The View from Washington

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To begin this year, I thought a review of the Federal Aviation Administration's (FAA) recently published Strategic Plan, their "Flight Plan" for the years 2005 through 2009, would be in order. The "Flight Plan" is a multi-year organizational strategic effort, a business plan, setting the course of the FAA through 2009.

If you should have the time I would recommend reading the "Flight Plan" if for no other reason than to understand the headquarters vision of the government agency which most affects your livelihood. The Flight Plan can be viewed on line at: http://www.faa.gov/AboutFAA/FP_final.pdf

Here's an observation on my part—the vision of FAA headquarters is not necessarily the vision of the local FAA office. I'm not pointing out an intentional division between headquarters and the field, but rather pointing out a reality between political feel-good stuff that satisfies Congress and the rubber-meets-the-road application issues that general aviation businesses deal with at the local FAA level. The Flight Plan seems to miss addressing one limiting factor: people. With a finite limit on the numbers of hours in a day and the understaffed general aviation workforce, the general aviation industry will continue to receive the crumbs from an agency whose mission is to ensure safe and efficient passage for the traveling public by commercial aviation.

I don't want to minimize the accomplishments of this past year. Working with industry, the FAA has reduced general aviation accidents in Alaska with the successful use of technology. In addition, the Small Airplane Directorate and the Aircraft Certification Services Avionics Systems Branch (AIR-130) have been working tirelessly to streamline the installation and certification of avionics systems. Plus, hundreds of general aviation field inspectors (ASIs) have worked thousands of hours in support of general aviation. It's disappointing that FAA headquarters is not as diligent in providing the guidance and policies to the general aviation field inspectors that would streamline the introduction of advanced technology. While advanced technology may reduce the workload for the general aviation pilot, it increases the workload for aviation businesses and the FAA's ASI and there is no relief in sight.

Nonetheless, this month's "View" will highlight some aspects of the FAA's Flight Plan 2005-2009. Many of the goals and initiatives of the FAA's Flight Plan have a direct impact on the business plans of manufacturers who build and certify modern avionics systems and the aviation businesses who install and maintain those systems in general aviation aircraft.

The following are excerpts from the FAA's Flight Plan 2005-2009.

The FAA's strategic goals in a nutshell are:

Increased Safety

Safety is not only a top public-interest priority; it is also an economic necessity. People fly only if they feel safe. They must trust the system and their trust must be upheld.

Greater Capacity

Increasing capacity is a double-edged sword. Air traffic is increasing rapidly, but growth must not interfere with the passengers' abilities to reach their destinations on time. And this must not be done at the expense of the environment.

International Leadership

Aviation, across the globe, is a $1.4 trillion business. Given our expertise in operating the world's largest and most complex system, it's clear that in the aviation industry, safety is our most vital national export. We will enhance America's leadership role by sharing expertise and new technologies with our international partners. We aim to raise the level of safety everywhere planes fly.

Organizational Excellence

The men and women of the FAA are committed to achieving these goals. To do so, the FAA must be a world-class organization. This requires greater fiscal responsibility, stronger leadership, more cooperation, improved customer service, and performance-based management. Simply put, we need to operate like a bottom-line, cost driven enterprise. We are working to control our costs and keep a sharp eye on the taxpayers' best interest. For this reason, we are committed to giving our employees the right tools and training. We know we must do a better job in this area. When all is said and done, it's the employees of the FAA who bring the Flight Plan to life.

Increased Safety

The fatal accident rate for commer-

cial aviation is the lowest it's been in aviation history. Over the past three years, there have been only .021 fatal accidents per hundred thousand take-offs—the equivalent of one fatal accident per five million flights. General aviation accidents are down markedly as well, especially in Alaska, where small planes navigate the bitter weather and mountainous terrain. Serious runway incursions—instances where a plane comes too close to another plane or vehicle—are also down.

There were no accidents, fatalities, or injuries in Commercial Space Transportation. However, we missed our target for operational errors, which are mistakes made when directing aircraft. We are taking immediate steps to improve our performance this year.

Goal: To achieve the lowest possible accident rate and constantly improve safety.

Safety comes first. It's the FAA's primary mission, and our efforts are paying off. The commercial fatal accident rate is the lowest in aviation history.

How this happened is no accident. The FAA has and will continue to develop new technologies that will lower the number of accidents, while improving a safety record that's second to none. We have improved our risk management practices by collecting and analyzing data to identify problems and prevent accidents before they occur. We continue to partner with industry to reduce the commercial accident rate, improve runway safety, and extend the excellent safety record of commercial space transportation.

We made a special commitment to safety in Alaska, where heavy reliance on air transportation in an unforgiving environment had led to an unacceptably high general aviation accident rate. We targeted innovative safety solutions that reduced the number of accidents, and the results in FY 2004 show it's paid off. Success in Alaska has led to safety improvements throughout the lower 48 as well.

The FAA is also committed to transitioning the United States navigation system from one that is predominately ground-based to one located primarily within the aircraft itself. Through the use of onboard technology, pilots will be able to navigate aircraft to any point in the world using only geographical coordinates.

A navigational concept called Required Navigation Performance (RNP) is an important step in this direction. Because of its high degree of precision, RNP allows for more efficient use of the airspace. In addition, RNP can assist in developing stable descent approaches, increasing safety during approach and landing, including at airports where such approaches are currently not available during bad weather. Simply put, RNP will allow us to fly more planes, more efficiently, and more safely than ever before.

The FAA continues to improve its oversight of air carriers, manufacturers, and airport operations, while enforcing our safety regulations with a targeted focus on those areas that pose the greatest risk. Within the FAA, we are implementing a Safety Management System to provide a systematic and integrated method for managing the safety of air traffic control and navigation services. By the end of 2006, we will implement a prototype index to help measure the overall safety of the U.S. civil aviation industry. This safety index will measure aviation fatalities and injuries in all segments of the industry. Once finalized, it will identify trends, helping us assess the effectiveness of many of our safety initiatives and avoid accidents in the process.

The initial edition of the Flight Plan included an objective to reduce accidents and injuries caused by flight turbulence. After a year, it became apparent that these incidents were actually too few in number to serve as a major objective for the agency. The new edition of the Flight Plan no longer includes turbulence. The objective and its targets have been moved to the business plan of the agency's Office of Regulation and Certification.

The introduction of new products into the airspace system, like light sport aircraft and microjets as well as new technologies, such as Unmanned Aerial Vehicles, may have an impact on overall safety goals. As a result, we may need to adjust general aviation targets in the future.

Safety Objective 2. Reduce the number of fatal accidents in general aviation.

Strategy: Implement technologies and systems that will help pilots operate aircraft as safely as possible.

Initiatives:

• Continue delivery of dependent surveillance to key sites. Provide text and graphical data through programs such as Automatic Dependent Surveillance-Broadcast/Traffic Information Service-Broadcast, and Flight Information Service Broadcast to the cockpit through flight information services. Increase situational awareness by improving the capabilities of small aircraft with integrated displays, datalink, and traffic information.

• Provide pilots with safe access to the NAS by analyzing and disseminating aeronautical and meteorological information to air traffic control specialists and general aviation pilots through innovative systems.

• Develop and publish WAAS approaches.

Strategy: Establish standard procedures and guidelines for general aviation operators.

Initiatives:

• Ensure that safety oversight and regulatory compliance keep pace with changes in the general aviation envi-

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ronment.

• Continue to implement General Aviation Joint Steering Committee (JSC) initiatives and pursue joint identification and analysis of safety issues within JSC.

• Continue research to identify human factors that may cause accidents and develop strategies, methods, and technologies that will reduce those accidents.

• Develop policies, procedures, and approval processes to enable operation of UAVs.

• Develop streamlined processes for certifying and approving communications navigation surveillance equipment, basic cockpit displays, electronic flight bags, and other safety related flight technologies.

• By FY 2009 and working with industry, develop and baseline a target rate for General Aviation Fatal Accidents to replace the current performance measure. ❑

Regulatory Update

United States

Part 145 Training

The latest information from the FAA indicated that the draft Advisory Circular for Part 145 training criteria (145.163) should be out for public comment as this month's *Avionics News* goes to print. Please check AEA's Resource One for more information. We anticipate a VERY SHORT time frame to review the AC and submit comments to the FAA.

RTCA:

The following documents have been issued recently:

DO-296 Safety Requirements for Aeronautical Operational Control (AOC) Datalink Messages: This document provides minimum safety requirements for Aeronautical Operational Control (AOC) and certain Air Traffic Services (ATS) datalink messages.

DO-295 Civil Operators' Training Guidelines for Integrated Night Vision Imaging System Equipment: This document presents training guidance that has been generated from lessons learned by agencies having many years of experience in the training and operational application of night vision imaging systems.

DO-294 Guidance on Allowing Transmitting Portable Electronic Devices (T-PEDs) on Aircraft: This document addresses near-term T-PED technologies by defining and recommending a process that airlines and/or airframe manufacturers may use in assessing the risks of interference.

Canada

Transport Canada Rethinks Fatigue Risk Management Proposal

At a CARAC Part V (Maintenance and Manufacturing) meeting held November 9-10, 2004, industry voiced strong and concerted opposition to TCCA over the proposal for imposition of a Fatigue Risk Management System (FRMS) for AMOs as referenced in NPAs 2004-059 through –062. AEA Canada tabled a Position Paper which stated that fatigue management is already addressed in the existing Human Factors training requirements, and that to introduce a specific FRMS for AMOs would inevitably lead to the imposition of prescriptive duty times in AMOs. Also, the TCCA proposal could conflict with the Canada Labor Code, and impose on an employee's rights to privacy. AEA Canada strongly urged TCCA to withdraw the NPAs, and was supported in this by all other industry groups present at the meeting.

TCCA stated they were not willing to withdraw the NPAs, and identified options that would see inclusion of an FRMS into the proposed Safety Management System, or retention of an FRMS as a stand-alone requirement for AMOs. TCCA committed to re-drafting the NPAs and scheduling them for further discussion at a CARAC meeting to be held April 14, 2005.

Transport Canada Introduces New CAR 521

At a CARAC Part V (Aircraft Certification) meeting held November 23-25 2004, TCCA introduced Notices of Proposed Amendment (NPA) to withdraw the current CAR 511 and 513 and Airworthiness Manual Chapters 511, 513 and 505, and replace them with CAR 521, Approval of—or Changes to—the Type Design of an Aeronautical Product. CAR 521 is based on the format of EASA IR21 and FAA FAR21, and is intended to provide a single regulatory document for the type certification process regulations.

Significant changes proposed to the current regulations are:

• Use of structure, text and terminology similar to IR21 and FAR21 to enable better harmonization of certification processes with EASA and FAA, and facilitate easier implementation of bilateral agreements.

• Replacement of the Limited STC with a "serial number" STC. This will enable acceptance of such STCs by

EASA and FAA. The relaxed documentation requirements for an LSTC will be withdrawn, and applicants for a serial number STC will have to submit the same level of documentation as for a full STC.

• Creation of a Canadian TSO system. Appliances designed and manufactured in Canada will be granted a C-TSO Design Approval (DA), where an applicable TCCA-accepted TSO standard exists. TCCA will also be able to create unique C-TSO standards should the need arise where there is no existing FAA or EASA TSO standard to cover the equipment performance.

• Replacement of the existing Ministerial delegation for engineering organizations (DAOs and AEOs) with one designation: the Organizational Delegate Authorization (ODA). Individuals holding ministerial delegation within an ODA would be identified as Authorized Persons.

A number of industry groups commented on the NPAs. Concerns were expressed over the lack of a CAR Standard and proposal for guidance material to accompany the proposed CAR521. TCCA hopes to eliminate the need for an accompanying Standard by including some of the existing standards in the CAR regulation. TCCA committed to developing appropriate guidance material in parallel with the progress of CAR 521 through the CARAC process. TCCA will schedule a follow-up CARAC meeting in early 2005 to respond to industry concerns over the proposal. The CAR 521 NPAs may be viewed at:

http://www.tc.gc.ca/civilaviation/RegServ/Affairs/carac/NPAs/AC/menu.htm

Europe

EASA:

The European Aviation Safety Agency moved to Cologne, their final headquarters, on November 3, 2004. Please update your address book accordingly:

Email addresses of all contacts will become:
firstname.surname@easa.eu.int
Address for mail:
Postfach 10 12 53, D-50452
Cologne, Germany
For visitors:
Ottoplatz 1, D-50679
Cologne, Germany
Telephone (general):
+49 221 89990 0000
Temporary General fax:
+ 49 221 89990 9501/ 9502

According to the EASA Rulemaking Planning Document, it is planned to have a European OPS regulation being worked on beginning in the Q3/2005 which should be ready for NPA process in Q4/2006 and opinion issued by the Q2/2007. Until that time, JAR-OPS will continue to be the recommended approach to an operational approval.

The following ETSOs are planned to be issued as NPAs within the last quarter of 2004:
• 2C123a CVR
• 2C124a FDR
• C145a Airborne navigation sensor augmented by WAAS
• C146a Stand alone airborne navigation equipment augmented by WAAS
• C151b TAWS
• 2C509 Light aviation secondary surveillance transponders
• 2C510 Image Recorders
• 2C511 CNS/ATM Recorders
• 2C112a to 2C112b Mode S

The EASA seeks experts supporting the execution of the rulemaking activities. A call for expression of interest has been published in the Official Journal of the European Union, on October 13, 2004, for technical and organizational assistance to support the execution of the Agency's rulemaking activities.

The experts will be involved in the following activity areas: The clarification of the application processes for TCs, STCs, DOAs, major and minor modifications, major and minor repairs; provision of secretariat to rulemaking group meetings; support for the development and production of rulemaking documents; and, execution of preparatory work in support of rulemaking activities.

JAA

JAR-OPS 1 has been amended as previously informed based on the adopted NPA-OPS 24 to include changes to 1.665 EGPWS/TAWS retrofit applicability as well as changes to 1.865 IFR equipment requirement and ACJ OPS 1.870 additional equipment mandate.

Australia

A comprehensive set of what CASA says is "clearer and easier to use" rules covering aircraft maintenance and maintenance personnel is being proposed by the Civil Aviation Safety Authority (CASA).

According to CASA, the proposed new rules provide a better focus on safety, are in line with international best practice, reduce unnecessary regulatory requirements and grant wider privileges to the aviation industry. In addition, the proposed rule changes will help the Australian aviation industry win a greater share of business in international markets.

The new 'maintenance package' of rule changes is contained in notice of proposed rule making 0407MS — Maintenance and Maintenance Personnel Requirements.

Everyone involved in Australian aviation were being urged to look at the maintenance package and provide comments to CASA by December 10, 2004. If you have not already done so, you should review the documents and comment as soon as possible.

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REGULATORY UPDATE

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The new package includes rules that will be contained in 10 different parts and sub-parts of the Civil Aviation Safety Regulations. A series of notices of proposed rulemaking on these ten regulatory parts and sub-parts were issued in late 2001 and 2002.

After comment from the aviation industry and a review by CASA, improvements were made to the proposed rules. As a result, the aviation industry is being given another opportunity to comment before the draft rules are put before federal Parliament.

CASA's Chief Operating Officer, Bruce Gemmell, says the maintenance package creates a framework of safety standards for aircraft maintenance and maintenance personnel that is clear, concise and unambiguous.

"Importantly, the proposed rules seek to create an environment where aviation organizations and people can take responsibility for their safety actions," according to Gemmell. "This enhances the ability for CASA to reduce its intervention to an appropriate level. The proposed rules will also reduce international barriers to Australian aviation organizations and people who are seeking to build a worldwide market for their products and services."

The notice of proposed rulemaking is available online at: rrp.casa.gov.au/maintrules

CASA will be holding a series of meetings for aviation people to ask questions and provide comment on the maintenance package. These will be held in Adelaide, Perth, Darwin, Cairns, Melbourne, Brisbane and Sydney. For dates, check the RRP section of the CASA website: rrp.casa.gov.au/briefings ❑