

ACCIDENT NOTIFICATION AND MANIFEST ACCOUNTING PROCEDURES

(NTSB SAFETY RECOMMENDATION A-90-105)

- a. The problems associated with the recovery efforts involving a recent air carrier accident, in which a night takeoff was aborted and the airplane ended up running off the end of a runway and into a body of water, were compounded because rescue personnel did not know exactly how many persons were on board the airplane. This situation was detrimental to the rescue effort since it created an uncertainty as to how many persons had been on board versus how many had been accounted for during the rescue operation. The National Transportation Safety Board (NTSB) recommended to the Federal Aviation Administration (FAA) that air carriers be required to provide airport rescue personnel accurate and timely numbers of all persons aboard an aircraft involved in an accident or incident and that they assist in determining the whereabouts of persons who have been recovered from the scene of an accident.
- b. The FAA agrees with the NTSB that air carriers should be able to provide accurate and timely information to an appropriate airport and/or Government authority with respect to the total number of persons on an aircraft and that air carriers should assist the appropriate authorities in determining the whereabouts of persons who have been recovered from the scene of an accident. The sum of the persons on board an aircraft includes, e.g., crewmembers, revenue passengers non-revenue passengers, children being held in the lap of an adult, and persons occupying cabin or cockpit jumpseats.
- c. Federal Aviation Regulations (FAR) Section 121.693 requires that all certificate holders prepare a load manifest that includes, at the time of takeoff, the names of passengers (unless the passenger names are maintained by some other means). FAR Section 135.63(c) requires, for multiengine aircraft, a load manifest that includes, at the time of takeoff, the number of passengers. On December 30, 1988, the FAA issued Action Notice 8430.29, the primary purpose of which was to provide guidance concerning a recent legal interpretation of FAR Section 121.693(e) regarding the “manifest accounting for all non-crewmembers” and the recording of passenger names. That guidance is still valid and states, in part:
 - (1) “Section 121.693(e) of the FAR requires that air carriers include as part of the load manifest, the “Names of passengers, unless such information is maintained by other means by the air carrier.” Other means could be ticket stubs, a computer source, etc. The principal reason for this regulation is to facilitate the rapid and accurate determination of how many passengers are on board an aircraft and who they are in the event of an emergency situation such as an accident or hijacking. Not having an accurate record of all passengers could, for example, hamper the efforts of rescue workers during a post-accident rescue operation.

- (2) “The word ‘passenger,’ as used throughout the Federal Aviation Regulations, means any passenger regardless of age “ That interpretation also states that “The word passenger, as used in Section 121.693, is not qualified and means any passenger.” A crewmember as defined in Section 1.1 of the FAR means “a person assigned to perform duty in an aircraft during flight time.”
- (3) Any person provided transportation on an air carrier aircraft, who is not a crewmember assigned by the certificate holder to perform duties during flight time, must be recorded as a passenger and listed as required by Section 121.693(e). Crewmembers include the pilot in command, second in command, other required flight crewmembers such as flight engineers, navigators, relief pilots, required and non-required flight attendants (who are assigned duties by the air carrier), and any other persons (e.g., pursers, customer service agents, etc.) assigned duties during flight time. All other persons are passengers (e.g., non-revenue passengers, children (regardless of their age and whether they occupy a seat), deadheading crewmembers or other company employees not assigned duties during flight time, FAA or NTSB safety inspectors, law enforcement officials, etc).
- d. In addition to the load manifest required by these regulations, which requires, as applicable, the names or numbers of passengers on board at the time of takeoff, the certificate holder should also have a procedure which ensures that the total number of persons on board any aircraft, including the total number of crewmembers, is available at the time of takeoff. The procedures should, as a part of the manual requirements of FAR Sections 121.135(b)(22) and 135.23(d) (accident notification procedures) contain guidance, instructions, and procedures regarding the local authorities (e.g., airport police, management, and/or fire department) which should be contacted by the certificate holder’s personnel in the event of an accident or incident and what information should be included in the notification, including the total number of persons on board the aircraft. The certificate holder should, if appropriate, also have a procedure which provides assistance to those authorities determining the whereabouts of persons that the certificate holder knows have been recovered from the scene of the accident.
- e. If an airport is certificated in accordance with FAR Part 139 it must have, in accordance with FAR Section 139.325, an airport emergency plan. Air carriers and commercial operators should, as necessary and to the extent possible, review the plans of those certificated airports to which they operate to ensure that the procedures they have developed in accordance with FAR Section 121.135(b)(22) and/or FAR Section 135.23(d) are consistent with the airport emergency plan that has been developed by the airport certificate holder. Additional information concerning airport emergency plans is contained in FAA Advisory Circulars in the 150 series (e.g., 150/5210-14, Airport Emergency Plans).
- f. Principal operations inspectors shall bring this bulletin to the attention of their assigned certificate holders and shall request that their certificate holders develop and implement the procedures described above.