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## GENERAL AVIATION AIR COLLISIONS LAID TO PILOTS

In every one of the general aviation mid-air collisions last year, one or both pilots had ample opportunity to see and avoid the other aircraft.

This is the conclusion of FAA's Bureau of Flight Standards in a report issued recently which recalled the old instruction for safety in the air: "Swivel your neck and look around."

An unusual number of such collisions—a total of 24—occurred during 1960. These resulted in 15 fatalities, serious injuries to two and damage to most of the planes involved. In 13 such accidents, there were no injuries to pilots or passengers.

One collision was between two gliders using the same rising current of air, with each pilot apparently being especially polite to the other. They only bumped and there was little damage and no injury.

With nearly twice the number of such collisions as occurred in 1959, the FAA has sent instructions to its Safety Inspectors in the field to check all applicants for pilot certificates sharply on "maintaining a constant watch for other aircraft." If pilots fail to do this, or to look before maneuvering during all flight tests, inspectors are instructed to consider disapproval of their applications.

Most collisions occurred within the landing pattern or local flying areas of airports. The FAA found that operation of control towers has reduced—but not eliminated—the occurrence of collisions.

Six accidents involved pre-arranged formation flights or flight in close proximity to another airplane. One of these involved aerial application, one closed course racing and one "dog fighting."

"The current state of the art," said Oscar Bakke, Director, Bureau of Flight Standards, "does not enable us to implement a complete system of positive traffic control for the prevention of mid-air collisions. The record can be substantially improved, however, by the exercise of constant vigilance on the part of all pilots."

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140 Aviation Medical Examiners attended FAA-sponsored three-day seminars in aviation medicine at Harvard and Tulane during March.

## BRIGHT FUTURE SEEN FOR U.S. BUSINESS AND PRIVATE FLYING

Hours flown in general aviation, including business and private flying, will double in 15 years, according to a long-range forecast by the Federal Aviation Agency. Airlines will hold their own; military manned flight will decline.

### Halaby to Meet Pilots

An informal "give-and-take" session between FAA Administrator N. E. Halaby and general aviation pilots will be held at the airport in Van Nuys, California, at 10:00 a.m., Saturday, May 27.

Student, private and recreational fliers are particularly invited to attend and take part in the discussions.

Noting that the highly successful "AIR-SHARE" meeting held in Santa Monica on a Tuesday attracted a high percentage of fixed-base operators, Mr. Halaby said he hoped to reach the non-professional fliers by arranging week-end sessions.

## ASK \$375 MILLION FOR AIRPORT AID

A five-year airport aid bill totalling \$375 million to assist in the improvement of publicly-owned airports has been introduced in the Congress. The bill would amend the Federal Airport Act and provide \$75 million each year in contract authority for the Federal Aid to Airports Program.

The bill authorizes \$66.5 million in federal aid to be split 75 percent for each state on a population/area basis, and 25 percent for the Administrator's discretionary fund. Airport funds in the past have been allocated generally on the same basis. In addition, a total of \$1.5 million is proposed for airports in both Puerto Rico and the Virgin Islands.

One of the features provides \$7 million to be used directly for general aviation airports located near large, high-density airports. This is designed to upgrade general aviation airports where the need is great and also to reduce congestion at the large, metropolitan airports.

Another provision would virtually bar the use of aid funds for airport buildings except those directly involving safety on the airport, such as a building for crash and rescue vehicles.

The current airport aid program, which expires June 30, provided \$63 million for each year of a two-year period.

This prediction was made by Oscar Bakke, Director of FAA's Bureau of Flight Standards.

"General aviation," Mr. Bakke said, "is becoming a large industry. We in FAA have been looking ahead to estimate our future work load so we will be ready to meet it."

Assuming continued peace and reasonable prosperity, general aviation in 1975, as compared with 1960, will total well over 100,000 aircraft and half a million active pilots, a gain of more than 50 percent, and flying hours per year will double to 25 million.

### ESTIMATED TREND OF U. S. AVIATION 1960-75

	1960	1975	APPROX. CHANGE
<b>Aircraft</b>			
Air Carrier	2,000	2,000	0%
Military	25,000	15,000	-40
Gen. Avia.	74,000	115,000	50
<b>Aircraft Hours</b>			
Air Carrier	4.3 mil.	4.4 mil.	6%
Military	9.8	5.7	-42
Gen. Avia.	12.7	25.5	100
<b>IFR Flights</b>			
Air Carrier	2.1 mil.	5.0 mil.	138%
Military	1.1	1.1	0
Gen. Avia.	0.3	1.1	265
<b>Active Pilots</b>			
Air Carrier	11,000	11,000	0%
Military	88,000	60,000	-32
Gen. Avia.	349,000	560,000	60

The air carriers are not expected to change much in total aircraft, pilots and hours, though larger and faster planes will mean a much increased passenger-mile and cargo-ton-mile capacity. Manned flight by the armed forces will decline 40 percent or so.

"General aviation," said Mr. Bakke, "growing mainly in business flying, must get a much bigger share of attention from FAA, as well as from the states, municipalities, industries and others."

"FAA's job is 'promotion, encouragement, and development' as well as safety. These functions go together. The things we do to make flying safe—education, devices, flight aids and the setting of minimum standards—will enable pilots also to get the most pleasure and utility out of their planes. Development of general aviation as a sound business will follow."

He pointed out that FAA has 89 general aviation district offices manned by general

(Continued on page 4)

**EDITORIAL****OPERATION TIGHTROPE**

Washington abounds with a variety of operating task forces bearing names that are alliterative, poetic or even mystical.

This is not the case with Operation Tightrope, whose evocative name has been explained by Lloyd N. Cutler, chairman of a five-man group of consultants engaged by the Administrator to review FAA's rulemaking and enforcement procedures.

Tightrope, explains Mr. Cutler, suggests the balance which is sought in carrying out two objectives inherent in FAA's rulemaking responsibilities. The objectives are the achieving of the "minimum essentials of due process as well as the necessity of getting something done."

The men comprising Operation Tightrope are well qualified. They are all attorneys with extensive experience in administrative law: Lloyd N. Cutler, Gerhard P. Van Arkel, John Floberg, Louis J. Hector, and Frederick B. Lee. In addition, one is a former member of the Civil Aeronautics Board, another is a former Navy Assistant Secretary for Air, and another a former CAA Administrator. The staff counsel, Alfred B. Fitt, was formerly on the staff of the Senate Judiciary Committee Subcommittee on Administrative Practices and Procedures.

In addition to determining whether FAA rule-making procedures conform to law, the group is looking at the clarity and utility of the rules themselves. Even if a rule is valid, is it clear, manageable, understandable?

The codification of the rules and regulations which has been underway for several months will also get close scrutiny.

As a start, the committee was provided by FAA with voluminous research, including case histories of typical rules as well as litigation involving rules.

A number of aviation groups were invited to submit their views to the committee: Airline Pilots Assn., Aircraft Owners and Pilots Assn., Air Transport Assn., National Business Aircraft Assn., and the General Aviation Council. "The committee," says Mr. Cutler, "is available to others who have constructive ideas to offer."

The committee also plans a trip to Washington National tower to familiarize itself with the complexities of airport operations.

A research team in the field is interviewing FAA personnel as well as pilots, mechanics and other airmen.

The chairman of the committee summed up: I strongly favor "having workable administrative agencies which can get their job done effectively with fairness to all."

\* \* \*

The force of air rushing over the wings and fuselage of the fastest supersonic aircraft is 10 to 12 times greater than that of any recorded hurricane.

**The Administrator said . . .**

At the Aviation/Space Writers Association in New York: FAA's primary goal during the next few years should be establishment of a National Aviation system . . . an all-inclusive program in which the parts of aviation and the parts within parts are planned and toolled to do a total job. . . . Legislation is being prepared proposing a Federal Aviation Service made up largely of FAA's air traffic controllers who, during time of war, would become members of the Nation's armed forces.

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At the Airport Operator's Council in Miami Beach: Project Horizon is the most comprehensive and detailed examination of airports ever made. It will determine the physical facilities needed in 1970; the role of the Government in airport planning and operation; criteria for locations of airports in the future; the economics of a long-range airport program; airport zoning and noise control. . . . Horizon is impressed with the idea that manufacturers build aircraft to fit existing airports and that airports be built for exclusive use of general aviation.

**Publications Available**

General Aviation in Alaska, 1958—10 cents.

National Airport Plan, 1961—\$3.25.

U. S. Standard Facilities Flight Check Manual, December, 1960—\$2.00.

Flight Test Guides (3) Private pilot-single or multi-engine—10 cents each; commercial pilot—15 cents.

International Flight Information Manual—55 cents. Contains world wide directory of airports, passport and visa data, foreign flight regulations, monetary exchange rates and other information.

FAA Statistical Handbook of Aviation—60 cents. Official summary of civil aviation activity in the United States through December 1959.

Available at prices listed from:  
Superintendent of Documents  
Washington 25, D. C.

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FAA Publications—Revised list. Free.  
IFR Altitude Usage—Peak day 1960. Free.

Available from:  
Aeronautical Reference Branch, FAA,  
Washington 25, D. C.

Some ABC's Of Air Traffic Management.  
Washington 25, D. C.

The Federal Aviation Agency. Brief resume of Agency activities by Bureaus and Offices.

Available from:  
Office of Public Affairs, FAA  
Washington 25, D. C.

**Rules and Regulations**

Issued: A special Civil Air Regulation, effective May 25, 1961: No person shall operate, nor shall any operator or pilot in command of an aircraft permit the operation of, a portable frequency modulation (FM) radio receiver on the following civil aircraft of the United States while such aircraft are engaged in flight in air commerce: (a) aircraft operated by an air carrier or commercial operator; and (b) any other aircraft equipped with VHF omnirange (VOR) navigation equipment while such VOR equipment is being used for navigational purposes.

Under consideration: A proposal to limit the speed of all arriving aircraft operating below 14,500 feet MSL, within 50 miles of destination airports, whether under IFR or VFR, to 250 knots (288 miles per hour). This rule would apply to aircraft flying under either IFR or VFR in both controlled and uncontrolled airspace. The proposal would also apply to aircraft conducting practice approaches, regardless of whether or not landings are effected.

Comments in duplicate should be sent to the Docket Section, Federal Aviation Agency, Room B-316, 1711 New York Avenue, N. W., Washington 25, D. C. Deadline July 9, 1961.

**FAA PURCHASES TO AID LABOR SURPLUS AREAS**

FAA announced that it will do everything possible, within the framework of existing laws and regulations, to expedite contracts to manufacturers who are located in areas classified as "labor surplus areas."

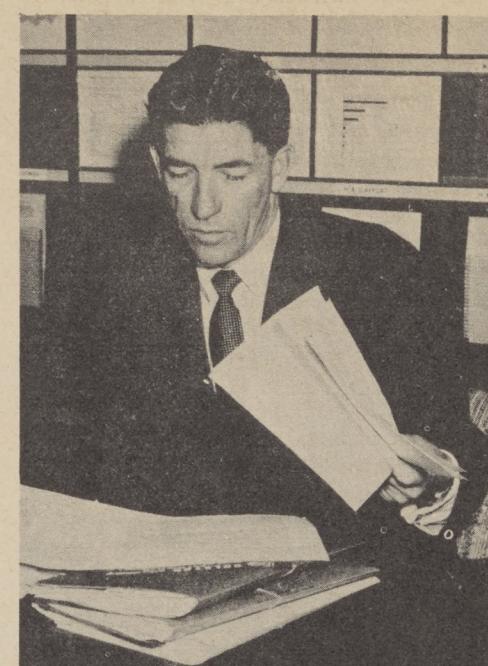
The Agency will follow the present bidding procedures but, whenever feasible, a portion of each contract over \$10,000 will be reserved for companies located in areas certified by the Department of Labor as labor surplus areas.

In addition, the Agency will solicit bids from firms in surplus labor areas; encourage sub-contracting with labor surplus area concerns; and issue special regulations that will give preference to items and equipment produced in labor surplus areas as compared with lower priced foreign equipment, if the cost differential is not more than 12 percent of \$10,000 in dollar value.

**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.

**AIRMEN VOICE VIEWS IN REPLIES TO HALABY**

N. E. Halaby Reading Some of the Letters Received from Airmen.

The Administrator's letter to airmen has resulted in nearly a thousand responses. Replies were received from airmen in all walks of life—students and lawyers, architects and chemists, mechanics, physicians and business executives; from veteran pilots with all the ratings plus thousands of hours as well as from those whose certificates are still new.

They did not hesitate to express themselves: Some wrote only to air a complaint; most took the time to analyze a problem and suggest what might be done to help. Some simply expressed their thanks at having heard from the head of the Federal Aviation Agency.

A typical letter began as follows:

"I appreciate very much the opportunity you have offered the private pilot by your letter of March 3 to share his viewpoint with the FAA staff. This appears to be an unprecedented action . . . and one that bodes much good for improved private pilot/FAA relationships. . . ." Then the writer goes on to discuss the disturbing disappearance of so many small airports, and to offer some interesting ideas for the construction of air-parks and landing strips along highways.

The Aviation Medical Examiner program came in for some criticism as did the instrument requirement for private pilots. In the majority of cases, however, the unfavorable comment was prompted by inconvenience and cost to the individual concerned rather than to the rules themselves.

A well thought out fail-safe IFR approach system for high density control areas was offered by one pilot; automatic scheduling and control of aircraft by another. Private pilots spoke of the need for refresher training, for more cross-country and more "weather flying." A new type of license, somewhat restricted, was proposed for the week-end flier.

Opinions of agricultural fliers were almost evenly divided for and against FAA's proposed regulation of their operations. Some prefer to continue working on waivers as at present, while others regard the regulations as safety measures and hope to see them passed.

When criticism was found of some phase of FAA operation, it was invariably followed by words of appreciation for the work of the air traffic controllers, the flight following service and the general aviation safety officers.

A flying club in upper New York State wrote a summary of ideas they thought would prove helpful in serving the aviation needs of the Nation. These included the development of low-cost instruments and radio equipment, the need for more air-markers and a request for help in get-

**Advocate Users Charge To Defray Airway Cost**

FAA estimates that the proposed increase in fuel taxes would add about \$5.88 in any one year to the total operating expenses of the average single-engine, gasoline-burning, two-place airplane.

The tax increase was recommended to the Congress by President Kennedy as a method of having users of the Federal Airways System pay a more equitable share of the costs.

The President made a two-fold recommendation: that the present two-cent tax on aviation gasoline be extended to jet fuels; that the tax on aviation fuels be increased a  $\frac{1}{2}$  cent annually after fiscal year 1962 until the portion of the cost of the airways allocable to domestic civil aviation is substantially recovered by the tax.

An FAA study of user charges points out that "general aviation flying would . . . find the gallonage tax reasonably equitable in terms of use and benefits, with fuel consumption varying in proportion to the size of the aircraft being flown and to its annual utilization in flight hours. . . ."

**FIELD REORGANIZATION PLANS ARE CHANGED**

N. E. Halaby has cancelled previously announced "Project Straight-Line" plans for establishing 22 Field Area Offices, pending further review of requirements for an effective field organization.

The Administrator's decision to abandon the plan for reorganizing FAA's field structure was made following a reconsideration of the program after he took office on March 3, 1961.

The Project Straight-Line plan, which had been scheduled to go into effect on June 30, 1961 at 22 locations throughout FAA's four domestic Regions, was based on a six-week study last spring in the area covered by the Cleveland ARTCC.

The Agency is continuing to study plans to provide a highly practicable and economical organization with respect to field operations and Washington Headquarters-field relationships.

Mr. Halaby pointed out that his decision does not prohibit the FAA Bureaus from continuing the development of specific plans and actions for strengthening field activity supervision.

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According to a study, there is more good flying weather in the Far West than any other part of the country.

## FAA Plane Rental Policy Clarified

FAA pilots authorized to rent aircraft will be qualified on one or more of four aircraft categories and will carry an official "Authorization to Rent" card on which will be listed the categories of aircraft which they are authorized to rent. Renters may require a flight check at their discretion, and the FAA rules establish the amount of this check time for which the Agency will pay.

Each FAA pilot authorized to rent aircraft will be given a proficiency check each calendar year in the month of his birthday by an FAA check pilot.

FAA pilots are now being checked for their qualifications to obtain "Authorization to Rent" cards which will be mandatory by August 31, 1961.

The FAA rents aircraft from any owner or operator on contract or open market basis for use by its officials on official business.

The four categories of aircraft rented by the Agency are:

Category I—1 and 2 place single engine propeller driven

Category II—3 to 5 place single engine propeller driven

Category III—Twin engine propeller driven fixed wing carrying less than 12,500 pounds

Category IV—Rotorcraft

### BRIGHT FUTURE

(Continued from page 1)

aviation safety inspectors. They check out new models of planes and certify their airworthiness periodically; examine and license airmen, both pilots and mechanics; examine maintenance shops, schools and instructors; and in general set minimum standards of safety which it is hoped airmen will exceed.

To help pilots, FAA has an improved system of preflight briefing at more than 400 Flight Service Stations at airports across the country. Pilots who file flight plans may request the new VFR "flight following service" for weather and other information from these stations, including "PIREPS" or pilot information reports from planes aloft on the winds, clouds and any dangerous conditions.

"For complete results," stated Mr. Bakke, "the pilots must study more, individually and in local self-help groups, to understand the new aids in the cockpit and on the ground."

"At the same time, airmen may well work together for improvement of local facilities, so adequate landing areas for general aviation will be acquired while land is available. A few more years and it will

### AN INVITATION

Pilots are welcome to visit FAA facilities. They are asked to call the Chief Controller at either an ARTCC or tower to make arrangements.

### Controllers Lauded; VFR Services Added

Speaking before the New England Chapter of the Air Traffic Association in Boston, D. D. Thomas, Director of FAA's Bureau of Air Traffic Management, paid tribute to the vital role of the controller in the overall flight safety program.

Recalling that air traffic control began in 1936 with ten men and there are now some 17,000, Mr. Thomas said that the responsibilities had increased by somewhat the same percentage. The problem of safe separation, he said, is compounded by the high performance and differing speeds of aircraft, the vast numbers of aircraft in use, burgeoning instrument flight operations, congestion at terminals and all the complexities inherent in the handling of millions of flight operations.

He highlighted several points of interest to the VFR pilot. In order to reduce the possibilities of a mid-air collision, it is planned to adopt a procedure whereby Flight Service Stations will repeat over the navaid voice channels the VFR position reports as they are received. This will alert all pilots in the area to the position of other aircraft.

Subject to a pending regulatory change, it is planned to increase the use of radar in order to control VFR traffic and also decrease congestion near the airport, as well as providing radar advisory service to the fullest extent possible.

Mr. Thomas said that this year will see every Flight Service Station equipped with standard orientation boards to improve the service for lost aircraft. Also, 100 Flight Service Stations will be equipped with VHF/UHF direction-finding equipment. These two steps will greatly simplify search and rescue operations.

The joint program whereby FAA personnel are trained as weather briefers under United States Weather Bureau standards is to be expanded. This is a course of study which qualifies the flight service specialist to disseminate weather information in greater detail than ordinarily is required.

be too late at many a progressive city that needs business flying the most.

"I hope," he concluded, "that our estimates of the future of general aviation will give communities across the country the same confidence and interest in development that we have in the Federal Aviation Agency."

## Direct Weather Service Tested

A new 24-hour pilot-to-forecaster weather service, aimed at meeting the immediate needs of pilots in flight, will be given a year's trial in the Washington, D.C., and Kansas City, Missouri, areas. The experiment, to be conducted by the FAA with the cooperation of the U. S. Weather Bureau, will serve an estimated 50,000 general aviation pilots beginning July 1.

On and after that date any pilot in either of these areas may make direct radio contact with a Weather Bureau forecaster on special frequencies and get complete up-to-date information on unusual and hazardous weather. Frequencies selected for the test are 120.7 in Kansas City and 122.6 in Washington, D.C. Routine weather requests will be handled by Flight Service Stations as usual.

In Washington the forecaster will be located in the Air Route Traffic Control Center and coverage will extend as far south as Raleigh, N. C., and west to Elkins, W. Va.

In Kansas City he will be stationed in the downtown Weather Bureau Forecast Center, with communications limited to the local area.

This new service will augment FAA's regular weather advisories which originate in the Flight Service Stations. Transcribed tapes which are broadcast over the low frequency ranges (332 kc) only, run from 5 to 8 minutes and are then repeated. They give station identification, general synopsis of weather developments and area conditions.

Live broadcasts are made every 30 minutes on both low and high frequencies. At 15 minutes past the hour, local weather and late bulletins are announced. At 45 minutes past the hour the stations again give the local weather, adding a complete summary of conditions as they then exist as far away as 400 miles. Unscheduled broadcasts are made when information must be sent out at once.

Reports from pilots themselves, known as "PIREPS," which are called in to Flight Service Stations when sudden changes in weather are encountered, will also be transmitted directly from the pilot to the forecaster.

### Administrator's Address Book

June 12, United States Conference of Mayors; Washington, D. C.

June 15—OX-5 Club, Early Birds, Airways Pioneers, Air Mail Pioneers; Washington, D. C.

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FAA purchases of electronic equipment runs to \$200 million annually.