

# AVIATION

# NEWS

FEDERAL AVIATION AGENCY



Vol. I, No. 3

Washington 25, D.C.

March 1961

## U.S. AVIATION GOALS AND AIRSPACE NEEDS WILL BE EXAMINED

Two top-level task forces, both recently announced by President Kennedy, are seeking answers to some of the major problems facing American aviation.

Project Horizon, headed by Fred M. Glass of New York, is responsible for studying the status of the Nation's aviation and recommending National Aviation Goals for the period 1961 to 1970.

Project Beacon will study the problem of the safe and efficient use of the airspace under the chairmanship of Richard R. Hough of Cleveland.

The President, in letters to N. E. Halaby, FAA Administrator and the President's principal aviation adviser, directed that the two task forces be formed.

### Aims Defined

The definition of national goals, the President said, is "essential if . . . the United States is to have a safe, efficient and economical national aviation system." Mr. Halaby was asked

(See GOALS page 3)

## PHOENIX AIRPORT TOPS IN ITINERANT ACTIVITY

For the first time the FAA's statistical report on air traffic activity includes a ranking of general aviation itinerant flying. In that category—which includes business aircraft, privately owned planes and light planes, but not air carrier—the number one city in 1960 was Phoenix, Arizona, with 135,431 operations.

The highest ranking cities in general aviation itinerant flying were Denver, 122,355; Long Beach, 116,767; Santa Monica, 114,439; Van Nuys, 114,281; Wichita, 103,901; Detroit City, 103,529; Houston, 100,108; Fort Lauderdale, 97,921; and Fort Worth Meachum, 97,248.

## "AIR-SHARE" TAKES OFF FROM SANTA MONICA ON APRIL 11th

The first of FAA's regional conferences for pilots and plane owners, sponsored by the Bureau of Flight Standards through its regional offices, will be held in the Monica Hotel, Santa Monica, California, April 11. An evening tour of the Los Angeles ARTCC is planned.

### PILOTS TOLD OF EDUCATION NEED

Answers to most of general aviation's problems lie in education, training and industry attitudes—not in government regulation, James T. Pyle, Deputy Administrator of the FAA, told the Missouri Pilots Association recently in St. Louis.

"Maximum safety requires the pilot of the 1960s to possess skills far in excess of the minimums prescribed by regulation," said Mr. Pyle. He added that with the high performance equipment on the general aviation market today, a pilot can meet minimum standards and still get into situations beyond his capability. "While this is legal," Mr. Pyle admitted, "it is also dangerous."

Mr. Pyle added that today's pilot must keep abreast of the equipment he uses. Maintaining a high level of proficiency is a responsibility of every holder of an airman certificate. Such proficiency can be attained through locally sponsored and conducted forums or seminars where information, ideas, techniques and experiences are shared to everyone's benefit.

### Accidents Preventable

The speaker said that through the years FAA records show that pilot error causes or contributes to about 75 percent of general aviation accidents, and that weather is involved more frequently than any other cause, although inadequate flight planning is also a major factor.

Many of these accidents could have been prevented had the pilots been more proficient in their skills and had used FAA services available to

(See PILOTS page 4)

Other conferences are scheduled for the Hotel St. Nicholas, Springfield, Illinois, April 19; Hotel Shelburn, Atlantic City, New Jersey, April 27; Hotel Heidelberg, Jackson, Mississippi, May 2; and the Z. J. Loussac Library, Anchorage, Alaska, May 19. Plans for Honolulu will be announced later.



Oscar Bakke

### Industry Help Sought

The objective of the "Air-Share" conferences is to take the problems of flying in the 1960s directly to the people most concerned, and get their advice on practical solutions. FAA hopes that local aviation groups, in

(See TAKES page 4)



## EDITORIAL

### Challenge and Opportunity

Over the course of the next several months a substantial number of FAA personnel will be devoting considerable time to an undertaking that is probably unique for a Government agency.

Beginning on April 11, the FAA will go out to the Nation's airspace users, actively seeking their candid, thoughtful views. At a number of regional conferences, a penetrating searchlight will be aimed at the problems facing American aviation.

The theme of these regional conferences—Project Air Share—is “Air Your Views; Share the Benefits.” Airmen should take this capsule prospectus literally.

Certainly the FAA does, believing that only through an understanding of motives and close cooperation can Project Air Share become a meaningful concept, one that can be eventually translated into action.

Project Air Share is so named because the aviation community shares with the FAA the responsibilities—and the rewards—of promoting air safety and our Nation's aviation progress.

What are the objectives of these conferences?

- First, to elicit from the airspace user his best thinking, based on his own experience, on how to solve aviation's problems.

- Second, to develop within airmen a genuine sense of participation in helping to solve these problems.

- Third, to better acquaint airmen with FAA services available to them and thus stimulate the growth of aviation itself.

Five of these regional conferences are scheduled thus far, and it is planned to hold a similar session in Hawaii.

Moreover, if these meetings prove to be successful, there will probably be a total of 13 conferences before the year is over.

No panacea is sought for aviation's ills; doubtless none exists. But no facet of our aviation status should be overlooked in an effort to find better ways, better devices, better education.

(See EDITORIAL page 4)

## CONTROL CHANGES INCREASE SAFETY

Following recent accidents and a subsequent FAA study of all possible areas where safety can be improved in the air traffic control system, a number of actions have been taken:

*Tower controllers have been instructed to deny take-off clearance to commercial pilots carrying passengers or property for hire when the airport visibility is less than one-quarter of a mile or when the visibility along the departure runway is less than 2,000 feet. Air carrier aircraft on training flights or business aircraft carrying company employees are not subject to this restriction.*

A special regulation has been issued requiring IFR pilots in controlled airspace to report immediately to air traffic control when experiencing in-flight malfunctioning of communications or navigational equipment. Such reports will enable controllers to provide special assistance, if necessary, in the event pilots are unable to comply with air traffic control requirements.

*Action has been taken to change names and identifiers of radio range stations in the New York area to avoid the possibility of confusion on the part of pilots in navigating through a particular area where similarities may exist in range stations. Because of the similarity in name and identifier of the Stroudsburg and Solberg VORs (SSB and SBJ respectively) the name of the Stroudsburg station has been changed to Tannersville (TVE). This change became effective March 9.*

The FAA is looking into the feasibility of requiring high speed aircraft to be equipped with DME (Distance Measuring Equipment) which, when used in conjunction with existing VOR facilities, provides continuous information on an aircraft's position with respect to a radio navigational fix.

*The Agency has under consideration speed restrictions on high performance aircraft when entering a terminal approach area preparatory to landing. Speeds are expected to be limited in such a way so as to provide pilots the potential for improved maneuverability if necessary to operate safely.*

Pilots have been asked, on a vol-

## Rules and Regulations

**Issued:** Amendment 4 to part 29 of the CARs effective mid-April. Eye standards for airline and commercial pilot certificates (but not private) changed to permit a certain degree of eye deviation (lack of bifoveal fixation) if safety is not affected.

**Under consideration:** Revision of CARs affecting air taxi and commercial operators. Proposed regulations would require air carrier or commercial operator certificates; additional instruments and radio equipment for passenger-carrying under certain conditions; instrument ratings for night VFR and some over-the-top operations. Limited IFR operations with single engine aircraft and twins which do not meet requirements for unrestricted operation would be permitted.

**Under consideration:** Proposed change in Maintenance Standards Rules. The aviation industry has been asked to comment on new methods of issuing maintenance standards for all civil aircraft. New method would differ from present system in establishing minimum standards governing the end product of maintenance instead of prescribing detailed methods, techniques and procedures.

untary basis, to restrict their operations from the immediate vicinity of aircraft accident sites. Agency experience in recent months indicates that the presence of non-essential aircraft in the area of an accident posed serious threats to air safety. The presence of non-essential aircraft may hamper evacuation and other necessary operations. In addition, in the case of low-flying sightseeing aircraft, such planes present a threat to each other even when air evacuation is not going on. Voluntary cooperation is being requested pending agency regulatory action.

### AVIATION NEWS Office of Public Affairs Federal Aviation Agency Washington 25, D. C.

Published monthly to acquaint readers with the policies and programs of the Federal Aviation Agency. The editors welcome comments and suggestions.

Use of funds for printing this publication approved by the Director of the Bureau of the Budget, Dec. 29, 1960.

## FAA SEEKS IMPROVED AIRPORTS AND NAVAIDS

The operators of 76,000 active aircraft comprising the nation's general aviation fleet can confidently look forward to the development of new aids for their flying activities.

Fully aware of their steadily increasing growth, the Federal Aviation Agency has underway numerous projects designed to improve general aviation both in the air and on the ground, provide greater safety and increase the usefulness and capabilities of their aircraft.

### Low-Cost Lighting

The FAA Bureau of Research and Development, for instance, is working on an experimental low-cost lighting system which will permit safe

using a minimum number of lights which can be used equally as well on turf, gravel, blacktop or concrete runways.

The lighting system would utilize a row of relatively inexpensive but effective “pancake” lights down the center, and a low-cost visual glide slope in locations where there are nearby obstructions. Circling guidance will be provided by special lights in addition to the runway and glide path lights, and roll guidance will be guided by threshold lights placed at right angles to the runway lights and spaced so as to indicate runway width.

### Radar and DME

Another project proposed by the R&D Bureau is a Miniature Radar Enhancement device. This equipment would provide the means whereby pilots of general aviation craft can, upon request, strengthen the radar echo of their planes in order to rapidly obtain precise vectors and other related traffic control instructions.

Two models of a general aviation transponder advocated by FAA for airborne radar identification have been built by manufacturers and are now in the process of being tested.

and TV towers and other lofty structures.

### GOALS—(Continued from page 1)

to develop goals which would redefine and affirm “the technical, economic and military objectives of the U. S. Government throughout the broad spectrum of aviation.”

Project Beacon was established as a result of the President's request for “a well-conceived plan for managing air traffic, now and in the future”, so that the United States can derive maximum benefit from the great potential of aviation and insure the public safety. In carrying out this project, Mr. Halaby and Dr. Jerome B. Wiesner, chairman of the President's Science Advisory Committee, are organizing a Scientific Advisory Group under the chairmanship of Dr. Jerold Zacharias, Professor of Physics at MIT. To provide scientific guidance, the group will examine the present system of air traffic control, the present and future needs of all users, and all research and development programs in this area.

### Experts Appointed

The head of Project Horizon, Fred M. Glass, has long been active in aviation. In 1955 he was a member of the Aviation Facilities Study Group (the Harding Committee) and last year was a member of a committee to study the Military Air Transport Service. Before assuming his present position as Executive Vice President of the Empire State Building Corporation, Glass was Director of Aviation for the Port of New York Authority, a Vice President of Capital Airlines and an attorney for the CAB.

Richard R. Hough, who heads Project Beacon, is Vice President-Operations, a director and member of the Executive Committee of The Ohio Bell Telephone Company. He spent 17 years with The Bell Telephone Laboratories and served as a consultant to the Defense Department in the field of Research and Development. An electrical engineering graduate of Princeton, Mr. Hough was recently certificated as a private pilot.

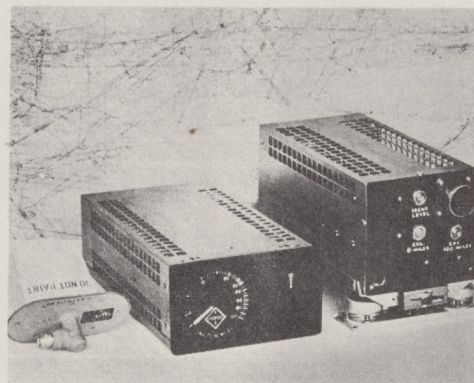


Installing Pancake Light

VFR night operations at secondary airports from which a substantial number of general aviation aircraft operate.

There are approximately 6,000 of these publicly and privately owned airports located throughout the country. They range from single runway grass or oiled strips to multiple runway airports with paved surfaces. Some are well lighted but the majority have only minimum lighting required by FAA regulations, or no lights at all.

FAA hopes to produce a system



Low-Cost DME

Distance measuring equipment (DME) is another general aviation project under FAA scrutiny. The purpose of this program is to develop a lower-cost, lighter-weight device suitable for lighter craft.

### Obstruction Markers

The Agency is also working on a research project involving the marking of all obstructions. The objective is to increase safety in VFR flying by reducing the hazard created by radio



**TAKES—**(Continued from page 1)

areas within flying distance of the cities scheduled for Air-Share conferences will hold preliminary meetings and select spokesmen to represent their views at the regional sessions.

"The name Air-Share," according to Oscar Bakke, Director of the Bureau of Flight Standards, "means that civil airmen share with FAA both the responsibilities and the rewards of air safety.

"To know what we are sharing and why, there is no better start than to get together in the American town-meeting way."

Mr. Bakke, who plans to attend some of the conferences, pointed out that although the Administrative Procedures Act requires Government agencies to make known their rule-making intentions and to solicit comments, the Air-Share concept goes far beyond normal government practice.

"For some time," said Mr. Bakke, "we have been publishing notices in the Federal Register, issuing draft releases and convening technical conferences. Now we go a step further.

"It is probably unique for a Government agency to make a studied effort to go out to the field and seek the views of others."

**Problems Outlined**

To meet the changes ahead, due to more and faster planes and increased traffic, safety is a matter of education, training, services and devices—plus rule-making only where the other methods will not suffice.

Problems that may call for new FAA regulations include "cribbing" in airman exams and establishing prerequisites for taking them; new requirements for instrument ratings; more control by instructors over student pilots; more authority for instructors to give flight checks; periodic renewal of airman certificates; and instrument take-off minimums.

FAA Administrator Najeeb E. Halaby said, "We shall adopt no more regulations than are strictly necessary, and shall appeal to the pilots' common sense so those we do adopt will be understood and respected."

The briefings also will explain such new FAA aids to general aviation as the Flight Following Service.

Comments may be sent in advance to: Safety Regulations Division, FS-40, FAA, Washington 25, D. C.

**PILOTS—**(Continued from page 1)

them—free for the asking—such as the Flight Service Station facilities, Flight Following Services and PI-REPS. "It is the responsibility of the FAA, both legally and morally," Mr. Pyle said, "to provide the services, but they will work only to the extent that pilots use them." He promised a stepped up program of public and general aviation education to make these services more widely known.

**Physician Agrees**

Echoing these statements, Dr. William Requarth, President of the National Pilots Association, testifying before Senator Monroney's Subcommittee on Aviation, said that almost all fatalities in general aviation are caused by the pilot's lack of knowledge and proficiency. He also attributed the great majority of such accidents to weather and cited studies made by the University of Illinois Institute of Aviation which proved that within four minutes after an inexperienced pilot gets into an overcast where he has no reference to a stable point, the airplane is out of control.

Dr. Requarth declared, "No amount of regulation, threats, or any type of enforcement will keep a pilot out of weather he cannot handle. After all, I am sure they do not get into bad weather voluntarily. It is a question of their need to be educated. That is the core of the situation."

**CONRAD GETS KUDOS**

Max Conrad, who already possesses a variety of flying records, has again shown the world what an able pilot and a small flying machine can do. His recent round-the-world flight in a light plane in less than nine days has increased public confidence in the airplane, and contributed anew to the development of aviation.

Conrad started his long distance, over-water flying years ago when his wife and 10 children were spending the summer in Switzerland. He installed extra tanks in a Piper single-engined plane and flew to visit them.

In recognition of his new feat, Administrator N. E. Halaby of the FAA sent Conrad the following telegram:

'Congratulations on successfully completing your phenomenal round

**FSS Expands Services To Civil, AF Pilots**

FAA's 4,000 flight service specialists will be trained to handle pre-flight weather briefings and provide weather data to pilots aloft under a joint Weather Bureau-FAA program.

By late summer, direct weather briefings will be available from 330 Flight Service Stations (FSS) and 80 combined Station/Towers throughout the country. These, added to the 240 Weather Bureau stations already established, will triple the number of locations where weather advisory service will be available to pilots simply for the asking.

All forecasts will be made by the Weather Bureau, and all FAA facilities will be linked to Weather Bureau airport stations and Flight Advisory Stations by interphone or teletypewriter. Questions requiring a meteorologist will be referred to one or the other of these stations.

Some 450 flight service specialists have already taken and passed the course given at the FAA school in Oklahoma City under the direction of Weather Bureau meteorologists. In addition, a directed course of study has been prepared by the Weather Bureau for training FAA personnel at their home bases.

\* \* \*

Responsibility for military flight services within the continental U. S. and adjacent oceanic areas, except flight plan approval and weather briefing, has been transferred from the Air Force to the FAA. The transfer will involve routing four to six million messages a year, and will be handled by FAA flight service stations with little increase in personnel.

the world flight in a light plane. This new entry in the record book constitutes an outstanding contribution to flying and reflects great honor on yourself and your country."

**EDITORIAL** (Cont'd from page 2)

Ahead lies both a challenge and an opportunity—a challenge to find, in the time-honored "town meeting" kind of give-and-take, some responsible answers and opportunity to make a significant contribution to American aviation.