



**Federal Aviation  
Administration**

**FLIGHT PLAN 2006–2010**

The Federal Aviation Administration operates and maintains the most complex aviation system in the world. How we do that takes the full weight of 45,852 employees. This is our corporate strategy, our report card, and our plan for moving forward.











Moving America safely. It's what we do.

An aerial photograph of a circular flight pattern in a clear blue sky. The sun is positioned in the upper right quadrant, creating a bright starburst effect and lens flare. The flight path consists of several concentric, slightly irregular white smoke trails. The text "Our job is to make a difference every day." is centered in the lower half of the image in a white serif font.

Our job is to  
make a difference  
every day.

EAA Photo



Over the last three years, more than two billion people flew on commercial aircraft in the United States without experiencing a single fatality. That's seven times the population of the entire nation. It's a remarkable record for the FAA and the entire aviation community.

Despite our achievements, we aim higher still, which is what the FAA and its employees have done with this updated version of the Flight Plan 2006-2010. The Flight Plan is the FAA's to-do list developed for, by, and with our employees and stakeholders. It's designed to make sure that we focus on what's important, and we spend the taxpayer's dollar with the strictest care. When safety is your mandate, there really is no other way.

When setting goals, the agency strives to set the bar higher every year. Our standards must result in excellence. Truth be told, the flying public accepts nothing less. But setting goals has an additional purpose. The FAA's system for employee pay is tied to achieving these goals. Each and every day, we are operating more and more like a business, and this plan is our roadmap for success.

This is the third edition of the Flight Plan. Each year, we assess ourselves (the report card is posted quarterly at [www.FAA.gov](http://www.FAA.gov)), and we ask our stakeholders to weigh in as well. Are the goals enough of a stretch? Are we paying attention to the right things?

The answer is yes and sometimes no. And even while we hit 28 of our 31 performance targets during fiscal year 2005, we must work harder to improve. Our job is to make a difference every day.

Here's a summary of our performance for 2005. It's more than just a list of achievements. For us, each missed target is a lesson and an opportunity for improvement.

## 2005: a snapshot

*Safety* ..... It's always the most important task on our list, and the results have been impressive. This is the safest three-year period in the history of commercial aviation, only 0.017 fatal accidents per hundred thousand takeoffs—the equivalent of one fatal accident per 5.9 million flights. At the same time, however, general aviation's fatal accidents, especially those in Alaska, remain a concern. That's



why we continue to educate the pilot community and deploy new technology. Operational errors—mistakes made when directing air traffic—increased this past year. Accordingly, we are taking action on a number of fronts to improve our performance in 2006. For the fourth year in a row, we met our target for reducing serious runway incursions.

*Capacity* ..... Long lines on the tarmac are bad news—no matter which side of the counter you're on. That's why we're pushing to improve the capacity of the system. 2005 showed surprisingly strong growth in traffic, and the performance improvements over 2004 were significant. Scheduled operations were up nearly 4 percent over 2004 and cancelled operations were down over 12 percent. Although the on-time rate dropped slightly to 77.3 percent, 36 of the nation's largest airports showed increases in operations, while only 19 had decreased operations in the past 12 months. That's why we're pushing to improve the capacity of the system. We also met our target of granting 75 percent of all oceanic change requests, which are the times when pilots flying over the ocean seek to alter their routes for more fuel-efficient altitudes or smoother flights. This was a major accomplishment because change requests increased greatly—a surprising 67% in September 2005 over September 2004. The reason we met the goal was that we implemented the new Advanced Technologies and Oceanic Procedures (ATOP) in June in New York, which covers much of the Atlantic. In October, we implemented ATOP in Oakland, which covers key routes in the Pacific. To give an example of the difference ATOP made in New York, requests were up 67% in September, but requests granted were up almost 96%. With ATOP, we can reduce horizontal separation from 100 miles to 30 and longitudinal separation from 80 to 30, both without derogating safety. That means up to three times more aircraft will be able to use the airspace, saving fuel, time, and money.





### *International Leadership* .....❖

The FAA sets the pace for aviation across the globe. We continue to use our most important export—safety—as a means to ensure that the global system mirrors aviation in the U.S. The list of countries we provide support to has reached 100. We actively supported 26 countries this year. We're working with the International Civil Aviation Organization, Eurocontrol, and the European Aviation Safety Agency to harmonize safety, efficiency, and technology. We increased our technical interactions with China, India, and Brazil. We plan to open new FAA offices in India, South America, and the Middle East this fiscal year. Our aim is simple: We're making international air travel safer for the American flying public, while enhancing the technical reliability and economic stability of aviation across the globe.



### *Organizational Excellence* .....❖

The agency's 45,852 employees continue to distinguish themselves in performance and leadership. Together, we delivered on a promise to become more fiscally responsible, customer focused, and results oriented. One of our most important successes was conducting the largest A-76 outsourcing competition at a non-defense agency in the history of the federal government. As a result, the FAA's delivery of services provided by its network of Automated Flight Service Stations, excluding Alaska, has been contracted to Lockheed Martin. The contract will result in reduced operating costs, modernized services, and will provide continued high quality service in a more cost-effective manner. Lockheed Martin will draw almost all of its staffing needs from current AFSS employees. Since its inception, the A-76 initiative with automated flight service stations is expected to result in an estimated savings of \$2.2 billion over 10 years. At the same time, transitioning to the private sector has been hard on these employees. We are working with Lockheed Martin to place as many FAA employees as possible, giving Flight Service employees priority consideration for other positions within the FAA, and offering employees career counseling and other services to help them adjust to this change.

For the second year in a row, we received the Association of Government Accountant's prestigious Certificate of Excellence in Accountability Reporting for our 2004 Performance and Accountability Report. That financial report also won a Gold Award in the 2004 Vision Awards competition sponsored by the League of American Communications Professionals. We scored second in the Government category and ranked 156 out of the 1,436 total private and public sector annual report entries from 17 countries. For the fourth consecutive year, the FAA received an unqualified ("clean") audit opinion on our financial statements. When you consider that the FAA implemented a new financial management system and a new acquisition system in the same year and had no material weaknesses on our financial audit, this feat becomes a testament to the hard work and diligence of our financial management staff and staff from our lines of business, regions, and centers. Further, it gives us the foundation we need to examine and reduce our costs for the services we provide.

For the second year in a row, we also met our goal to keep our major capital investment programs within cost and schedule. In addition, the FAA continues to outperform other agencies government-wide in awarding procurements to small businesses. Across the government, agencies are asked to allocate 23 percent of their procurement budget to small businesses. Last year, we were able to award 32 percent.

This year, we will have awarded approximately 30 percent, totaling about \$2 billion. Additionally, our plan to hire air traffic controllers is tracking to the plan we submitted to Congress in 2004 and we have budgeted to hire 1,249 controllers next year as well.







## WHO WE ARE IS WHAT WE STAND FOR

The *mission* of the Federal Aviation Administration is to provide the safest, most efficient aerospace system in the world.

Our *vision* is to improve continuously the safety and efficiency of aviation, while being responsive to our customers and accountable to the public.

We conduct our business in accordance with these *values*:

- **Safety is our passion.** We are the world leaders in aerospace safety.
- **Quality is our trademark.** We serve our country, our customers, and each other.
- **Integrity is our character.** We do the right thing, even when no one is looking.
- **People are our strength.** We treat each other as we want to be treated.



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# How it gets paid for

The FAA gets most of its money to operate the air traffic system, its safety programs, and its capital investments from the Airport and Airway Trust Fund, which is fueled by a 7.5 percent tax on the price of airline tickets. Unfortunately, the surplus in the Trust Fund is almost gone. A significant gap exists between the tax receipts and what it costs to run the system. The FAA already is hard at work to control costs, including restructuring and a reduction of staffing by some 15 percent over the last 12 years. Even at that, labor costs continue to increase.

All the while, the Trust Fund continues to show the wear and tear of maintaining the world's largest and most complex air traffic control system. As the surplus dwindles, Trust Fund revenues are unable to cover growing costs. So what caused this problem? There are many factors. Since 9/11, we have experienced massive changes in the aviation industry. The airlines have moved away from the large aircraft to smaller regional jets. This use of smaller jets has increased access to small airports and communities, increased the number of passengers, and increased the number of aircraft carrying them. As low-cost carriers drive down the price of a ticket, which has the possible effect of enabling more people to fly and, thus, generating more flights, the per-flight

revenue received by the Trust Fund, declines. All these factors spell trouble for the FAA's ability to pay its bills.

Long term, this puts the FAA in an untenable position. As air traffic continues to increase, the FAA's controllers, inspectors, and technicians have to handle the mounting workload without missing a beat. The need for services increases and operating costs increase, but the amount of money the FAA receives stays the same. As it stands now, there's no real link between the taxes received for the service and the cost to provide the service itself. Unfortunately, the price of the ticket determines the size of the Trust Fund.

What the FAA needs is a stable funding stream where the cost for a service is reflected in what's charged for the service. The future depends on it. We will not be able to modernize the current aviation system and prepare for the future without it.

In April 2005, the FAA convened a group of government, industry, and Wall Street experts to analyze the problem and make suggestions on how to fix it. Stakeholder involvement is critical to achieving a workable solution. To learn more about the issue, see the Trust Fund fact sheet on-line at [www.FAA.gov](http://www.FAA.gov).

# the envelope, please...

## *Precisely*

Our Wide Area Augmentation System team received a prestigious annual aerospace laurel award from Aviation Week & Space Technology magazine for launching the system. WAAS allows near-precision landings at airports without expensive ground-based landing systems, thereby saving money and expanding capacity.

## *Who Knew?*

The Government Accountability Office removed us from its “high risk” list for financial management. GAO heralded our implementation of Delphi, the new general ledger system. Delphi, labor distribution reporting, and other new accounting tools will give us the baseline information we need to examine and reduce our costs for the services we provide.

## *We're #2! We're #2!*

A Harris Poll reported a 77 percent positive public rating, a dramatic jump from 2001, when the FAA approval rating had dipped to 54 percent. The FAA was second among federal government agencies surveyed.

## *Strategy Pays*

The Association for Strategic Planning (ASP) honored the FAA with the Richard Goodman Strategic Planning Award: ASP applauded our ability “to enable individuals and organizations to succeed through strategic thinking, planning and action.”

## *Nothing but Net*

The American Customer Satisfaction Index cited the FAA website as one of the two most improved websites in government.





# FAA goals in a nutshell







*Increased Safety.* Safety isn't just a public-interest priority; it's also an economic necessity. People fly only if they feel safe. They must trust the system and their trust must be upheld by constantly improving performance.

*Greater Capacity.* Increasing capacity is a double-edged sword. Air traffic is increasing rapidly, but growth must not interfere with passengers' abilities to reach their destinations on time. And this must not be done at the expense of the environment.

*International Leadership.* Across the globe, aviation is a \$1.4 trillion business. Given our expertise in operating the world's largest and most complex system, it's clear that in the aviation industry, safety is our most vital national export. We will enhance America's leadership role by sharing expertise and new technologies with our international partners. We aim to raise the level of safety everywhere planes fly.

*Organizational Excellence.* The men and women of the FAA are committed to achieving these goals. To do so, the FAA must continually improve the way we train our employees and manage our finances. Last year's achievements are a benchmark for the next. This requires greater fiscal responsibility, stronger leadership, more cooperation, improved customer service, and performance-based management. Simply put, we need to operate like the world's finest bottom-line, cost-driven enterprises with top quality results.



# The shape of th

Government programs tend to be identified by a curious jumble of acronyms and abbreviations. This one—the JPDO—is no different. But what sets the JPDO apart is that without it, the aviation system won't be able to keep up with the ever-increasing number of people who fly. “JPDO” stands for the Joint Planning and Development Office, and its aim is to develop the aviation system that will be used to and through 2025.

Chartered by Congress, the JPDO aligns the brain power and resources of several cabinet-level offices, including Defense, Commerce, Transportation, NASA, Homeland Security, and the White House Office of Science and Technology. Together, this group is developing a vision of the aviation system in the year 2025 and a Next Generation Air Transportation System (NGATS) Implementation Plan.

Let's start from today. More than 700 million people flew to, from, and within the U.S. last year, and the number of passengers is expected to hit one billion by 2015. The JPDO expects demand to triple by 2025. That's some busy airspace and some busy airports.

New types of aircraft are on the horizon—literally. SpaceShipOne last year made the first flights designed to carry passengers into space. Thousands have expressed interest in short trips into space, even at \$200,000 each. Newer kinds of small aircraft, sometimes called “very light jets,” soon will take to the sky. They portend to make air taxis, now confined largely to Alaska, a way of life

## U.S. AVIATION BY THE NUMBERS

Airports	19,815
Active pilots	749,834
Flight instructors	89,396
Total number of regulated aircraft	319,549
FAA budget	\$13,858,197,000
Pieces of equipment	71,000
Square miles of airspace monitored	17,017,092
Total commercial passengers	688,500,000
Total commercial miles flown	714,500,000,000
Air traffic control facilities	617
Flights handled per day	49,545
FAA air traffic controllers	14,577
FAA aviation safety inspectors	4,563
FAA technicians	5,860

# Things to come



throughout the USA. Finally, unmanned aircraft, used primarily by the military, will move into civil use to conduct surveillance, fly cargo, and perhaps—one day—even fly passengers.



Courtesy of Northrop Grumman

And for efficiency's sake, we know that small airports are an untapped resource. We've got to make them a bigger part of our system. There are more than 5,400 small public use airports in the United States, and 98 percent of our country lives less than a 30-minute drive from any one of them. We need to introduce more technology that takes advantage of the small airport.

What's more, passengers will want to have a flight experience that flows smoothly from "door-to-door" and seamlessly integrates security into the process. The question here: how do you make that happen with a growing list of security demands arising in a post-9/11 world?

This is a tall order, but the federal government has launched the Next Generation Air Transportation System plan to meet the growing needs. Where's this all going? The NGATS plan incorporates the work of eight integrated product teams—Agile Air Traffic, Airports, Environmental, Global Harmonization, Safety, Security, Situational Awareness, and Weather.

We're well under way. All of this puts a turbo-charger on the FAA's efforts to deliver a safe and efficient system for the future. Our immediate response to NGATS and the demand for increased capacity is the 10-year Operational Evolution Plan (OEP), aimed at increasing capacity at 35 key airports that account for 73 percent of all passenger enplanements. At a time when the federal dollar is stretched thin, NGATS eliminates duplication across the government and industry sectors. The aviation industry jumped at the chance to participate, and there's now a new institute to enable the private sector to take a larger role.

Find out more at [www.JPDO.aero](http://www.JPDO.aero).



# How plans come together and how do FAA employees fit in?

The Flight Plan isn't the only plan for aviation, and it's not intended to be. But, that's where it all starts.

The Flight Plan is a tough set of goals designed to support the Department of Transportation's strategic plan, the President's Management Agenda, and other presidential initiatives as well. Each of the individual organizations within the FAA has a business plan, and each of those activities is threaded directly to the Flight Plan.

The Flight Plan takes the FAA out five years. The next step along the way for the FAA is the Operational Evolution Plan, a rolling 10-year modernization effort. The "OEP," as it is known, contains a series of projects that will boost capacity at America's 35 busiest airports.

The longer-term effort is the Next Generation Air Transportation System plan. The JPDO is developing the plan that will take into account the rapid growth of aviation and technology to and through 2025.

Naturally, each of these efforts runs in parallel. Each effort—whether it takes the long view or the short view—makes sure that the federal investment in aviation is a dollar well spent.

So where do FAA employees fit? The Flight Plan is supported by corresponding business plans from every organization in the FAA. These plans contain detailed sets of initiatives, metrics, and performance targets. Our goal is to make sure that all FAA employees are able to point to performance targets that their work supports.



The Flight Plan is designed to link the work of each and every FAA employee to a goal. "Sometimes that's tough to do," says **JUDY HOLCOMB**, the assistant manager of the Mike Monroney Airways

Facilities Division. Employees like Holcomb can be counted on to speak up when they spot a problem. Thanks to her input, we added a new item, "How Plans Come Together and How Do FAA Employees Fit In?" It's intended to give FAA employees a direct line of sight from their jobs to the goals of the Flight Plan.



# Stacking the deck? not hardly.

The headline in USA Today said simply, “Planes will soon fly stacked more closely.” Then, seven paragraphs later, this: “Don’t worry,” says Steve Entis, an air traffic controller. “You are safe, and the planes are separated properly.”

The subject of the article is the FAA’s domestic reduced vertical separation minimum program. Simply, “DRVSM” allows aircraft at high altitudes to be routed more closely together.

Admittedly, “stacked more closely” is more than just a bit of hyperbole, especially since DRVSM still calls for 1,000 feet between aircraft at the very high altitudes. Before DRVSM implementation last January, anything above 29,000 feet had to have 2,000 feet apart vertical separation. With this new procedure, we’ve doubled the available jet lanes without compromising safety.

For the public, the move is virtually transparent. For the airlines, which battle at the pump every day, the fuel savings are expected to reach \$5 billion through 2016.

It’s a safety move as well because controllers now have greater flexibility to guide airplanes away from bad weather and congested lanes.

Controllers like it. Pilots like it. It’s safe. It’s efficient. It doubles capacity in the same airspace. It’s an idea whose time has come.



## RECIPE FOR A FLIGHT PLAN

The Flight Plan is the strategic plan for the FAA. Two years ago, the FAA asked its senior managers to set goals in four major areas: safety, capacity, international leadership, and organizational excellence. These goals and corresponding performance targets, objectives, and initiatives were then sent to FAA employees for comment. In a move never taken by the agency before, the draft plan was sent to the FAA's stakeholders for their input. The result was a document that pointed the FAA in a direction that its customers and employees helped create. To make sure this was a plan that didn't just set out goals without the resources to achieve them, the plan contained only items for which the agency had budgeted.

The agency's senior management team meets each month to assess progress. At the end of the first year, the agency had achieved 24 out of 30 goals. The agency updated the Flight Plan through the same process. Some goals were changed as aviation itself changed; others were completed tasks. This past year, we met 28 out of 31 goals.

## *To the Rescue*

The devastating effects of Hurricane Katrina will last, no doubt, for years. Aviation ground to a halt in and out of the Gulf as the worst natural disaster in the history of our country wreaked havoc.

Even as the floodwaters continued to rise, FAA employees worked on, knowing that thousands were depending on them. They were successful. Within hours, relief flights came in with food, supplies, and medical help. Radars, runways, landing and navigation systems were restored within days.

Aviation proved to be a lifeline to those in need. The men and the women of the FAA proved themselves to be lifesavers as well.





# Serving our nation and the world



## *Heroes Step Forward*

When the Iraqi war started, FAA employees were there. Some were activated from the reserves, as soldiers, as pilots, as engineers. Others volunteered as civilians to help rebuild the aviation system that had been destroyed. Airports, runways, radar ... virtually every piece of equipment that had helped planes fly now lay in ruins.

Some of the stories that came back were nothing short of valor beyond the call of duty. Even as the fighting continued to rage, FAA employees traversed the danger zones rebuilding airports, airspace, and the country's infrastructure.

# INCREASED SAFETY

A seaplane is silhouetted against a misty lake at sunrise or sunset. The sky is filled with soft, golden light and scattered clouds. The water reflects the light and the plane. In the background, there are dark silhouettes of evergreen trees and a building with a tall chimney.

*Goal* ♦♦♦ To achieve the lowest possible accident rate and constantly improve safety.

## OVERVIEW

Safety always comes first. It's our primary mission, and our efforts to boost safety are paying off. Last year, we achieved the lowest commercial fatal accident rate in aviation history. This year, it's even lower.

It's not a coincidence. The FAA continues to develop new procedures and technologies that will lower the number of accidents overall, while improving an unparalleled safety record. We're taking a "systems approach" to safety and identifying causes by looking at trends over the years. In so doing, we've improved our risk management practices by collecting and analyzing data to find problems. This makes it possible to prevent accidents before they occur. What's more, we're not going it alone. We continue to partner with industry to reduce the commercial accident rate, improve runway safety, and extend the excellent safety record of commercial space transportation. This year, the Commercial Aviation Safety Team (CAST)—experts from government and industry—continued to implement solutions to reduce the fatal accident rate and share the results of our activity globally. CAST is now focusing on data-sharing analysis to both identify accident precursors and to measure the effectiveness of the solutions we're using now.

Through the General Aviation Joint Steering Committee, a government-industry group formed to coordinate efforts to reduce fatal general aviation

accidents, we've created risk management training tools for flight inspectors and drafted proposed criteria for safety management systems. Through the Aircraft Owners & Pilots Association (AOPA) Air Safety Foundation, we've made on-line safety courses available on specific topics, including runway safety, night flying, and mountain flying. We continued our special commitment to the safety of general aviation in Alaska, where heavy reliance on air transportation in an unforgiving environment has led to an unacceptably high accident rate. We launched innovative safety programs such as Capstone, Alaska weather cameras, the Rural Alaska Lighting Program, and the Medallion Program that significantly reduced the number of accidents over the last two years. The results are dramatic. We experienced an average of 114 accidents in Alaska in fiscal years 2005 and 2004, a reduction of more than 12% from our baseline of 130 accidents per year. This success in Alaska has led to safety improvements throughout the lower 48 as well. For this reason, in this edition of the *Flight Plan*, we're combining the objective to reduce Alaska accidents with the overall objective to reduce general aviation accidents. Reducing accidents in Alaska will remain a key strategy in reducing general aviation accidents as a whole.

Although the introduction of Unmanned Aerial Vehicles (UAVs) and light sport aircraft will not decrease the number of fatal accidents, we believe that our objective for general aviation fatal accidents is the best place to focus on these two new

entrants. By developing and implementing standards for safely flying UAVs, the number and rate of accidents will be less than they would if we took no action at all. For light sport aircraft, we are baselining accidents to see how we will modify the performance target for general aviation fatal accidents.

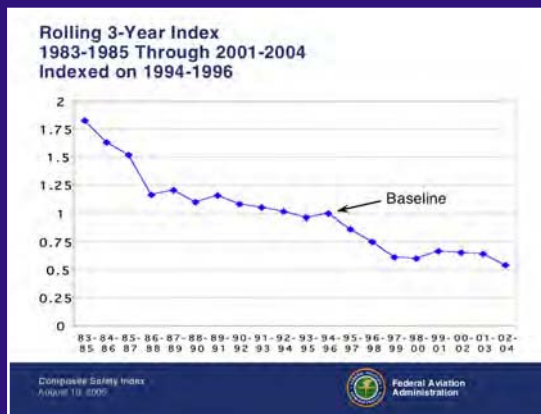
We are adding a new initiative to develop an en route/TRACON event risk categorization model for air traffic control, which will be used to categorize the severity of operational errors. Generally, en route air traffic control handles aircraft at very high altitudes; TRACONs control the airspace around an airport up to the higher altitudes. The model will provide an overall safety metric for en route and TRACON airspace. In plain terms, this helps us learn from our mistakes. By being able to measure the precise nature and circumstances of these errors, we aim to lessen their occurrence.

We've also moved some initiatives from the Flight Plan into annual organizational business plans. For example, now that we developed streamlined processes for certifying and approving communications, navigation, and surveillance equipment, basic cockpit displays, electronic flight bags, and other safety related flight technologies, we placed the day-to-day application of these processes in the business plan for the FAA's Aviation Safety organization.

We continue to develop Wide Area Augmentation System (WAAS) approaches to improve navigation for all users of the national airspace system. WAAS allows near-precision landing at smaller airports.

Customers want us to move faster to develop WAAS approaches for these airports or allow contractors to develop them. And we are. Airports with WAAS approaches may need other improvements, including obstacle removal, runway lights, and markings. Given these factors, we are developing and prioritizing procedures to maximize the utility of WAAS within a reasonable cost.

Finally, with the help of our stakeholders, we completed our objective to develop a Composite Safety Index. The purpose of this index is to provide the public with a general indication of the safety of the system. We will now use this index to work with the aviation community to assess the overall level of aviation safety.





## Top **SAFETY** Accomplishments for 2005

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❖ Two years ago, we reported the lowest airline fatal accident rate in the history of aviation. This year, it's even lower. We continued to expand the Air Transportation Oversight System to new carriers, including Champion Air, FedEx, UPS, SkyWest, and Trans States Airlines. Through data collection and analysis, FAA inspectors are better able to target areas for improvement and prevent accidents before they occur. To provide perspective, in 1997, we pledged to reduce the airline accident rate by five-fold (80 percent) in 10 years. So far, we have reduced it more than threefold, and we are on target to meet that 1997 goal by 2007.

❖ Another repeat performance for the FAA in the arena of commercial space transportation: No fatalities or serious injuries to the public during either launch or reentry. Our new initiative to develop rules and guidelines for passenger space flight will be crucial to keeping this record intact as people begin making commercial flights into space.



❖ We established three new maintenance Aviation Safety Action Programs with United, Independence Air, and Frontier Airlines and a new flight crew program with CommutAir. The FAA's increased oversight of maintenance safety is particularly important given the fact that some carriers have begun contracting out maintenance.



**ELIZABETH WILLIAMS**, a management analyst from headquarters, is quite the careful reader. She's a member of the RNP group in System Ops. She pointed out

that two separate items dealing with RNP were covered by other safety initiatives. She said, "Delete," which is what we did.



- ❖ The FAA's Air Traffic and Aviation Safety Organizations are working to put a performance-based national airspace system in place. We're already making progress on the domestic and international fronts. We published criteria for public Required Navigation Performance (RNP) approach procedures this year (FAA Order 8260.52; you can find it at [www.FAA.gov](http://www.FAA.gov)). As a result, we published the first RNP public approach procedure (for Washington Reagan National Airport) in September 2005. Five additional RNP special approach procedures were also published during 2005.
- ❖ Working with us, the National Transportation Safety Board (NTSB) closed 32 air safety recommendations through September 30, 2005, with 30 closed in an "acceptable" status, a closure rate of 93.8 percent. Our goal was 80 percent. Of all the modes of transportation, the FAA receives the bulk of the NTSB's safety recommendations, and the FAA has the best track record with the NTSB for "acceptable" recommendations.
- ❖ Turning what may be the newest page in aviation, the FAA issued the first experimental airworthiness certificate for a civilian unmanned aircraft operating in the national airspace system. But there are still many challenges ahead. With approximately 10,000 aircraft flying at any given time, how do you accommodate a new breed—a plane without a pilot onboard? Japan uses unmanned aircraft for crop-dusting. The Europeans are contemplating trans-oceanic flights with unmanned aircraft. Stay tuned.
- ❖ We continued to improve runway safety. We raised design standards for over 40 runway safety areas. By focusing attention on driver training and improving signing and marking, we reduced runway incursions caused by vehicles and people, and these actions will continue reducing runway incursions in the future.



## Top SAFETY Objectives for 2006

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### Objective 1

Reduce the commercial airline fatal accident rate.

*Strategy* Continue the evolution toward a performance-based National Airspace System (NAS) by using a space-based navigation system and onboard technologies that allow aircraft greater flexibility to navigate airspace more safely, efficiently, and in a more environmentally sound way than the current ground-based navigation system.

#### INITIATIVE

- Develop and implement Required Navigation Performance approach procedures (RNP Special Aircraft and Aircrew Authorization Required (SAAAR) and/or RNP Parallel Approach Transition (RPAT)).

*Strategy* Address safety concerns and issues, expand cost-effective safety oversight and surveillance, and continue research into the causal factors of accidents.

#### INITIATIVES

- Send critical safety rules to the Office of the Secretary of Transportation within 90 days of the planned date, such as Air Tour Safety Standards.
- Address the National Transportation Safety Board's identified safety issues.

- Ensure that safety oversight keeps pace with changes occurring in the aviation environment by targeting our inspections resources better, improving our oversight systems, and providing training for safety critical employees on time.
- Achieve ISO:9001 registration to certify that FAA's Aviation Safety organization meets the same standards expected of those we regulate in the aviation industry.
- Continue research to identify human factors that may cause accidents and develop strategies, methods, and technologies that will reduce those accidents.
- Identify and implement activities designed to streamline and improve the Notice to Airmen process.
- Where practical, upgrade runway safety areas to meet standards.



Don't forget air tour safety for both commercial and general aviation, says **ED O'CONNOR**, an economist in headquarters. He's right. We received more than 2,000 comments on the NPRM, which is a clear indication of the widespread interest in this sector of the industry. Now, we highlight air tour safety standards as a crucial rule we will send forward under DOT's Critical Safety Rules initiative.



*Strategy* Promote and expand safety information sharing efforts, including FAA-industry partnerships and data-driven safety programs that prioritize and address risks before they lead to accidents.

## Objective 2

Reduce the number of fatal accidents in general aviation.

### INITIATIVES

- Promote national data sharing and analysis programs (for example, Voluntary Aviation Safety Information Program (VASIP), Flight Operational Quality Assurance (FOQA), Aviation Safety Action Program (ASAP), and Continued Operational Safety Program (COSP)).
- Continue implementing the Air Transportation Oversight System.
- Continue implementing Commercial Aviation Safety Team (CAST) initiatives.
- Improve the safety of transporting hazardous materials by air.



### PERFORMANCE TARGET

- Reduce the airline fatal accident rate by 80 percent from the 1994-1996 baseline to a three-year rolling average rate of 0.010 per 100,000 departures by FY 2007.
- Reduce the three-year rolling average fatal accident rate below 0.010 per 100,000 departures by FY 2010.

*Strategy* Implement technologies and systems that will help pilots operate aircraft as safely as possible.

### INITIATIVES

- Continue delivery of dependent surveillance to key sites.
- Provide text and graphical data through programs such as Automatic Dependent Surveillance-Broadcast/Traffic Information Service-Broadcast, and Flight Information Service Broadcast to the cockpit through flight information services.
- Increase situational awareness by improving the capabilities of small aircraft with integrated displays, data-link, and traffic information.
- Develop and publish Wide Area Augmentation System (WAAS) approaches. In FY 2006, we will publish 300 WAAS/Localizer approaches with vertical guidance (LPV).





*Strategy* Establish standard procedures and guidelines for general aviation operators.

#### INITIATIVES

- Ensure that safety oversight and regulatory compliance keep pace with changes in the general aviation environment.
- Continue to implement General Aviation Joint Steering Committee initiatives.
- Continue research to identify human factors that may cause accidents and develop strategies, methods, and technologies that will reduce those accidents.
- Develop policies, procedures, and approval processes to enable operation of unmanned aerial vehicles (UAVs).
- By FY 2009 and working with industry, develop and baseline a target rate for general aviation fatal accidents to replace the current performance measure.



Our commitment to launch Capstone was weakened in this year's Flight Plan. **JIM HEBERT**, the FAA's manager of Capstone, noted that "more analysis" isn't

what's needed. That's why we changed the Capstone initiative to emphasize further expansion in Alaska.

*Strategy* Expand and accelerate implementing safety and air navigation improvement programs in Alaska.

#### INITIATIVES

- Achieve full operational capability of WAAS.
- Expand the Capstone Program as part of the NAS through a phased approach starting with Bethel and Southeast Alaska with the goal of statewide implementation.
- Continue to optimize weather camera benefits and explore alternative technologies to provide or expand similar data and real-time images to the aviation community and other government entities (U.S. and foreign).
- Support the Medallion, Circle of Safety, and Alaska Flight Service Safety programs.
- Improve rural airports thereby permitting 24-hour Visual Flight Rules (VFR) access. In many rural communities, the airport provides the only year-round access. Because there are no roads linking these communities to larger cities, the airport needs to provide year-round transportation of people, food, supplies, and medical assistance/transportation when necessary.
- By FY 2009, establish an improved statewide public RNP/RNAV WAAS enabled route structure where supported by WAAS.

#### PERFORMANCE TARGETS

- By FY 2009, reduce the number of general aviation and nonscheduled Part 135 fatal accidents to no more than 319 (from 385, which represents the average number of fatal accidents for the baseline period of 1996-1998).
- By FY 2009, reduce accidents in Alaska for general aviation and all Part 135 operations from the 2000-2002 average of 130 accidents per year to no more than 99 accidents per year.



## Objective 3

Reduce the risk of runway incursions.



Photo by John Rodriguez

*Strategy* Identify and reduce runway incursion collision risks.

### INITIATIVE

- Improve training, procedures, evaluation, analysis, testing, and certification to reduce the risk of runway incursions resulting from errors by pilots, air traffic controllers, and airport authorized pedestrians, vehicle operators, tug operators, and mechanics conducting aircraft taxi operations.

*Strategy* Modify and improve existing surface movement infrastructure.

### INITIATIVES

- Install Airport Surface Detection Equipment-Model X (ASDE-X) and retrofit of ASDE-X equipment capability into selected Airport Movement Area Safety System (AMASS) installations.
- Continue developing, testing, evaluating, and deploying runway status lights at AMASS and ASDE-X airports.

*Strategy* Use advanced modeling and simulation tools to design and develop new equipment, procedures, and training.

### INITIATIVE

- Integrate cockpit and tower cab simulation facilities.

### PERFORMANCE TARGET

- By FY 2010, reduce Category A and B (most serious) runway incursions to a rate of no more than 0.450 per million operations.

## Objective 4

Ensure the safety of commercial space launches.

*Strategy* Continue developing tools, guidance, and regulations for reducing the safety risks for commercial space launches, including those involving crew and passengers.

### INITIATIVES

- Establish processes and standards for granting safety approvals of launch and reentry vehicles, safety systems, processes, services and/or personnel.
- Enhance safety for launch at federal and non-federal launch sites through continued improvement of internal processes and partnerships with the Air Force, other government agencies, and the commercial space transportation industry.
- Develop rules and guidelines to enable human space flight participation and experimental sub-orbital reusable launch vehicle operations.

### PERFORMANCE TARGET

- No fatalities, serious injuries, or significant property damage to the uninvolved public during licensed space launch and reentry activities.



## Objective 5

Enhance the safety of FAA's air traffic systems.

*Strategy* Identify and reduce operational error collision risks and influence their reduction.

### INITIATIVES

- Modify the evaluation process to facilitate the reduction of operational errors.
- Conduct Airspace Complexity Studies at selected facilities to identify measures of airspace complexity and develop recommendations to reduce errors.
- Provide pilots with safe access to the NAS by analyzing and disseminating aeronautical and meteorological information to pilots and controllers through innovative systems.
- Develop an EnRoute/ Terminal Radar Approach Control (TRACON) event risk categorization model.
- Evaluate the use of high fidelity simulation to improve ATC training for local facilities.

*Strategy* Design, develop, and implement a Safety Management System (SMS) that complies with the International Civil Aviation Organization's (ICAO) requirements and applies a system safety approach to the FAA's delivery of air traffic services.

### INITIATIVES

- Implement Safety Risk Management (SRM) using a phased approach with initial implementation focusing on targeted NAS changes.
- Implement SRM processes FAA-wide to assess safety risk and to monitor effectiveness of safety risk-mitigation strategies.
- Expand the collection, consolidation, and analysis of safety data to enhance reporting and assessment.

### PERFORMANCE TARGETS

- By FY 2010, reduce Category A and B (most serious) operational errors to a rate of no more than 3.18 per million activities.
- By FY 2010, apply Safety Risk Management to at least 22 significant changes in the NAS.



# GREATER CAPACITY

*Goal* ♦ Work with local governments and airspace users to provide capacity in the United States airspace system that meets projected demand in an environmentally sound manner.

## OVERVIEW

Capacity is what keeps our system moving. It's both a priority and a necessity. With traffic bouncing back after 9/11 and continuing to increase, we are working diligently to keep air travel on schedule. Even so, we can't control the weather as it ripples through the system. And we can't control traffic demand—that's a function of the marketplace. But we can prepare for both. That's why we're working with the airlines, local governments, and all airspace users to develop solutions that meet current and future capacity needs. The entire process is meant to be absolutely "transparent to the passenger," and that's as it should be. The consumer wants more options, regardless of traffic and weather. The carriers want predictability and fair treatment when we impose tactical (daily) or strategic (rule-making) constraints. By sharing our performance, our plans, and partnering with operators in development of strategies and reviewing lessons, our intentions are known to everyone.

This year, we've worked with our industry and government partners to deliver two key technologies: Domestic Reduced Vertical Separation Minimum (DRVSM) and Advanced Technologies and Oceanic Procedures. DRVSM alone, by increasing en route capacity and the ability to avoid severe weather, is expected to result in fuel savings for the airlines that could reach \$5 billion through 2016. These two technologies helped operators participate in

reduced separation standards. This allows them to fly more aircraft in a given airspace and the most fuel-efficient routes—safely.

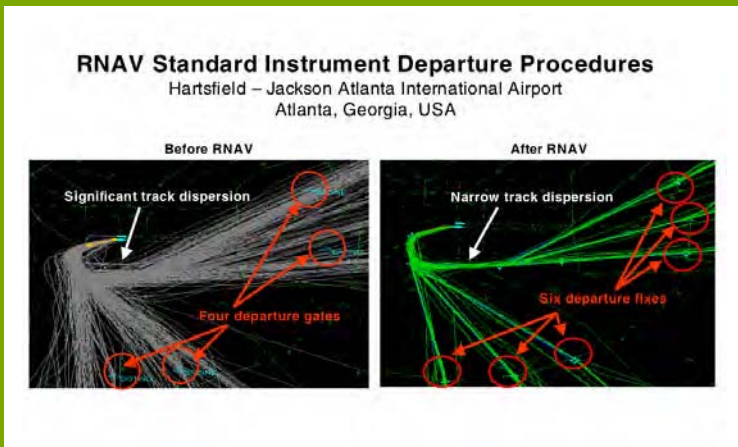
The FAA is working to increase the number of flights at America's top airports by 1 percent per year, primarily by opening new runways. This year, we'll be commissioning four new runways at some of our busiest airports, including Minneapolis-St. Paul, Cincinnati/Northern Kentucky, Lambert-St. Louis, and Hartsfield-Jackson Atlanta. No doubt, our airports will be able to increase arrival and departure rates. The challenge, however, will be to ensure that we keep pace with forecasted demand.

This edition of the Flight Plan no longer includes the Oceanic En Route Change Request performance measure. We found these oceanic operational metrics require better data, modeling, and analysis to forecast how increases in traffic volume affect oceanic metrics. Even though we granted more requests for altitude changes than in the past, the number of requests went up even faster. Consequently, the performance measure, defined as a percentage, was always lagging. Rather than have this measure serve as a major objective for the agency, we'll focus on full implementation of the Advanced Technologies and Oceanic Procedures software and develop sound, baselined metrics we can use to measure our performance in the future.

Our Capstone program continues to make navigation and safety advances in Alaska. Capstone uses

satellite technology to improve communication, capacity, and safety. As a result, we've added a new initiative for our Air Traffic Organization to decide whether to implement Automatic Dependent Surveillance-Broadcast—the heart of Capstone—nationwide. ADS-B transmits an aircraft's position to other equipped aircraft and controllers. It also provides the pilots with weather information and the position of other aircraft.

Planning for future capacity needs is what the Next Generation Air Transportation System—affectionately known as NGATS—is all about. We've brought together groups from across government and industry to design, develop, and deliver a completely new air transportation system. FAA led integrated product teams—Airports, Environmental, Safety, and Global Harmonization—have specified how they are supporting the Flight Plan with initiatives throughout the whole plan.



With RNAV procedures, aircraft now fly on precise, predefined routes, which save the airlines millions, shorten flight times, increase capacity, and help the environment.

## Top **CAPACITY** Accomplishments for 2005

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- ❖ After several years of careful preparation with industry, the Governments of Canada and Mexico, airports, and our workforce, we implemented Domestic Reduced Vertical Separation Minimum—DRVSM—on January 20, 2005. Reduced vertical separation means that more aircraft can fly in a given airspace, greatly increasing the total number of aircraft that can fly safely at any one time and providing more flexibility to avoid severe weather.
- ❖ On June 6, 2005, the New York Air Route Traffic Control Center achieved full operational capability of the Advanced Technologies and Oceanic Procedures system. This technology increases capacity and allows more planes to fly preferred routes over oceanic airspace.
- ❖ We published over 50 Area Navigation (RNAV) arrival and departure procedures at airports, exceeding our target and expanding the number of arrivals and departures that each airport can handle. These RNAV procedures offer the air carriers significant benefits in fuel savings due to reductions in miles flown from the more efficient procedures. For our implementations at Atlanta and Dallas/Fort Worth, the carriers predict annual savings of over \$30 million dollars at each location. We also made progress redesigning terminal airspace at Los Angeles International Airport to increase capacity.
- ❖ For controllers, we deployed state-of-the-art software—STARS—at 10 sites. STARS—the Standard Terminal Automation Replacement System—replaces older automation software and displays to improve the control of aircraft in terminal airspace.
- ❖ Two pieces of advanced software to enhance efficiency and capacity were deployed as well. The User Request Evaluation Tool, which enables controllers to assess new altitudes or changes in course instantly, is now up and running at 13 sites. The Traffic Management Advisor, which funnels high altitude aircraft into large airports, is in operation at 7 sites. Both technologies improve safety, increase capacity, and save the airlines money.

## Top **CAPACITY** Objectives for 2006

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### *Objective 1*

#### **Increase capacity to meet projected demand.**

*Strategy* Evaluate existing airport capacity levels and set investment and infrastructure priorities.

##### **INITIATIVES**

- Update the Future Airport Capacity Team (FACT) Report titled “Capacity Needs in the National Airspace System.”
- Establish priorities for infrastructure investments to maintain existing capacity in a cost-effective manner.
- Provide operational support for new runway construction.
- Support master plans for airfield improvements at the 35 Operational Evolution Plan (OEP) airports (for airports not located within the eight metropolitan areas identified in Objective 2).



**DON STREETER** makes it two in a row. The aviation safety inspector from headquarters is “very disappointed that the draft Flight Plan does not even mention the continued research, development, and implementation of ADS-B” especially with respect to its use for “air traffic separation services.” In response, we added a new initiative under Capacity.

- Ensure that all necessary activities are accomplished to meet new OEP runway capability commitments established in partnership with stakeholders.
- Support environmental processing of airfield improvements for projects selected under the President’s environmental streamlining executive order and support Vision 100 environmental streamlining at the 35 OEP airports (for airports not located within the eight metropolitan areas identified in Objective 2).

*Strategy* Improve airway access to increase capacity through operational and procedural changes.

##### **INITIATIVES**

- Redesign terminal airspace and change procedures.
- Implement the performance-based navigation roadmap by continuing development and implementation of Area Navigation (RNAV) routes, standard instrument departures (SIDs), and standard terminal arrivals (STARs).
- Using the cross-organizational Airport Obstructions Standards Committee (AOSC), develop recommended standards and action plans for runway procedures, such as end-around taxiways, and establish databases and data collection tools to improve airport flight operations, while maintaining an optimal balance among safety, capacity, and efficiency considerations.
- Enhance NAS performance for the 35 OEP airports through advanced engineering and program support.





*Strategy* Improve bad weather departure and landing capacity with new technologies and procedures.

#### INITIATIVES

- Capitalize on Spring/Summer Plan data, developed in partnership with the airlines and other segments of aviation, to improve traffic flow in bad weather.
- Implement Precision Runway Monitor.
- Increase airport capacity through the use of Traffic Management Advisor.
- Identify and implement procedures and technology to improve the dissemination of weather information to pilots and controllers.
- Develop an FAA weather index to better quantify and improve our on-time performance during good and bad weather.

*Strategy* Modify separation standards and procedures to allow more efficient use of congested airspace.

#### INITIATIVE

- Conduct research to improve safety and increase throughput using wake turbulence monitoring, operational procedures, and controller tools.

*Strategy* Meet the new and growing demands for air transportation services through 2025 through the interagency effort of the Joint Planning and Development Office.

#### INITIATIVES

- Develop a consolidated modernization plan focused on the transition to the Next Generation Air Transportation System (NGATS).
- Ensure that the environmental approach for capacity expansion is compatible with the road map developed by the Environmental Integrated Product Team (IPT) for NGATS.
- Develop Airports Integrated Product Team road map in support of NGATS.
- Ensure that all necessary activities are accomplished to make a final decision for NAS-Wide Implementation of Automatic Dependent Surveillance-Broadcast (ADS-B) by July 2006.

#### PERFORMANCE TARGETS

- Achieve an average daily airport capacity of 104,338 arrivals and departures per day by FY 2008 and maintain through FY 2010 at the 35 OEP airports.
- Commission as many as eight new runway projects, increasing the annual service volume of the 35 OEP airports by at least 1 percent annually, measured as a five-year moving average, through FY 2010.
- Sustain adjusted operational availability at 99.5 percent for the reportable facilities that support the 35 OEP airports through FY 2010.

## Objective 2

**Increase or improve aviation capacity in the eight major metropolitan areas and corridors that most affect total system delay. For FY 2006, those areas are: New York, Philadelphia, South Central Florida, Chicago, Washington/Baltimore, Atlanta, Los Angeles Basin, and San Francisco Bay Area.**

*Strategy* Identify airport improvements that are most likely to reduce the major causes of system delay.

### INITIATIVES

- Monitor and maintain scheduled progress for Environmental Impact Statements at Washington Dulles, new South Suburban, Ft. Lauderdale, and Philadelphia Airports (located within the eight metropolitan areas).
- Support master plans for airfield improvements at OEP airports (located within the eight metropolitan areas).
- Conduct regional studies in the New York, New England, and Los Angeles metropolitan areas.
- Direct Airport Improvement Program (AIP) funding to reduce capacity constraints of secondary and reliever airports located within those metropolitan areas.
- Work with the aviation community to establish the most feasible policies to enhance capacity and manage congestion.
- Update which metropolitan areas we project will have the greatest impact on the total system for delays over the period of the Flight Plan.



It's not necessary to duplicate the RNP Roadmap initiative under both Safety and Capacity, and recommended it be placed under Capacity. In

response to **MAROLYN HATCH**, a management/program analyst at Headquarters, the Capacity duplicate was deleted. Another Capacity initiative referring to RNP was rewritten to emphasize developing RNAV routes to increase capacity.

*Strategy* Redesign the airspace and traffic flows.

### INITIATIVES

- Redesign the airspace of the eight major metropolitan areas: New York, Philadelphia, South Central Florida, Chicago, Washington/Baltimore, Atlanta, Los Angeles Basin, and San Francisco.
- Expand use of time-based metering at air traffic control centers.

### PERFORMANCE TARGET

- Achieve an average daily airport capacity for the eight major metropolitan areas of 68,750 arrivals and departures per day by FY 2010.

## Objective 3

### Increase on-time performance of scheduled carriers.

*Strategy* Promote use of automated systems that provide more accurate and timely information for all system users.

#### INITIATIVE

- Improve on-time performance and operator and passenger access to information through the use of Traffic Flow Management (TFM), Traffic Management Advisor (TMA), and Collaborative Decision Making (CDM) capabilities.

*Strategy* Restructure airspace to ensure efficient traffic flow between oceanic and domestic airspace.

#### INITIATIVES

- Use new equipment and technology to reduce en-route congestion.
- Implement high-altitude airspace redesign to reduce congestion.
- Reduce oceanic separation in the Pacific.
- Develop ocean capacity metrics and targets for FY 2007 and the out years, through the use of a comprehensive Advanced Technologies and Oceanic Procedures (ATOP) data collection and analysis capability and oceanic simulation and modeling capability.

#### PERFORMANCE TARGET

- Through FY 2010, maintain an 87.4 percent on-time arrival for all flights arriving at the 35 OEP airports, no more than 15 minutes late due to NAS related delays.

## Objective 4

### Address environmental issues associated with capacity enhancements.

*Strategy* Develop better technologies and analytical tools to evaluate aircraft noise and emissions.

#### INITIATIVES

- Conduct research and develop, verify, and validate analytical tools to better understand the relationship between noise and emissions and different types of emissions, and to provide the cost benefit analysis capability necessary for data-driven decision making.
- Along with stakeholders, increase aircraft noise and emissions mitigation activities at the new environmental Center of Excellence.
- Work with several airports to implement Continuous Descent Approach (CDA) for night operations, and initiate research into CDA applicability to airports with greater traffic levels, general mixed fleet, and mixed operations.

#### PERFORMANCE TARGETS

- Reduce the number of people exposed to significant noise by 1 percent per year through FY 2010, as measured by a three-year moving average, from the three-year average for calendar years 2000-2002.
- Improve aviation fuel efficiency per revenue plane-mile by 1 percent per year through FY 2010, as measured by a three-year moving average, from the three-year average for calendar years 2000-2002.

# INTERNATIONAL LEADERSHIP



*Goal* ✦ Increase the safety and capacity of the global civil aerospace system in an environmentally sound manner.

## OVERVIEW

The United States sets the pace internationally for aviation, and our goal is to keep it that way. That's why we promote aviation safety across the globe. The FAA's air traffic management system handles almost half of the world's air traffic, certifies more than two-thirds of the world's large jet aircraft, and provides direct or indirect aviation assistance to over 100 countries. Every day, 130 domestic and 118 scheduled international air carriers serve the United States. We're the leader in developing and implementing new technologies to create a safer, more efficient global airspace system. We are also the largest contributor of technical and financial support to the International Civil Aviation Organization (ICAO), which represents 189 of the world's civil aviation authorities and sets the international aviation standards.

The FAA continues to advance safety internationally by broadening our strategic partnerships, providing targeted technical assistance, and promoting harmonized regulations and safety solutions. We work with aviation partners and ICAO to promote common safety standards and interoperable air traffic procedures and technologies such as RVSM, RNP, and Global Navigation Satellite Systems. We work with organizations such as the European Aviation Safety Agency (EASA) to facilitate the

exchange of aeronautical products, technologies, and services. We also plan on opening up new international offices in India, South America, and the Middle East in 2006.

In response to numerous suggestions from our employees this year, we've developed more outcome-based measures. For countries in Asia and the Americas that are experiencing substantial growth in operations, we've developed a measure to influence and help reduce the current air carrier fatal accident rate. Creating a safer and more efficient global airspace system demands this of us.

We've also increased our focus on bilateral aviation safety agreements to account for detailed safety and certification implementation work that must be accomplished to make them effective. In the past we only tracked the signing of the agreements themselves. By adding focus to implementation procedures as well, this will give a better picture of the steps necessary to fully accomplish our safety work and the increased exchanges in products and services that will be enabled by these agreements.

In this edition of the Flight Plan, we've also added an initiative recognizing the important role the agency will play over the next few years in helping to develop and implement an international strategy for the Next Generation Air Transportation System.

We also modified our initiative to implement Presidential International Civil Aviation Safety Programs for Africa, Asia, the Americas, and the Middle East. We removed the specific geographic regions to allow for commitment to broader Administration initiatives. The initiative now stresses supporting the Administration's efforts wherever they may be.

In sum, our reach extends to wherever planes fly. The FAA's ultimate objective is to ensure air travel is as safe and efficient abroad as it is at home. We're making significant progress toward making that happen.





## Top INTERNATIONAL LEADERSHIP Accomplishments for 2005

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- ✦ We established effective partnerships with three Asian regional groups, as well as Greece, Argentina, Colombia, countries in the Caribbean, Central America, and the East African community to ensure the highest level of safety in aviation operations, and worked to harmonize standards for fractional ownership with the European Civil Aviation Conference, Canada, and Mexico.
- ✦ The FAA and Australia's aviation authority implemented an aviation safety agreement that provides for an expanded exchange of aviation products between Australia and the United States.
- ✦ In Iraq, the FAA and Department of Defense restructured the upper airspace and opened it up to international traffic. Air traffic management facilities for both Baghdad and Basrah are currently being constructed with FAA leadership.
- ✦ In Afghanistan, we launched a Civil Aviation Advisory Team to get their war-torn air traffic system up and running.
- ✦ We established an Indian Aviation Cooperation Program, modeled after the very successful China government-industry partnership, focused on aviation safety initiatives for India.
- ✦ The FAA worked with the Department of State to fund technical support for the Caribbean and the East African community through the Regional Aviation Safety Oversight System. Most of these countries agreed to adopt regulations based on the Model Civil Aviation Regulations.
- ✦ In 2005, the FAA formally agreed with Canada and Mexico to work on the harmonized implementation of RNP and RNAV in the North America region.
- ✦ We continued to support the development of regional aviation safety organizations through work with seven civil aviation authorities in the Caribbean as well as with the East African community.
- ✦ We've also assisted Kenya in developing new aviation regulations to meet international safety standards and signed agreements with Argentina and Colombia to support efforts aimed at maintaining compliance with international safety standards.
- ✦ Finally, the FAA exceeded its goal of raising \$13.7 million in financial assistance from U.S. government organizations and multilateral banks for international aviation infrastructure projects during FY 2005. By June 2005, over \$19 million was committed for initiatives to increase safety oversight, and provide training and aviation safety capacity building.



## Top **INTERNATIONAL LEADERSHIP** Objectives for 2006

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### *Objective 1*

**Promote improved safety and regulatory oversight in cooperation with bilateral, regional, and multilateral aviation partners.**

*Strategy* Support the continued development of competent authorities worldwide.

#### **INITIATIVES**

- Provide technical assistance and training and strengthen mutually beneficial partnerships with key civil aviation organizations in Asia and the Americas.
- Implement civil aviation safety programs to support the Administration's initiatives.
- Support creation of government industry partnerships to facilitate the transfer of aeronautical products, services, and technologies to key developing regions.
- Provide technical assistance and training in creating at least four regional aviation authorities or organizations capable of meeting globally accepted safety and efficiency standards.

*Strategy* Work with key international partners to implement safety enhancements that will improve worldwide aviation safety while enabling the transfer of aeronautical products, technologies, and services.

#### **INITIATIVES**

- Establish an effective partnership with the European Union and EASA to ensure the highest level of cooperation for aviation safety and an efficient exchange of products, services, and technologies.
- Establish coordinated safety agendas throughout the world to improve aviation safety.
- Negotiate and conclude bilateral agreements for safety, certification, and approval systems that enable technology transfer with global aviation partners.

*Strategy* Support ICAO and other international organization initiatives.

#### **INITIATIVES**

- Provide U.S. technical participation and leadership in ICAO meetings to achieve U.S. objectives.
- Increase recruitment of qualified U.S. technical personnel to fill positions at ICAO.
- Reduce the number of filed differences with ICAO Standards and Recommended Practices (SARPs) and provide leadership in the development of new SARPs.
- Work at ICAO to foster international environmental standards, recommended practices, and guidance materials that are technically feasible, economically reasonable, provide a measurable benefit and take interdependencies between the various emissions and between emissions and noise into account.





*Strategy* Secure external funding for global safety initiatives.

#### INITIATIVE

- Increase external funding from the U.S. government, bilateral partners, multilateral banks, and industry to strengthen the global aviation infrastructure.

*Strategy* Work with global partners and industry to develop and implement technologies and processes that enhance safety.

#### INITIATIVE

- Seek global harmonization of fractional ownership regulatory policy.

#### PERFORMANCE TARGETS

- By FY 2010, continue to reduce the five-year rolling average commercial air carrier fatal accident rate in key regions or countries experiencing substantial growth in aviation operations by 10 percent from the 2000-2005 baseline.
- Conclude at least eight (new or expanded) bilateral safety agreements that will facilitate an increase in the ability to exchange aviation products and services by FY 2010.
- Secure a yearly increase of 20 percent in external funding for international aviation activities from the United States and international government organizations, multilateral banks, and industry.

## Objective 2

**Promote seamless operations around the globe in cooperation with bilateral, regional, and multilateral aviation partners.**

*Strategy* Advocate the global implementation of the Air Traffic Management Operational Concept and promote harmonization and interoperability of emerging technologies to support enhanced global safety, capacity, and system efficiency.

#### INITIATIVES

- Encourage adoption of enabling technologies and processes, such as the Global Navigation Satellite System (GNSS) and ADS-B, to improve safety of flight operations.
- Develop and implement capacity enhancing applications, such as RNP/RNAV, embracing current operational capabilities to the maximum extent possible.
- Improve interoperability of automation tools and operational procedures to increase user flexibility and efficiencies.
- Develop and implement international strategy in support of the NGATS Global Harmonization IPT and work with civil aviation and interagency partners to implement the strategy.
- Provide technical participation and leadership in the World Radio Communication Conference.

#### PERFORMANCE TARGET

- By FY 2010, expand the use of Global Positioning System-based technologies and procedures to five more countries.

# ORGANIZATIONAL EXCELLENCE



Photo by John Rodriguez



*Goal* ✦ Ensure the success of the FAA's mission through stronger leadership, a better trained workforce, enhanced cost-control measures, and improved decision-making based on reliable data.

## OVERVIEW

The agency is delivering on its promise to become a world-class organization. The pay rates for most employees, from the most senior executives all the way to new hires, are now tied to accomplishing our targets and initiatives in the Flight Plan and those in the organizational business plans that support it. We're operating more like a bottom-line business.

We also build our budgets to support the Flight Plan. No initiative appears in this Flight Plan unless we are prepared to pay for it. Once a project becomes part of the Flight Plan, the FAA includes each initiative's financial requirements in the budget. Accordingly, the business plans and activities for each organization are designed specifically to achieve the Flight Plan's goals. It might seem elementary, but by focusing on the fundamental things we do, such as air traffic control, inspection, certification, and engineering, we're able to ensure that all of our activities enable us to deliver a system that is both safe and efficient. At a time when budgets all across the government are stretched thin, every penny counts. There's no room—or money—for unnecessary activity.

Consequently, we've revised the Organizational Excellence goal to align more closely to the President's Management Agenda (PMA), which consists of programs to improve performance throughout the entire government. Each

of these elements contributes to the Organizational Excellence goal. For this reason, we have expanded our focus under this goal to include specific initiatives in support of the eight elements of the PMA:

- Strategic management of human capital;
- Competitive sourcing;
- Improved financial performance;
- Expanded electronic government;
- Budget and performance integration;
- Research and development investment criteria;
- Federal real property management; and
- Eliminating improper payments.

In addition to aligning our initiatives with government-wide requirements, these adjustments strengthen our commitment to develop strong leaders and improve financial management, performance, and customer satisfaction. We've improved



our corporate training programs for employees to ensure that our most valuable assets have the proper knowledge and skills to help achieve the agency's



Photo by John Rodriguez



mission. We've also made tough decisions to ensure that our work adds value, meets customer needs and expectations, and is performed as cost effectively as possible.

Today, we survey more customers than ever before. For years we have surveyed commercial pilots on their satisfaction with the FAA, and, more recently, we've asked airline operation representatives, airplane mechanics, airport customers, and customers seeking a commercial space transportation license. Our new cost accounting systems and labor distribution reporting are allowing us to look at the costs of what we do and improve the value of our services.

This plan takes into account the fiscal realities of the budget environment and our Trust Fund revenues. For the first time in agency history, we implemented an aggressive cost control program that requires organizations to examine priorities closely and then develop initiatives that achieve measurable cost reductions and savings. This year, we're focusing on realizing efficiency and productivity gains. Through prioritization, planning, and

measurement, we ensure that agency activities are aligned with the strategic direction set forth in the Flight Plan.

FAA employees responded to each of the last several agency-wide employee satisfaction surveys conducted by the agency with a strong message: They want information that's clear, timely, and on target. The agency subsequently conducted a top-to-bottom review of its communications

vehicles—everything from newsletters to websites to broadcast e-mail. We found too many voices, too much chatter. As a result, we created a separate organization dedicated solely to internal communications. We eliminated dozens of newsletters and reports. The agency's new newsletter—FocusFAA—is both electronic and interactive. We've also implemented new information hotlines with messages tailored to employees according to their line of business. Each of these is more flexible and cost-efficient.

The FAA completely overhauled its website and created a template for its organizations to follow as well. As a result, each FAA website has the same look and feel, and surfers are able to find information consistently and easily. Good things happened almost immediately. The U.S. Geological Survey and the Performance Institute named FAA's website as one of the top-10, best-managed sites in government.

FAA employees also told us that we needed to do more to prevent and resolve conflict in the workplace. We put together a team that studied best

practices in private industry and across the government. They developed the new Center for Early Dispute Resolution. The Center opened its doors on September 26, 2005 with the goal of expanding it across the agency.

In addition, to ensure a consistent and corporate labor management program, we will focus on providing effective and efficient processes to train managers and supervisors, and handle grievances, negotiations, and contract administration. We now have specific metrics to track our performance.

We continue to ensure the safety and security of our workforce and facilities. In securing the National Airspace System, the FAA supports Homeland Security programs relative to emergency preparedness, crisis management, and continuity of government planning.

In addition to these functions, we provide operational support to National Command Authority directed missions and oversight on aviation intelligence requirements. Now that there's a heightened focus on restricting airspace because of increased security, the FAA's work with the Transportation Security Administration and other agencies on the waiver program for the National Capital Region and other parts of the U.S. is even more critical. Close partnerships with other federal agencies in integration of security technologies and management of overflight programs all work to ensure continuous operation of the national airspace system.



The Aviation Trust Fund that pays for our operations bill is at an all-time low. For over a year, we've been asking for ideas. "Charge a flat rate fee on the airline ticket," says **JOE VANDENBOSCH**, with the RADAR/STARS unit at the Rochester, NY, tower. **CLIFF VACIRCA**, a civil engineer from New England, was even more pointed. "I question why

it is necessary to continue with a percentage based ticket tax structure when it is based on an industry climate that no longer exists," he says. He favors a flat fee as well. So where are we now? The agency's is in the process of developing proposals to remedy the situation. We've asked stakeholders for their ideas as well.



## Top ORGANIZATIONAL EXCELLENCE Accomplishments for 2005

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- ❖ For the second year in a row, we received the Association of Government Accountants' prestigious Certificate of Excellence in Accountability Reporting for our 2004 Performance and Accountability Report. The same annual financial report also won a Gold Award in the 2004 Vision Awards competition sponsored by the League of American Communications Professionals. We scored second in the government category and ranked 156 out of the 1,436 total private and public sector annual report entries from 17 countries.
- ❖ For the fourth consecutive year, we received an unqualified clean audit opinion on our financial statements. When you consider that the FAA implemented a new core financial management system and a new acquisition system in the same year and that we had no material weaknesses on our financial audit – this feat becomes a testament to the hard work and diligence of our financial management staff and staff from our lines of business and facilities throughout the nation.
- ❖ We undertook the largest outsourcing competition at a non-defense agency in the history of the United States government. As a result, the network of Automated Flight Service Stations are now operated by Lockheed Martin. The contract will improve service, reduce operating costs, eliminate outdated technology, and save the taxpayer \$2.2 billion. This change, though recognized as beneficial by the aviation community in their comments on this Flight Plan, was hard on our Flight Service employees. To help our employees through this change, we worked with Lockheed Martin to place as many FAA employees as possible, giving Flight Service employees priority consideration for other positions within the FAA, and offering employees career counseling and other services to help them adjust to this change.
- ❖ Working with the aviation community, we are eliminating redundant navigation aids, such as approaches for 216 Non Directional Beacons, saving \$5 million a year.
- ❖ We held an Aviation Trust Fund Forum, in which representatives from government, the aviation community, academia, finance, and the international community discussed issues with the current Airport and Airway Trust Fund structure and options for the future. The current Trust Fund authorization expires in 2007, and this was a first step to understanding funding stability beyond the current Trust Fund.
- ❖ The FAA developed an Equal Employment Opportunity plan under the Equal Employment Opportunity Commission's Management Directive 715 (MD-715). The plan establishes a monthly review to identify and correct EEO deficiencies, general barriers, and barriers to persons with disabilities within the FAA.



- ❖ We are achieving significant cost avoidance through effective management of the workers' compensation program. By centrally managing claims from Southern and Great Lakes Regions and Washington Headquarters, almost 70 individuals have been returned to duty, over 30 claims of questionable veracity have been denied, and several management-training sessions have been provided. As a result of these efforts, we have realized an estimated one year cost avoidance in excess of \$5.4 million, which exceeded our Flight Plan target of one year cost avoidance of \$4.3 million.
- ❖ Our aviation education program continues to flourish. Nationwide, this outreach staged 1,004 separate events. Some 2,693 FAA volunteers presented information on careers in aviation and aerospace to 111,977 students and 7,996 teachers. The program reached out to 74,430 adults at these events. We also co-sponsored 35 aviation career education summer camps across the country.
- ❖ Environmental compliance and stewardship have long been an integral part of life at the FAA. In 2005, the FAA continued to implement programs to deal with hazardous waste and other environmental issues at FAA facilities, the Technical Center in Atlantic City, and the Mike Monroney Center in Oklahoma City. The Administrator signed FAA Order 1050.1E, "Environmental Impacts: Policies and Procedures." The new order provides guidance for compliance with the National Environmental Policy Act and implements regulations issued by the Council on Environmental Quality (CEQ). We maintain a very close relationship with CEQ and work together to ensure that we facilitate increased capacity and continue to be a good environmental steward.
- ❖ In our pursuit to become more efficient and run the agency more like a business, we began the consolidation of our accounting operations from nine offices to one office in Oklahoma. Our accounting offices in the Southwest Region and the Alaskan Region were successfully consolidated on schedule. In addition, we consolidated some Headquarters accounting functions earlier than planned. We will resume the consolidation effort in November 2005, after our financial statement audit is completed, and we expect to meet the scheduled completion by the end of August 2006. We anticipate savings of approximately \$4 million per year by FY 2009.
- ❖ The FAA also tightened its oversight of service contracts. These contracts represent a significant investment on the part of the taxpayer, and the agency is providing additional oversight accordingly.
- ❖ The FAA also completed 21 airport traffic control tower fire life safety upgrades and conducted safety hazard analyses at numerous sites.



# Top ORGANIZATIONAL EXCELLENCE

## Objectives for 2006

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### Objective 1

**Make the organization more effective with stronger leadership, increased commitment of individual workers to fulfill organization-wide goals, and a better prepared, better trained, safer, diverse workforce.**

*Strategy* Use workforce planning to identify and fulfill current and future human capital needs to meet FAA's mission.

#### INITIATIVES

- Sustain and improve agency human capital planning and measurement processes.
- Implement the hiring, training, staffing analysis, and management recommendations of the Air Traffic Controller Workforce Plan to support FAA's safety mission and meet external stakeholder requirements. Update and report annually on agency progress.
- Develop a technical workforce staffing and training plan.

*Strategy* Build stronger leadership to achieve strategic goals, manage people and resources effectively, and drive continuous improvement.

#### INITIATIVES

- Implement corporate policies to improve managerial selection and strengthen probationary requirements for managers.
- Establish corporate managerial training programs that ensure effective use of resources and align-

ment with agency goals.

- Pilot a corporate, senior leadership development process to build executive-level competencies.

*Strategy* Implement corporate systems, policies, programs, and tools to build a results-oriented, high performance workforce.

#### INITIATIVES

- Undertake a timely and effective corporate approach to conflict management.
- Monitor and evaluate Employee Attitude Survey (EAS) Action Plan results.

*Strategy* Make strategic people investments and provide a professional, safe and secure work environment to attract, acquire, and retain a highly skilled workforce.

#### INITIATIVES

- In external recruitment efforts, implement corporate strategies that result in attracting high quality candidates to the FAA for employment.
- Expand the HR Selections Within Faster Time (SWIFT) automated suite to all mission-critical positions and those positions that cross organizational lines, i.e., finance, budget, human resources, and information technology.
- Improve the process for hiring air traffic controllers to ensure the agency has the capacity to achieve anticipated strategic staffing requirements.
- Establish corporate employee training programs to build leadership competence within the FAA workforce, support professional development, and promote continuous learning.





- Reduce workplace injuries to enhance FAA worker safety.
- Provide our employees with a safe environment through the identification of security measures designed to provide protection for our employees, our facilities, and our critical infrastructure.

*Strategy* Improve labor management relations while delivering quality service.

**INITIATIVES**

- Develop and implement service level agreements to meet the requirements of line of business and staff offices.
- Develop and provide labor relations training for agency supervisors and managers.
- Implement the Grievance Electronic Tracking System (GETS) and establish a grievance processing baseline measure.

**PERFORMANCE TARGETS**

- Increase Employee Attitude Survey scores in the areas of management effectiveness and accountability by at least 5 percent by FY 2010.
- By FY 2010, reduce the time it takes to fill mission-critical positions by 25 percent over the FY 2003 baseline.
- Reduce the total workplace injury and illness case rate to no more than 2.85 per 100 employees by the end of FY 2006, representing a cumulative 3 percent annual reduction from the FY 2003 baseline (3.12) set in the Safety, Health and Return to Employment (SHARE) Presidential Initiative.
- Reduce grievance processing time by 25 percent by FY 2010.
- Maintain air traffic controller annual hiring within 5 percent of the Air Traffic Controller Workforce Hiring Plan.



The FAA needs to plant the seeds for aviation and aerospace careers today. The future depends on it. **SHELIA BAUER** (national program manager; New England), **JOAN BROWN** (Eastern), **MARY LOU DORDAN** (Tech Center), **GREG GRAVITT** (Central), **BARBARA KELLER** (Western-Pacific), **CONNIE COLEMAN LACADIE** (Northwest Mountain), **LISA LESTER** (Great Lakes), **SANDY MONGE** (Western Pacific), **DEBRA MYERS** (Southwest), **OPAL NEELY** (Southern), and **JULIE SELTSAM** (New England) put it this way: FAA's aviation education program needs to be second to none. We agree. Aviation education has been placed in the components of each business plan throughout the agency.



Their message is clear and direct: We need to do more about the environment. **JULIE YEAGER**, a safety engineer from headquarters, suggests that we add an objective

for the National Environmental Policy Act and an "Environmental Management System." **HOWARD KIMPTON**, manager of ops planning at the Tech Center, says the environmental management system will help us go "beyond compliance." And **PAUL DIBENEDETTO**, an environmental protection specialist from headquarters, told us that using an environmental management system will help the agency "to better plan for and mitigate environmental risks." They're right on all counts. We added an accomplishment on environmental compliance and stewardship that stresses our continued commitment to being a good environmental steward. The Administrator signed an order establishing the FAA's Environmental Management System.

## Objective 2

**Improve financial management while delivering quality customer service.**

*Strategy* Develop and implement an agency-wide cost control and cost reduction program.

### INITIATIVES

- Maintain and improve the agency acquisition, accounting, cost accounting, and payroll and personnel systems, especially the attendant business processes, with the goal of providing timely and reliable financial information to FAA organizations.
- In 2006, each organization will develop and implement productivity and/or financial metrics to measure its efficiency.
- Implement line of business specific cost efficiency and/or productivity improvement initiatives, as well as agency-wide initiatives.
- Improve the overall management of cost-reimbursable contracts through the Defense Contract Audit Agency (DCAA) audit process.
- In partnership with the aerospace community, reform the way FAA is financed to provide stable, adequate funding more closely tied to FAA costs, services, and performance, in partnership with the aerospace community.

*Strategy* Improve financial performance.

### INITIATIVES

- In compliance with the Office of Management and Budget (OMB) Guidance, document and test internal controls to help program and financial managers achieve results.
- Reduce improper payments.



- Improve how we manage FAA's real property assets.
- Continue integrating performance information into budgetary decision-making and presentation.
- Ensure that agency assets are capitalized timely and accurately.

#### PERFORMANCE TARGETS

- Close out 85 percent of eligible cost reimbursable contracts during each fiscal year.
- Each FAA organization will contribute at least one measurable and significant cost reduction and/or productivity improvement activity each year, including but not limited to, cost efficiencies in the areas of:
  - Strategic sourcing for selected products and services;
  - Complete consolidation of facilities and services such as accounting offices, real property management, helpdesks, and Web services; and
  - Elimination or reduction of FAA use of obsolete technology by either removing from service or transferring from federal operation 100 Nav aids.
- Obtain an unqualified opinion on the agency's financial statements (Clean Audit with no material weaknesses) each fiscal year.



Safety is our top priority, and we need to have a similar focus on *employee safety* as well. **MICHAEL THOMAS**, a safety and occupational health manager in headquarters, **BRANDY ELLARD**, a grad student interning at headquarters, **JENNY ROSS**, an engineer in the Great Lakes regional headquarters, and **HENRIK VEJLSTRUP**, an aviation safety inspector (operations) from the Eastern Region, all pointed to the fact that we've got to do a better job. "Safety evaluations are like the annual checkup you get from your physician that shows you a problem and removes it in the early stages," Thomas says. Well stated. As a result of their thoughts, we set a new performance target to reduce employee injuries and illnesses. We also modified the Employee Safety initiative we had added to the draft Flight Plan to further emphasize reducing workplace injuries.



## Objective 3

### Make decisions based on reliable data to improve our overall performance and customer satisfaction.

*Strategy* Better prepare managers to use cost and performance data in making decisions.

#### INITIATIVES

- Provide training to all current executives and managers on using FAA cost data, as derived from FAA's acquisition, accounting, cost accounting, and payroll and personnel systems, to make management decisions.
- Use automated software to track and report progress on Flight Plan initiatives and to establish the appropriate linkages and accountability for supporting initiatives in each line of business and staff office.

*Strategy* Eliminate FAA Air Traffic Control Modernization from the Government Accountability Office's high risk list by FY 2008.

#### INITIATIVES

- Develop, document, and use investment criteria to manage major capital programs.
- Implement and improve program management processes to remain within acquisition cost and schedule baselines.

*Strategy* Find faster, more efficient ways to collect and measure customer feedback and satisfaction.

#### INITIATIVES

- Communicate the goals of the Flight Plan to the FAA employees and the aerospace community and gain feedback that helps the FAA meet their needs. Give employees and stakeholders a clear line of sight from their jobs to the goals of the Flight Plan.
- Review customer requirements annually and measure customer satisfaction more broadly for FAA services.

*Strategy* Improve the security of our data.

#### INITIATIVE

- Improve how we protect FAA's information infrastructure using the agency's cyber-defense android concept, which is an advanced defense strategy.

#### PERFORMANCE TARGETS

- By FY 2008, 90 percent of major system acquisition investments are within 10 percent of annual budget and maintain through FY 2010.
- By FY 2008, 90 percent of major system acquisition investments are on schedule and maintain through FY 2010.
- Increase agency scores on the American Customer Satisfaction Index.
- Achieve zero cyber security events that disable or significantly degrade FAA services.

# ACRONYM DEFINITION

**ADS-B** Automatic Dependent Surveillance Broadcast

**AIP** Airport Improvement Program

**AMASS** Airport Movement Area Safety System

**ASAP** Aviation Safety Action Program

**ASDE-X** Airport Surface Detection Equipment-Model X

**ATOP** Advanced Technologies and Oceanic Procedures

**CAEP** ICAO Committee on Environmental Protection

**CAST** Commercial Aviation Safety Team

**CDM** Collaborative Decision Making

**COSP** Continued Operational Safety Program

**DRVSM** Domestic Reduced Vertical Separation Minimum

**EAS** Employee Attitude Survey

**EASA** European Aviation Safety Agency

**EDRC** Early Dispute Resolution Center

**FOQA** Flight Operational Quality Assurance

**FY** Fiscal Year

**GNSS** Global Navigation Satellite System

**ICAO** International Civil Aviation Organization

**JPDO** Joint Planning and Development Office

**NAS** National Airspace System

**NGATS** Next Generation Air Transportation System

**OEP** Operational Evolution Plan

**PMA** President's Management Agenda

**PRM** Precision Runway Monitor

**RNAV** Area Navigation

**RNP** Required Navigation Performance

**RPAT** RNP Parallel Approach Transition

**SRM** Safety Risk Management

**SMS** Safety Management System

**SWIFT** Selections Within Faster Times

**TFM** Traffic Flow Management

**TMA** Traffic Management Advisor

**UAV** Unmanned Aerial Vehicle

**VASIP** Voluntary Aviation Safety Information Program

**WAAS** Wide Area Augmentation System



Making a Difference,  
One Flight at a Time

## *Acknowledgments*

*This Flight Plan is the result of the hard work and sustained commitment of everyone involved in the planning process. We would like to acknowledge and convey our sincere thanks to all of our employees, Members of Congress and their staff, our industry partners, and stakeholders.*



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