



**U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVATION ADMINISTRATION**

Detailed Implementation Plan

For

**The Federal Aviation Administration
Modernization and Reform Act of 2012**

Public Law No. 112-95, Section 313

January 12, 2018

<p>This document reflects the plan for each of the initiatives responsive to Section 313 of the Modernization and Reform Act of 2012. The progress of each initiative is tracked in the appendix.</p>



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REVISION HISTORY		
Rev	Description of Change	Effective Date
0	Original	1/15/2015
1	<p>Added note to title page to address use of the appendix.</p> <p>Clarified details of the FAA Plan under FAA Initiative 2.</p> <p>Removed activity from FAA Initiative 2 that discussed an AVS-level document.</p> <p>Updated appendix to reflect:</p> <ul style="list-style-type: none">• Actual end dates for activities listed under FAA Initiatives 1, 2, 3 and 4;• Closure of primary training recommendation; FAA Initiative 3; and;• Updated rationale for closure for FAA Initiatives 4 and 5 to capture the date the FAA and ARC agreed to close the recommendations.	7/17/2015
2	<p>Updated appendix to reflect:</p> <ul style="list-style-type: none">• End dates for two activities listed under FAA Initiative 1 marked as "NA" with explanation;• Actual end dates added for activities listed under FAA Initiatives 1 and 4;• Status update added to Initiative 2; and• Corrected date that Initiatives 5 and 6 were closed.	3/31/2106
3	<p>Updated appendix to reflect:</p> <ul style="list-style-type: none">• Actual end dates for one activity listed under FAA Initiative 2;• Status update expanded for Initiative 2;• Actual end dates for four activities listed under FAA Initiative 4; and• Status update added to Initiative 4.	5/1/2017

4	<p>Updated appendix to reflect:</p> <ul style="list-style-type: none"> • Actual end dates for activities under FAA Initiative 1, 3, and 4; • Status update added to Initiative 1; • Update to “Additional Action” section under FAA Initiative 3; • Closure of sub recommendation under FAA Initiative 3 and FAA Initiative 4; and • Removal of status update under FAA Initiative 4. <p>Updated main document and appendix to reflect:</p> <ul style="list-style-type: none"> • Updated organizational codes to reflect the new structure in Flight Standards and the Aircraft Certification Service throughout the document. 	1/12/2018
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Executive Summary

This implementation plan supplements the Federal Aviation Administration (FAA) Report to Congress on Section 313 of the FAA Modernization and Reform Act of 2012, Public Law (Pub. L.) 112-95, submitted on July 22, 2013. Section 313 required the FAA, in consultation with representatives of the aviation industry, to determine the root causes of inconsistent interpretation of regulations by the FAA's Flight Standards Service (FS) and Aircraft Certification Service (AIR). The FAA chartered the Consistency of Regulatory Interpretation (CRI) Aviation Rulemaking Committee (ARC) on April 30, 2012, to address Section 313. As noted in the FAA Report to Congress, the FAA accepted the CRI ARC recommendations and developed this detailed implementation plan, along with a plan to measure its effectiveness in addressing the recommendations which the CRI ARC submitted to the Associate Administrator for Aviation Safety (AVS-1).

The FAA is pleased with the ARC's recommendations and plans to move forward with the implementation plan discussed here. However, the resources required to implement the ARC's recommendations will have to be balanced with other important FAA activities, including existing rulemaking initiatives, agency priorities, current projects, and the overall safety agenda. If existing or future priorities change, the FAA may have to modify elements of this implementation plan.

Committee Recommendations

The CRI ARC submitted the following recommendations (as prioritized by the ARC) to AVS-1 on November 28, 2012:

1. Develop a single master source for guidance organized by 14 CFR part.
2. Develop instructions for FAA personnel with policy development responsibilities.
3. Review FAA and industry training priorities and curricula with focus on appropriate use of guidance in conjunction with 14 CFR (and study the feasibility of developing a specific training program designed for personnel with regulatory development and oversight responsibilities).
4. Establish a Regulatory Consistency Communications Board (RCCB).
5. Improve rulemaking procedures to achieve greater clarity in final rules issued by the FAA.
6. Establish a full-time Regulatory Operations Communications Center (ROCC) as a centralized support center to provide real-time guidance to FAA personnel and industry certificate/approval holders and applicants.

FAA Initiatives

1. Develop a single master source for guidance organized by 14 CFR part.

Responsible Organization: AFX-1 and AIR-1

Person of Responsibility: AFB-140, Technical Information and Communications Branch
AFS-900, Safety Analysis and Promotion Division
AIR-600, Policy and Innovation Division

The FAA will implement this recommendation by:

- Mapping (connecting) existing guidance material to the source Code of Federal Regulations (CFR) section where possible; and
- Supporting the development of the Dynamic Regulatory System (DRS).

FS and AIR will map or link identified guidance documents at the service level to the appropriate CFR section where possible, with the eventual goal of creating a document management framework that encompasses all AVS regulatory guidance documents. AFX-1 and AIR-1 will use performance measures and metrics established at the outset of this effort to track progress to ensure accountability.

FS and AIR will use this document mapping process to contribute to a requirements document for an electronic platform that will accommodate the search parameters emphasized by external stakeholders. While this effort will facilitate a long-term information technology (IT) solution similar to the Master Database concept recommended by the CRI ARC, current challenges with the execution of IT solutions make it necessary to uncouple development of the document management framework from deployment of an automated system on a single IT platform. However, AVS will closely monitor the DRS proof of concept (POC) proposed by the FAA Office of Information and Technology (AIT) to determine if it has the capability to integrate FS and AIR guidance documents (mapped to source regulation(s)) with the desired functionality. An early enterprise architecture assessment identified 21 separate FAA document repositories or libraries that will need to be reviewed and incorporated in this process.

Action Plan

The FAA will:

- Map or link current identified guidance documents to the applicable source regulation(s) where appropriate.
- Support the development of the AIT DRS POC.

Milestones

Activity	Start	End
Issue AFX-1 memo to cancel outdated guidance.	11/1/2013	12/30/2013
Internal workgroup established by charter to complete activities associated with the recommendations made by the CRI ARC.	07/01/2014	11/30/2014
FS and AIR define scope of current guidance documents by type (e.g., catalog documents by policy division/directorate, cancellation of outdated guidance).	11/15/2014	12/30/2014
FS and AIR develop plan of action, with applicable performance measures and management-level accountability for progress, to map/link existing guidance documents (by type) to source CFR sections. Plan will include how to address guidance that cannot be mapped/linked to a source CFR section.	12/30/2014	3/30/2015
FS and AIR initiate their plan of action to map/link guidance with applicable source CFR section.	3/30/2015	6/30/2015
Support the development of an AIT DRS POC.	7/1/2014	9/30/2015
Assess the results of DRS POC and work with AIT to develop requirements document and timeline for automated document management system.	9/30/2015	12/31/2015
Assess feasibility of integrating AGC Chief Counsel opinions and legal interpretations into DRS framework.	12/31/2015	03/31/2016

Standard of Closure

This recommendation will be closed when:

- 1) Each service develops and initiates a plan of action to link CFR sections to identified guidance material over a 3-year period.
- 2) DRS POC is completed.

Measures of Effectiveness

- 1) Addition of CFR sections to identified guidance has improved the search capability within Flight Standards Information Management System (FSIMS) and Regulatory and Guidance Library (RGL).
- 2) DRS POC allows effective searching on topics that cross the FS-AIR organizations.

2. Develop instructions for FAA personnel with policy development responsibilities.

Responsible Organization: AFX-1 and AIR-1

Person of Responsibility: AFB-140, Technical Information and Communications Branch
AIR-600, Policy and Innovation Division

AVS will implement this recommendation by evaluating current government best practices and transitioning to a comprehensive document management framework for drafting, revising, and reviewing regulatory guidance documents. This process includes:

- Developing and deploying a disciplined and standardized change management process for use in reviewing and revising guidance documents on an ongoing basis; and
- Improving guidance for personnel responsible for developing and revising guidance documents in the future.

To address this recommendation, FS will review government best practices in guidance material development and management including FAA Order 8100.16, as specifically mentioned in the CRI ARC report, and applicable Office of Management and Budget bulletins related to the issue of guidance material management. Additionally, FS will look for other examples of guidance management across government agencies.

FS will utilize the internal workgroup to implement a document management framework and business processes. The internal workgroup will be leveraged to review the best practices and draft an FS-level order. This group will be used to ensure that the framework outlined in the order is workable at the service and division levels and is incorporated into work processes once the order is finalized.

Action Plan

The FAA will:

- Develop tools to ensure that guidance material development and revisions are conducted using sound risk-based change management practices.

Milestones

Activity	Start	End
Modify existing FS Quality Management System (QMS) process to capture CFR section on identified guidance material.	9/01/2014	10/31/2014
Examine, review, and determine value of existing guidance relating to writing policy (e.g., AIR Order 8100.16).	9/30/2014	2/28/2015

Develop FS-level document defining procedures and instructions for the development of guidance.	2/28/2015	5/31/2015
Draft a directive (e.g., order) defining standardized work processes, methodology, and change management processes to be used by personnel developing or revising regulatory guidance or policy documents.	2/28/2015	5/31/2015
Align QMS process to ensure policy changes and guidance development utilizes sound change management practices.	9/01/2015	10/31/2015

Standard of Closure

This recommendation will be closed once an FS-level document providing instructions on drafting guidance materials and an AVS-level document on guidance management has been identified.

Measures of Effectiveness

Success of the FAA's response to this recommendation will be measured on feedback received through the AVS Directive Feedback System and on how many action requests are received in the QMS.

3. Review FAA and industry training priorities and curricula with focus on appropriate use of guidance in conjunction with 14 CFR (and study the feasibility of developing a specific training program designed for personnel with regulatory development and oversight responsibilities).

Responsible Organizations: AFX-1 and AIR-1

Person of Responsibility: AFB-500, Workforce Development Division
AIR-900, Enterprise Operations Division

To address this recommendation, the FAA will conduct a gap analysis of existing training to identify any deficiencies. The training will be reviewed for appropriateness for aviation safety inspectors (ASIs) and aviation safety engineers (ASEs) that are primarily responsible for applying regulations in the field and for ASIs and ASEs with rulemaking and policy development/revision responsibilities. The FAA will develop a plan of action to address any deficiencies found during the gap analysis. This plan of action will include appropriate performance measures. The agency will consider industry feedback on the plan of action when implementing changes to FAA personnel training.

The FAA will assess the feasibility of working with accredited institutions such as Aviation Accreditation Board International (AABI) to create a regulatory development and interpretation curriculum that would result in a certification/credential that could be incorporated into FAA hiring guidelines. The FAA will share the results of this with industry stakeholders.

Action Plan

The FAA will:

- Conduct a gap analysis of existing ASI and ASE regulatory training.
- Develop a plan of action to address any deficiencies found through the gap analysis.
- Assess the feasibility of an aviation regulatory application certification or credential.
- Review the results of the feasibility of an aviation regulatory application certification or credential with industry stakeholders.

Milestones

Activity	Start	End
Conduct a gap analysis on existing ASI and ASE training and identify any deficiencies for personnel responsible for regulatory application and/or intent (including SMEs developing rules/guidance material and those applying/interpreting regulations and guidance material).	12/31/2014	3/31/2015
Coordinate with industry stakeholders to review recommendations made by the FAA to address findings of the gap analysis.	5/01/2015	5/31/2015

Activity	Start	End
Develop a plan of action to address any remaining gaps/deficiencies in existing FAA personnel training.	5/31/2015	7/31/2015
Assess feasibility of working with accredited institutions to develop a rule development and intent curriculum that would result in a certification or credential that could be incorporated in FAA hiring guidelines.	10/30/2014	03/31/2015
Coordinate with industry to review results of feasibility, and the FAA determination on implementation, regarding working with accredited institutions to develop a rule development and intent curriculum that would result in a certification or credential that could be incorporated in FAA hiring guidelines.	05/01/2015	05/31/2015

Standard of Closure

This recommendation will be closed once a plan of action has been developed to address any issues found during the gap analysis and the feasibility of working with accredited institutions on developing regulatory training has been determined.

Measures of Effectiveness

FS and AIR will utilize the existing course participant feedback processes to ensure newly created policy curriculum meets expectations.

4. Establish a Regulatory Consistency Communications Board (RCCB).

Responsible Organization: AFX-1 and AIR-1

Person of Responsibility: AFX-1 and AIR-1

The FAA will establish an RCCB to begin documenting, dispositioning, and tracking policy application and intent questions in a consistent manner. The RCCB will be responsible for developing a policy question tracking process that will be introduced internally at the outset, with the goal of expanding the process to external industry stakeholders in conjunction with appropriate milestones.

The RCCB process is envisioned to better address questions of appropriate application of regulations and policy than the current Consistency and Standardization Initiative (CSI) has been able to achieve. The agency will establish metrics to ensure that questions of regulatory application and intent are coordinated in a timely fashion with a feedback loop. Initially, these metrics may involve tracking the number of questions dispositioned by the RCCB, which will also help determine whether additional education or training is necessary for the FAA workforce. Over time, the metrics will involve tracking how quickly the questions are dispositioned, including how long it takes to appropriately incorporate or address information in an existing regulatory guidance document. Due to the role of the RCCB, the RCCB could be leveraged to assist in developing or improving business processes related to the development or revision of regulatory guidance documents.

Action Plan

The FAA will:

- Establish an RCCB to address questions of regulatory application or interpretation.
- Create an effective policy question tracking process that meets the needs of internal stakeholders.
- Assess the feasibility of expanding the policy question tracking process to external stakeholders.

Milestones

Activity	Start	End
Review existing FS and AIR workgroups such as Document Control Board (DCB) to determine best platform to leverage resources for the RCCB.	10/01/2014	1/31/2015

Activity	Start	End
Draft order to establish an RCCB within FS.	1/31/2015	3/31/2015
Develop an internal policy question tracking process (including feedback loop, timely response, and accountability for the RCCB) for use by FAA personnel to route questions of regulatory application or interpretation to the RCCB for disposition.	3/31/2015	6/30/2015
Develop methodology for tracking RCCB findings to ensure the information is communicated to the applicable FAA office(s), as well as industry stakeholders, and information that needs to be addressed in regulatory guidance documents is appropriately integrated in a timely fashion.	3/31/2015	6/30/2015
Develop communications strategy to educate the FS workforce on RCCB.	3/31/2015	6/30/2015
Determine feasibility of expanding RCCB to AIR.	6/30/2015	8/31/2015
Develop communications strategy to educate the AVS workforce on RCCB.	8/31/2015	9/30/2015
Integrate RCCB and policy question tracking process into appropriate FAA personnel training courses.	07/31/2015	12/30/2015
Assess internal user satisfaction with the RCCB policy question tracking process.	10/01/2015	3/31/2016
Determine feasibility of expanding the RCCB to external industry stakeholders.	03/31/2016	6/30/2016
Determine the effect the introduction of the RCCB has had on the CSI.	03/31/2016	06/30/2016

Standard of Closure

This recommendation will be closed when the RCCB is established via an order, the follow-on activities of creating a standardized tracking process with a feedback loop have been established, and a determination has been made about expanding the RCCB to external stakeholders.

Measures of Effectiveness

1. The AVS QMS will be used to measure effectiveness of the RCCB in the following three areas:
 - a. Process Measures – Time taken to acknowledge receipt, review, and provide initial response to regulatory interpretation related questions received.
 - b. Product Conformity – Overall acceptability of answers provided to stakeholders (conforming to standards set).

- c. Stakeholder Feedback – Encompasses all aspects of the QMS process and includes the AVS Directive Feedback System.

5. Improve rulemaking procedures to achieve greater clarity in final rules issued by the FAA.

Responsible Organization: ARM-1, Office of Rulemaking

Person of Responsibility: ARM-200, Aircraft and Airports Rules Division

The FAA has closed this recommendation.

Rationale for Closure

The FAA's rulemaking process is an AVS-level QMS process that guides the Agency through a documented and structured approach to rulemaking. The rulemaking process is accompanied by a rulemaking work instruction that provides step-by-step details on the rulemaking process. This QMS process was last updated on March 17, 2014 when it was elevated to an AVS-level process.

The process and work instruction contain a requirement for a rule's preamble to contain a comprehensive explanation of the purpose, technical requirements, and intent of the rule. The process and work instruction are regularly reviewed and improved. The work instructions were last reviewed in September 2014. The FAA Office of Rulemaking (ARM) is currently working on reviewing the comments received during this review and making appropriate changes to the work instructions.

The FAA implemented a rulemaking prioritization process and tool in 2013. The prioritization tool was discussed in the FAA's Report to Congress on Section 313 of the FAA Modernization and Reform Act of 2012, Pub. L. No. 112-95, submitted on July 22, 2013, as a potential mechanism for addressing this recommendation.

FAA rulemaking includes other process elements that help ensure clarity in final rules. These elements include:

- Proposed and final rules are developed by subject matter experts and are subject to multiple rounds of review and concurrence by the responsible AVS program office, General Counsel, economists, and Associate and Administrator-level executives. Depending on the rule, it is also reviewed by the Office of the Secretary of Transportation and the Office of Management and Budget.
- Standard practice currently involves FAA review of industry comments submitted in response to the Notice of Proposed Rulemaking (NPRM), which are incorporated in the preamble to the final rule.
- The FAA's Rulemaking Management Council has instituted mandatory rulemaking training requirements for rulemaking team members. The FAA Office of Rulemaking also makes available training that supports good regulation development, such as Plain Language training and Paperwork Reduction Compliance Act training.

Standard of Closure

The creation and utilization of rulemaking processes and prioritization tool by all organizations within AVS.

Measures of Effectiveness

The FAA will review the comments received to the NPRM and identify any comments that relate to clarification on the purpose, technical requirements or intent of the proposed rule. Any comments identified in these areas, will be put in a database and the office of rulemaking will review the database annually to identify any trends or root cause elements so that continued improvement can occur.

6. Establish a full-time Regulatory Operations Communications Center (ROCC) as a centralized support center to provide real-time guidance to FAA personnel and industry certificate/approval holders and applicants.

Responsible Organization: AFX-1 and AIR-1

Person of Responsibility: AFX-1 and AIR-1

The FAA has closed this recommendation.

Rationale for Closure

The FAA has addressed this recommendation in its plan to establish a Regulatory Consistency Communications Board (RCCB). The FAA intends to pursue the RCCB concept, which will address the relevant components of this recommendation without creating the need to staff and allocate resources on the scale required by the original ROCC idea.

Standard of Closure

This recommendation will be closed once the FAA determines the feasibility of implementing the ROCC.

Measures of Effectiveness

NA

APPENDIX A
Section 313 Implementation Plan Milestone Status

1. Develop a single master source for guidance organized by 14 CFR part.

Milestones

Activity	Start Date	Projected End Date	Actual End Date
Issue AFX-1 memo to cancel outdated guidance.	11/1/2013	12/30/2013	12/3/2013
Internal workgroup established by charter to complete activities associated with the recommendations made by the CRI ARC.	07/01/2014	11/30/2014	1/20/2015
FS and AIR define scope of current guidance documents by type (e.g., catalog documents by policy division/directorate, cancellation of outdated guidance).	11/15/2014	12/30/2014	5/23/2017
FS and AIR develop plan of action, with applicable performance measures and management-level accountability for progress, to map/link existing guidance documents (by type) to source CFR sections. Plan will include how to address guidance that cannot be mapped/linked to a source CFR section.	12/30/2014	3/30/2015	NA*
FS and AIR initiate their plan of action to map/link guidance with applicable source CFR section.	3/30/2015	6/30/2015	NA*
Support the development of an AIT DRS POC.	7/1/2014	9/30/2015	1/22/2015
Assess the results of DRS POC and work with AIT to develop requirements document and timeline for automated document management system.	9/30/2015	12/31/2015	3/30/2016
Assess feasibility of integrating AGC Chief Counsel opinions and legal interpretations into DRS framework.	12/31/2015	03/31/2016	6/30/2015

* The mapping of guidance documents to source CFRs will be done through the Dynamic Regulatory System's use of search ontology. There is no longer a need to do this manually.

Status Update:

From November 2015 through May 2015, FS reviewed approximately 1200 guidance documents. The review included all FS Advisory Circulars (ACs), orders, notices, and sections of Order 8900.1. As a result of this review FS cancelled 8% of its ACs and 9% of its orders. The cancellations were needed because the information contained in the documents was obsolete or contained in another guidance document.

AIR did a similar review focused on ACs, orders, notices, and policy statements, which concluded in May 2017. The review included over 700 documents and resulted in the cancellation of 2% of ACs, 3% of orders, and 6% of policy statements.

2. Develop instructions for FAA personnel with policy development responsibilities.

Milestones

Activity	Start Date	Projected End Date	Actual End Date
Modify existing FS QMS process to capture CFR section on identified guidance material.	9/01/2014	10/31/2014	10/31/2014
Examine, review, and determine value of existing guidance relating to writing policy (e.g., AIR Order 8100.16).	9/30/2014	2/28/2015	2/23/2015
Develop AFX-level document defining procedures and instructions for the development of guidance.	2/28/2015	5/31/2015	5/15/2015
Draft a directive (e.g., order) defining standardized work processes, methodology, and change management processes to be used by personnel developing or revising regulatory guidance or policy documents.	2/28/2015	5/31/2015	6/24/2015
Align QMS process to ensure policy changes and guidance development utilizes sound change management practices.	9/01/2015	10/31/2015	9/30/2016

Status Update:

On October 31, 2014, FS updated AVS Quality Management System QPM# AFS-002-103-F2, Executive Summary, to include the “Source Regulation (CFR) for guidance.”

This Executive Summary accompanies all revised and new advisory circulars, orders, and Order 8900.1 as part of the document publication process. Recording the CFR basis for these documents on the Executive Summary allows FS to capture these citations and helps discipline policy writers to remain focused on the CFR/guidance document relationship.

On January 7, 2016, FS published Order FS 8000.96, Flight Standards Service Document Development, to be responsive to this recommendation. The order discusses the role of guidance documents within a regulatory schema and includes topics such as the core principles of writing guidance documents. To support the implementation of the concepts in the order, FS updated AVS Quality Management System AFS 002-103, Directive and Advisory Circular Production, on September 30, 2016, to include reference to Order FS 8000.96.

The CRI ARC concurred that Order FS 8000.96 satisfactorily addressed this recommendation during the November 13, 2015, meeting with the FAA. In written comments provided to Order FS 8000.96 on October 9, 2015, AIA, ARSA, and GAMA requested that AIR expand the scope of AIR Order 8100.16, Aircraft Certification Service Policy Statement, Policy Memorandum, and Deviation Memorandum Systems, to include guidance document development instructions consistent with Order FS 8000.96. The FAA is reviewing this request.

3. Review FAA and industry training priorities and curricula with focus on appropriate use of guidance in conjunction with 14 CFR (and study the feasibility of developing a specific training program designed for personnel with regulatory development and oversight responsibilities).

The FAA closed the main recommendation with concurrence from the ARC members on July 1, 2015. The sub recommendation to study the feasibility of developing a specific training program designed for personnel with regulatory development and oversight responsibilities remains open.

Rationale for Closure

Rather than conduct a gap analysis as originally discussed in the implementation plan, the FAA decided to look at course requirements and/or programmatic changes that provide a platform for continuous improvements in course content and delivery methods. The FAA believed this was a more holistic way to approach this recommendation.

FS and AIR have made a number of course requirement and programmatic changes that will enable the services to continually evaluate, improve, and align course content with workforce needs. Specifically, over the past two years, the services have created a more agile course development and management system by introducing new course development and revision request procedures, adding needs analyses requirements, and expanding course offering assessments.

Programmatic Changes and Course Additions

Course Development and Revisions – In the summer of 2013, AIR updated the procedures and requirements for sponsoring divisions to submit requests to develop and revise courses, via Training Support Request Form. AIR requires sponsors to determine the knowledge, skills, and abilities to be addressed by the proposed training development or revision, and to identify the applicable statutory, regulatory, and/or policy and guidance that will drive training content development.

In the spring of 2014, FS also updated its procedures and requirements for sponsoring divisions to submit requests to develop new and revised courses. In addition to requiring sponsors to identify the applicable statutory, regulatory, and/or policy and guidance that will drive content, FS requires sponsors to determine the knowledge gaps that may need to be addressed by the proposed development or revision.

In April 2014, AIR revised its annual course review program to increase focus on regulatory content currency and technical accuracy. AIR's standard operating procedures include guidance that specifies the use of standardized data collection techniques, the analysis of course usage, course observation, and regular check-ins with the program office, course sponsors, SMEs, and trainers, which AIR analyzes to utilize a data-driven approach to maintaining the currency of training courses.

Needs Analyses - FS's new needs analyses procedures, which also were introduced in 2014, are one of the enhancements that combine the ability to employ alternative training

solutions and delivery methodologies to more focused content and course design. FS training experts work with course mentors to strategize goals, objectives, and identify potential delivery methodologies by employing levels of learning assessments. In some cases, FS can streamline courses or update specific content; in most other cases, FS can more effectively identify content drivers such as statutes, regulations, and FAA guidance.

Order 8000.93C, Aircraft Certification Service-National Technical Training Plan, which was last updated on January 15, 2015, outlines the training identification process used by AIR. In the process, each AIR directorate/division/office analyzes its own operational needs and policy drivers to determine Full Service Office (FSO) requirements. The FSO requirements are defined as the collective knowledge and skills needed for the employees of a service unit to effectively provide all the products and services demanded by the unique customer base of the service unit. Policy drivers are the principal statutory and regulatory requirements that identify training needs. Each office also considers other mandates in assessing its office needs, such as directives or standard operating practices, congressional mandates, comptroller decisions, and union agreements. Order 8000.93C is used in combination with AIR Curricula and the AIR Technical Training Requirements Summary Table maintained on the MyFAA website at <https://my.faa.gov> under AIR Training.

Course Assessments – Over the past two years, FS has expanded its quality assurance team, augmented course standards requirements by introducing a new conformity checklist, and increased its annual reviews for currency and content of existing courses by more than 50 percent. Individually and collectively, these improvements resulted in more consistent content design structure and enabled FS to better track content taught across courses.

Additionally, since 2012, FS has made a significant number of changes to increase the amount of time ASIs spend in in-person Practical Application Workshops (PAWs). For example, before October 1, 2012, there was only one PAW required for each of the four FS ASI specialties (air carrier operations, air carrier airworthiness, general aviation airworthiness, and general aviation operations). Since October 2012, there has been an approximate three-fold increase in the number of required PAWs per specialty with two PAWs added as required courses to each specialty. For example, before October 2012, the only PAW available to air carrier airworthiness inspectors was ACAW Maintenance Organization PAW (FAA21000019). On October 1, 2012, PAW for Orientation to International Aviation (FAA21000099) and Air Carrier Airworthiness PAW2 (FAA21000060) were added as courses and requirements.

PAWs provide an opportunity for ASIs to understand and apply regulations and guidance material using extensive real-world scenarios. PAWs essentially function as capstone courses. They are highly interactive and require ASIs to work through actual tasks and require the participants to demonstrate comprehension of the issues, identify problems, apply appropriate statutory and regulatory requirements and, when applicable, administer or implement a solution in accordance with the authoritative sources. The real-world examples worked on during the course are selected by the curriculum development team

that includes a policy subject matter expert, course manager, instructional systems specialist, and the project manager. The instructional content and methodology for delivering the content are structured to reinforce the basic, initial training on the regulatory hierarchy. This approach provides ASIs with the crucial experience and skills to comprehend the authoritative sources and their duties as regulators in implementing them.

Staying Current between Training Courses

Senior management in AIR currently conducts several activities to align messaging and effort among all AIR employees. These include the Touch Base telecons for AIR managers, podcasts, newsletters (known as AIRmail), videos, brown bag sessions, and AVS Flyer articles. These channels are used to communicate updates on topics such as certification reform, the safety continuum, FAA Strategic Initiatives, AIR:2018, the AIR Roadmap, Organization Designation Authorization (ODA) initiatives such as the ODA scorecard, and other issues concerning global partnership and congressional oversight. AIR is updating its Indoctrination Training, which is currently taught over three courses, to better align with the organizational initiatives just discussed.

At the senior management level, FS uses the Monthly Message, a video message from the Executive Director; weekly telecons with FS managers and quarterly off-site managers' meetings; and AVS Flyer articles to disseminate similar messages. In addition, some individual FS divisions host quarterly telecons with the regions and other local FAA offices. These telecons, which began in late 2012, are used to discuss new and proposed regulations, new guidance, and current issues. Real-time delivery of updates to policy issues helps the field stay up to date in between official training.

Additional Action

As discussed at the July 1, 2015, meeting during which the ARC agreed to close this recommendation, the FAA will notify the ARC members when AIR has completed its update of the Indoctrination Training courses. These are courses FAA 27936, 22000046, and 21936. AIR anticipates these changes will be made by the first quarter of calendar year 2016.

Note: FAA courses 22000046 and 21936 were inactivated in the first quarter of fiscal year 2016 and replace with FAA courses 27200125, Indoc General, and 22000125, Indoc Technical.

The FAA will also ensure that training courses are updated as appropriate in response to the actions the FAA takes to implement the ARC recommendations. For specific example, when the Dynamic Regulatory System is complete, the FAA will incorporate training on that system into required courses within FS and AIR. The same is true for any guidance documents published as a result of the FAA's implementation efforts in response to the ARC recommendations.

Sub recommendation “study the feasibility of developing a specific training program designed for personnel with regulatory development and oversight responsibilities”.

The FAA closed this sub recommendation with the finalization of the Future of Flight Standards and AIR Transformation on August 20, 2017. The Flight Standards and Aircraft Certification Services have completed structural realignments and initial cultural change initiatives that will result in increased consistency of application of the Code of Federal Regulations and associated policy documents. We believe this alternate method of addressing this recommendation will result in increased consistency.

Rationale for Closure

On August 20, 2017, Flight Standards transitioned its management structure from the traditional geography-based regional structure to a functional structure. The new functional structure aligns Flight Standards leadership in four areas: Air Carrier Safety Assurance, General Aviation Safety Assurance, Safety Standards, and Foundational Business. The intent of the shift to functional organization is to increase efficiency, eliminate multiple interfaces, and integrate surveillance activities.

The structural change is supported by essential cultural changes at both the individual and organizational levels. For several years now, Flight Standards has been stressing the importance of interdependence, critical thinking, and consistency in our workforce, and these behavioral attributes and competencies are now embedded in each Flight Standards Service employee’s work requirements.

The cultural and structural changes are mutually reinforcing, and both aspects of the transition contribute to a Flight Standards Service with greater accountability, better use of resources, and change readiness – one that is agile, efficient, and consistent in the service we deliver to the American public.

To help ensure that managers at every level within Flight Standards have the tools they need to be successful leaders, Flight Standards is launching the Leadership Development and Enhancement (LEAD) program. The program focuses on the identification and development of employees for managerial positions and is designed to increase consistency and sustainability of leadership development efforts throughout the organization. The program is anticipated to begin in 2018.

In July 2017, AIR took a major step towards realizing AIR Transformation by realigning the service into functional divisions. AIR Transformation is a comprehensive approach to becoming more efficient and effective. By moving away from transactional activity to a systems approach, AIR is shifting the focus to up front planning, performance based standards, and robust risk-based oversight. AIR reduces hard unnecessary dependencies in the “critical path” of certification by engaging industry early to prepare for new technology and through an increased emphasis on risk-based oversight and corrective action to fulfill our safety mission.

The framework of AIR Transformation includes three pillars: Refresh the certification strategy; Invest in management systems to improve performance; and Improve our organization and invest in our people. These are supported by two foundational elements, change management and industry commitment, that are critical for a successful AIR Transformation.

Milestones

Activity	Start Date	Projected End Date	Actual End Date
Conduct a gap analysis on existing ASI and ASE training and identify any deficiencies for personnel responsible for regulatory application and/or intent (including SMEs developing rules/guidance material and those applying/interpreting regulations and guidance material).	12/31/2014	3/31/2015	5/22/2015
Coordinate with industry stakeholders to review recommendations made by FAA to address findings of the gap analysis.	5/01/2015	5/31/2015	7/1/2015
Develop a plan of action to address any remaining gaps/deficiencies in existing FAA personnel training.	5/31/2015	7/31/2015	7/1/2015
Assess feasibility of working with accredited institutions to develop a rule development and intent curriculum that would result in a certification or credential that could be incorporated in FAA hiring guidelines.	10/30/2014	03/31/2015	8/20/2017
Coordinate with industry to review results of feasibility, and the FAA determination on implementation, regarding working with accredited institutions to develop a rule development and intent curriculum that would result in a certification or credential that could be incorporated in FAA hiring guidelines.	05/01/2015	05/31/2015	8/20/2017

4. Establish a Regulatory Consistency Communications Board (RCCB).

The FAA closed this recommendation based on issuance of FAA Order 8000.70, Regulatory Consistency Communication Board (RCCB), the related Quality Management System Work Instruction, and the creation of required training for FS and AIR on the role and purpose of the RCCB. This work was completed in June 2017.

Rationale for Closure

On March 9, 2017, the FAA Office of Aviation Safety completed Order 8000.70, Regulatory Consistency Communication Board (RCCB). This order launched the RCCB within FS and AIR. In line with the CRI ARC's recommendation, the RCCB provides clarification to internal and external stakeholders on questions related to the application of regulations.

To support the rollout of the RCCB, FS and AIR developed a communication strategy in March 2017, which outlines the efforts these services are undertaking to promote awareness of the RCCB. These efforts include InFO 17005, The Federal Aviation Administration (FAA) Aircraft Certification Service (AIR) and Flight Standards Service (AFS) Regulatory Consistency Communication Board (RCCB), which was released on March 23, 2017.

On May 15, 2017, AVS issued the Quality Management System (QMS) AVS-002-012, Regulatory Consistency Communication Board (RCCB) Work Instructions (WI). This document provides instructions on the internal handling of issues submitted to the RCCB.

In June 2017, the FAA completed development of the Regulatory Consistency Communication Board (RCCB) online training course number 27100261. The course is mandatory for all aviation safety inspectors, aviation safety technicians, managers, and program analysts (in policy writing positions) in FS. This corresponds to job series 1825, 1802, 340, and 343 (in policy writing position). Within AIR the course is mandatory for aviation safety inspector, engineers, and managers in job series 1825, 861, and 340. For internal stakeholders the course is available online through the eLearning Management System (eLMS). The course is also available in PDF format for external stakeholders on the public RCCB page at https://www.faa.gov/regulations_policies/faq_regulations/rccb/.

Milestones

Activity	Start Date	Projected End Date	Actual End Date
Review existing FS and AIR workgroups such as DCB to determine best platform to leverage resources for the RCCB.	10/01/2014	1/31/2015	1/29/2015
Draft order to establish an RCCB within FS.	1/31/2015	3/31/2015	3/16/2016
Develop an internal policy question tracking process (including feedback loop, timely response, and accountability for the RCCB) for use by FAA personnel to route questions of regulatory application or interpretation to the RCCB for disposition.	3/31/2015	6/30/2015	3/9/2017
Develop methodology for tracking RCCB findings to ensure the information is communicated to the applicable FAA office(s), as well as industry stakeholders, and information that needs to be addressed in regulatory guidance documents is appropriately integrated in a timely fashion.	3/31/2015	6/30/2015	3/9/2017
Develop communications strategy to educate the FS workforce on RCCB.	3/31/2015	6/30/2015	3/27/2017
Determine feasibility of expanding RCCB to AIR.	6/30/2015	8/31/2015	8/31/2015
Develop communications strategy to educate the AVS workforce on RCCB.	8/31/2015	9/30/2015	3/27/2017
Integrate RCCB and policy question tracking process into appropriate FAA personnel training courses.	07/31/2015	12/30/2015	6/2/2017
Assess internal user satisfaction with the RCCB policy question tracking process.	10/01/2015	3/31/2016	NA*
Determine feasibility of expanding the RCCB to external industry stakeholders.	03/31/2016	6/30/2016	8/31/2015
Determine the effect the introduction of the RCCB has had on the CSI.	03/31/2016	06/30/2016	NA*

*User satisfaction and the RCCB's effect on CSI are outcome measures and are not needed to establish the RCCB.

5. Improve rulemaking procedures to achieve greater clarity in final rules issued by the FAA.

The FAA closed this recommendation with concurrence from the ARC members on October 6, 2014. This recommendation was closed before the implementation plan was posted, therefore the rationale for closure was included in the body of the document. There are no milestones associated with this recommendation.

6. Establish a full-time Regulatory Operations Communications Center (ROCC) as a centralized support center to provide real-time guidance to FAA personnel and industry certificate/approval holders and applicants.

The FAA closed this recommendation with concurrence from the ARC members on October 6, 2014. This recommendation was closed before the implementation plan was posted, therefore the rationale for closure was included in the body of the document. There are no milestones associated with this recommendation.