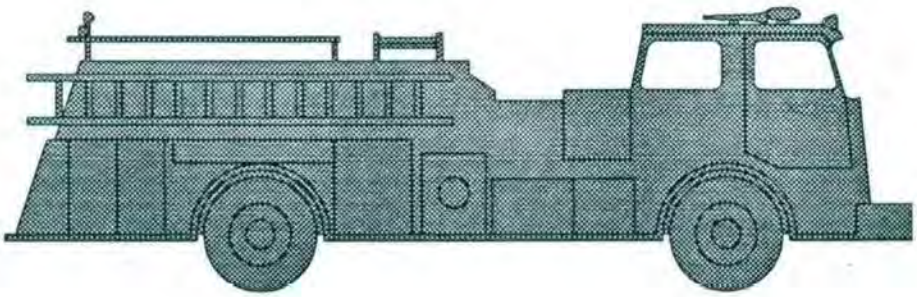
8-8:30 a.m. Arrival of invitees at the exercise site.

8:30 a.m. Welcome and introduction.

9:00 a.m. Operation Rescue '96 begins. Narration of events by Michael J. Dawson, Operations officer.

12:00 p.m. Operation Rescue '96 terminated. Lunch in the main cafeteria.

Upon arrival you will be directed to parking lot A and transportation will be provided to the exercise site. If you have any questions, please contact Kathy Herman at (609) 485-6319.



FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Thursday, October 24, 1996

APA 174-96
Contact: Alison Duquette
Telephone (202) 267-8521

**MEDIA ADVISORY**

**FAA TO ANNOUNCE NATIONAL RESOURCE SPECIALISTS FOR AIRCRAFT CERTIFICATION**

Federal Aviation Administration (FAA) Administrator David R. Hinson will host a media briefing on Monday, October 28 at 11:00 a.m. to introduce Guy S. Gardner, the agency's new associate administrator for regulation and certification. Gardner will then introduce several new national resource specialists for aircraft certification.

The national resource specialists will serve as chief scientific and technical advisors dedicated to specific aircraft certification disciplines such as flight environmental icing, electromagnetic interference and human factors.

The media briefing will take place in Room 9ABC at FAA Headquarters, 800 Independence Avenue, S.W., Washington, D.C.

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FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Monday, October 28, 1996

APA 176-96
Contact: Curtis Austin
Tele.: (202) 267-8521

**MEDIA ADVISORY**

The Commercial Space Transportation Advisory Committee (COMSTAC), the broad-based industry group that advises FAA Administrator David R.Hinson and the Department of Transportation (DOT) on issues of interest to the commercial space industry, will hold its semi-annual meeting from 8:30 a.m. to 1 p.m. on Thursday, Oct. 31, in Room 6244 of the DOT Headquarters, 400 Seventh St., S.W., Washington, D.C.

Attendees will hear reports from FAA Associate Administrator for Commercial Space Transportation Frank C. Weaver and COMSTAC Chairman Tom Burson, vice president and general manager of the space transportation division for McDonnell Douglas.

Richard DalBello, assistant director for aeronautics and space at the White House Office of Science and Technology Policy, will provide an update on the administration's space policy. Also, members will be briefed by a senior congressional staff member on activities of interest to industry during the recently completed session of the 104th Congress.

Col. Marc Johannsen, deputy to the assistant undersecretary of defense (space policy) will report on the deliberations of the Federal Interagency Working Group considering spaceport guidelines. Also reporting will be the COMSTAC Working Group on Risk Management (insurance), the Working Group on Launch Operations and Support, and the Technology and Innovation Working Group.

Several new members appointments also will be announced. The meeting is open to the public, but space may be limited.

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FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Monday, October 28, 1996

APA 96-175
Contact: Alison Duquette
Telephone: (202) 267-8521

**FAA SELECTS NATIONAL RESOURCE SPECIALISTS FOR AIRCRAFT CERTIFICATION**

Tapping internationally recognized experts in their respective fields, Federal Aviation Administration (FAA) Administrator David R. Hinson today announced the selection of seven chief scientific and technical advisors dedicated to specific aircraft certification disciplines.

As part of the FAA's innovative national resource specialist (NRS) program, the experts -- who will be on board by early November -- will serve as advisors to U.S. and foreign industry; national, state and local government agencies; and international aviation authorities.

"It is important for the agency to possess the intellectual capital required to keep pace with a growing aviation industry and to ensure that we have the level of expertise needed to speak with recognized authority in emerging and expanding areas of aviation science," said Hinson. "The FAA's new personnel system enabled the agency to expedite hiring the national resource specialists by cutting the average time for outside hiring from seven months to about six weeks."

Located throughout the United States, the national resource specialists are part of the FAA's Office of Regulation and Certification. "I'm pleased that these world-class individuals have accepted these important positions," said Guy S. Gardner, associate administrator for regulation and certification. "Their innovation and expertise will ensure that we maintain the highest level of aviation safety."

The national resource specialists were selected for the following disciplines:

- **Flight environmental icing.** Eugene G. Hill is responsible for all phases of certification and research and development efforts to protect aircraft from ice, including plane deicing on the ground and ice formation during flight. Hill has 36 years of commercial aircraft experience with the Boeing Company. He has served as Boeing's focal point for aircraft ground deicing since the late 1980s, working collaboratively with the National Aeronautics and Space Administration (NASA), as well as U.S. and European industry groups.

- **Advanced control systems.** Anthony A. Lambregts is responsible for providing expert scientific and technical guidance for all research and development programs and their application to aircraft systems including flight controls, engine controls, advanced sensors, fiber optics, displays and processors. Lambregts has 28 years of experience with the Boeing Company in both commercial and military divisions of the company.

- more -

- **Propellers.** Martin Buckman is responsible for defining and advancing new technologies in propeller design, materials and manufacturing techniques to keep pace with a highly sophisticated and changing propeller industry. Previously, Buckman served as an aerospace engineer for engine and propeller standards for the FAA's New England Region.

- **Electromagnetic interference.** David B. Walen is responsible for providing scientific and technical guidance in all research and development programs involving external and internal electromagnetic interference caused by radar, radio, television, and other transmitters; lightning; electromagnetic pulse; precipitation static; aircraft systems; and portable electronic devices carried aboard aircraft. A 19-year employee of the Boeing Company, Walen's last assignment was engineering manager for Boeing Commercial Airplane Group Electromagnetic and Antennas.

- **Manufacturing quality assurance technology.** Ben Pourbabai, Ph.D. is responsible for establishing manufacturing and quality assurance systems and processes, statistical quality methods and techniques for aircraft manufacturing including the airworthiness of aircraft engines, propellers, parts and appliances. Previously, Pourbabai served as vice president and senior associate at Management Science Consultants of America, Inc.

- **Software quality assurance.** Raghubansh Singh, Ph.D. is responsible for defining and advancing new software technologies, providing guidance for all software quality assurance research and development, and ensuring that all processes are performed in accordance with approved software plans and standards. Previously with the Space and Naval Warfare Systems Command, Singh's experience includes software systems engineering, development and quality assurance.

- **Metallic structural materials and processes.** Tarek Khaled is responsible for ensuring the quality of structural materials and procedures used to manufacture aircraft, including engines, propellers, parts and appliances. He serves as the agency's expert on all existing and new advances in physical, chemical and metallurgical technologies and procedures. Previously, Khaled was a senior engineering specialist for metallic materials for Rockwell International Corporation.

In July, Hals N. Larsen was selected as the agency's NRS for propulsion control systems and Kathy H. Abbott, Ph.D. was selected as NRS for human factors. In addition, the FAA has eight other aircraft certification national resource specialists who over the years have significantly contributed to aviation safety worldwide. The NRS program was established in 1979.

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***An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov***

**FAA**
**NATIONAL RESOURCE SPECIALISTS**
**AIRCRAFT CERTIFICATION**

| | | |
|---|---|---|
| 1. | Advanced Avionics/Electrical | James J. Treacy |
| 2. | Advanced Composite Materials | Joseph R. Soderquist |
| 3. | Advanced Control Systems | Anthony A. Lambregts |
| 4. | Aeronautical Communications | Vacant |
| 5. | Aircraft Computer Software | Michael P. DeWalt |
| 6. | Crash Dynamics | Stephen J. Soltis |
| 7. | Electromagnetic Interference | David B. Walen |
| 8. | Flight Deck Human Factors | Dr. Kathy H. Abbott |
| 9. | Flight Environmental Icing | Eugene G. Hill |
| 10. | Flight Loads/Aeroelasticity | Terence J. Barnes |
| 11. | Flight Management | George Lyddane |
| 12. | Fracture Mechanics/Metallurgy | Thomas Swift |
| 13. | Manufacturing & Quality Assurance Technology | Dr. Ben Pourbabai |
| 14. | Metallic Structural Materials & Processes | Dr. Tarek Khaled |
| 15. | Nondestructive Evaluation | Dr. Alfred L. Broz |
| 16. | Propellers | Martin Buckman |
| 17. | Propulsion Control Systems | Hals N. Larsen |
| 18. | Software Quality Assurance | Dr. Raghubansh Singh |

10.28.96

# FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Tuesday, October 29, 1996

APA 177-96
Contact: Les Dorr, Jr.
Telephone: 202/267-8521
E-mail: les.dorr@faa.dot.gov

**FAA SELECTS HUGHES FOR WAAS DEVELOPMENT AND IMPLEMENTATION CONTRACT**

The Federal Aviation Administration (FAA) has signed a comprehensive contract for the development and implementation of the Wide Area Augmentation System (WAAS) with Hughes Information Technology Systems, Fullerton, Calif.

The $483.5 million contract with Hughes will lead to improvements in the accuracy, availability and integrity of the basic signal from the Global Positioning System satellites orbiting the Earth.

On May 1, 1996 the FAA awarded Hughes a 180-day, not-to-exceed $50 million letter contract to continue work on WAAS while the final contract was under negotiation. This action followed the April 26 termination of the agency's previous WAAS contract for the convenience of the government.

"The WAAS contract with Hughes exemplifies the FAA's commitment to a new way of doing business," said David R. Hinson. "The agency's new acquisition management system gives us the flexibility to put contracts in place quickly, saving time and money, while delivering quality products to the aviation community." Hinson noted that there are incentives for quality performance throughout the Hughes contract, including $5 million for Hughes employees for early delivery during the initial contract phase.

WAAS will be the first planned augmentation to GPS for aviation purposes. When operational, WAAS will allow aircraft to use GPS for all phases of flight from en route down to Category 1 precision approaches. It also will provide very important information about the status of the entire GPS satellite constellation and will be able to detect and ignore any corrupt or inaccurate signals.

For users of the U. S. aviation system, WAAS will mean more direct routing of aircraft, saving time, fuel and money. It will become the primary means of navigation in U.S. airspace, allowing the FAA to decommission much of the older, expensive-to-maintain equipment based on an earlier generation of technology. WAAS also will make precision approach capability available at nearly all airports in the nation.

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*An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov*

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Tuesday, Oct. 29, 1996

APA 179-96
Contact: Curtis Austin
Tele.: (202)267-8521

**FAA STATEMENT**

The Federal Aviation Administration (FAA) cannot comment on matters under administrative review. The FAA is committed to creating and maintaining a positive work environment where all employees have the opportunity to develop to their potential and contribute fully to the organization. The FAA is an equal opportunity employer and is determined to hire and promote the most qualified candidates.

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Wednesday, October 30, 1996

APA 178-96
Contact: Mark Hess
(202) 267-8435

**FAA FORMS INTEGRATED PRODUCT TEAM TO DEPLOY NEW AIRPORT SECURITY EQUIPMENT**

U.S. Secretary of Transportation Federico Peña today announced that an integrated product team (IPT) has been established at the Federal Aviation Administration (FAA) to plan, purchase and install sophisticated explosives detection devices and other advanced security equipment at many of the nation's busiest airports.

The team is comprised of members from FAA's acquisition and security organizations, as well as airport operators and air carriers.

"President Clinton is calling on airlines and airports to work together to develop local partnerships to help design the best security for each airport which meets our national goals," said Secretary Peña. "Through our integrated product team, we plan to quickly put explosives detection equipment into the hands of security officials at our nation's busiest airports."

"The White House Commission strongly advocated involving the airlines and airports in developing ways to enhance security," said George Donohue, the FAA's associate administrator for Research and Acquisitions. "For the first time, we will bring them into a major equipment acquisition program as partners using a proven integrated product team approach. Together we will come up with the best possible plan for integrating this advanced security equipment into United States airports."

The team will be headed by Ron Polillo with James Farrell as his deputy. Polillo is the head of requirements analysis and integration for security research and development at the William J. Hughes Technical Center in Atlantic City, New Jersey. Farrell heads the Technology Integration Division in the FAA's Civil Aviation Security Policy Office in Washington, D.C.

-- more --

Other FAA team members will include specialists from technical and business management organizations. And, in a precedent setting initiative, representatives of participating airlines and airports will be asked to join the IPT as full time team members.

Among the team's responsibilities will be to develop an acquisition plan, determine the types and numbers of machines to purchase, select the airports where the machines will be installed, and oversee the installation and integration of the devices into existing airport systems.

"Our objective, in partnership with the airlines and airports, is to deploy commercially available advanced security equipment as quickly as possible at many of the nation's largest and busiest airports," said Cathal Flynn, associate administrator for Civil Aviation Security. "I believe this effort will lead to meaningful increases in the security of air travel for all Americans."

The White House Commission on Aviation Safety and Security recommended the FAA purchase and widely deploy "significant numbers" of explosive detection systems in an effort to provide greater security for the flying public, determine the strengths or weakness of various systems operating in an actual aviation environment, and spur development of better instruments.

Congress directed the FAA to "facilitate the deployment of approved commercially available explosive detection devices" in an effort to significantly enhance aviation security and provided $144 million in a supplemental appropriation to the Agency's 1997 funding to purchase and install the systems.

Procurement of the first equipment is expected to begin within the next 30 days and the first airport installations should begin in December.

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***An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov***

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Thursday, October 31, 1996

APA 180-96
Contact: Rebecca Trexler
Tel.: (202) 267-8521

## FAA ANNOUNCES ASSESSMENT OF FOREIGN COMPLIANCE WITH INTERNATIONAL SAFETY STANDARDS

As part of an effort to provide the public with more information about aviation safety in international travel, the Federal Aviation Administration (FAA) today announced the results of the agency's initial assessments of Hong Kong and the members of the Organization of Eastern Caribbean States (OECS) to provide safety oversight of their air carriers that operate in the United States. Hong Kong complies with international safety standards; the OECS (which covers Anguilla, Antigua and Barbuda, Dominica, Grenada, Montserrat, St. Lucia, St. Vincent and The Grenadines, and St. Kitts and Nevis) is rated as "conditional."

The assessments are not an indication of whether individual foreign carriers are safe or unsafe, rather they determine whether or not countries have civil aviation authorities in place and the extent to which those authorities ensure that operational and safety procedures are maintained by their air carriers.

The focus of the FAA's foreign assessment program is on countries, not individual carriers from that country. These countries are assessed for their adherence to International Civil Aviation Organization's (ICAO) aviation safety standards, not FAA regulations.

Travelers may call 1-800 FAA-SURE (1-800-322-7873) to obtain a summary statement about whether a foreign country has been assessed and the results, if available.

Countries whose air carriers fly to the United States must adhere to the safety guidelines of ICAO, the United Nations' technical agency for aviation which establishes international standards and recommended practices for aircraft operations and maintenance.

The FAA, with the cooperation of the host country, only assesses countries whose airlines have operating rights to or from the United States, or have requested such rights.

— more —

Specifically, the FAA determines whether a country has an adequate infrastructure for international aviation safety oversight as defined by the ICAO standards. The basic elements that the FAA considers necessary include: 1) laws enabling the appropriate government office to adopt regulations necessary to meet the minimum requirements of ICAO; 2) current regulations that meet those requirements; 3) procedures to carry out the regulatory requirements; 4) air carrier certification, routine inspection, and surveillance programs; and 5) organizational and personnel resources to implement and enforce the above.

The FAA has established three ratings for the status of these countries at the time of the assessment: (1) does comply with ICAO standards, (2) conditional and (3) does not comply with ICAO standards.

- **Category I, Does Comply with ICAO Standards:** A country's civil aviation authority has been assessed by FAA inspectors and has been found to license and oversee air carriers in accordance with ICAO aviation safety standards.

- **Category II, Conditional:** A country's civil aviation authority in which FAA inspectors found areas that did not meet ICAO aviation safety standards and the FAA is negotiating actively with the authority to implement corrective measures. During these negotiations, limited operations by this country's air carriers to the U.S. are permitted under heightened FAA operations inspections and surveillance.

- **Category III, Does Not Comply with ICAO Standards:** A country's civil aviation authority found not to meet ICAO standards for aviation oversight. Unacceptable ratings apply if the civil aviation authority has not developed or implemented laws or regulations in accordance with ICAO standards; if it lacks the technical expertise or resources to license or oversee civil aviation; if it lacks the flight operations capability to certify, oversee and enforce air carrier operations requirements; if it lacks the aircraft maintenance capability to certify, oversee and enforce air carrier maintenance requirements; or if it lacks appropriately trained inspector personnel required by ICAO standards. Operations to the U.S. by a carrier from a country that has received a Category III rating are not permitted unless the country arranges to have its flights conducted by a duly authorized and properly supervised air carrier appropriately certified from a country meeting international aviation safety standards.

The FAA has assisted countries with less than acceptable ratings by providing technical expertise, assistance with inspections, and training courses. The FAA hopes to work with other countries through ICAO to address non-compliance with international aviation safety oversight standards.

The FAA will continue to release the results of safety assessments to the public as they are completed. First announced in September 1994, the ratings are part of an ongoing FAA program to complete initial assessments, by the end of 1996, of all countries with air carriers that operate to the United States.

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*An electronic version of this news release is available via the World Wide Web at: http://www.faa.gov*

# Organization of Eastern Caribbean States (OECS)

The U.S. Federal Aviation Administration conducted an assessment of the OECS in July 1996. The purpose of this assessment was to verify that the member's aviation authority was in compliance with the aviation safety oversight standards contained within the International Civil Aviation Organization (ICAO) Annexes to the Convention on International Civil Aviation (1944) (Chicago Convention). It is every member government's obligation to establish an infrastructure (i.e., a civil aviation authority) that implements oversight of international aviation standards and ensures compliance by the member air carriers which that authority licenses.

The FAA found at the time of the assessment that the member's civil aviation authority was not in compliance with the ICAO aviation safety oversight standards regarding its members' air carriers' operations. In the interim, limited operations by the member's air carriers to the U.S. are permitted under heightened FAA operations inspections and surveillance. Active negotiations with this organization are being conducted to implement a process to correct the identified deficiencies. Further information can be obtained by calling FAA at 1-800-322-7873.

**Specific Deficiencies Identified**

- Subject government has not developed and/or implemented adequate civil aviation law and regulations in accordance with ICAO standards,
- Subject civil aviation authority lacks the capability to certify, oversee, and enforce air carrier operations in accordance with ICAO standards, and
- Subject civil aviation authority lacks the technical expertise and/or resources necessary to license and oversee civil aviation in accordance with ICAO standards.

Release: Thursday, October 31, 1996

# Hong Kong

The U.S. Federal Aviation Administration conducted an assessment of this government's civil aviation authority in September 1996. The purpose of this assessment was to determine whether the civil aviation authority was in compliance with the aviation safety oversight standards contained within the International Civil Aviation Organization (ICAO) Annexes to the Convention on International Civil Aviation (1944) (Chicago Convention). It is every government's obligation to establish an infrastructure (i.e., a civil aviation authority) that implements oversight of international aviation standards and ensures compliance by the air carriers which that state licenses.

The FAA found at the time of the assessment that this government's civil aviation authority was in compliance with ICAO aviation safety oversight standards regarding air carrier operations. Further information can be obtained by calling the FAA at 1-800-322-7873.

Release: Thursday, October 31, 1996

10/29/96

# FAA Flight Standards Service
## International Aviation Safety Assessment Program (IASA)

| NUMBER | COUNTRY | CATEGORY |
|---|---|---|
| 1 | Argentina | 1 |
| 2 | Aruba | 1 |
| 3 | Australia | 1 |
| 4 | Bahamas | 1 |
| 5 | Bangladesh | 1 |
| 6 | Belize (no current operators) | 3 |
| 7 | Bolivia | 2 |
| 8 | Brazil | 1 |
| 9 | Brunei Darussalam | 1 |
| 10 | Bulgaria | 1 |
| 11 | Chile | 1 |
| 12 | Colombia | 2 |
| 13 | Costa Rica | 1 |
| 14 | Czech Republic | 1 |
| 15 | Dominican Republic (no current operators) | 3 |
| 16 | Ecuador | 2 |
| 17 | El Salvador | 1 |
| 18 | Fiji | 1 |
| 19 | Gambia (no current operators) | 3 |
| 20 | Ghana | 1 |
| 21 | Guatemala | 2 |
| 22 | Guyana | 1A |
| 23 | Haiti | 3 |
| 24 | Honduras (no current operators) | 3 |
| 25 | Hong Kong | 1 |
| 26 | Hungary | 1 |
| 27 | Indonesia | 2 |
| 28 | Israel | 1 |
| 29 | Jamaica | 2 |
| 30 | Jordan | 1 |
| 31 | Kiribati (no current operators) | 3 |
| 32 | Kuwait | 2 |
| 33 | Marshall Islands | 1A |
| 34 | Malaysia | 1 |
| 35 | Mexico | 1 |
| 36 | Morocco | 2 |
| 37 | Nauru | 1 |
| 38 | Netherlands Antilles: Curacau, St. Martin, Bonaire, Saba, St.Eustatius) - | 1 |
| 39 | New Zealand | 1 |
| 40 | Nicaragua (no current operators) | 3 |
| 41 | Oman | 1 |
| 42 | Organization of Eastern Caribbean States (OECS) covers: Anguilla, Antigua & Barbuda, Dominica, Grenada, Montserrat, St. Lucia, St. Vincent and The Grenadines, St. Kitts and Nevis | 2 |
| 43 | Panama | 1 |
| 44 | Paraguay (no current operators) | 3 |
| 45 | Peru | 2 |
| 46 | Phillipines | 2 |
| 47 | Poland | 1 |
| 48 | Romania | 1 |
| 49 | South Africa | 1 |
| 50 | Republic of Korea | 1 |
| 51 | Suriname | 3 |
| 52 | Swaziland (no current operators) | 3 |
| 53 | Trinidad & Tobago | 2 |
| 54 | Turkey | 2 |
| 55 | Ukraine | 1 |
| 56 | Uruguay (no current operators) | 3 |
| 57 | Uzbekistan | 1 |
| 58 | Venezuela | 2 |
| 59 | Western Samoa | 1 |
| 60 | Zaire (no current operators) | 3 |
| 61 | Zimbabwe (no current operators) | 3 |

FAA News

Washington, D.C.

**FOR IMMEDIATE RELEASE**
Thursday, October 31, 1996

APA 181-96
Contact: Rebecca Trexler
Tel.: (202) 267-8521

**FAA APPOINTS BROWN, ROBESON TO TOP POSTS FOR AVIATION RULEMAKING ADVISORY COMMITTEE**

The Federal Aviation Administration (FAA) today announced the appointment of Steven J. Brown and Robert E. Robeson Jr. as chair and vice chair, respectively, of the Aviation Rulemaking Advisory Committee (ARAC).

ARAC is comprised of 64 organizations representing the entire aviation community. It is responsible for reviewing all aviation rulemaking issues and providing advice and recommendations to the FAA administrator through the agency's associate administrator for regulation and certification. The committee includes representatives from air carriers, airports, manufacturers, general aviation groups, labor groups, environmental groups, universities, corporations, associations and public-interest groups.

Brown is the senior vice president-government affairs for the Aircraft Owners and Pilots Association (AOPA) and secretary general of the International Council of Aircraft Owners and Pilots Association (IAOPA). Robeson is the vice president for civil aviation with the Aerospace Industries Association (AIA) and president of the National Institute for Aerospace Studies and Services.

In announcing the appointments, FAA Administrator David R. Hinson said Brown and Robeson bring a wealth of experience to the advisory committee. "Steve's leadership roles with AOPA and IAOPA give him real insight to the legislative and regulatory issues affecting the aviation industry, while Bob's senior position with the country's leading aerospace manufacturers' association brings an important perspective to this committee," Hinson said.

By ARAC rules, both the chairmanship and vice chairmanship are one-year appointments.

Brown succeeds outgoing ARAC Chair Sarah H. Macleod, executive director of the Aeronautical Repair Station Association. In addition to his positions as senior vice president for AOPA and secretary general of IOAPA, Brown is a member of the board of RTCA Inc., the aviation electronic standards organization, and serves on the FAA Committee for Free Flight Implementation. He is also a commercial pilot and flight instructor in both single- and multi-engine aircraft.

**– more –**

As AIA's vice president for civil aviation, Robeson is responsible for all aspects of commercial aviation, including airworthiness regulations, quality assurance, product support and aircraft noise and emissions. In accordance with ARAC rules, he will succeed Brown as chair following his year as vice chair.

The ARAC was chartered by the FAA in 1991 to give aviation organizations a more effective voice in the rulemaking process. "This was in keeping with the agency's belief that the FAA and the aviation community have a shared responsibility to further enhance safety," Hinson said.

Since its inception in February 1991, the committee has submitted recommendations on issues as wide-ranging as type-certification procedures, structural load requirements for transport-category airplanes, design-dive speed, and operational and structural difficulty reports.

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