

**Flight Standards Service**



**FY 2001**

**PERFORMANCE PLAN**



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# INTRODUCTION

The Flight Standards Service is pleased to present our FY 2001 Performance Plan. As we enter the 21st century with new goals and challenges, the organization has identified initiatives that support the Federal Aviation Administration's (FAA) Mission Goal of Safety, with an emphasis on the agency's Safer Skies Agenda.

In anticipation of future challenges impacting our workforce, we have included organizational excellence goals to enhance employee professionalism and foster succession planning.

To our customers--industry, user groups, international aviation community, and partnerships with the Professional Airways Systems Specialist/Flight Standards and American Federation of State, County and Municipal Employees--this plan represents our commitment to manage our resources with maximum efficiency, to meet the aviation challenges of 2001, and to plan for the world of tomorrow and beyond.

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# VISION AND MISSION

## *Our Vision . . .*

A learning organization that encourages and utilizes employee knowledge, industry information, and data analysis to achieve an ever increasing level of safety.

## *Our Mission . . .*

To promote safety of flight of civil aircraft in air commerce by setting certification standards for air carriers, commercial operators, air agencies, and airmen. This includes managing certification inspection and surveillance activities to ensure adequacy of flight procedures, operating methods, airmen qualification and proficiency, aircraft maintenance and the maintenance aspects of airworthiness programs. Additionally, the Service manages the systems for the legal registry of civil aircraft and all official airmen records.

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# FLIGHT STANDARDS SERVICES

The Flight Standards Service (AFS) is comprised of over 4,630 employees located in 135 offices throughout the United States, Europe, and Asia, accounting for over two-thirds of the Associate Administrator for Regulation and Certification's (AVR) total manpower resources. In order to maintain its regulatory programs, Flight Standards provides services that can be grouped into four main categories:

**STANDARDS/POLICY:** We establish national aviation policy, procedures, and criteria for the aviation community and work with foreign aviation authorities to harmonize safety standards and policy worldwide. This is accomplished through:

- ◆ **FAA DIRECTIVES:** Guidance/orders primarily intended to govern a process or procedure required by law or regulation.
- ◆ **BILATERAL AVIATION SAFETY AGREEMENT AND IMPLEMENTATION PROCEDURES:** A formal agreement between the United States and one or more foreign governments or international organizations, the contents of which are legally binding on the civil aviation communities of all parties to the agreement.

**CERTIFICATION:** We apply safety standards and policies to the aviation community and establish compliance with the standards and policies. This is accomplished through:

- ◆ **OPERATOR CERTIFICATION:** The methodical process to be completed by an applicant for a certificate as an air carrier, air agency, or aviation maintenance facility.
- ◆ **AIRMAN CERTIFICATION:** Examination of an applicant's skills to determine whether he or she meets the qualifications needed to acquire the type of certification sought.

**SURVEILLANCE:** We monitor continued compliance with standards and policy and initiate corrective actions when required. This is accomplished through:

- ◆ **ACCIDENT INVESTIGATIONS:** The systematic assessment and identification of causal factors and safety issues pertaining to an aviation accident.
- ◆ **INSPECTIONS/EVALUATIONS/AUDITS:** A systematic process conducted by an individual or group of individuals specifically trained and authorized to assess regulatory compliance.
- ◆ **ENFORCEMENT:** A program designed to promote aviation safety and security in civil aeronautics by promoting compliance with statutory and regulatory requirements through educational, remedial, and punitive enforcement remedies.

**MISSION SUPPORT:** We conduct aviation safety awareness training; collect and disseminate safety-related aviation data and material; and provide analysis of that data. This is accomplished through:

- ◆ **INFORMATION:** The systematic collection, analysis, and dissemination of safety-related and other aviation-related data and materials by various means.
- ◆ **EDUCATION:** The formal presentation of aviation safety awareness training to various interested groups.
- ◆ **TECHNICAL/PROFESSIONAL TRAINING:** Formal instruction, with specifically designed objectives, provided to FAA employees and outside parties to enable them to improve their job performance.

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# FLIGHT STANDARDS WORKFORCE

The Flight Standards Service is comprised of a diverse workforce that provides services and products that enhance the level of safety in U.S. civil aviation and fosters international harmonization and cooperation in global civil aviation. Our projected end of year (EOY) employment for FY 2001 consists of the following:

## **SAFETY CRITICAL POSITIONS**

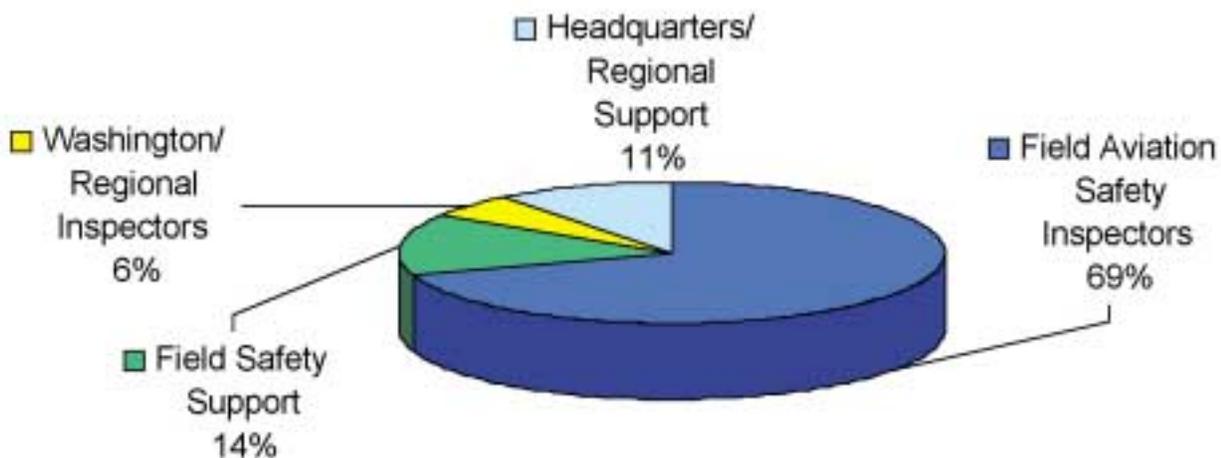
Field Aviation Safety Inspectors	3,229
Field Safety Support	653
Washington/Regional Inspectors	260

## **OPERATIONAL SUPPORT POSITIONS**

Headquarters and Regions	<u>488</u>
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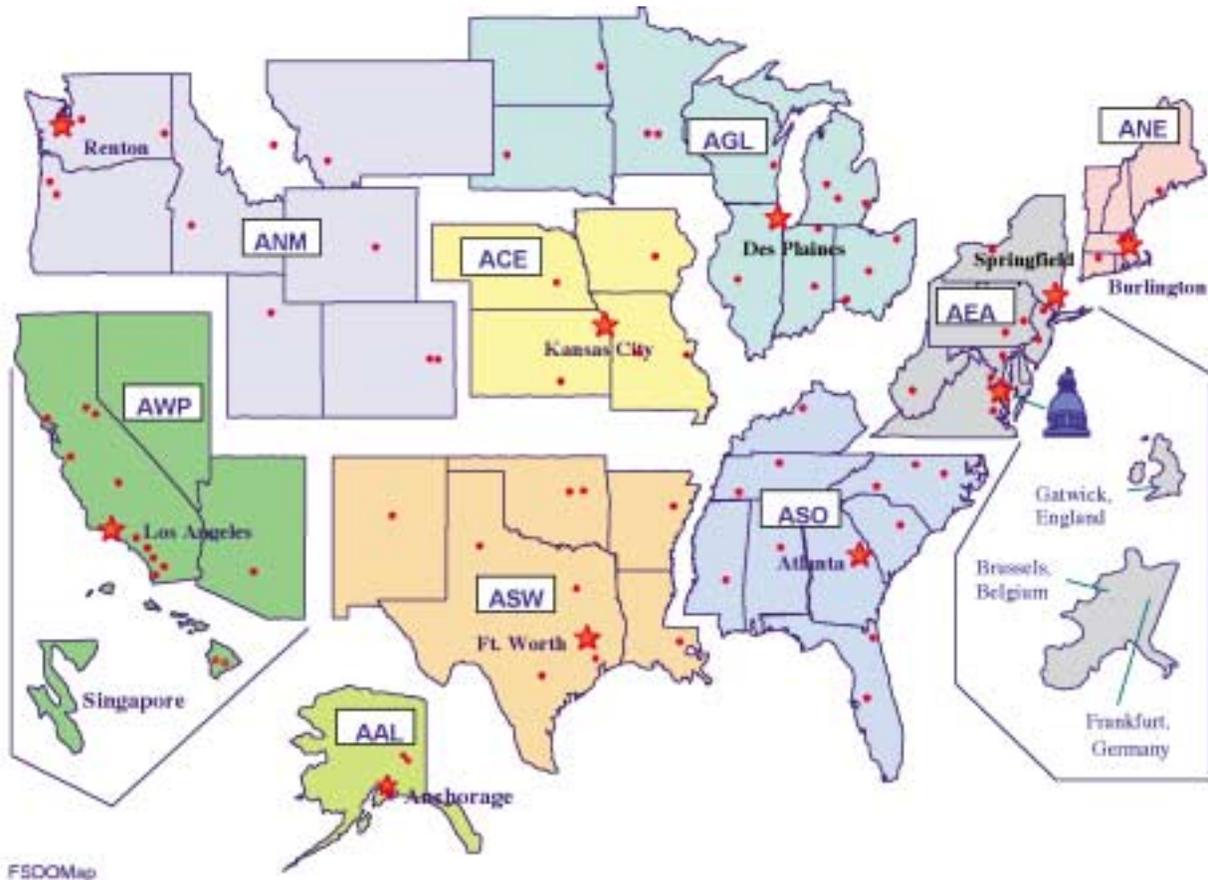
**TOTAL** **4,630**

## **AFS WORKFORCE**



# FLIGHT STANDARDS REGIONAL AND FIELD OFFICES

*The Flight Standards Service has offices located throughout the United States and in several foreign countries*



★ Regional Offices  
● Field Offices

- AAL** Alaskan Regional Office
- ACE** Central Regional Office
- AEA** Eastern Regional Office
- AGL** Great Lakes Regional Office
- ANE** New England Regional Office
- ANM** Northwest Mountain Regional Office
- ASO** Southern Regional Office
- ASW** Southwest Regional Office
- AWP** Western-Pacific Regional Office

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# FLIGHT STANDARDS PERFORMANCE GOALS

The Flight Standards Service has developed a Performance Plan for Fiscal Year 2001 that identifies programs, products, and regulatory initiatives that support FAA mission goals for safety, organizational excellence, and global leadership in aviation. Flight Standards performance goals have been linked to agency goals in the FAA Achievement Plan of FAA Corporate Projects, Fiscal Year 2000-2002 and Beyond, the Administrator's Performance Agreement for Fiscal Year 2001, and the Associate Administrator for Regulation and Certification (AVR) Performance Plan for Fiscal Year 2001. Flight Standards goals and associated initiatives presented on the following pages represent activities the service will be performing throughout fiscal year 2001.

## **FAA MISSION GOAL: SAFETY**

Promote the public health and safety by working toward the elimination of transportation-related deaths and injuries.

### **STRATEGIES FOR ACHIEVING GOAL**

#### ***ACCIDENT PREVENTION***

The FAA has adopted a focused safety agenda to prevent accidents based, in part, on a comprehensive review of the causes of aerospace accidents. Safer Skies uses the latest technology to help analyze U.S. and global data to find the primary causes of accidents and determine the best actions to break the chain of events that lead to accidents.

#### **AVR Performance Plan Effectiveness Goal:**

*Safer Skies—Implement Selected Interventions for Commercial Aviation and General Aviation*

#### **AFS Performance Plan Goal #1:**

*Implement Safer Skies Initiatives for Commercial and General Aviation*

#### **AFS INITIATIVES:**

- 1.1 Commercial Aviation: Precision-Like Approach Implementation
- 1.2 General Aviation: Controlled Flight into Terrain, Weather, and Aeronautical Decisionmaking
- 1.3 New Weather Products
- 1.4 Runway Safety Program
- 1.5 Safe Flight 21/Capstone
- 1.6 Aviation Safety Health Issues for Airline Employees

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# **AFS Performance Goal #1:**

*Implement Safer Skies Initiatives for Commercial and General Aviation.*

## **AFS INITIATIVE #1.1:**

### ***COMMERCIAL AVIATION: Precision-like Approach Implementation, Controlled Flight Into Terrain (CFIT) Intervention***

One of the intervention strategies recommended by the Commercial Aviation Safety Team (CAST) is precision-like approach implementation (PAI). In the United States, there are approximately 11,000 nonprecision approach procedures and only 1,200 precision approach procedures. Through the use of area navigation (RNAV), this initiative will define methods and establish implementation standards/policy to increase the ability to fly a stabilized vertical descent path (i.e., vertical navigation (VNAV)) to all runway ends not currently served by an instrument landing system (ILS).

### **Milestones/Products:**

#### **Implement PAI CFIT Interventions:**

- ◆ Develop and issue guidance for approving properly equipped RNAV/VNAV aircraft to execute VNAV approaches to a decision altitude (DA)
- ◆ Establish policy to authorize operators to fly procedures titled “global positioning system” (GPS) in multisensor RNAV aircraft
- ◆ Update Category I/II advisory circular guidance
- ◆ Develop and initiate plan for minimum number of approach charts for precision landing systems, using required navigation performance (RNP) area navigation, each having both lateral and vertical navigation (LNAV/VNAV), or lateral navigation (LNAV) only.
- ◆ Develop and initiate a plan to permit appropriate non-Government-developed procedures to be provided for public use
- ◆ Develop and initiate plan for procedure production/revision to support vertical angles on existing procedures
- ◆ Develop and initiate plan to provide criteria, policy, and operational approval for the use of RNP-RNAV for approach operations
- ◆ Develop surveillance plans to assess operator use of precision approaches when available

### **Outcome/Measure:**

This initiative will enable the FAA to develop criteria to provide for RNP-RNAV public use instrument procedures and implement a plan to educate FAA inspectors, check airmen, and designated examiners on use of advanced precision approach procedures. As one of the six key areas outlined in the Safer Skies Agenda, this initiative will contribute to a fivefold reduction in fatal accidents, based, in part, upon a comprehensive review of the causes of commercial aviation accidents.

*Program Office: AFS-400*

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## **AFS INITIATIVE #1.2:**

### ***GENERAL AVIATION: Controlled Flight Into Terrain (CFIT)***

The FAA has adopted a focused priority safety agenda, designed to bring about a significant reduction in fatal accidents, based, in part, upon a comprehensive review of the causes of general aviation accidents. In partnership with industry, Safer Skies uses the latest technology to help analyze U.S. data to find the primary causes of accidents and determine the best actions to break the chain of events that lead to accidents.

### **Milestones/Products:**

#### **Implement approved CFIT Interventions:**

- ◆ Draft and coordinate a new AC and revise AC 61-98A, Biennial Flight Review, to enhance CFIT training
- ◆ Develop, test, and implement a national media campaign to educate relevant aviation constituencies about general risk factors associated with flight, including risk mitigation tools

#### **Implement approved Weather Interventions:**

- ◆ Draft and coordinate a “model” flight operations manual to assist pilots in assessing weather risks and avoiding or coping with weather hazards
- ◆ Develop scenario-based weather-related airmen certification, training, and testing
- ◆ Revise Pilot Proficiency Wings Program to include use of weather-related scenarios

#### **Support Development of Aeronautical Decisionmaking (ADM):**

- ◆ Develop ADM Joint Safety Analysis Team (JSAT) report recommending interventions and their effectiveness

### **Outcome/Measure:**

Implementation of a national media campaign to educate relevant aviation constituencies about general risk factors associated with flight, mission completion pressures, and mountain flying operations will support the agency’s FY 2001 target to reduce general aviation accidents by 4.7 percent (no more than 379).

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***Program Office: AFS-800***

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## **AFS INITIATIVE #1.3:**

### *GENERAL AVIATION: New Weather Products, Operational Approvals*

The General Aviation Weather initiatives for FY 2001 will support the approval of new weather technologies/products to give pilots better weather information and new weather products. Some examples of the products are real-time automated graphical forecasts and the Integrated Forecast Icing Algorithm being developed at the National Center for Atmospheric Research.

#### **Milestones/Products:**

- ◆ Develop draft generic process for operational approval for use of new aviation weather products
- ◆ Develop draft Aeronautical Information Manual material for pilots using advanced weather products
- ◆ Develop draft inspector guidance for approval of use of advanced weather products for commercial operators

#### **Outcome/Measure:**

Development of draft processes and guidance material for use in supporting operational approval of graphical weather products, and new methods of disseminating weather information will provide an interim measure of contributing to identification of better weather products. In addition, this initiative will support the agency's long-term goal of reducing the general aviation fatal accident rates in FY 2001-2002 to no more than 379 fatal accidents.

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*Program Office: AFS-400*

## **AFS INITIATIVE #1.4:**

### *Runway Safety Program*

Although the Runway Safety Program under both Commercial and General Aviation is the primary responsibility of Air Traffic Services, the Flight Standards organization is responsible for accomplishing three of the FAA Administrator's "Ten Initiatives for Reducing Runway Incursions." These initiatives include the following: (1) Foreign Air Carrier Pilot Training, Education, and Awareness; (2) Advisory Circular for Airport Surface Operations; and (3) Improved Pilot Evaluation and Testing.

#### **Milestones/Products:**

- ◆ Provide follow-on products to the surface movement advisory circular to include: Standardized Taxi Procedures and an Airport Surface Vehicle Operator Safety Video
- ◆ Flight Standards International Field Offices will continue to conduct runway safety seminars for foreign carriers (part 129)

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**Outcome/Measure:**

The development of products and conduct of training seminars will contribute to the overall Runway Safety Program goal for FY 2001 of no more than 241 runway incursions.

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*Program Office: AFS-800*

**AFS INITIATIVE #1.5:***Safe Flight 21/Capstone*

The Safe Flight 21 program is a 3-year joint Government/industry initiative designed to demonstrate and validate, in a real world environment, the capabilities of advanced safety surveillance systems and procedures associated with free flight, using automatic dependent surveillance-broadcast (ADS-B) and traffic information system (TIS) as enabling technologies. The program will demonstrate several RTCA, Inc., recommended free flight operational safety enhancements that increase a pilot's situational awareness of his or her own aircraft position relative to nearby terrain, hazardous weather, and other aircraft. Safe Flight 21 improves safety by providing the following: better weather and other information in the cockpit, cost effective CFIT avoidance, improved terminal operations in low visibility, enhanced see and avoid during limited visual flight rules (VFR) weather conditions, enhanced and safer en route air-to-air operations over high density air routes or between narrow mountain passes, improved surface navigation for the pilot, enhanced surface surveillance for the pilots and/or controllers, better mid-air safety by using ADS-B surveillance in nonradar airspace, and more exacting ADS-B separation standard.

**Milestones/Products:**

- ◆ Review ADS-B data and perform analysis to determine suitability for use by Air Traffic Services for 5-mile en route aircraft separation
- ◆ Update Aeronautical Information Manual material related to flight information services-broadcast (FIS-B)

**Outcome/Measure:**

Utilization of ADS-B data and updates to the FIS-B AC will contribute to a reduction in the commercial air carrier fatal accident rate from a 1994-1996 baseline of 0.037 fatal accidents per 100,000 flight-hours. The 2001 target is 0.031 fatal accidents per 100,000 flight-hours.

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*Program Office: AFS-400*

**AFS INITIATIVE #1.6:***Aviation Safety and Health Issues for Airline Employees*

The FAA is working with the Department of Labor, Occupational Safety and Health Administration (OSHA), to identify the factors to be considered in determining whether OSHA requirements can be applied to the working conditions of employees on aircraft in operation (other than flight deck crew) without compromising aviation safety. In addition, the FAA will be working with the Department of Labor, OSHA, to establish procedures for the new Whistleblower Protection Program for aviation employees in safety-related job functions.

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**Milestones/Products:**

- ◆ Establish FAA/OSHA Aviation Safety and Health Team
- ◆ Produce initial team report 120 days after FAA/OSHA MOU signed
- ◆ Establish and implement Whistleblower Protection Program

**Outcome/Measure:**

The information obtained during the 120-day review will enable FAA to determine if existing OSHA standards and regulations, enforcement, and jurisdictional issues may be applied to airline employees. This information would support the identification of measures related to the prevention of aviation accidents and improvements in the work environment of aviation employees.

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*Program Office: AFS-200*

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## **FAA MISSION GOAL: SAFETY**

### **STRATEGIES FOR ACHIEVING GOAL**

#### ***SAFETY INFORMATION AND ANALYSIS***

If aviation is to achieve an 80 percent reduction in the fatal accident rate, FAA's role must go substantially beyond that of regulator and enforcer. FAA must also be a partner with the aviation community to support voluntary sharing of safety information to prevent accidents.

#### **AVR Performance Effectiveness Goal:**

*Expand both formal and informal industry/AVR partnership activities in all areas of aviation safety.*

#### **AFS Performance Goal #2:**

*Expand FAA partnerships with the aviation community for data and information sharing and development of tools supporting aviation safety.*

#### **AFS INITIATIVES:**

- 2.1 Aviation Safety Action Program
- 2.2 Integrated Flight Quality Assurance

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## **AFS Performance Goal #2:**

*Expand FAA partnerships with the aviation community for data and information sharing and development of tools supporting aviation safety.*

### **AFS INITIATIVE #2.1:**

#### *Aviation Safety Action Program (ASAP)*

ASAP provides a vehicle whereby employees of air carriers and repair stations can identify and report safety issues to management and the FAA for resolution. The program is designed to encourage participation from airline employees and labor groups (such as flightcrews, flight attendants, maintenance and dispatch personnel) and, for that purpose, reports determined to be eligible for inclusion in ASAP are accorded certain protections from FAA enforcement action. Information obtained from ASAP will permit the participants to take corrective action, as necessary, to remedy defects or deficiencies in their respective overall company operations. The reports may also provide data for improving the current systems and assist in planning for future systems. In order to gain the greatest possible positive benefits from ASAP, it will be necessary for the FAA to develop the personnel resources and data automation infrastructure necessary to ensure effective program implementation and information utilization.

#### **Milestones/Products:**

- ◆ Develop functional system specifications for ASAP
- ◆ Develop integrated ASAP/Flight Operational Quality Assurance (FOQA) information acquisition system design
- ◆ Develop integrated prototype database design for ASAP/FOQA Data Repository
- ◆ Complete ASAP inspector training for 12 airlines
- ◆ Complete development of ASAP audit plan
- ◆ Initiate ongoing ASAP audit and monitoring program
- ◆ Complete development of the sample Maintenance Memorandum of Understanding (MOU) for inclusion in the revised AC 120-66A, Aviation Safety Action Programs
- ◆ Complete ASAP MOU's for maintenance, operations, and cabin safety in an appropriate number of operations

#### **Outcome/Measure:**

Development and implementation of ASAP products will contribute to a fivefold reduction in fatal accidents by integrating a proactive system safety and risk management approach based on analysis of objective digital data from air carrier FOQA programs.

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*Program Office: AFS-200*

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## **AFS INITIATIVE #2.2:**

### *Integrated Flight Quality Assurance (IFQA)*

AFS is developing a national integrated flight data trending system that will better enable the FAA to promote the safety of commercial airline operations. IFQA is a key part of FAA's Strategic Plan to improve the oversight of safety-related data and the development of trend indicators. IFQA will serve the analytical needs of the inspection workforce and will be deployed initially at FAA field offices responsible for oversight of airlines with active Flight Operational Quality Assurance (FOQA) programs. A prototype aggregate electronic data acquisition and information management infrastructure will be developed to: exploit flight operational data for FAA National Airspace System (NAS) management purposes; provide the FAA with aggregate electronic acquisition, analysis, trending, and information sharing capability; enable timely access to aggregate flight operations information; provide information in formats specifically tailored to the needs of different FAA user populations; and provide automated tools to facilitate air carrier surveillance and oversight responsibility.

### **Milestones/Products:**

- ◆ Complete prototype system infrastructure design
- ◆ Conduct system capability operational test and evaluation
- ◆ Finalize FOQA system initial operating capability

### **Outcome/Measure:**

Development of FOQA products will contribute to a fivefold reduction in fatal accidents by integrating a proactive system safety and risk management approach based on analysis of objective digital data from air carrier FOQA programs.

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*Program Office: AFS-200*

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# **FAA MISSION GOAL: SAFETY**

## **STRATEGIES FOR ACHIEVING GOAL**

### ***CERTIFICATION AND SURVEILLANCE***

*The FAA must work with others on certification, surveillance, and inspection programs and target FAA resources where they will do the most good.*

#### **AVR Performance Plan Focus Area:**

*Systems development and maintenance.*

#### **AFS Performance Plan Goal #3:**

*Enhance FAA's system approach to safety to utilize risk management models and tools to forecast, identify, and target areas where surveillance and subsequent actions best address critical safety issues.*

#### **AFS INITIATIVES:**

- 3.1 Air Transportation Oversight System
- 3.2 Safety Performance Analysis System
- 3.3 System Safety Approach for General Aviation
- 3.4 Advanced Qualification Program
- 3.5 Air Cargo Management
- 3.6 Aging Aircraft Non-Structural Systems

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## **AFS Performance Goal #3:**

*Enhance FAA's system approach to safety to utilize risk management models and tools to forecast, identify, and target areas where surveillance best addresses critical safety issues.*

### **AFS INITIATIVE #3.1:**

#### *Air Transportation Oversight System (ATOS)*

ATOS is a systems approach to safety oversight of air transport operators. It is designed to improve the certification and surveillance processes for air carriers by ensuring they have safety built into their systems. ATOS uses a systems safety approach that is the application of special technical and managerial skills to identify, analyze, assess, and control hazards and risks.

#### **Milestones/Products:**

- ◆ Update ATOS policy and procedures appendix to FAA Order 8400.10
- ◆ Integrate the ATOS database with SPAS
- ◆ Develop a new system safety and risk management training course
- ◆ Complete the Continuous ATOS Development Core Group effort for development of the certification, analysis, and implementation modules of the ATOS model

#### **Outcome/Measure:**

Development of a new system safety and risk management training course will provide the knowledge needed by the safety inspection workforce for enhanced ATOS implementation.

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*Program Office: AFS-900*

### **AFS INITIATIVE #3.2:**

#### *Safety Performance Analysis System (SPAS)*

SPAS will be progressing in its evolution as the analysis engine that will support the new system safety-based approach to safety assurance in Flight Standards and support the inspectors in their efforts to mitigate aviation accident and incident risk factors. Analysis and design of analysis capabilities to support ATOS and the integration of data sources, such as the Simulator Inventory and Evaluation Scheduling System (SIESS), will also be included.

#### **Milestones/Products:**

- ◆ Improve usability of SPAS information
- ◆ Develop a "How To" computer module to provide reinforcement information and enhanced "Help" on the use of SPAS enhancements and the use of SPAS strategies for risk analysis

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- ◆ Develop functional requirements to support AFS system safety mission needs analysis
  - ◆ Integrate the ATOS database with SPAS

### **Outcome/Measure:**

Development of enhanced user tools will allow aviation safety inspectors easier access to relevant data needed in the performance of their daily work planning and review of their certificated entities.

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*Program Office: AFS-900*

## **AFS INITIATIVE #3.3:**

### *System Safety Approach for General Aviation (SAGA)*

SAGA will increase the effectiveness of FAA's surveillance and certification processes for general aviation. Using sound data collection and risk management principles, we will better target our resources to those areas that require direct FAA surveillance. Our oversight of these procedures, when combined with more precise surveillance, will help us better identify and mitigate the risks and hazards in general aviation.

### **Milestones/Products:**

- ◆ Complete SAGA project plan
- ◆ Integrate SAGA requirements with Systems Approach for Safety Oversight (SASO)
- ◆ Develop additional Web site content, functionality, and database connectivity for general aviation safety information

### **Outcome/Measure:**

The SAGA project plan will lay the groundwork for development of risk management models and tools that will aid in the development and implementation of system safety principles for general aviation. Development of additional Web site content and functionality will increase user access to general aviation safety information.

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*Program Office: AFS-800*

## **AFS INITIATIVE #3.4:**

### *Advanced Qualification Program (AQP)*

AQP provides enhanced training features compared to traditional training programs, including systematic development procedures, integrated technical/crew resource management training, improved instructor/evaluator standardization, scenario-based evaluation, and a comprehensive data driven quality assurance system. This initiative will direct an assessment of the effectiveness of current AQP business practices to include the integration of AQP information for use in ATOS and determine adjustments needed to enhance the AQP.

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## **Milestones/Products:**

- ◆ Complete plan for AQP-ATOS integration
- ◆ Complete report to Congress documenting efforts to encourage air carriers to implement AQP

## **Outcome/Measure:**

The integration of AQP information with ATOS information will improve the effectiveness of both programs with regard to aircrew training oversight.

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*Program Office: AFS-200*

## **AFS INITIATIVE #3.5:**

### *Air Cargo Management System*

Develop and implement a strategic action plan for the development of organizational, operational, and management philosophy guidance for implementation of a comprehensive air carrier "Air Cargo Management System (CMS)." The strategic action plan recommendations include: (1) establishing FAA internal responsibility for air cargo loading operational approvals and surveillance; (2) establishing a CMS requirement through rulemaking; (3) developing and implementing policy and procedures, guidance, advisory materials, and associated training for a CMS; and (4) establishing qualification and training standards for air cargo loading personnel through rulemaking.

## **Milestones/Products:**

- ◆ Complete a cargo strategic action plan with recommendations for the development and implementation of rulemaking, policy, and procedures for an air carrier CMS
- ◆ Develop an implementation plan of approved recommendations from the strategic action plan
- ◆ Update FAA policies and guidance material regarding the preparation, handling, and transportation of cargo by air. This will include the development of policies/procedures necessary to improve the training of employees with respect to the air transportation of animals. Additional policies and procedures will be developed to notify passengers of the conditions under which the air transportation of animals is conducted
- ◆ Identify, provide, and require training of FAA inspection personnel and operator personnel on the consistent application of guidance that will improve interaction with airline management at all levels

## **Outcome/Measure:**

The outcome of this initiative is to eliminate the causes of the cargo-loading-related fatal air carrier accidents. Approval of air cargo strategic and implementation action plans to manage the certification, operations, and airworthiness initiatives surrounding cargo issues will contribute to a reduction in cargo operation accidents by ensuring that FAA inspectors and air carrier cargo loading personnel, flight and cargo-loading crews, and cargo-load handlers are competent to perform their respective duties.

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*Program Office: AFS-300*

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## **AFS INITIATIVE #3.6:**

### *Aging Aircraft Nonstructural Systems*

As required by the White House Commission on Aviation Safety and Security (WHCSS) recommendations regarding aging nonstructural systems, this initiative will expand FAA's Aging Aircraft Program to cover nonstructural systems. The Aging Transport Nonstructural Systems Plan of July 1998 details tasks aimed at correcting problems associated with current maintenance practices regarding wiring components and wire inspection criteria. The issues that will be worked include: improved training of maintenance personnel to ensure adequate recognition and repair of potentially unsafe wiring conditions; improved documentation and reporting of electrical wiring conditions; and incorporating the use of new technology, such as arc-fault circuit breakers and automated wire test equipment, in airline maintenance programs.

- ◆ Complete an Aging Aircraft Nonstructural Systems implementation plan to respond to the Aging Transport Systems Rulemaking Advisory Committee (ATSRAC) recommendations
- ◆ Complete the Service Difficulty Reporting (SDR) advisory circular (AC)
- ◆ Conduct first principal maintenance inspector (PMI) workshop with Transport Directorate engineers to address continuing airworthiness issues
- ◆ AFS-500 to complete identification of "wiring practices" training needs for Flight Standards aviation safety inspectors

### **Outcome/Measures:**

This initiative will result in completion of an implementation plan to manage the development and publication of training criteria on aging aircraft nonstructural systems, publication of the SDR AC, and conduct of the first principal maintenance inspector (PMI) workshop with Transport Directorate engineers to address continuing airworthiness issues.

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***Program Office: AFS-300***

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# **FAA MISSION GOAL: SAFETY**

## **STRATEGIES FOR ACHIEVING GOAL**

### ***REGULATIONS***

The FAA establishes national aviation policy, procedures, and criteria for the aviation community and works with foreign aviation authorities to harmonize safety standards and policy worldwide.

#### **AVR Performance Plan General Goal:**

*Enhance the level of safety in U.S. civil aviation by instituting effective and efficient safety regulations and ensuring compliance with those regulations.*

#### **AFS Performance Plan Goal #4:**

*Initiate activities to support the development of aviation rules and regulations.*

#### **AFS INITIATIVES:**

- 4.1 Flight Operational Quality Assurance Rule
- 4.2 14 CFR Part 145, Repair Stations Rule
- 4.3 Fractional Ownership
- 4.4 Air Tour Management Plans for National Parks
- 4.5 Sport Pilot Rulemaking Project

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## **AFS Performance Goal #4:**

*Initiate activities to support the development of aviation rules and regulations.*

### **AFS INITIATIVE #4.1:**

#### *Flight Operational Quality Assurance (FOQA) Rule*

FOQA is a program for the routine collection and analysis of digital flight data generated during line operations to provide more information about, and greater insight into, the total flight operations environment.

#### **Milestones/Products:**

- ◆ Establish FAA rulemaking team to develop a final FOQA rule
- ◆ Submit final draft rule for FAA internal coordination and publication

#### **Outcome/Measure:**

Preparation and submission of the final draft rule for internal coordination are the final steps leading towards issuing a final FOQA rule. FOQA trend information will offer a tremendous potential for the enhancement of safety in U.S. airline operations.

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*Program Office: AFS-200*

### **AFS INITIATIVE #4.2:**

#### *14 CFR Part 145, Repair Stations Final Rule*

As mandated by FAA Administrator Jane Garvey, complete 14 CFR part 145, Repair Stations Final Rule, by April 30, 2001, to clarify and update 14 CFR part 145 to modernize it with current industry business practices, technology, and methods. The new rule will establish a requirement for the training of maintenance personnel at repair stations; a requirement for the control of subcontractors of repair stations; a requirement for a Quality Control System for repair stations; and a requirement that foreign repair stations comply with most of the requirements of domestic repair stations. Additionally, a supplemental notice will be issued to define, in detail, the rating system, the training criteria, and the quality assurance system requirements, which will not be included in the final rule. To complete this 2001 rulemaking initiative, the following milestones and products must be accomplished:

#### **Milestones/Products:**

- ◆ Complete initial draft of the final rule
- ◆ Complete principals brief on final rule
- ◆ Issue 14 CFR part 145 final rule
- ◆ Issue Supplemental NPRM

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**Outcome/Measure:**

The outcome will be the approval of a new 14 CFR part 145 final rule by April 30, 2001. The performance measures involve having the 14 CFR part 145 relevant advisory and guidance material in effect by the end of 2002 and repair stations having their training programs approved within 2 years of the effective date.

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*Program Office: AFS-300*

**AFS INITIATIVE #4.3:***Fractional Ownership*

Fractional ownership means multiple owners share an aircraft. Development of a regulation and guidance material that supports this new and growing segment of the aviation industry will ensure that fractional (individual/corporate) owners operate in accordance with appropriate regulations. Corresponding amendments will be provided for parts 91, 121, and 135 regulations. In addition, the FAA will continue to work with industry to develop implementation plans and guidance documents.

**Milestones/Products:**

- ◆ Publish NPRM for fractional ownership and corresponding changes to 14 CFR parts 91, 125, and 135
- ◆ Develop guidance materials and implementation plan

**Outcome/Measure:**

Corresponding changes to part 135 will open up hundreds of new airports to charter operations and provide additional safety elements. Changes to part 91 will establish new inspection requirements for fractional ownership.

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*Program Office: AFS-200*

**AFS INITIATIVE #4.4:***Air Tour Management Plans for National Parks*

Before commencing commercial air tour operations over a unit of the national park system (currently 378 units) or tribal lands, a commercial air tour operator shall apply to the FAA Administrator for authority to conduct the operations over the park or tribal lands. This initiative will establish an Air Tour Management Plan (ATMP) for any national park or tribal land for which a plan is not in effect whenever a person applies for authority to conduct a commercial air tour operation over the park.

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## **Milestones/Products:**

- ◆ Develop NPRM for the ATMP process
- ◆ Publish a final rule for the ATMP process
- ◆ Commence ATMP development for approximately 50 parks with existing air tours

## **Outcome/Measure:**

Establishment of a safe and efficient ATMP that will protect the resources identified by the National Park Service.

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*Program Office: AFS-200*

## **AFS INITIATIVE #4.5:**

### *Sport Pilot/Light Sport Aircraft Rulemaking Project*

This rulemaking effort proposes a new class of low weight, low performance experimental and light aircraft, which will include weight shift and power parachute aircraft, of two seats or less that meet an industry design rather than a complex FAA type design. This class of aircraft will be maintained by individuals who hold repairman certificates or are certificated airframe and powerplant mechanics. The sport pilot certificate will be an entry level for those persons presently operating without pilot certificates (or required testing or training under part 103). The sport pilot certificate will be simple and less expensive to obtain because it will be limited to pilots operating light, two-place, slow, and simple to operate aircraft during day/visual flight rule conditions, in uncontrolled airspace. Additionally, a sport pilot will have privileges to fly light sport aircraft such as a powered parachute, weight shift control aircraft, glider, and balloon.

## **Milestones/Products:**

- ◆ Publish NPRM for Sport Pilot/Light Sport Aircraft
- ◆ Begin initial draft of final rule
- ◆ Develop guidance material and implementation plan

## **Outcome/Measure:**

This initiative will result in publication of a NPRM for sport pilot/light sport aircraft, that will establish a new sport pilot and instructor rating and will result in the establishment of a new repairman certificate.

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*Program Office: AFS-800*

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## **FAA MISSION GOAL: SAFETY**

### **STRATEGIES FOR ACHIEVING GOAL**

#### ***MAINTAIN & ENHANCE FLIGHT STANDARDS INFRASTRUCTURE***

The Flight Standards organization will continue its efforts for improving the management and delivery of AFS data and information through maintenance and enhancement of its infrastructure.

#### **AVR Performance Plan Core Value:**

*Serving customers, the public, and each other with integrity and pride.*

#### **AFS Performance Plan Goal #5:**

*Maintain and enhance AFS infrastructure to support the workforce of tomorrow.*

#### **AFS INITIATIVES:**

- 5.1 Develop Certificate Management Analytical Capability
- 5.2 Integrated Airman Certification and/or Rating Application
- 5.3 Performance Enhancement System/On-Line Aviation Safety Inspection System

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## **AFS Performance Goal #5:**

*Maintain and enhance Flight Standards infrastructure to support the workforce of tomorrow.*

### **AFS INITIATIVE #5.1**

#### *Develop Certificate Management Analytical Capability for Flight Standards*

Development of this analytical capability will require a mixture of aviation safety inspectors along with specially trained operations research analysts and program analysts. This mix of analytical talent, combined with that of system safety subject matter experts, will serve to augment the various expertise required in the development and application of a national program on system safety. Using proven techniques, analysts will identify and design methods to retrieve and organize data from a variety of sources including air carriers, industry, and FAA. The analysts will provide information that will assist principal inspectors and other customers in decisionmaking with respect to the targeting of surveillance resources and taking corrective action to mitigate safety risks. Analysts will apply appropriate mathematical techniques and methods such as regression analysis to aviation data and develop metrics applicable to various air carriers. Flight Standards has an additional requirement to conduct analysis on foreign air carriers that have code-share alliances with U.S. air carriers.

#### **Milestones/Products:**

- ◆ Hire additional operations research analysts
- ◆ Complete operations research analysts training
- ◆ Identify customer analytical requirements with the Certificate Management Teams
- ◆ Develop analysis process and reports, including financials
- ◆ Provide analytic products to the Certification, Standardization, and Evaluation Team
- ◆ Develop statement of work for code-share foreign air carrier models
- ◆ Award contract for code-share foreign air carrier models
- ◆ Begin analysis on air carrier exceeding peer norms
- ◆ Complete air carrier (FAR part 121) functional model

#### **Outcome/Measure:**

This initiative will result in development and application of air carrier financial analysis reports, inspection data summaries based on regulatory compliance, and standardized metrics for comparing actual surveillance to aggregate norms.

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*Program Office: AFS-900*

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## **AFS INITIATIVE #5.2**

### *Integrated Airman Certification and/or Rating Application (IACRA)*

IACRA is a computer-based program that automates the airman certification process and allows designated examiners (DE), FAA aviation safety inspectors (ASI), and aviation safety technicians (AST) to capture and validate electronically airman information required to complete the airman application and temporary certificate. This will ensure an applicant meets all the most recent regulatory and policy requirements prior to conducting an airman certification and issuing the appropriate certification documents. The information is captured and automatically fed into the required fields for the airman application and the temporary certificate. IACRA automatically generates a Program Tracking and Reporting Subsystem (PTRS) report for each airman certification file processed. This new system will have the following capabilities:

- ◆ Standardize and streamline the airman certification process across all lines of business
- ◆ Electronically link DE's, ASI's, AST's, the Registry, and applicants for airman certification activities to a special IACRA server, which will host software on a secure single Internet site
- ◆ Facilitate implementation of electronic signature capability
- ◆ Collect airman knowledge and practical test data from airman tracking system
- ◆ Register applicants and establish links to airman knowledge and test results
- ◆ Deploy Designee Information Network to all Flight Standards District Offices of Designated Airworthiness Representatives and Organizational Airworthiness Designated Representatives

### **Milestones/Products:**

- ◆ Evaluate proof of concept for Internet based system
- ◆ Complete digital signature integration
- ◆ Procure production hardware
- ◆ Enhance security module
- ◆ Develop training materials
- ◆ Begin IACRA field deployment

### **Outcome/Measure:**

This initiative supports the Government Paperwork Elimination Act, in which Federal agencies, by October 2003, should provide to persons who are required to maintain, submit, or disclose information, the option of doing so electronically when practicable, as a substitute for paper, and to use electronic authentication (electronic signature) methods to verify the identity of the sender and the integrity of electronic content.

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*Program Office: AFS-800*

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## **AFS INITIATIVE #5.3**

### *Performance Enhancement System/On-Line Aviation Safety Inspection System (PENS/OASIS)*

PENS/OASIS is an integrated software application for use in the field mobile computing environment. It provides the tools necessary for over 3,400 aviation safety inspectors to complete their safety-related job functions.

#### **Milestones/Products:**

- ◆ Perform software maintenance
- ◆ Provide technical field and phone support
- ◆ Conduct recurrent training
- ◆ Install software upgrades

#### **Outcome/Measure:**

Maintenance of operational software will result in a 5 percent reduction in system failures from FY 2000 numbers.

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*Program Office: AFS-20*

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# **FAA ORGANIZATIONAL EXCELLENCE GOAL**

## **STRATEGIES FOR ACHIEVING GOAL**

### ***MANAGE FOR RESULTS AND INNOVATION***

In response to the demands for continued excellence in the workforce of the future, the FAA will identify workforce needs through 2003, emphasize continuous learning, and expand workforce planning to key occupations.

#### **AVR Core Value:**

*Coaching, mentoring, and developing the right skills and talents in partnership with the unions, industry, and other players.*

#### **AFS Performance Plan Goal #6:**

*Provide the AFS workforce with the leadership skills and internal processes necessary to maintain world leadership in aviation safety.*

#### **AFS INITIATIVES:**

- 6.1 Transform AFS Training Program to a Performance-Based System
- 6.2 Succession Planning
- 6.3 Enhancing Employee Professionalism
- 6.4 Develop Integrated Process for AFS Planning
- 6.5 Develop Integrated Process for Monitoring and Enhancing Organizational Standardization

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## **AFS Performance Goal #6:**

*Provide the AFS workforce with the leadership skills and internal processes necessary to maintain world leadership in aviation safety.*

### **AFS INITIATIVE #6.1:**

#### *Transform the Flight Standards (AFS) Training Program to a Performance-Based System*

AFS will continue the transformation of its current training program into a training system that is focused on the job performance of its employees. The Service will adopt a systems approach to improve the process it uses to manage its training program. Specifically, the training management system will be aligned with the needs of a performance-based training program. This will improve our ability to identify and prioritize needed training requirements and allow better management of the limited training resources. The training management process will be automated to take maximum advantage of the efficiencies of current office automation technologies and provide all of the critical linkages to the appropriate information and databases. The curriculum will be reshaped around the job performance requirements and implement a formal training evaluation program with performance measures to assess the impact of training on job performance.

#### **Milestones/Products:**

- ◆ Develop measurement structure and take initial baseline for determining AFS success in implementing the job functions training curriculum
- ◆ Begin prototyping the transformation of the highest priority job functions training curriculum
- ◆ Document the AFS training evaluation program
- ◆ Complete a requirements document for the AFS training automation system

#### **Outcome/Measure:**

This initiative will result in a phased approach to development and implementation of a performance-based training system. The first phase will begin with development of a measurement structure, prototyping job functions training curriculum and documentation of the AFS training evaluation program. The final phase of this project will commence in 2005 with implementation of a performance-based training system, making training decisions based on job performance from a new program evaluation and using an automated training needs assessment process.

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*Program Office: AFS-500*

### **AFS INITIATIVE #6.2:**

#### *Succession Planning*

To ensure that AFS has the most competent and effective workforce and to assist employees in accomplishing their career goals, a plan for succession to management positions must be established. The plan will be designed to provide opportunities for employees, current managers, and potential

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managers with the tools to develop the wide range of skills and abilities necessary to lead AFS into the 21st century. The plan must include selecting employees for management development and actively involving them in identifying areas for personal growth and education. Methods for development will be explored to include mentoring, internal and external training, regional and national details, regional seminars, and informational briefings at manager and all-hands meetings.

**Milestones/Products:**

- ◆ Notify/negotiate with the union and establish work group
- ◆ Identify criteria for participation
- ◆ Identify core competencies for leadership
- ◆ Hold informational seminars with employees

**Outcome/Measure:**

This initiative will result in an increase in the number of career development opportunities available to Flight Standards employees.

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*Program Offices: AFS-100/AEA-200*

**AFS INITIATIVE #6.3:**

*Enhancing Employee Professionalism*

The agency must ensure that those employees on the front line who service the public are effective in promoting a positive FAA image and increasing public confidence in system safety. Improved opportunities to develop interpersonal skills must be made available to these employees through specific training and/or developmental assignments that aid education in this critical area. In developing this skill in our workforce, we will be preparing them to meet the challenges of effectively communicating changing requirements for aviation and aerospace safety as well as gaining customer respect and the trust of the flying public.

**Milestones/Products:**

- ◆ Conduct training needs assessment
- ◆ Develop implementation plan for training

**Outcome/Measure:**

This initiative will establish a baseline assessment of the number of employees needing interpersonal skills training. An implementation plan will establish a workforce target level and timeframe to measure increased customer satisfaction.

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*Program Offices: AFS-500/ACE-200*

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## **AFS INITIATIVE #6.4:**

### *Develop Integrated Process for AFS Planning*

Flight Standards will develop an integrated planning process that clearly articulates our vision for the future, identifies our priorities, links the annual resource planning process to the performance plan, and holds its organizational elements accountable.

### **Milestones/Products:**

- ◆ Develop a new strategic planning process
- ◆ Document the AFS annual planning process
- ◆ Identify budget and planning linkages
- ◆ Develop a FY 2002 Performance Plan

### **Outcome/Measure:**

Documentation of a Flight Standards strategic and performance planning process will support the development of the FY 2002 Performance Plan linked to strategic plan goals and budget/resource requirements. The documentation of the planning process will allow AFS to hold the organization accountable for conducting effective planning.

*Program Offices: AFS-70/AFS-100*

## **AFS INITIATIVE #6.5:**

### *Consistent and Fair Application of Rules and Policies through the Development of an Integrated Process for Monitoring and Enhancing Organizational Standardization*

Flight Standards will begin development of a functional process for ensuring effective standardization across all elements of the organization. A prototype process will be developed to allow AFS to provide clear and consistent interpretations of regulations and policy, and monitor internal standardization.

### **Milestones/Products:**

- ◆ A well documented process for determining the correct interpretation of AFS regulations, policy, and guidance material
- ◆ A process to resolve differences of opinion related to the interpretation and application of regulations, policy, and guidance material
- ◆ Documented AFS accountability procedures for AFS standardization
- ◆ A process to ensure that AFS training only teaches “approved” interpretations and applications of regulations, policy and guidance material
- ◆ A library of all approved interpretations and applications of AFS regulations, policy, and guidance material

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**Outcome/Measure:**

A prototype process that will ensure consistent application of approved interpretations of the regulations, policy, and guidance material to enable AFS to improve and monitor aviation safety more effectively and consistently. A plan to develop a national system. A prototype of the regional activities resulting from the national system. A plan to evaluate the prototype and identify issues for implementation of the national system.

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*Program Offices: AFS-100 and AWP-200*

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# **FAA ORGANIZATIONAL EXCELLENCE GOAL**

## **STRATEGIES FOR ACHIEVING GOAL**

### ***MANAGE FOR RESULTS AND INNOVATION***

The FAA committed to working for worldwide improvements in safety, security, and system efficiency.

#### **AVR General Goal:**

*Encourage U.S. preeminence in global civil aviation by fostering the world's highest level of safety in the U.S. aviation industry and by fostering international harmonization and cooperation.*

#### **AFS Performance Plan Goal #7:**

*Provide world class leadership in global aviation safety.*

#### **AFS INITIATIVE:**

7.1 International Aviation Safety Assessment Program

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## **AFS Performance Goal #7:**

*Encourage U.S. preeminence in global civil aviation by fostering the world's highest level of safety in the U.S. aviation industry and by fostering international harmonization and cooperation.*

### **AFS INITIATIVE #7.1:**

#### *International Aviation Safety Assessment Program (IASA)*

To ensure that civil aviation authorities (CAA) comply with minimum international safety standards, the FAA will continue to evaluate safety compliance capability of all CAA's responsible for the oversight of air carriers operating or seeking to operate in the United States.

#### **Milestones/Products:**

- ◆ Complete the review of all countries that require a 24-month revalidation of current IASA category
- ◆ Complete the direct review and any onsite visits required as a part of the possible change of current IASA category resulting from the validation process
- ◆ Complete development of standardized reporting and communications documents between principal offices of the U.S. Government (FAA, DOT, DOD)
- ◆ Complete a review and update of written procedural guidance for assessment activities
- ◆ Complete development of an assessment checklist
- ◆ Establish general information presentations regarding IASA program activities for general distribution

#### **Outcome/Measure:**

This initiative will result in improvements in the acquisition, maintenance, and sources of accurate, factual data regarding the level of safety oversight provided to foreign carriers that hold an economic authority issued by the U.S. DOT.

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*Program Office: AFS-50*

