ORDER

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION

8700.2

3/19/93

SUBJ: IMPLEMENTATION OF PILOT AND AIRCRAFT COURTESY EVALUATION (PACE) PROGRAM

1. PURPOSE. This order implements the Pilot and Aircraft Courtesy Evaluation (PACE) Program for the Flight Standards Service National Accident Prevention Program. PACE offers general aviation pilots a VOLUNTARY opportunity to receive courtesy evaluations of their pilot skills and the aircraft's airworthiness thereby improving overall levels of safety. Pilots voluntarily participate in these evaluations and no punitive actions by the Federal Aviation Administration (FAA) will result. The PACE program does not replace, in any way, the normal surveillance programs. Neither the PACE aircraft airworthiness evaluation or the pilot's flying evaluation constitute an aircraft inspection, pilot certification or competency check. Rather, the PACE evaluation offers another approach to obtain compliance with the Federal Aviation Regulations (FAR). PACE achieves increased compliance by improving the safe operation and maintenance of aircraft through:

a. Improved communications and trust between the FAA and the aviation community.

b. An opportunity to identify potential deficiencies in aircraft and flying skills that might otherwise go unnoticed.

2. DISTRIBUTION. This order is distributed to the branch level in the Flight Standards Service; to the regional Flight Standards Divisions; to the Europe, Africa, and Middle East Office Flight Standards Division; and to all Flight Standards District Offices (FSDO) and International Field Offices (IFO).

3. BACKGROUND. On March 5, 1990, the FAA Administrator announced a new direction and policy for the compliance and enforcement program. This new direction emphasized voluntary compliance over punitive actions and encouraged using tools that included education, training, and improved communications between the FAA and the public. PACE was developed and started in 1990 by the Accident Prevention Program Manager (APPM) in the West Chicago, Illinois, FSDO. The program has been wholeheartedly endorsed by the Administrator on numerous public occasions and now, after 18 months of validation testing in several regions, PACE has evolved into a national program.

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Initiated By: AFS-810/340

4. ACTION. The courtesy evaluations of the PACE program are designed to increase safety and compliance through education, motivation, and trust. The approach, demeanor, and professionalism of FAA employees should be open and conducive to improving the working relationship with the general aviation community. FSDO's and IFO's are encouraged to include the participation of all qualified inspector specialties (operations, avionics, and airworthiness). Inspectors who will participate in the flying portion of the courtesy evaluation must be current and qualified in accordance with FAA Order 4040.9D, FAA Aircraft Management Program. Inspectors assigned flight evaluations as prescribed in this order shall not be required to conduct such evaluations in aircraft which are not of U. S. registry or do not have standard or limited airworthiness certificates (FAR 61.45 (a)). A detailed preprogram briefing for the involved inspectors is necessary to ensure that each FAA participant understands the procedures, policy, and philosophy of the program. It is essential to the success of the program that all FAA participants be prepared to present a positive safety image to the general aviation public. Each owner/pilot that participates in the program becomes a spokesperson for the program and should not leave the evaluation experience feeling that it was unfair or nonprofessional. PACE programs can be scheduled in many ways but normally coincide with weekend flying events, aviation club meetings, etc. Flexibility and originality in making the PACE program fit the local flying environment are the keys to success.

a. PACE programs are normally announced through the accident prevention flyer and/or newsletter. Advertising through posters, safety seminars, fixed based operators (FBO), airport associations, or radio and television is also encouraged. Enlisting the support of the counselor cadre to assist in the advertising and scheduling is very helpful. PACE will not normally be scheduled on a one-to-one basis in the FSDO, but should be scheduled as a separate event with a sponsoring organization such as a flying club, FBO, or other organization. Since the PACE program is designed to increase trust between the FAA and the aviation community, the actual evaluations should be conducted by inspectors. The announcements should invite the aircraft owner/pilot to make an appointment, generally by telephone through the FSDO/IFO, to ensure prompt service. Scheduling serves to minimize wasted time on the part of participants and FAA employees. Announcements should include instructions to pilot/owners to bring the aircraft logbooks and maintenance records. FSDO's/IFO's may wish to arrange for cancellation notices (due to weather, etc.) with the Flight Service Station, or FBO, serving the area of the program and should advise local air traffic personnel when a PACE activity is scheduled.

b. If the PACE program is arranged in conjunction with a specific organization, such as a State association, a particular aircraft type club, etc., scheduled appointments can be accomplished by that organization. It must be emphasized that the PACE program is also open to all owners/pilots, and every effort should be made to accommodate them on a scheduled appointment basis. Successful PACE programs have also been conducted for corporate operators. At times these programs are limited only to airworthiness evaluations. For example, corporate operators regularly send their pilots to formal recurrent flight training and therefore a flight evaluation is not necessary.

5. PROCEDURES. The PACE program consists of an airworthiness and operations evaluation. Each evaluation, airworthiness and flying, should be completed in approximately 45 minutes. A checklist/procedure for conducting the airworthiness and flight portions of the program should be developed by each FSDO/IFO and standardized to meet any unusual or unique requirements of each office.

a. Upon arrival of the owner/operator at the airport, the first step is to complete the airworthiness portion of the courtesy evaluation. This evaluation is intended to help the owner/operator find potential airworthiness problems that should be more closely examined by a qualified maintenance technician. It shall be the owner/operator's responsibility to prepare the aircraft for the evaluation. The owner/operator may wish to remove the cowling, inspection panels, or other minor disassembly to facilitate the evaluation by the FAA inspector. The inspector is not expected to troubleshoot or diagnose a problem with the aircraft. The airworthiness evaluation may include an elementary review of the following:

1. Aircraft Document Review (registration, airworthiness, weight and balance, equipment list, flight manual or Pilot's Operating Handbook, as appropriate).

2. Aircraft Maintenance Records for current inspection status.

3. Altimeter/static, Emergency Locator Transmitter (ELT), transponder, Very High Frequency Omnidirectional Range Station (VOR) checks and Minimum Equipment Lists (MEL), as appropriate.

4. Aircraft markings and placards.

5. Style and format of Airworthiness Directives (AD) compliance records, however a complete AD compliance evaluation will not be accomplished.

6. Visual exterior evaluation of the aircraft.

b. At the successful completion of the airworthiness portion, the pilot should be introduced to the operations inspector for the flight evaluation. Inspectors should not conduct a flight evaluation until the airworthiness portion has been satisfactorily completed. While not mandatory to complete both portions of the PACE program, inspectors should encourage airmen to participate in the entire process to maximize the benefit.

c. The flight evaluation should start with document inspection (pilot and medical certificate, and logbook for currency). Flying should normally be limited to daylight, visual meteorological conditions. A standardized procedure should include a prebriefing by the inspector, takeoff and area departure, basic air work, and, as time permits, a return for several landings.

d. Maneuvers and procedures will be limited to those appropriate for original issuance of a pilot's certificate in accordance with the applicable Practical Test Standards. The inspector should conduct a short debriefing that offers CONSTRUCTIVE criticism of the pilot's performance, including written notes if desired. The inspector is not required or expected to re-teach maneuvers to the airman. PACE is designed as a skill evaluation not as a training period or a flight check. The inspector will encourage an airman to pursue further instruction from a qualified flight instructor for any maneuvers/procedures that may need improvement.

e. To facilitate any corrective actions, the owner/pilot may be provided with a copy of the checklist, or some other record, that documents what observations were made during the entire evaluation.

f. The FAA is using the PACE program to improve safety through cooperation and trust, and to improve compliance through partnership with the aviation community. NO ENFORCEMENT OR ADMINISTRATIVE ACTIONS WILL BE TAKEN AS A RESULT OF ANY EVALUATIONS CONDUCTED UNDER THE PACE PROGRAM. IN ADDITION, ANY FOLLOWUP ACTIONS WITH AIRMEN MUST BE ACCOMPLISHED IN A POSITIVE ATMOSPHERE TO ASSIST THEM IN ACHIEVING TOTAL COMPLIANCE WITH THE FAR. Because corrective actions are the responsibility of the owner/pilot, no followup actions should be scheduled to assure compliance with the regulations. FAA inspectors are encouraged to take advantage of opportunities that may present themselves to assist the owner/airman when such assistance will "foster aviation safety." The goal is to demonstrate that the FAA is willing to use open communication as a tool and to obtain compliance without having to resort to punitive enforcement actions.

g. If evidence of noncompliance is discovered as a result of PACE evaluations, the owner/pilot needs to be advised that further operations contrary to the FAR may result in enforcement action. Examples of a few of the possibilities include noncompliance with an AD, an out-of-date medical or biennial flight review, or an overdue inspection, or inability to operate the aircraft in a safe manner. The solution to pilot operational problems is to obtain the necessary flight instruction before further flight. In order to facilitate a smooth running and efficient PACE program the FSDO should arrange for local volunteer flight instructors or examiners (rotate these requests so as not to appear to show favoritism) to donate appropriate flight instruction, as necessary. An airworthiness problem might be resolved by issuance of a ferry permit. If it is necessary to issue a ferry permit, the FSDO should make arrangements to have a volunteer certificated maintenance technician on call to make any repairs or complete any inspections.

h. No flight evaluation should be accomplished if a ferry permit must be issued. Owners/pilots should be tactfully reminded that if they choose to continue to operate prior to correcting FAR deficiencies they might:

(1) Be involved in an incident or accident, be subjected to a ramp inspection, and have no relief from enforcement action.

(2) Find that they have no insurance coverage in the event of an accident or incident because of noncompliance.

i. Participation in the PACE program should not be regarded as future immunity for the owner/pilot from subsequent discovery of noncompliance with the FAR. Although submitting the aircraft and pilot for the initial PACE evaluations does guarantee that the FAA will not pursue enforcement actions based on those evaluations, any further operations prior to correcting FAR deficiencies or piloting deficiencies would be reason for FAA enforcement actions. FAA employees should be as supportive as possible to help the airman correct deficiencies and achieve compliance.

6. PACE DOCUMENTATION, CERTIFICATES AND RECORD KEEPING. Since there are no formal followup actions as the result of PACE courtesy evaluations, there is no need to document airmen or aircraft discrepancies. Only records normally required, such as copies of ferry permits, will be kept. Documentation of the work activity will be done using the Performance Tracking and Records System, codes 1971, 3920, and 5920, as appropriate, with PACE noted in the remarks. An appropriate certificate may be issued to an airman who participates in the PACE program, regardless of the results, as progress towards voluntary compliance was achieved.

7. WHAT PACE IS NOT. PACE program flights are courtesy evaluations only. Therefore, they cannot be considered as a biennial flight review or as dual instruction for the Pilot Proficiency Award Program (WINGS).

8. SUMMARY. The PACE program offers the FAA and the aviation community an excellent opportunity to demonstrate a commitment to aviation safety through voluntary compliance and a partnership based on mutual communication and trust. It enhances safety by providing an examination of aircraft and airmen that may not otherwise occur. Inspectors are expected to exercise professional judgment and discretion in the furtherance of aviation safety through PACE programs. The APPM can serve as the focal point for assisting the manager and supervisors in coordinating and producing successful PACE programs. Questions regarding these programs can be addressed to the Accident Prevention Program Branch, AFS-810.

9. INFORMATION CURRENCY. Any deficiencies found, clarifications needed or suggested improvements regarding the contents of this order should be forwarded to the originating office, Attn: Directives Management Officer, AFS-13. For your convenience, FAA Form 1320-19, Directive Feedback Information, is the last page of this order. If an immediate interpretation is needed, please call the originating office for guidance. However, you should also use Form 1320-19 to follow up your verbal conversation.

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