

Federal Aviation Administration
Aviation Rulemaking Advisory Committee

Training and Qualification Issue Area
Air Carrier Minimum Flight Time Requirement Working Group
Task 1 – Minimum Flight Time Requirement

Task Assignment

Abstract: Sections 18 of the Bus Regulatory Reform Act of 1982 (codified at 49 U.S.C. 31138) requires the Secretary of Transportation to establish regulations to require minimal levels of financial responsibility for-hire motor carriers of passengers to cover public liability and property damage. The Endorsement for Motor Carrier Policies of Insurance for Public Liability (Form MCS-90B) and the Motor Carrier Public Liability Surety Bond (Form MCS-82B) contain the minimum amount of information necessary to document that a motor carrier of passengers has obtained and has in effect the minimum levels of financial responsibility as set forth in 49 CFR 387.33. The information within these documents is used by the FHWA and the public to verify that a motor carrier of passengers has obtained and has in effect the required minimum levels of financial responsibility.

Estimated Annual Burden: The total annual burden is 105 hours.

Address: Send comments to the Office of Information and Regulatory Affairs, Office of Management and Budget, 725-17th Street, NW, Washington, DC 20503, Attention FHWA Desk Officer.

Comments are invited on: whether the proposed collection of information is necessary for the proper performance of the functions of the Department, including whether the information will have practical utility; the accuracy of the Department's estimate of the burden of the proposed information collection; ways to enhance the quality, utility and clarity of the information to be collected; and ways to minimize the burden of the collection of information on respondents, including the use of automated collection techniques or other forms of information technology.

Issued in Washington, DC, on January 17, 1997.

Phillip A. Leach,

Clearance Officer, United States Department of Transportation.

[FR Doc. 97-1748 Filed 1-23-97; 8:45 am]

BILLING CODE 4910-62-P

Office of the Secretary; White House Commission on Aviation Safety and Security; Open Meeting

AGENCY: Office of the Secretary (OST), DOT.

ACTION: Notice of meeting.

SUMMARY: The White House Commission on Aviation Safety and Security will hold its final meeting to discuss aviation safety and security issues. Part of the meeting is open to the public and part is not.

DATES: The meeting will be held on Tuesday, January 28, 1997, from 9:00 AM-12:00 noon and 2:00 PM to 5:00 PM.

ADDRESSES: The meeting will take place in the Commerce Department Auditorium, 14th Street, between Constitution and Pennsylvania Avenues, NW, Washington, DC.

FOR FURTHER INFORMATION CONTACT: Richard K. Pemberton, Administrative Officer, Room 6210, GSA Headquarters, 18th & F Streets, NW, Washington, DC 20405; telephone 202-501-3863; telecopier 202-501-6160.

SUPPLEMENTARY INFORMATION: Pursuant to the Federal Advisory Committee Act (5 USC Appendix), DOT gives notice of a meeting of the White House Commission on Aviation Safety and Security ("Commission"). The Commission was established by the President to develop advice and recommendations on ways to improve the level of civil aviation safety and security, both domestically and internationally. The principal purpose of the meeting on January 28 is to formulate the Commission's final recommendations to the President.

The portion of the meeting from 9:00 AM-12:00 noon, during which the Commissioners will formulate their recommendations on measures to improve aviation security, will be closed to the public pursuant to the following exemptions in the Government in the Sunshine Act, which apply to public meetings under the Federal Advisory Committee Act:

Exemption 1: Classified information. In order properly to formulate their recommendations, the Commissioners may need to discuss or refer to information properly classified in the interest of national security, which may not be done in public.

Exemption 3: Information exempted from public disclosure by some other statute. Under 49 USC 40119(b), the Administrator of the Federal Aviation Administration (FAA) may prohibit public disclosure of certain categories of information relating to aviation security, if disclosure would constitute an unwarranted invasion of personal privacy, reveal company confidential information, or create a risk to the safety of individuals traveling in inter- or intra-state air transportation. These categories are described at 14 CFR Part 191. Such information will be discussed or referred to at the meeting.

Exemption 4: Company confidential information. There is competition in the aviation industry in many forms: among carriers, among equipment manufacturers, and among software

manufacturers, among others. Public discussion of some of these matters could violate 18 USC 1905, which makes it a crime to reveal improperly company confidential information that has come into the possession of the Government.

Exemption 9: Premature disclosure would lead to frustration of proposed agency action. The final recommendations of the Commission have not been formulated; it is possible, however, that public knowledge of some of the security recommendations may frustrate their acceptance and implementation by the FAA and other agencies. The Commission is authorized to protect against this possibility.

Limited seating for the public portion of the meeting is available on a first-come, first-served basis. The public may submit written comments to the Commission at any time; comments should be sent to Mr. Pemberton at the address and telecopier number shown above.

Issued in Washington, DC on January 21, 1997.

Nancy E. McFadden,

General Counsel, Department of Transportation.

[FR Doc. 97-1749 Filed 1-23-97; 8:45 am]

BILLING CODE 4910-62-P

Federal Aviation Administration

Aviation Rulemaking Advisory Committee; Training and Qualification Issues—New Tasks

AGENCY: Federal Aviation Administration (FAA), DOT.

ACTION: Notice of new task assignments for the Aviation Rulemaking Advisory Committee (ARAC).

SUMMARY: Notice is given of three new tasks assigned to and accepted by the Aviation Rulemaking Advisory Committee (ARAC). This notice informs the public of the activities of ARAC.

FOR FURTHER INFORMATION CONTACT: Mr. Thomas Tola, Assistant Executive Director for Training and Qualification Issues, Flight Standards Service (AFS-210), FAA, 800 Independence Avenue SW, Washington, DC 20591; telephone (202) 267-5229; fax: (202) 267-5229.

SUPPLEMENTARY INFORMATION:

Background

The FAA has established an Aviation Rulemaking Advisory Committee to provide advice and recommendations to the FAA Administrator, through the Associate Administrator for Regulation and Certification, on the full range of the FAA's rulemaking activities with

respect to aviation-related issues. This includes obtaining advice and recommendations on the FAA's commitment to harmonize its Federal Aviation Regulations and practices with its trading partners in Europe and Canada.

One area ARAC deals with is training and qualification issues. These issues involve training and qualification of air carrier crewmembers and other air transport employees.

As part of the Federal Aviation Reauthorization Act of 1996, the Administrator was directed to appoint a task force consisting of appropriate representatives of the aviation industry to conduct certain studies. The Act directed that the FAA conduct: (1) A two-part study directed at (a) identifying standards and criteria for pre-employment testing for air carrier pilot applicants and (b) standards and criteria for pilot training facilities that would incorporate this pre-employment screening; (2) a study to determine if the practice of some employers requiring individuals to pay for training is in the public interest; and (3) a study to determine whether current minimum flight time requirements applicable to an individual seeking employment as an air carrier pilot is sufficient to ensure public safety.

The Tasks

This notice is to inform the public that the FAA has asked ARAC to conduct the following studies:

1. Identify standards and criteria for pre-employment screening of air carrier pilot applicants that would measure the psychomotor coordination, general intellectual capacity, instrument and mechanical comprehension, and overall physical and mental fitness of pilots applying for employment with air carriers. The second half of this study would be directed toward addressing training facilities that could be licensed by the Administrator to ensure the incorporation of pre-employment screening standards and criteria;
2. Determine if the practice of some air carriers to require employees or prospective employees to pay for their own training or obtain experience is in the public interest; and
3. Determine whether current minimum flight time requirements applicable to an individual seeking employment as a pilot with an air carrier are sufficient to ensure public safety.

The FAA has asked that ARAC provide the findings of the studies, including background, economic analysis, other related guidance material, and collateral documents. In

addition, the reports should be submitted in a format suitable for presentation to Congress. The final report on the findings of the task numbered 1 is due to the FAA by January 1999. The final reports on the findings of the tasks numbered 2 and 3 are due to the FAA by August 1997.

ARAC Acceptance of Tasks

ARAC has accepted the tasks and has chosen to establish three working groups: The Air Carrier Pilot Pre-Employment Screening Standards and Criteria Working Group, the Air Carrier Pilot Pay for Training Working Group, and the Air Carrier Minimum Flight Time Requirement Working Group. The Air Carrier Pilot Pre-Employment Screening Standards and Criteria Working Group has been assigned task number 1, the Air Carrier Minimum Flight Time Requirement Working Group has been assigned task number 2, and the Air Carrier Pilot Pre-Employment Screening Standards and Criteria Working Group has been assigned task number 3.

The working groups will serve as staff to ARAC to assist ARAC in the analysis of the assigned tasks. Working group recommendations and reports must be reviewed and approved by ARAC. If ARAC accepts the working groups' recommendations and reports, it forwards them to the FAA as ARAC recommendations.

Working Group Activity

The working groups are expected to comply with the procedures adopted by ARAC. As part of the procedures, the working groups are expected to:

1. Recommend a work plan for completion of the tasks, including the rationale supporting such a plan, for consideration at the Training and Qualifications issues meeting held following publication of this notice.
2. Give a detailed conceptual presentation of the proposed studies, prior to proceeding with the work stated in item 3 below.
3. Draft appropriate documents with supporting economic and other required analyses, and/or any other related guidance material or collateral documents the working group determines to be appropriate.
4. Provide a status report at each Training and Qualifications issues meeting.

Participation in the Working Groups

The aforementioned working groups will be comprised of individuals having an interest and expertise in the assigned task areas. Working group members will be selected by the ARAC assistant chair,

ARAC assistant executive director, and working group chair(s).

The Secretary of Transportation has determined that the formation and use of ARAC are necessary and in the public interest in connection with the performance of duties imposed on the FAA by law.

Meetings of ARAC will be open to the public. Meetings of the working groups will not be open to the public, except to the extent that individuals with an interest and expertise are selected to participate. No public announcement of working group meetings will be made.

Issued in Washington, DC, on January 10, 1997.

Thomas Toula,

Assistant Executive Director for Training and Qualifications Issues, Aviation Rulemaking Advisory Committee.

[FR Doc. 97-1767 Filed 1-23-97; 8:45 am]

BILLING CODE 4910-13-M

[Summary Notice No. PE-97-5]

Petitions for Exemption; Summary of Petitions Received; Dispositions of Petitions Issued

AGENCY: Federal Aviation Administration (FAA), DOT.

ACTION: Notice of petitions for exemption received and of dispositions of prior petitions.

SUMMARY: Pursuant to FAA's rulemaking provisions governing the application, processing, and disposition of petitions for exemption (14 CFR Part 11), this notice contains a summary of certain petitions seeking relief from specified requirements of the Federal Aviation Regulations (14 CFR Chapter I), dispositions of certain petitions previously received, and corrections. The purpose of this notice is to improve the public's awareness of, and participation in, this aspect of FAA's regulatory activities. Neither publication of this notice nor the inclusion or omission of information in the summary is intended to affect the legal status of any petition or its final disposition.

DATE: Comments on petitions received must identify the petition docket number involved and must be received on or before February 13, 1997.

ADDRESS: Send comments on any petition in triplicate to: Federal Aviation Administration, Office of the Chief Counsel, Attn: Rule Docket No. (AGC-200), Petition Docket No. _____, 800 Independence Avenue, SW., Washington, D.C. 20591.

Comments may also be sent electronically to the following internet address: nprmcmts@faa.dot.gov.

Recommendation Letter



Regional Airline Association

1200 19th Street, NW • Suite 300 • Washington, DC 20036-2401 • 202/857-1170 • FAX 202/429-5113 • ARIAC "WASRAXD"

*Proposed Airline
cc ARK-10
JUL 24 1997*

Mr. Guy S. Gardner
Associate Administrator
for Regulation & Certification
Federal Aviation Administration
800 Independence Avenue, SW
Washington, DC 20591

Dear Associate Administrator Gardner:

The Training and Qualifications Issues Group on which I serve as Assistant Chairman, has completed the Air Carrier Pilot Minimum Flight Time Requirement study task assigned to the Training and Qualifications Issues Aviation Rulemaking Advisory Committee (ARAC) as part of the Federal Aviation Reauthorization Act of 1996 (Act).

In February, ARAC established the Air Carrier Pilot Minimum Flight Time Requirement working group. In accordance with Section 504 of the Act, entitled Minimum Flight Time Requirements, the working group conducted the study, and forwarded its recommendation to ARAC. The working group's recommendation was accepted at the July, 1997 ARAC meeting.

The study addresses the issue regarding whether current minimum flight time requirements applicable to an individual seeking employment as a pilot with an air carrier are sufficient to ensure public safety.

In addition we have enclosed a copy of the Allied Pilots Association's minority opinion concerning the Air Carrier Pilot Minimum Flight Time Requirement study.

The Training and Qualifications Issues group appreciates the opportunity to participate in this effort.

Sincerely,

Walter S. Coleman
Assistant chairman Training and
Qualifications Issues group

Attachments

AUG 18 1997

Mr. Walter S. Coleman
President
Regional Airline Association
1200 19th Street, NW.
Washington, D.C. 20036

Dear Mr. ^{Jalt}Coleman:

Thank you for your July 24 letter forwarding the Aviation Rulemaking Advisory Committee (ARAC) recommendation regarding Air Carrier pilot Minimum Flight Requirement study and the Allied Pilots Association's dissent.

The recommendation and dissent will be presented to the Federal Aviation Administration's (FAA) management as soon as possible and a report to Congress will be developed and forwarded with the study to Congress in the near future.

I would like to thank the aviation community for its commitment to ARAC and its expenditure of resources in the development of this recommendation. More specifically, I would like to thank the Air Carrier Pilot Minimum Flight Requirement Working Group for their commitment to the ARAC process and prompt action on this task.

Sincerely,

Original Signed By
Guy S. Gardner

Guy S. Gardner
Associate Administrator for
Regulation and Certification

Recommendation

PILOT MINIMUM FLIGHT TIME
REQUIREMENTS
STUDY

AVIATION RULEMAKING ADVISORY COMMITTEE
TRAINING AND QUALIFICATIONS ISSUES GROUP
FEDERAL AVIATION ADMINISTRATION

MAY 15, 1997

Pilot Minimum Flight Time Requirements
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Pilot Minimum Flight Time Requirements

Introduction

Congress directed the Administrator of the Federal Aviation Administration (FAA) to conduct a study to determine whether current minimum flight time requirements applicable to an individual seeking employment as a pilot with an air carrier are sufficient to ensure public safety. (See Appendix A: HR 3539, Section 504 (a) and (b)).

The Administrator authorized the Aviation Rulemaking Advisory Committee (ARAC) to create a working group (WG) to study pilot minimum flight time requirements. This is the report of that working group comprised of members of the aviation community represented by the Air Transport Association (ATA), Allied Pilots Association (APA), Air Line Pilots Association (ALPA), FAA, Flight Safety Foundation (FSF), FlightSafety International (FSI), National Transportation Safety Board (NTSB), Regional Airline Association (RAA), and the University Aviation Association (UAA). (See Appendix B: Working Group Members).

The study scope and purpose are to determine whether current pilot minimum flight time requirements, which apply to an individual seeking employment as a pilot with a U.S. air carrier, are sufficient to ensure public safety.

Early consensus was reached by the WG, ARAC, and FAA that the scope of the study would be scheduled Part 121 and 135 air carriers which operate large multi-crew and multi-engine aircraft. (See Appendix C: References). The Pilot-In-Command (PIC) and Second-In-Command (SIC) positions were studied, but not the Flight Engineer (FE) position.

Normally, an air carrier hires a pilot for the right seat as a SIC/First Officer (FO) in a two-pilot flight deck. Because an operator rarely hires a pilot directly to the PIC position, there was insufficient data to include that occasional practice in this study.

The working group agreed at its first meeting that minimum flight time requirements alone do not ensure public safety. While this statement of agreement is a reasonable

assessment, the statement does require qualification and recognition of several factors.

The FAA's graduated system of airman certification under the existing Code of Federal Regulations (CFR) provides for a "one time" qualifications assessment of minimum acceptable standards. Initial qualification is not intended to ensure that the level of proficiency that a pilot demonstrates at one point--usually at the beginning of a career--is maintained without further demonstration of knowledge, skills, and abilities.

No air carrier pilot occupies a crewmember position in passenger carrying operations until that individual has met various entry level qualifications and has received specified FAA-approved training. The training is designed as initial preparation to ensure that the pilot can function safely in that position. The entry level qualifications are in addition to the requirements for airman certification.

Entry level qualification and competency is followed by operating experience, crew pairing qualification, recurrent, differences, and upgrade training and checking, supervised operating experience, and Line Oriented Flight Training (LOFT). These are enhanced by specialized training, such as Windshear and Crew Resource Management (CRM).

The operating environment in which some of the existing rules were written was a less complex national airspace system with fewer varieties of aircraft types and models, and a less complex level of aviation technology.

More recent regulations continue to change the rules under which most air carriers operate. For example, CRM training requirements under Title 14 Code of Federal Regulations (CFR), Part 121, go into effect on March 20, 1998. After that date, no certificate holder may use a person as a flight crewmember unless that person has completed approved crew resource management (CRM) initial training with that certificate holder or with another certificate holder. Title 14 CFR Part 121 requires Crew Resource Management (CRM) training for flight crews (section 121.404), but allows flightcrew members to receive credit for CRM training received before March 19, 1998, toward meeting all or part of the required initial ground CRM

training (121.406). The benefits of using CRM in well scripted Line Oriented Flight Training (LOFT) include practice and rehearsal of operational management skills like situational awareness, contingency planning, procedural execution, crew workload management, assertiveness, and communication. CRM has always been a requirement of the Advanced Qualification Program (AQP). AQP is a voluntary alternate method for qualifying, training, certifying, and otherwise ensuring competency of crewmembers, aircraft dispatchers, other operations personnel, instructors, and evaluators who are required to be trained or qualified under 14 CFR Parts 121 and 135. The net result of AQP and single visit exemption (SVE) training programs is an increase in mandatory subject matter requirements with a reduction in total length of training.

The first step in the study was the review of the training and checking standard requirements for operations that require either an Airline Transport Pilot (ATP) and/or Commercial Pilot Certificate (CPC) and type rating certification of airmen. The certification process is based on existing ATP Practical Test Standards (PTS) and regulations contained in Title 14 Code of Federal Regulations. A pilot must successfully complete a practical test as part of the certification process. In some cases in which the pilot applicant is enrolled in an FAA-approved air carrier training program, special requirements apply. The applicant must successfully complete the training requirements of that program and receive an instructor's recommendation certifying completion of the training and readiness for the air carrier's initial proficiency check. Under the provisions of current regulations, successful completion of this proficiency check satisfies the practical test requirements for the appropriate certificate or type-rating. This is usually the case for a newly hired airline pilot. The proficiency check (check ride) represents a sample of maneuvers and events and reaffirms that the training program is working correctly. Any pilot who successfully completes a training program is, in theory, capable of passing the proficiency check. The role of the proficiency check is not only to test the pilot candidate, but to validate the training program.

Background

The National Transportation Safety Board (NTSB) tracks aviation fatalities and publishes annual aviation safety statistics. NTSB's primary measure of aviation safety is fatal accidents per 100,000 aircraft departures. Other measures are fatal accidents per 100,000 aircraft hours and fatal accidents per one million aircraft miles. In addition, NTSB records non-fatal accidents which are defined as any of the following types of incidents without fatalities: flight control system failures, sustained loss of power or thrust produced by two or more engines, damage exceeding \$25,000 to property other than an aircraft, in-flight fires, and disabling injuries or illnesses to crewmembers.

NTSB statistics show that the U.S. airlines' safety record has improved steadily through the years, including the years since deregulation. In the 15-year period immediately following deregulation, the major U.S. airlines averaged one fatal accident per 1,400,000 flights. In the 15 years prior to deregulation, the average was one fatal accident per 830,000 flights.

Federal Government's Role

The Federal Government plays an important role in assuring the safety of air travel since the enactment of the Air Commerce Act of 1926. Although the Airline Deregulation Act of 1978 ended all economic regulation of the airlines, this Act did not end government regulation to ensure safety. All safety requirements and programs in place at or before deregulation are still in force, with new regulations being added when warranted. The FAA is charged with ensuring aviation safety, and enforces these requirements through its aviation safety inspectors.

Current Regulations, Guidance, and Practices

Certification requirements for pilots are established and mandated by 14 CFR Part 61 "Certification: Pilots and Flight Instructors" and through training at Part 141 pilot schools and Part 142 training centers. For the purpose of this study, certain assumptions were made regarding the minimum certification requirements for a "new hire" pilot with a scheduled air carrier.

Under the current regulations and hiring practices, only a pilot holding at least a Commercial Pilot Certificate with an Instrument Rating will be employed by a U.S. air carrier as a Second-In-Command (First Officer). The minimum flight time requirements for Commercial Pilot certification with an instrument rating represents the minimum new hire flight time requirement. Although there is no evidence that air carriers are hiring pilots with the minimum certification hours, for the purpose of this study, the task force used the minimums as a base line for the study's discussion.

Regulations under Part 61, Certification of Pilots and Flight Instructors, form the basis for all pilot certification requirements. Basic eligibility requirements for a Commercial Pilot Certificate with an Instrument Rating include the following:

- * Be at least eighteen (18) years of age;
- * Hold a valid second-class medical certificate issued under Part 67 of the CFR;
- * Have at least 250 flight hours as a pilot;
- * Have at least 100 hours in powered flight, fifty of which must be in an airplane;
- * Have 50 hours of cross-country flights with a landing at a point at least 50 nautical miles (nm) from the original departure point; and
- * Have a minimum of one cross-country flight with a landing at least 250 miles from the original departure point.

To hold a Commercial Pilot Certificate without a prohibiting night limitation, the pilot must possess an Instrument Rating.

Before the Commercial Pilot Certificate is issued, the pilot applicant must satisfactorily accomplish a knowledge test examination on areas required by the applicable regulations, pass a practical test, and demonstrate proficiency to an FAA inspector or designated pilot examiner in an aircraft that may or may not be the type or complexity of the aircraft generally used in commercial aviation.

Part 141, Pilot Schools, establishes criteria for the facilities, curriculum, instructor qualifications, and evaluation of pilot training schools approved by the FAA.

Training schools that meet the requirements established by Part 141 may, under specified conditions, certificate graduates with fewer than the prescribed minimum hours mandated by Part 61.

Part 141, Appendix D, outlines the training requirements and minimum flight and ground training hours for certification as a Commercial Pilot with Instrument Rating. The pilot applicant for a Commercial Pilot Certificate with Instrument Rating, graduating from a Part 141 approved school, must meet the following requirements:

- * Be at least eighteen (18) years of age;
- * Have completed a course of training consisting of at least 190 hours of flight training;
- * Have no more than 40 hours of the required 190 substituted with instruction received in an approved ground trainer;
- * Have logged at least 100 hours of solo practice;
- * Have completed at least 40 hours of solo cross-country flight meeting the distance requirements established by Part 61; and
- * Pass the applicable written examinations, course tests, and practical tests conducted by an FAA inspector or designated pilot examiner.

Part 141 allows certain approved pilot schools to train pilots to a performance standard rather than the minimum training hours prescribed by either Part 61 or 141. Although not currently the practice, a pilot with exceptional skills could possibly obtain a Commercial Certificate, be eligible for employment as a crew member in scheduled airline service with fewer than 150 total flight hours.

A relatively recent addition to the regulations, Part 142, Training Centers, establishes criteria for the creation of FAA-approved training centers. These training centers are authorized to conduct all or part of the training required for certification and/or the training required by commercial airlines to qualify pilots. Part 142 provides training centers with the latitude to develop training programs that meet specified performance objectives as opposed to meeting minimum flight hour requirements under

other regulations. These training programs must receive FAA approval before they may be presented.

Each individual training center and its curriculum undergo a comprehensive FAA review and approval process before any training takes place. Part 142 establishes certain minimum facility requirements, instructor and evaluator requirements, training device or flight simulator approval criteria, and approval of a "core curriculum" which includes all the tasks required for airman certification.

Under the current regulations governing scheduled air carriers, each air carrier must, as a condition of its certification, provide an approved training program. Under Part 142, an air carrier may elect to have a training center conduct its FAA-approved training program.

The regulations establish a minimum experience requirement for the certification of airmen. There are no additional regulations that dictate additional flight time requirements that an air carrier must follow when hiring a pilot. Current practices of U.S.-based air carriers indicate that newly hired pilots have flight experience that exceeds the minimum certification requirements. This means that air carriers are establishing hiring minimums which are usually above those required by FAA regulation.

Aviation Statistics

The National Transportation Safety Board (NTSB) on February 21, 1997, released the preliminary 1996 aviation accident statistics showing an increase in the number of airline passenger deaths and major accidents over previous years. The 1996 results show the lowest fatal accident rate for scheduled commuter operations in the last 15 years.

Overall, the NTSB's preliminary data show that 1,070 people lost their lives last year in aviation accidents. In 1995, 962 people died in 2,175 accidents.

A total of 380 people were killed in accidents involving U.S. carriers. Of the 380 people, 319 were airline passengers. The 61 others were airline crewmembers and people on the ground.

Scheduled large U.S. airlines, in 1996, surpassed all previous years in the numbers of hours flown, flight hours, and departures. In 1996, large scheduled U.S. carriers logged 12.9 million flight hours, flew more than 5.4 billion miles and had about 8.2 million departures. With few exceptions, these numbers have increased steadily from 1982 statistics, which showed 6.7 million flight hours, 2.8 billion miles flown and 5.2 million departures.

The worst U.S. airline accident in 1996 was the inflight explosion of a TWA Boeing 747, which crashed off Long Island on July 17. All 230 on board were killed. A ValuJet DC-9 crashed in the Florida Everglades on May 11 after an inflight fire. All 110 on board died. Two passengers were killed when a Delta Air Lines MD-88 suffered an uncontained engine failure in Pensacola, Florida on July 6.

Scheduled commuter airlines, those with less than 30 seats, posted their lowest fatal accident rate in 15 years in 1996--0.032 per 100,000 departures. A total of 14 people were killed in the Quincy, Illinois, November 19 runway collision of a commuter aircraft and a private plane. In 1996, there were almost 3.2 million commuter aircraft departures nationwide. As a comparison, nine people were killed in scheduled commuter aircraft accidents in 1995, and 25 lost their lives in 1994.

A recent safety study conducted by the National Transportation Safety Board examined 37 flightcrew-involved major accidents from 1978 through 1990. Total flight experience was obtained for 34 of 37 first officers. Half of the first officers had logged more than 5,110 hours; the least experienced first officer had 1,800 hours. In the 32 accidents for which data were available 53 percent of the first officers were in their initial year as a first officer for that air carrier. Total flight experience was obtained for all 37 captains. Half the captains had logged at least 14,000 hours; the least experienced captain had 4,028 hours.

Analysis

Pilot-In-Command (PIC) and Second-In-Command (SIC) flight time data were collected and analyzed from all National Transportation Safety Board accident reports from

1991 through 1996. (See Appendix D: Data Charts and Graphs). In addition, the working group created a questionnaire which was distributed by the Regional Airline Association (RAA) and the Air Transport Association (ATA) to its members. The questionnaire results were also analyzed.

The primary purpose of the data collection and analysis was to determine the total flight time in hours that the PIC and SIC had at the time of an accident. This flight time data for PIC and SIC for flight operations conducted under Title 14 Code of Federal Regulations Parts 121 and 135 are included. The data were collected, analyzed, then charted and graphed to provide a visual representation of the PIC and SIC flight times at the time of each accident. These charts and graphs support the working group's analysis and recommendations and are specifically referenced in the study report. (See Appendix D: Charts and Graphs).

The data findings summarized for flight operations conducted under Part 135 Commuter and Part 121 are separated into two summaries.

The Part 135 PIC data analysis is presented in the following items:

1. Pilot in Command data from 65 of 91 (71%) Part 135 accidents indicate that total flight time for PIC's involved in 65 of 91 Part 135 accidents from 1991 through 1996 ranges from a low of 1,150 hours to a high of 32,110 hours (See Appendix D, Chart 1).

This data provides a graphic depiction of the correlation between flight time categories and number of accidents and provides a trend line that shows the accident trend as total flight time increases. (See Appendix D, Chart 2). The following information is a summary of each flight time category:

Part 135 Pilot-In-Command

- a. Category 1: No PIC with less than 1,000 hours of flight time was involved in any accident. (See Appendix D, Chart 2).

- b. Category 2: Seven accidents (8%) involved PIC's with 1,001-2,000 hours.

- c. Category 3: Seven accidents (8%) involved PIC's with 2,001-3,000 hours.
- d. Category 4: Thirteen accidents (14%) involved PIC's with 3,001-4,000 hours.
- e. Category 5: Thirteen accidents (14%) involved PIC's with 4,001-5,000 hours.
- f. Category 6: Three accidents (3%) involved PIC's with 5,001-6,000 hours.
- g. Category 7: Eight accidents (9%) involved PIC's with 6,001-7000 hours.
- h. Category 8: Two accidents (2%) involved PIC's with 7,001-8,000 hours.
- i. Category 9: Five accidents (5%) involved PIC's with 8,001-9,000 hours.
- j. Category 10: One accident (1%) involved a PIC with 9,001-10,000 hours.
- k. Category 11: Four accidents (3%) involved PIC's with 10,001-15,000 hours.
- l. Category 12: One accident (1%) involved a PIC with 15,001-20,000 hours.
- m. Category 13: One accident (1%) involved a PIC with 20,001-40,000 hours.

2. Second-in-Command data from 40 of 91 (44%) Part 135 accidents indicate that total flight time for SIC's involved in the 40 accidents analyzed from 1991 through 1996 ranges from a low of 1,039 hours to a high of 11,542 hours (See Appendix D, Chart 1).

There is a correlation between flight time categories and number of accidents. A trend line shows the accident trend as total flight time increases. (See Appendix D, Chart 2). The following information is a summary of each flight time category:

Part 135 Second-In-Command

- a. Category 1: No SIC with less than 1,000 hours flight time was involved in an accident.
- b. Category 2: Eleven accidents (28%) involved SIC's with 1,001-2,000 hours.
- c. Category 3: Thirteen accidents (32%) involved SIC's with 2,001-3,000 hours.
- d. Category 4: Six accidents (14%) involved SIC's with 3,001-4,000 hours.

e. Category 5: One accident (3%) involved an SIC with 4,001-5,000 hours.

f. Category 6: Six accidents (14%) involved SIC's with 5,001-6,000 hours.

g. Category 7: No accident involved a SIC with 6,001-7000 hours.

h. Category 8: One accident (3%) involved a SIC with 7,001-8,000 hours.

i. Category 9: One accident (3%) involved a SIC with 8,001-9,000 hours.

j. Category 10: No accident involved a SIC with 9,001-10,000 hours.

k. Category 11: One accident (3%) involved a SIC with 10,001-15,000 hours.

3. Pilot-in-Command data from 103 of 153 (67%) Part 121 accidents indicates that total flight time for PIC's involved in the 103 accidents analyzed from 1991 through 1996 ranges from a low of 2,174 hours to a high of 52,000 hours (See Appendix D, Charts 4 and 5).

There is a correlation between flight time categories and numbers of accidents. A trend line shows the accident trend as total flight time increases. (See Appendix D, Chart 5)

Note that Flight Time Category-1 has pilot time beginning at 2,001 flight hours. The data indicate that no PIC with less than 2,000 hours of total flight time was involved in an accident for flight operations conducted under Part 121. The following information is a summary of each flight time category:

Part 121 Pilot-In-Command

a. Category 1: Two accidents (2%) involved PIC's with 2,001-3,000 hours.

b. Category 2: Four accidents (4%) involved PIC's with 3,001-4,000 hours.

c. Category 3: Four accidents (4%) involved PIC's with 4,001-5,000 hours.

d. Category 4: Three accidents (3%) involved PIC's with 5,001-6,000 hours.

e. Category 5: Four accidents (4%) involved PIC's with 6,001-7,000 hours.

f. Category 6: Six accidents (6%) involved PIC's with 7,001-8000 hours.

g. Category 7: Seven accidents (7%) involved PIC's with 8,001-9,000 hours.

h. Category 8: Ten accidents (10%) involved PIC's with 9,001-10,000 hours.

i. Category 9: Twenty-nine accidents (28%) involved PIC's with 10,001-15,000 hours.

j. Category 10: Twenty-six accidents (25%) involved PIC's with 15,001-20,000 hours.

k. Category 11: Eight accidents (8%) involved PIC's with 20,001-52,000 hours.

4. SIC data from 103 of 153 (67%) Part 121 accidents indicate that total flight time for PIC's involved in the 103 accidents analyzed from 1991-1996 ranges from a low of 350 hours to a high of 50,000 (See Appendix D, Charts 4 and 6).

A correlation between flight time categories and number of accidents can be made; also, a trend line shows the accident trend as total flight time increases. The following information is a summary of each flight time category:

Part 121 Second-In-Command

a. Category 1: Two SIC's (2%) with less than 500 hours flight time were involved in accidents; one had 350 hours, while the other had 442 hours total flight time.

b. Category 2: Two accidents (2%) involved SIC's with 501-1000 hours; one had 658 hours total flight time.

c. Category 3: Three accidents (3%) involved SIC's with 1,001-2,000 hours.

d. Category 4: Twelve accidents (12%) involved SIC's with 2,001-3,000 hours.

e. Category 5: Sixteen accidents (15.5%) involved SIC's with 3,001-4,000 hours.

f. Category 6: Fourteen accidents (13.5%) involved SIC's with 4,001-5,000 hours.

g. Category 7: Eight accidents (8%) involved SIC's with 5,001-6,000 hours.

h. Category 8: Six accidents (6%) involved SIC's with 6,001-7,000 hours.

i. Category 9: Seven accidents (7%) involved SIC's with 7,001-8,000 hours.

- j. Category 10: Six accidents (6%) involved SIC's with 8,001-9,000 hours.
- k. Category 11: Six accidents (6%) involved SIC's with 9,001-10,000 hours.
- l. Category 12: Ten accidents (10%) involved SIC's with 10,001-15,000 hours.
- m. Category 13: Eight accidents (8%) involved SIC's with 15,001-20,000 hours.
- n. Category 14: Three accidents (3%) involved SIC's with 20,001-50,000 hours.

Based on analyzed data, the following findings are:

- 1. No SIC's involved in accidents while conducting Part 135 operations had less than 1,000 hours of total pilot flight time;
- 2. Three (2%) of the 153 analyzed accidents involved SIC's from Part 121 operations who had less than 1,000 hours of total pilot flight time.
- 3. No accidents involved PIC's operating under Part 135 with less than 1,000 hours total pilot time.
- 4. Forty of the 91 (44%) Part 135 accidents analyzed involved PIC's with less than 5,000 hours total pilot flight time.
- 5. Ten of the 153 (7%) Part 121 accidents analyzed involved PIC's with less than 5,000 hours total pilot time.
- 6. Sixty-three (41%) of the 153 Part 121 accidents analyzed involved PIC's with over 10,000 hours total pilot time.

The Pilot Minimum Flight Time Requirement Questionnaire was distributed to air carriers by both the Regional Airline Association (RAA) and the Air Transport Association (ATA). Twenty-four RAA and eight ATA represented air carriers returned questionnaires. Results are reported for both organizations.

Responses received from RAA members included responses from 17 Part 121 only air carriers; 2 part 135 only air carriers; and 4 Part 121/135 air carriers. All 8 ATA responses were made by Part 121 only air carriers.

As the study focuses on minimum flight time requirements, the working group wanted to determine the

current minimum flight time requirements required by the air carriers for prospective employees.

Pilot-In-Command		
Hours	RAA	ATA
0-250	0	1
251-500	0	0
501-1000	0	1
1001-1500	1	1
1501-2000	4	1
2001-2999	6	1
3000+	9	1

Second-In-Command		
Hours	RAA	ATA
0-250	0	0
251-500	2	0
501-1000	3	1
1001-1500	6	1
1501-2000	2	2
2001-2999	4	4
3000+	1	0

When asked average flight time hours of pilots hired during the past seven to eight years, RAA members reported that no pilots were hired with less than 1001 hours; most pilots that were hired had 2001-3000+ flight hours.

When asked if the operator's records indicate any correlation between the number of accidents and pilot total flight hours flown in the type airplane involved, twenty-two RAA members said "no"; one said "yes"; and one responded "unknown." Six ATA members responded "no", while 3 reported that they had no accidents to study.

When asked if their company records indicate any correlation between the number of incidents and pilot flight hours, 20 RAA members said "no"; one said "yes"; and 3 made no response or reported "unknown." Six ATA members found no correlation; one replied "yes"; and 2 had no incidents to study.

When asked if, based on experience, the operator had determined that pilots with 2000+ hours of flight time are less likely to have mishaps than pilots with 1000 or less hours flight time, six RAA members replied "yes", while

fifteen said "no". ATA members were also divided in their responses: 3 replied "yes", 4 replied "no", and 1 had no experience with low time pilots.

When the operators were asking about pilot hiring, 23 RAA members reported that even if all factors (qualifications and experience) are equal, they do not always hire the applicant with the highest total flight time; one made no response. The ATA membership made similar responses with 7 reporting that they would not always hire the applicant with the highest total flight time, even with all factors being equal; one did report that it would always hire the applicant with the highest total flight time.

Six RAA members hire SIC's with less than 1000 hours total time, while 16 do not. One does not have any SIC's, and one made no response. Seven ATA member organizations do not hire SIC's with less than 1000 hours total time, but one air carrier reported that it does.

Air carriers were asked if they would hire SIC's with less than 1000 total flight time. Thirteen RAA members replied "no"; seven replied "yes"; three did not respond. Six ATA members replied "no", and two replied "yes".

The air carriers were asked if, in their opinions, considering the current and expected availability of qualified pilots over the next five years, "Will there be a compromise to safety if pilots are hired with less than 1000 flight hours?".

RAA	ATA
5--yes	5--yes
13--no	3--no

One RAA member qualified the response by writing, "No compromise, if training and background are of quality." Another responded, "Depends upon the quality of the training"; one made no response.

When asked to give the number of hours that they think should be the minimum flight time requirement for air carrier first officers, the carriers gave a wide range of hours.

RAA responses varied and are depicted below:

Hours	Responses
300	1
500	2
600	1
1000	1
1000-1500	1
1000+	1
1500	6
1500-2000	1 (unless trng maximum designed for lower time)
3000	1

The ATA response from all eight carriers was, "All believe the minimum flight time requirements for air carriers hiring first officers should be left to the hiring carrier."

VIII. Conclusions

The reviewed data show no negative relationship between minimum flight hours (less than 1,000 hours) and NTSB Part 121 and 135 investigated accidents. It follows that flight time alone is not an adequate measure of pilot skill or proficiency.

A commercial pilot with an instrument rating can be employed as a SIC with a minimum of 150 (14 CFR Part 141) to 250 hours total time (14 CFR Part 61).

Operators certificated under 14 CFR Parts 121 and 135 are required to provide initial technical and skills training and evaluation by a check airman to new-hire pilots before they are permitted to fly the line. This training is augmented by recurrent training and specialized training in CRM and other topics.

Industry practice, demonstrated by the results of the survey, is to hire pilots with minimum flight hour experience at least two times greater than those required for the commercial pilot's certificate.

Accident statistics for 14 CFR Parts 121 and 135 operators do not show a relationship between pilot flight times and accidents.

Because recent hiring practices at major airlines have normally excluded individuals having fewer than 250 hours, the relationship between minimum flight hour experience lower than this level, but higher than that required for the commercial pilot's certificate, and accident risk cannot be adequately determined.

Air carrier aircraft accidents are now so rare that reviewing only accident data, which may have been valid in earlier times when accidents were more common, is no longer adequate. Accidents are so uncommon, that the absence of a causal factor related to flight time in recent accidents, may provide no assurance this factor will not appear in future accidents. Isolated accident statistics alone are no longer an adequate way to identify problems. While accidents should be examined to find problems which are repetitive, today's safer air carrier environment requires a more comprehensive way of studying and identifying and isolating both existing and potential problems. Such study would go beyond the very limited data provided through an analysis of recent accident statistics

FAA certification requirements alone are not designed to ensure that entry-level pilot applicants have all the experience and skills required to safely operate air carrier aircraft in passenger operations.

The minimum type and quantity of additional training required to prepare air carrier pilot candidates who have been trained to the qualification levels is definitively defined in 14 CFR part 121, subparts N and O, part 135, subpart H, and Special Federal Aviation Regulation (SFAR) 58. In reality, air carriers train to a level that exceeds these minimum requirements.

Some U.S. air carriers have placed great weight on a candidate's flight hour totals as a major measure of flight skills and experience. Individually logged flight time presented by pilots as the sole means to meet hiring criteria is "proof by assertion" for which there is no means of positive validation. In fact, flight time alone, without consideration for other factors such as aptitude, motor skill development, training, and operating experience, do not provide an adequate picture of an individual's knowledge and skill.

The study group found no relationship between pilots hired with minimum flight time and accidents. Thus, raising flight time requirements cannot be relied upon as an objective method by which to improve public safety. Other, more productive areas to be considered for this purpose include developing measures of minimum knowledge, improved evaluating/validation of pilot experience and flight time, and evaluating skills and abilities necessary for successful and safe operations in the air carrier environment.

Based on the increased complexity of both the aircraft operating environment and the sophistication of aircraft and aircraft operating systems, flight crew training and evaluation must keep pace with the demands of the future operating environment.

Recommendations

The study group developed recommendations based upon the premise that minimum flight time requirements alone do not provide an adequate criteria to ensure public safety. Implementation of these recommendations may be accomplished through joint Industry, NTSB, and FAA initiatives.

Recommendation One: Develop industry-wide air carrier minimum employment standards and guidelines that go beyond minimum flight times and include, but are not limited to, factors such as screening for motor skills, intellectual capability, psychological stability, physical well-being, and sound moral character and judgment.

Recommendation Two: Ensure that the FAA and NTSB accident and incident reports and databases contain the pilot flight times for all flightcrew members.

Appendix A: HR 3539, Section 504 (a) and (b)

SEC. 504. STUDY OF MINIMUM FLIGHT TIME.

(a) STUDY.--The Administrator of the Federal Aviation Administration shall conduct a study to determine whether current minimum flight time requirements applicable to individuals seeking employment as a pilot with an air carrier are sufficient to ensure public safety.

(b) REPORT.--Not later than 1 year after the date of the enactment of this Act, the Administrator shall transmit to Congress a report on the results of the study.

Appendix B: Task Force Members

Evan Byrne	Office of Aviation Safety (AS-50) National Transportation Safety Board
James Curland	Legislative Affairs Committee Allied Pilots Association
Michael Dugan	Director, Operations Air Transport Association
Doug Schwartz	Director, Standards FlightSafety International
Jack Sellers	Tulsa Community College University Aviation Association
James Ward, Chairman	Pilot Training Committee Air Line Pilots Association
Federal Aviation Administration	
Larry Basham	Flight Standards Service
Ruth Ann Hodges, Project Manager	Flight Standards Service
Don Streeter	Office of Aviation Safety
Alternates	
Michael Cronin	Allied Pilots Association
Al Gleske	FlightSafety International
Paul McDuffee	University Aviation Association
Michael Shelton	Air Line Pilots Association

Appendix C: Glossary

Air carrier--Operator, airline, certificate holder, carrier, and air carrier are interchangeable terms and refer to a person or organization that conducts business under 14 Code of Federal Regulations, Parts 119, 121, 127, and/or 135.

Certificate holder--Operator, airline, air carrier, carrier, and certificate holder are interchangeable terms which refer to a person or organization that conducts business under 14 Code of Federal Regulations, Parts 119, 121, and/or 135.

Code of Federal Regulations (Title 14)

- A. Part 119--Certification: Air Carriers and Commercial Operators. This part (119.1) applies to each person operating or intending to operate civil aircraft--(1) As an air carrier or commercial operator, or both, in air commerce; or
(2) When common carriage is not involved, in operations of U.S.-registered civil airplanes with a seat configuration of 20 or more passengers, or a maximum payload capacity of 6,000 pounds or more....
- B. Part 121--Operating Requirements: Domestic, Flag, and Supplemental Operations. This part (121.1) prescribes rules governing--(a) The domestic, flag, and supplemental operations of each person who holds or is required to hold an Air Carrier Certificate or Operating Certificate under part 119 of this chapter.
(b) Each person employed or used by a certificate holder conducting operations under this part, including maintenance, preventive maintenance, and alteration of aircraft....
- C. Part 135--Operating Requirements: Commuter and On-Demand Operations. (a) This part (135.1) prescribes rules governing--(1) The commuter or on-demand operations of each person who holds or is required to hold an Air Carrier Certificate or Operating Certificate under part 119 of this chapter. (2) Each person employed or used by a certificate holder conducting operations under this part including the maintenance, preventative maintenance and alteration of an aircraft....

Commuter--A FAR Part 135 operator who carries passengers on at least 5 round trips per week or at least 1 route between 2 or more points according to its published flight schedule that specifies the times, days of the week, and places between which those flights are performed.

Direct air carrier--A person who provides or offers to provide air transportation and who has control over the operational functions performed in providing that transportation.

Duty position--Refers to the functional or operating position of a crewmember or aircraft dispatcher. For Parts 121 and 135 operations, duty positions are pilot-in-command (PIC), second-in-command (SIC), flight engineer (FE), flight attendant (FA), flight navigator (NAV), and aircraft dispatcher (AD).

Incident--An occurrence involving the operation of one or more aircraft in which a hazard or a potential hazard to safety is involved but which is not classified as an accident due to degree of injury and/or extent of damage.

Kind of operation--Means one of the various operations a certificate holder is authorized to conduct, as specified in its operations specifications, i.e., domestic, flag, supplemental, commuter, or on-demand operations.

NTSB Classifications--A means to define the extent of an accident as used by the National Transportation Safety Board:

A. Major--an accident in which any of three conditions is met: a Part 121 aircraft was destroyed, or there were multiple fatalities, or there was one fatality and a Part 121 aircraft was substantially damaged.

B. Serious--an accident in which at least one of two conditions is met: there was one fatality without substantial damage to a Part 121 aircraft, or there was at least one serious injury and a Part 121 aircraft was substantially damaged.

C. Injury--a nonfatal accident with at least one serious injury and without substantial damage to a Part 121 aircraft.

D. Damage--an accident in which no person was killed or seriously injured, but in which any aircraft was substantially damaged.

On-demand operation--Any operation for compensation or hire that is a passenger-carrying operation in which the departure time, departure location, and arrival location are specifically negotiated with the customer or the customer's representative.

Passenger-carrying operation--Any aircraft operation carrying any person, unless the only persons on the aircraft are those identified in Part 121.583(a) or 135.85 of this chapter (subchapter G), as applicable.

Pilot deviation--the actions of a pilot that result in the violation of a Federal Aviation Regulation or a North American Aerospace Defense Command (NORAD Air Defense Identification Zone (ADIZ) tolerance.

Pilot-In-Command (PIC)--The person who has responsibility for the flight; occupies the left seat; the captain.

Scheduled operation--Any common carriage passenger-carrying operation for compensation or hire conducted by an air carrier or commercial operator for which the certificate holder or its representative offers in advance the departure location, departure time, and arrival location. It does not include any operation that is a charter operation for which the certificate holder or its representative offers in advance the departure location, departure time, and arrival location. It does not include any operation that is a charter operation.

Second-In-Command (SIC)--The person who assumes responsibility for the flight if the pilot-in-command becomes incapacitated; the person who occupies the right seat; co-pilot; first officer.

Appendix D: Data Charts and Graphs

Chart 1 Part 135 Accident/Flight Time Data Sheet

Chart 2 Part 135 PIC Flight Time Variation

Chart 3 Part 135 SIC Flight Time Variation

Chart 4 Part 121 Accident/Flight Time Data Sheet

Chart 5 Part 121 PIC Flight Time Variation

Chart 6 Part 121 SIC Flight Time Variation

CHART 1

Part 135 Accident/Flight Time Data Sheet

									Part 135								
ACCIDENT	PIC T/T/91	SIC T/T/91	ACCIDENT	PIC T/T/92	SIC T/T/92	ACCIDENT	PIC T/T/93	SIC T/T/93	ACCIDENT	PIC T/T/94	SIC T/T/94	ACCIDENT	PIC T/T/95	SIC T/T/95	ACCIDENT	PIC T/T/96	SIC T/T/96
167PC	5000	3600	55000	7700	2500	342PX	6500	2900	N304UE	3660	2433	242SS			159YV		2060
683AV	8808	8056	2714A	5397		18YV	2628	3000	N2718Y	6500	5500	4480X			8374T		
9651M	3000		76RL	3300		245RP	3700	4600	N6470H	3200		6479H			143SA		
5785C			13GA	4700		4182G	3200		N4109D	1810	1220	130UE		1369	1542V		1050
308SC	3760		723CA	4312	2695	8257A	10000		N495UE	4200	2755	6478H			607PA		
270AS	11724	5720	84547	4800		159PC	12700	1800	N31YV	6900	4000	1719U			216CS		2400
4593T	1490		9909Z	4600		8768Q	1600		N5715C	5200		34010		1950	4109E		
211LU	4000		3555C	8700		6467H	32110		1238K	8278		268UE		5550	168CA		7500
7217L	4058	1494	27465			13147	1150		N918AE	3810	3452	256AS		1192	2692P		
67941	2917		355CA	6634	2537	24706	3600	3300	392V	3400	3800	888C			403N		
405AE	6900	3300	118GP			401NA	3650					5293X			87GL		1950
339TE	4250	6000	2691W	4500	2005	4112D	11000										
68HA	5107		9975M	2800		818AN	4185										
33701	4243	11542	70364	1421		206RH	2800										
120FA	3200	2200	94AK	2000		550TD	4400	3000									
7353Q	6400		8402S	6557		334PX	7853	2000									
299GL	17653	2522	76RL	1400													
724CA	2850	1039	404AE	14000	5976												
350MR	3000		5074J	6582													
307SC	8900		250TJ														
			67941	4867													
			317BH	3800	8000												
			139PA	9000	1450												

CHART 2

Part 135 PIC Flight Time Variation

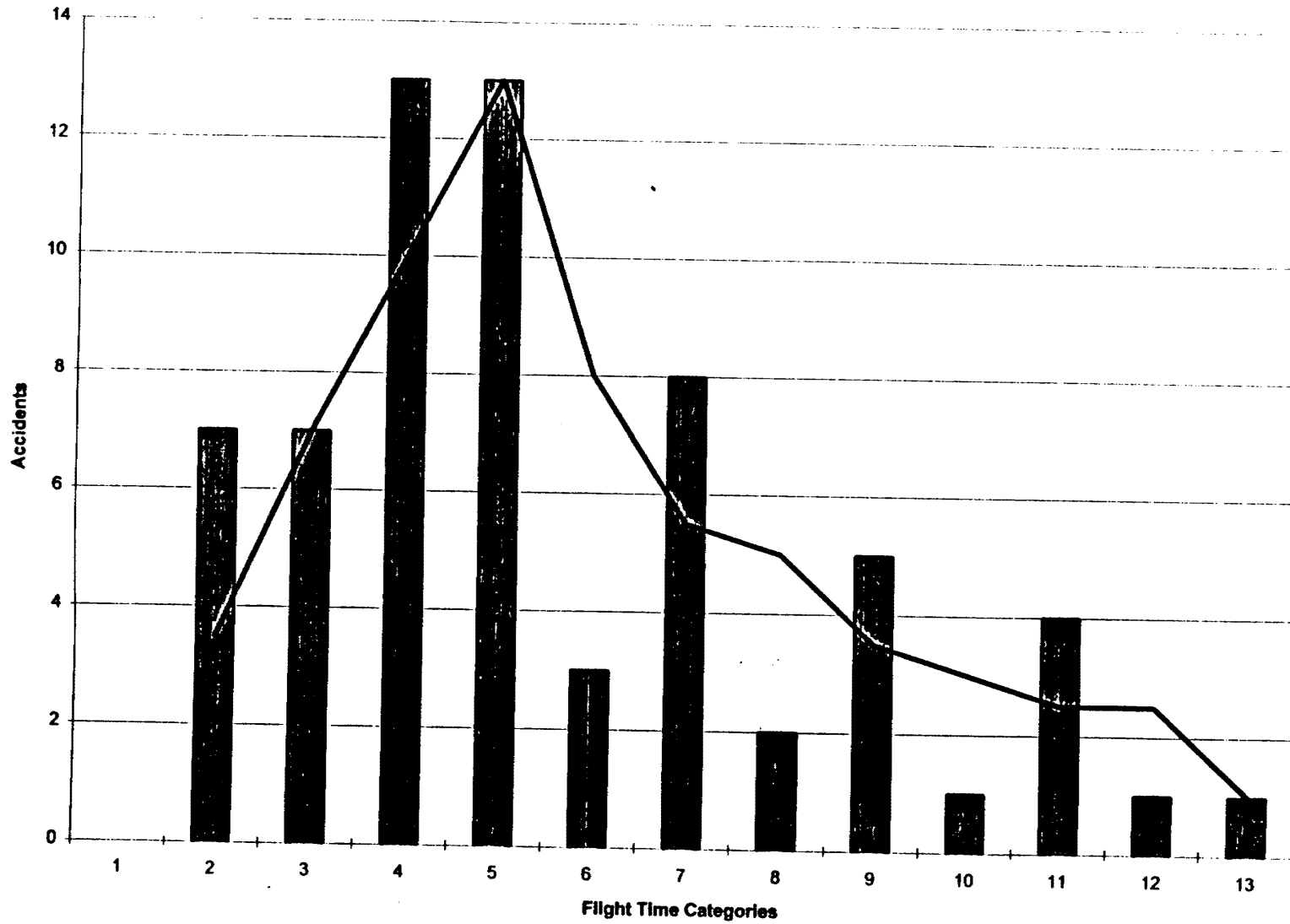


CHART 3

Part 135 SIC Flight Time Variation

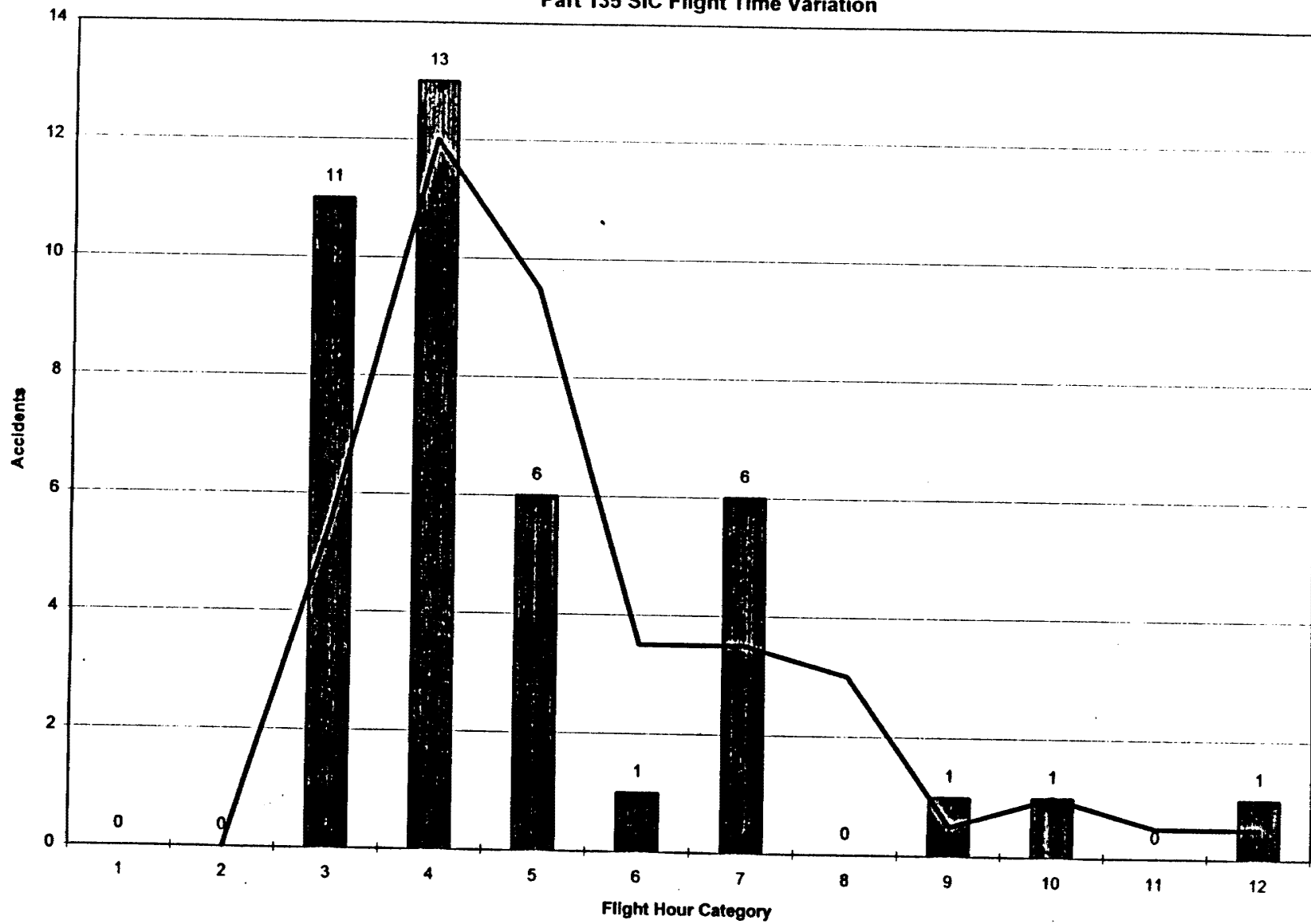


CHART 5

Part 121 PIC Flight Time Variation

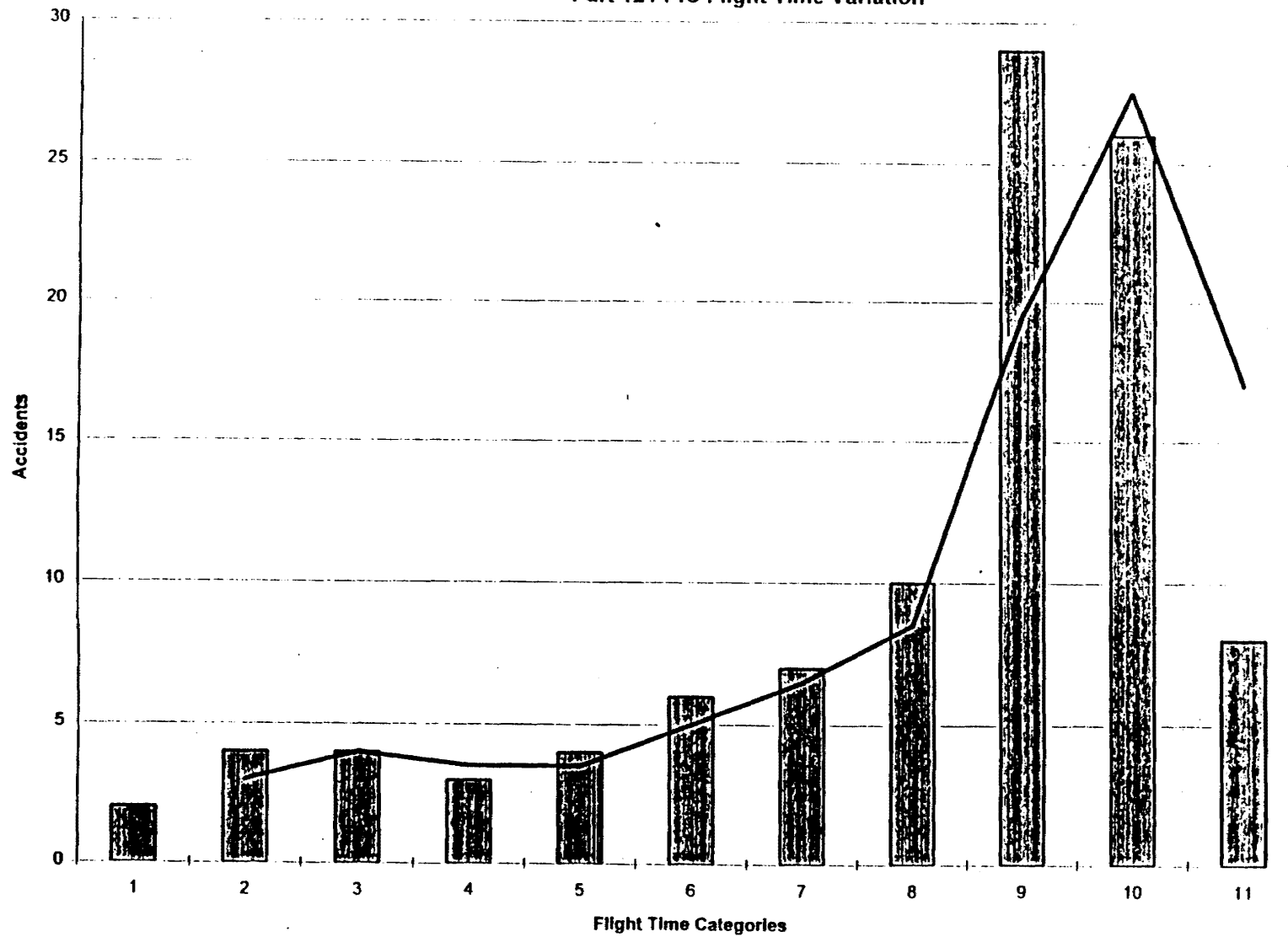
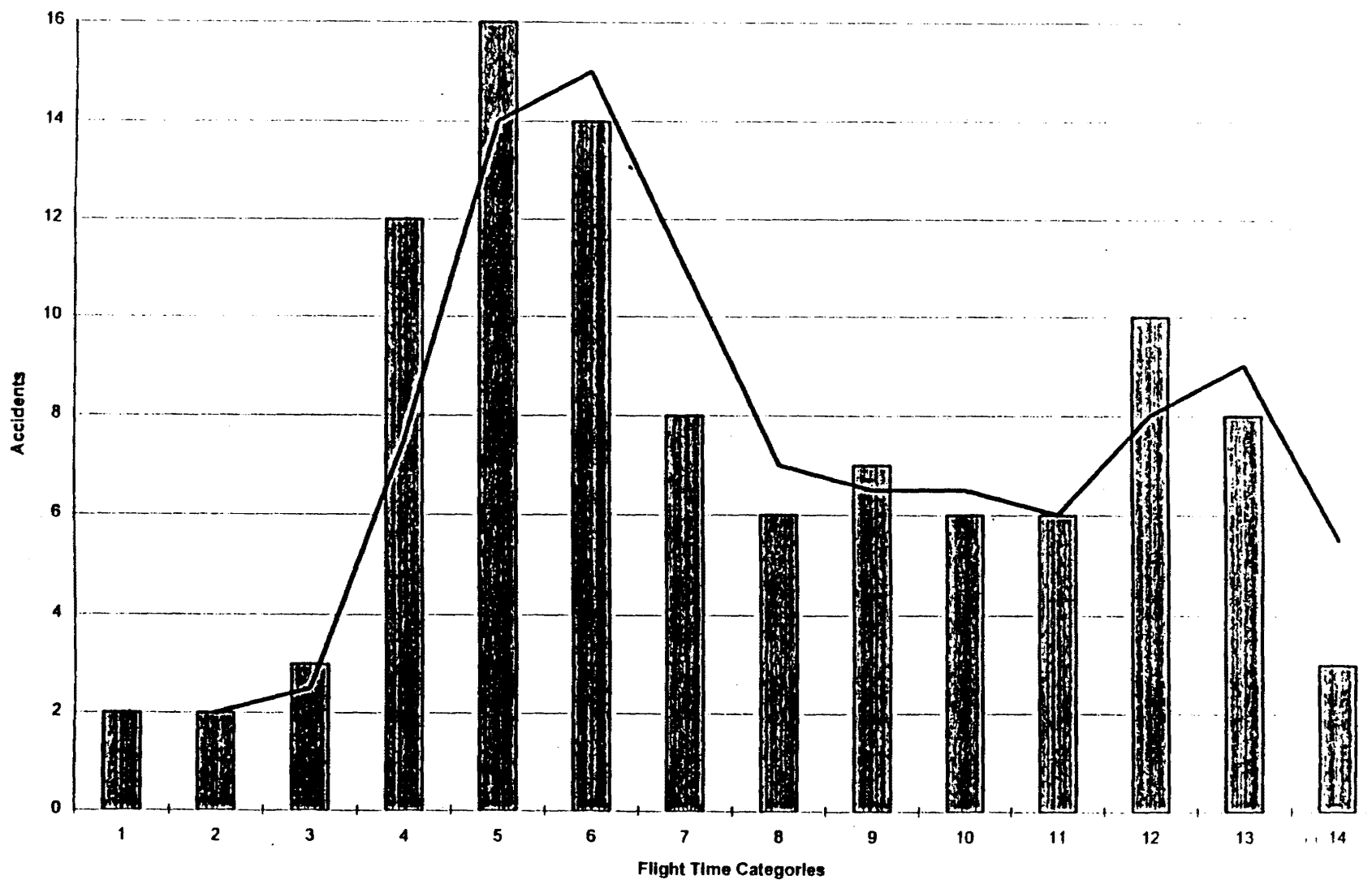


CHART 6

Part 121 SIC Flight Time Variation





U.S. Department
of Transportation

**Federal Aviation
Administration**

Report to Congress

Pilot Minimum Flight Time Requirements Study

Washington, DC 20591

March 1998

Report of the Federal Aviation Administration to the
Congress of the United States Pursuant to the
Federal Aviation Reauthorization Act of 1996

Executive Summary

This report is submitted to the Congress of the United States in response to the requirement in §504 of the Federal Aviation Reauthorization Act of 1996, Pub. L. No. 104-264, 110 Stat. 3213, 3263 (1996). The Federal Aviation Administration (FAA) was directed to study whether current minimum flight time requirements for an individual seeking employment as a pilot with an air carrier are sufficient to ensure public safety.

The FAA tasked the Aviation Rulemaking Advisory Committee (ARAC) to study pilot minimum flight time requirements. This report is based on the results of that ARAC study, which focused on the requirements for and the hiring practices of scheduled air carriers that operate large, multicrew, multiengine aircraft under part 121 and/or part 135 of Title 14, Code of Federal Regulations (14 CFR). The report examines the following: (1) FAA regulations, practices, and guidance; (2) National Transportation Safety Board (NTSB) accident statistics for part 121 and part 135 air carriers; and (3) the results of ARAC's Pilot Minimum Flight Time Requirement Questionnaire. The ARAC report and the Pilot Minimum Flight Time Requirement Questionnaire are submitted as attachments to this report. A dissent from the Allied Pilots Association also is attached. In addition, the Air Carrier Pilot Minimum Flight Time Requirement Working Group's meeting attendance record has been placed in Appendix I.

The task force findings and conclusions include the following:

- Flight time alone is not an adequate measure of pilot skill or proficiency; thus, minimum flight time requirements alone do not ensure public safety.
- The NTSB accident statistics for 1991 through 1996 reveal no negative relationship between pilots with minimum flight hours (less than 1,000 hours) and part 121 or part 135 accidents investigated by the NTSB.
- Industry practice is to hire pilots with flight hours that are at least two times greater than those required for the commercial pilot certificate.
- Although 14 CFR part 61 establishes requirements for the certification of airmen, these requirements are not designed to ensure independently that entry-level pilot applicants have all the experience and skills to operate air carrier aircraft safely in passenger-carrying operations. There are additional regulation requirements in the form of FAA-approved air carrier pilot training programs under part 121 and part 135.

The task force recommendations are as follows:

- Industrywide air carrier minimum employment standards and guidelines should be developed that include, but are not limited to, standards for

screening pilots for motor skills, intellectual capability, psychological stability, physical well-being, and sound moral character and judgment.

- FAA and NTSB accident and incident reports and data bases should identify the amount of pilot flight time each crewmember had accrued at the time of an accident or incident, to facilitate studies of the relationship of pilot flight time and the occurrence of an accident or incident.

The FAA response to the study is:

- The FAA agrees with the recommendations of the task force.
- The task force recommendation to develop industrywide air carrier minimum employment standards and guidelines is being addressed through a study being conducted by the ARAC, Training and Qualification Issues. An Air Carrier Pilot Pre-Screening Standards and Criteria Working Group, comprised of fourteen representatives from the aviation community, academia, the FAA and NTSB, is working to develop the criteria stated in the recommendation. The working group expects to complete its study in March 1998. The two-part study aims at identifying standards and criteria for pre-employment screening of air carrier pilot applicants that would measure the psychomotor coordination, general intellectual capacity, instrument and mechanical comprehension, and overall physical and mental fitness of pilots applying for employment with air carriers; and determining standards and criteria for pilot training facilities that would incorporate this pre-employment screening. After ARAC forwards the study to the FAA, it will be sent Congress.
- The task force recommendation that the FAA and NTSB accident and incident reports and data bases identify the amount of pilot flight time each crewmember had accrued at the time of an accident or incident is being addressed by the FAA as follows:

FAA Form 8020-23, FAA Accident/Incident Report, was revised December 1997. This form has a section on Pilot Information, Pilot In Command (PIC), and Second Pilot.

In addition to basic pilot information such as name, date of birth, date hired (air carrier only), domicile, zip code, and social security number, the form asks for the number of hours the pilot has flown in the make and model aircraft, hours flown in the last 90 days, total hours of flight time, certificate number, regulatory check ride date, and certificate type.

At its next revision, the form may be further revised to include the amount of total flight time that the pilot had on the date of employment by the air carrier.

Introduction

This report is submitted to the Congress of the United States in response to the requirement in §504 of the Federal Aviation Reauthorization Act of 1996 Pub. L. No. 104-264, 110 Stat. 3213, 3263 (1996). The Federal Aviation Administration (FAA) was directed to conduct a study to determine whether current minimum flight time requirements for an individual seeking employment as a pilot with an air carrier are sufficient to ensure public safety.

The FAA tasked the Aviation Rulemaking Advisory Committee (ARAC) to study pilot minimum flight time requirements. This report is based on the results of the ARAC study. ARAC, Training Qualification Issues, established the Air Carrier Pilot Minimum Flight Time Requirement Working Group (referred to in this document as the task force), which comprised members of the aviation community represented by the Air Transport Association (ATA), Allied Pilots Association, Air Line Pilots Association, FAA, FlightSafety International, National Transportation Safety Board (NTSB), and University Aviation Association.

The task force focused on the requirements for and hiring practices of scheduled air carriers that use various flightcrews to operate large multiengine aircraft under part 121 and/or part 135 of Title 14, Code of Federal Regulations (14 CFR). The task force reviewed FAA regulations, practices, and guidance for operations that require an airline transport pilot certificate or a commercial pilot certificate with an aircraft type rating; examined NTSB accident reports; and developed and distributed a questionnaire to determine hiring practices and solicit opinions from air carriers. The task force focused its study on the requirements, practices, and statistics for the second-in-command (SIC) and pilot-in-command (PIC) positions because an air carrier hires a pilot to serve as an SIC (also referred to as a first officer) on a two-pilot flight deck with a PIC (also referred to as a captain). The flight engineer position was not studied.

Background

Under the FAA's system of airman certification, an applicant for a certificate or rating must demonstrate that he or she meets the minimum acceptable standards (as required by regulation and outlined in the Practical Test Standards) for that certificate or rating. Pilot knowledge and proficiency are demonstrated by successfully completing a knowledge test and a practical test or proficiency check, as applicable. Initial qualification is not intended to ensure that pilot proficiency is maintained without further training and demonstrations of knowledge, skills, and abilities.

Although 14 CFR part 61 establishes minimum experience requirements for the certification of airmen, it does not specify additional flight time requirements for air carrier hiring. Under current regulations, only a pilot holding at least a commercial pilot certificate with an instrument rating may be employed as an SIC by a U.S. air carrier. Therefore, the task force used the flight time requirements for a commercial pilot certificate with an instrument rating to determine the minimum flight time requirements for an individual seeking employment as a pilot with a U.S. air carrier.

The certification requirements for pilots are established in 14 CFR part 61, Certification: Pilots and Flight Instructors. A pilot may receive training to meet the requirements of part 61 or enroll in an approved course of training conducted by a pilot school, certificated under 14 CFR part 141 or a training center certificated under 14 CFR part 142. Under the requirements of part 61, an applicant for a commercial pilot certificate with an instrument rating must have at least 250 flight hours; however, under the requirements of part 141, a person who has completed an FAA-approved course of training may obtain a commercial pilot certificate with an instrument rating with a minimum of 150 flight hours. There is no minimum flight-hour requirement under part 142, because training programs approved under part 142 must meet specified performance objectives rather than minimum flight-hour requirements.

As a condition of air carrier certification under part 121 or part 135, each air carrier must establish an approved training program. Air carrier certificate holders are required to provide a newly hired pilot with initial training and evaluation by a check airman or FAA inspector before permitting that pilot to conduct passenger-carrying operations. This initial training is augmented by follow-on recurrent and specialized training. Pilot certification requirements are not the only criteria that must be met before an entry-level air carrier pilot occupies a crewmember position. Air carrier pilot training is designed to ensure that the pilot can function safely in the position the pilot occupies. Pilot entry-level qualification and competency are followed by operating experience; crew pairing and qualification; recurrent, differences, and upgrade training and checking; supervised operating experience; and Line-Oriented Flight Training. These processes are enhanced by specialized training, such as windshear training and crew resource management training.

Accident and Safety Data Review

The NTSB tracks aviation fatalities and publishes annual aviation statistics. According to the task force, the NTSB's primary measure of aviation safety is fatal accidents per 100,000 aircraft departures. The task force found that the U.S. airline safety record has improved steadily through the years, including the years since deregulation in 1978. In the 15-year period immediately following deregulation, the major U.S. airlines averaged 1 fatal accident per 1,400,000 flights. In the 15 years before deregulation, the average was 1 fatal accident per 830,000 flights.

The preliminary aviation accident statistics for 1996 show an increase in the number of airline passenger deaths and major accidents over previous years; however, large scheduled U.S. airlines surpassed all previous years in number of hours flown, flight hours, and departures. In addition, the accident rate for scheduled commuter operations (air carriers with fewer than 30 passenger seats) was the lowest in the last 15 years.

The task force reviewed an NTSB study that examined 37 flightcrew-involved major accidents from 1978 through 1990. Half of the 37 captains involved in these accidents had logged at least 14,000 hours of flight time, while the least-experienced captain had 4,028 flight hours. Flight time data existed for only 34 first officers, but half of the first officers for which there were data had logged more than 5,110 hours of flight time; the least-experienced first officer had 1,800 hours. In the 32 accidents for which data were available, 53 percent of the first officers were in their initial year as a first officer with the air carrier.

The task force also conducted a study of PIC and SIC flight time data for all NTSB accident reports from 1991 through 1996. The study identified the total flight time in hours of the PIC and SIC at the time of an accident. The data were collected and analyzed; the results are as follows:

- *Accidents Involving Part 121 Operations.* None of the part 121 accidents analyzed involved PIC's with less than 2,000 hours of total flight time. Available PIC data indicate that the total flight time for PIC's involved in the analyzed accidents range from a low of 2,174 hours to a high of 52,000 hours. Forty-one percent of the analyzed accidents involved PIC's with over 10,000 hours of total pilot flight time. Available SIC data indicate that the total flight time for SIC's involved in the analyzed accidents ranges from 350 hours to 50,000 hours.
- *Accidents Involving Part 135 Operations.* None of the part 135 accidents analyzed involved PIC's or SIC's that had less than 1,000 hours of total pilot flight time. Available PIC data indicate that the total flight time for PIC's involved in the analyzed accidents range from a low of 1,150 hours to a high of 32,110 hours. Forty-four percent of the analyzed accidents involved PIC's with less than 5,000 hours total pilot flight time. Available SIC data indicate that the total flight time for SIC's involved in the analyzed accidents ranges from 1,039 hours to 11,542 hours.

Results of the Pilot Minimum Flight Time Requirement Questionnaire

The ARAC developed a questionnaire to determine the current minimum flight time requirements used by air carriers. The Regional Airline Association (RAA) and the ATA distributed the questionnaire to member airlines. Twenty-four RAA-represented and eight ATA-represented air carriers returned the questionnaire.

The results are as follows:

- The RAA members reported that most PIC's hired had between 2,001 and 3,000 hours total time; no PIC's were hired with less than 1,001 hours total time. The majority of the respondents also stated that they do not hire SIC's with less than 1,000 hours total time.
- Most ATA members reported that they do not hire SIC's with less than 1,000 hours total time.
- Only one RAA member found a correlation in its records between pilot flight hours in airplane type and aircraft accidents, while none of the ATA members found a correlation. One RAA member and one ATA member found a correlation in their records between pilot flight hours and aircraft incidents.
- Based on their experience, the majority of the RAA members and ATA members responded that they could not determine if pilots with 2,000 flight hours or more were less likely to have mishaps than pilots with 1,000 flight hours or fewer.
- Most RAA members and ATA members reported that, even if all factors are equal, they do not always hire the applicant with the highest total flight time.
- Most RAA members responded that safety would not be compromised if pilots were hired with less than 1,000 hours; however, several qualified their responses noting that training quality also must be considered. Most ATA members believed that safety would be compromised if pilots were hired with less than 1,000 hours.
- RAA member responses varied with respect to what they believed should be the minimum flight time requirement for air carrier first officers. The most common answer was that first officers should have at least 1,500 hours. All ATA members responded that the minimum flight time requirements for air carrier first officer hiring should be determined by the hiring carrier.

Findings and Conclusions

Following a review of the FAA guidance, and current air carrier hiring practices, the task force's findings and conclusions are as follows:

- The reviewed data show no negative relationship between minimum flight hours (less than 1,000 hours) and part 121 and part 135 accidents investigated by the NTSB. This indicates that flight time alone is not an adequate measure of pilot skill or proficiency.
- FAA-certification requirements alone are not designed to ensure that entry-level pilot applicants have all the experience and skills required to operate air carrier aircraft in passenger operations safely. An operator certificated under part 121 or part 135 is required to provide initial training and evaluation by a check airman or FAA inspector before a pilot is permitted to fly passengers. This initial training is augmented by followon recurrent and specialized training in crew resource management and other topics.
- Industry practice, as documented by the Minimum Flight Time Requirement Questionnaire, is to hire pilots with minimum flight-hour experience at least two times greater than that required for the commercial pilot certificate.
- Because recent hiring practices at major airlines have normally excluded the hiring of individuals with fewer than 250 hours, a relationship between minimum flight hour experience lower than 250 hours, but higher than that required for the commercial pilot's certificate and accident risk cannot be determined.
- Because of the increased complexity of the aircraft operating environment and the sophistication of aircraft and their operating systems, raising flight time requirements cannot be relied on as an objective method to improve safety. Other more productive areas to be considered for this purpose include developing measures of minimum knowledge; improving evaluation/validation of pilot experience and flight time; and evaluating skills and abilities necessary for successful and safe operations in the air carrier environment.
- Air carrier aircraft accidents are so rare that isolated accident statistics alone are no longer an adequate way to identify problems. While accidents should be examined to find repetitive problems, a more comprehensive way of studying and identifying existing and potential problems is needed.

Recommendations

The task force recommends that industrywide air carrier minimum employment standards and guidelines be developed that include, but are not limited to, standards for screening pilots for motor skills, intellectual capability, psychological stability, physical well-being, and sound moral character and judgment. In addition, the task force suggests that studies of the relationship between pilot flight time and the occurrence of an accident or incident would be facilitated if FAA and NTSB accident and incident reports and data bases identified the amount of flight time each crewmember had accrued at the time of an accident or incident.

The FAA's Response to the ARAC's Minimum Flight Time Requirements Study

The FAA agrees with the recommendations made by the task force and thanks its members for their efforts.

ARAC, Training and Qualification Issues, is conducting a study that addresses the task force's recommendation that industrywide air carrier minimum employment standards and guidelines be developed. ARAC, Training and Qualification Issues, also has established an Air Carrier Pilot Pre-Screening Standards and Criteria Working Group composed of 14 representatives from the aviation community including academia, the FAA, and the NTSB. ARAC plans to complete its study in March 1998; the study will then be presented to the FAA and Congress. In the event that the study recommends a change to 14 CFR, the FAA may initiate rulemaking action which could significantly impact current hiring practices. At this time, however, the FAA believes that employment evaluations and tests that are based on minimum employment standards and guidelines should be developed by air carriers.

In response to the task force's recommendation that the FAA and NTSB ensure that accident and incident reports and data bases contain the pilot flight time for all flight crewmembers, the FAA notes that FAA and NTSB accident and incident reports currently request flight time for pilots. Furthermore, pilot flight time for PIC's and SIC's is typically included in NTSB accident investigation final reports. The FAA will continue to stress to its aviation safety inspectors the need to record all requested information on its accident and incident reports.

Minimum Flight Time Requirements
Working Group Activity Log
Meeting Attendance Record
1997

2/11/97 Air Line Pilots Association (ALPA), Allied Pilots Association (APA), Air Transport Association of America (ATA), Federal Aviation Administration (FAA), Flight Safety Foundation (FSF), FlightSafety International (FSI), University Aviation Association (UAA)

2/25/97 ALPA, APA, ATA, FAA, FSI

3/11/97 ALPA, ATA, FAA, FSI, UAA

3/12/97 Airline Dispatchers Federation (ADF), ALPA, APA, Association of Professional Flight Attendants (APFA), ATA, FAA, FSI, National Air Carrier Association (NACA), National Business Aircraft Association (NBAA), Regional Airline Association (RAA)

4/10/97 ALPA, APA, ATA, FAA, FSI, UAA

4/23/97 ADF, Association of Flight Attendants (AFA), ALPA, APA, APFA, ATA, FAA, NACA, Northwest Aerospace Training Corporation (NATCO), NBAA, RAA, Transport Workers Union (TWU)

5/6/97 ALPA, APA, FAA, FSI, National Transportation Safety Board (NTSB), UAA

6/4/97 ADF, AFA, ALPA, APA, APFA, ATA, FAA, FSI, Jeppesen, NACA, NTSB, RAA, Trans World Airlines (TWA)

Record provided by working group chairperson