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Information On Growth And Resources Of The Federal Aviation Administration

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Department of Transportation

*BY THE COMPTROLLER GENERAL
OF THE UNITED STATES*

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FEB. 12, 1974



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-179321

Mr. Montgomery Winkler
Administrator of the 13th
Congressional District of California
Room 1414
Longworth House Office Building

Dear Mr. Winkler:

Pursuant to the request of Congressman Charles M. Teague dated July 27, 1973, we obtained information regarding the Federal Aviation Administration's (FAA's) appropriations, expenditures, personnel, and legislative authority, and certain aspects of aviation activities.

Much of the information in this report was compiled from reports published by FAA, the National Transportation Safety Board, and other sources. Some information was prepared by FAA at our request and was selectively checked by us for general accuracy and completeness. However, in light of cut-backs resulting from the energy crisis, the levels of activities and resources projected in this report may not materialize.

As instructed by your office, we have not obtained formal comments from the Department of Transportation on the contents of this report.

We do not plan to distribute this report further unless you agree or publicly announce its contents.

Sincerely yours,

A handwritten signature in cursive script that reads "James P. Stacks".

Comptroller General
of the United States

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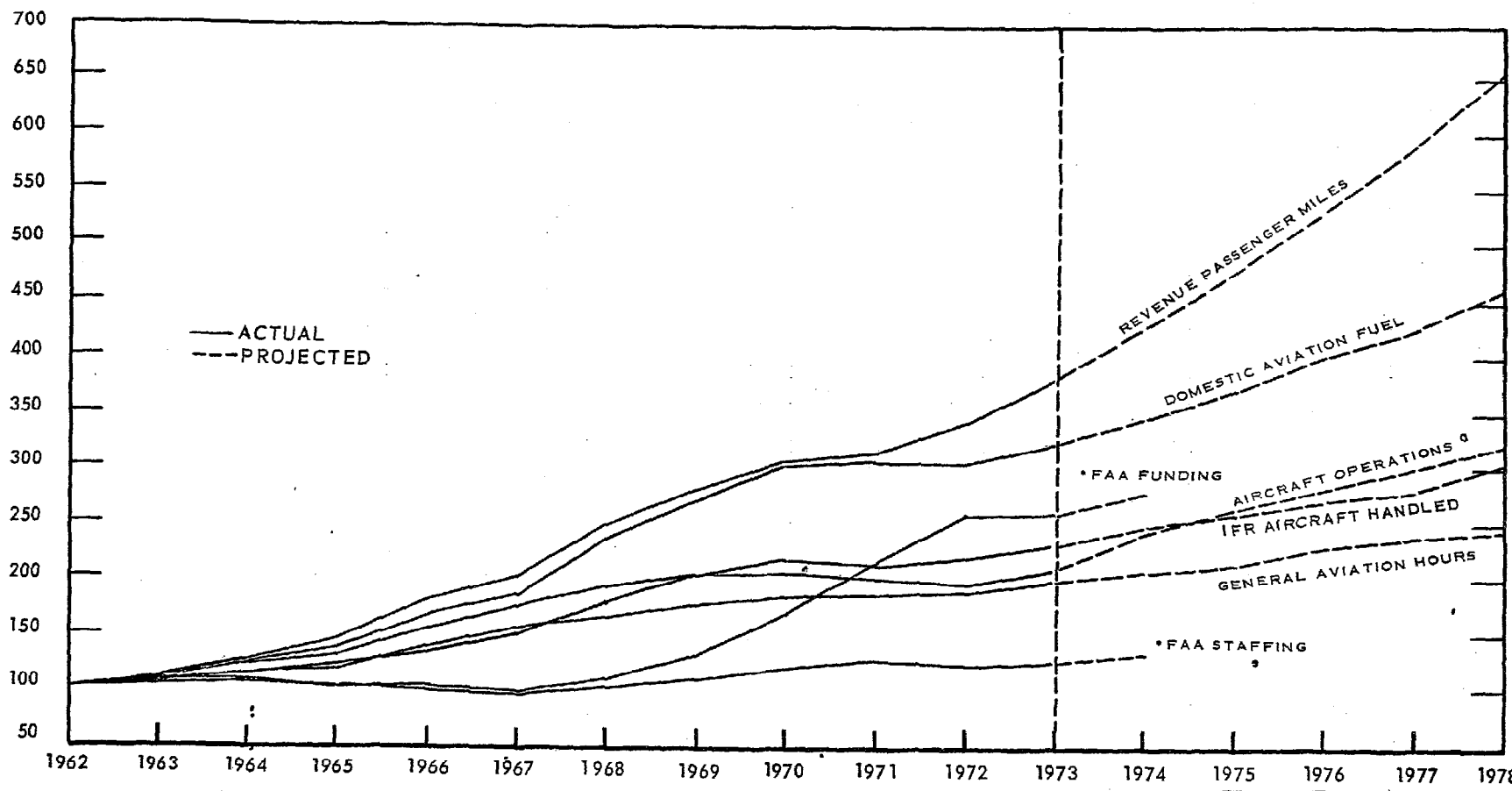
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ABBREVIATIONS

CAA	Civil Aeronautics Administration
CAB	Civil Aeronautics Board
FAA	Federal Aviation Administration
IFR	instrument flight rules

APPENDIXES

FEDERAL AVIATION ADMINISTRATION INDEX OF COMPARATIVE RATES OF GROWTH BY
 SELECTED FAA AND AVIATION ACTIVITY MEASURES FISCAL YEARS 1962 THROUGH 1978
 (FISCAL YEAR 1962 = 100)



Note: FAA funding and staffing excludes Aviation War Risk Revolving Fund and Civil Supersonic Aircraft Development and Termination

^a An aircraft operation is a landing or a take-off at an airport with FAA traffic control services.

PROJECTIONS BASED ON FAA ESTIMATES

**FEDERAL AVIATION ADMINISTRATION INDEX OF COMPARATIVE RATES OF GROWTH
BY SELECTED FAA AND AVIATION ACTIVITY MEASURES FISCAL YEARS 1962 THROUGH 1978
(FISCAL YEAR 1962 = 100)**

FISCAL YEAR	FAA ^a FUNDING	FAA ^a STAFFING	AIRCRAFT OPERATIONS ^b	IFR AIRCRAFT HANDLED	REVENUE PASSENGER MILES	GENERAL AVIATION HOURS	DOMESTIC AVIATION FUEL
1962	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1963	102.4	104.9	106.6	101.0	108.0	105.7	110.3
1964	104.9	105.3	120.1	109.0	127.5	110.0	120.7
1965	101.3	101.7	129.9	120.8	147.3	115.7	137.9
1966	101.3	99.1	150.4	133.7	179.8	135.0	165.5
1967	99.0	97.0	173.7	149.5	203.1	154.3	186.2
1968	107.7	102.1	193.4	179.2	250.8	165.0	234.5
1969	129.8	108.0	204.0	204.0	281.9	176.4	269.0
1970	167.4	118.3	205.1	213.9	303.5	183.6	296.6
1971	213.4	128.4	197.8	210.9	311.5	184.3	303.4
1972	256.7	120.8	195.6	217.8	339.3	188.6	300.0
1973 ^c	257.8	125.0	207.3	230.7	381.4	197.9	320.7
1974 ^c	277.7	133.4	240.1	247.5	427.1	205.7	344.8
1975 ^c			261.3	259.4	476.5	215.0	369.0
1976 ^c			280.3	271.3	530.6	224.3	400.0
1977 ^c			300.0	286.1	590.6	235.0	424.1
1978 ^c			317.2	302.0	655.3	246.4	458.6

^a Excludes Aviation War Risk Revolving Fund and Civil Supersonic Aircraft Development and Termination.

^b An aircraft operation is a landing or a take-off at an airport with FAA traffic control services.

^c Projections based on FAA estimates

**FEDERAL AVIATION ADMINISTRATION COMPARATIVE RATES OF GROWTH
BY SELECTED FAA AND AVIATION ACTIVITY MEASURES
FISCAL YEARS 1962 THROUGH 1978**

FISCAL YEAR	FAA ^a FUNDING (MILLIONS)	FAA ^a STAFFING (AUTH. POS.)	TOTAL AIRCRAFT OPERATIONS (MILLIONS) ^b	IFR AIRCRAFT HANDLED (MILLIONS)	REVENUE PASSENGER MILES (BILLIONS)	GENERAL AVIATION HOURS (MILLIONS)	DOMESTIC AVIATION FUEL (BIL. OF GAL.)
1962	\$ 718	43,800	27.4	10.1	42.5	14.0	2.9
1963	735	45,935	29.2	10.2	45.9	14.8	3.2
1964	753	46,142	32.9	11.1	54.2	15.4	3.5
1965	727	44,547	35.6	12.2	62.6	16.2	4.0
1966	727	43,400	41.2	13.5	76.4	18.9	4.8
1967	711	42,500	47.6	15.1	86.3	21.6	5.4
1968	773	44,703	53.0	18.1	106.6	23.1	6.8
1969	932	47,314	55.9	20.6	119.8	24.7	7.8
1970	1,202	51,795	56.2	21.6	129.0	25.7	8.6
1971	1,532	56,249	54.2	21.3	132.4	25.8	8.8
1972	1,843	52,925	53.6	22.0	144.2	26.4	8.7
1973 ^c	1,851	54,738	56.8	23.3	162.1	27.7	9.3
1974 ^c	1,994	58,429	65.8	25.0	181.5	28.8	10.0
1975 ^c			71.6	26.2	202.5	30.1	10.7
1976 ^c			76.8	27.4	225.5	31.4	11.6
1977 ^c			82.2	28.9	251.0	32.9	12.3
1978 ^c			86.9	30.5	278.5	34.5	13.3

^a Excludes Aviation War Risk Revolving Fund and Civil Supersonic Aircraft Development and Termination.

^b An airport operation is a landing or a take-off at an airport with FAA traffic control services.

^c Projections based on FAA estimates

FAA RATIO OF FIELD PERSONNEL TO
HEADQUARTERS PERSONNEL
(1963-72)

<u>Date</u>	<u>Number of employees</u>		<u>Ratio of field to headquarters personnel</u>
	<u>Headquarters (note a)</u>	<u>Field (note a)</u>	
(Dec. 31)			
1963	4,159	41,459	9.9 to 1
1964	4,191	40,730	9.7 to 1
1965	4,134	39,780	9.6 to 1
1966	3,862	38,982	10.0 to 1
1967	3,859	40,762	10.5 to 1
1968	3,775	42,497	11.2 to 1
1969	3,778	44,553	11.7 to 1
1970	3,917	49,208	12.5 to 1
1971	3,862	50,396	13.0 to 1
1972	3,598	48,930	13.5 to 1

^aIncludes full-time, part-time, and temporary civilian employees and military personnel assigned on a reimbursable basis.

APPENDIX X

FAA 10-YEAR COMPARISON OF CONGRESSIONALLY AUTHORIZED POSITIONS, EMPLOYMENT CEILINGS, AND ACTUAL EMPLOYMENT

Fiscal year	Total number of full-time permanent positions authorized by the Congress			Administrative ceiling on yearend civilian full-time permanent employment			Actual yearend full-time permanent civilian employment		
	Direct	Reimbursable	Total	Direct	Reimbursable	Total	Direct	Reimbursable	Total
1964	46,099	467	46,566	None	None	None	44,052	366	44,418
1965	44,616	443	45,059	None	None	None	43,383	378	43,761
1966	43,493	582	44,075	None	None	None	41,428	445	41,873
1967	43,299	809	44,108	None	None	42,354	41,919	684	42,603
1968	44,923	901	45,824	None	None	44,398	43,860	742	44,602
1969	47,621	802	48,423	46,331	781	47,112	46,417	711	47,128
1970	52,648	822	53,470	49,625	781	50,406	49,605	787	50,392
1971	57,283	831	58,114	53,613	831	54,444	52,701	872	53,573
1972	58,394	879	59,273	55,189	879	56,068	50,825	695	51,520
1972 ^a	52,992	791	53,783	50,841	791	51,632	50,825	695	51,520
1973	54,649	791	55,440	51,890	791	52,681	51,785	696	52,481

^aNumbers of positions as adjusted by the Office of Management and Budget under a congressionally authorized general reduction in the number of Government employees for all executive agencies.

FAA RATIO OF ACTIVE REGISTERED

CIVIL AIRCRAFT TO TOTAL

FAA EMPLOYEES

(1963-72)

<u>Date</u>	<u>Total FAA employees</u>	<u>Active registered civil aircraft (note a)</u>	<u>Ratio of active registered civil aircraft to total FAA employees</u>
(Dec. 31)			
1963	45,618	87,267	1.9 to 1
1964	44,921	90,935	2.0 to 1
1965	43,914	97,741	2.2 to 1
1966	42,844	107,085	2.4 to 1
1967	44,621	116,781	2.6 to 1
1968	46,272	127,164	2.7 to 1
1969	48,331	133,814	2.7 to 1
1970	53,125	134,539	2.5 to 1
1971	54,258	133,869	2.4 to 1
1972	52,528	-	-

^aBefore 1970 active registered civil aircraft consisted of those that had passed an annual inspection. 1970 was the first year that this category consisted of aircraft that had flight hours reported to FAA for the year.

APPENDIX V

FAA RATIO OF TOTAL REGISTERED

CIVIL AIRCRAFT TO TOTAL

FAA EMPLOYEES

(1963-72)

<u>Date</u>	<u>Total FAA employees</u>	<u>Total registered civil aircraft</u>	<u>Ratio of total registered civil aircraft to total FAA employees</u>
(Dec. 31)			
1963	45,618	129,975	2.8 to 1
1964	44,921	137,189	3.0 to 1
1965	43,914	142,078	3.2 to 1
1966	42,844	155,132	3.6 to 1
1967	44,621	166,598	3.7 to 1
1968	46,272	179,285	3.8 to 1
1969	48,331	190,749	3.9 to 1
1970	53,125	^a 154,450	2.9 to 1
1971	54,258	166,785	3.0 to 1
1972	52,528	-	-

^aThe large decrease in registered aircraft in 1970 is due to FAA's deletion from the registry of aircraft which had not passed an inspection for several years.

FAA RATIO OF AIRCRAFT HOURS

FLOWN TO AVERAGE NUMBER

OF FAA EMPLOYEES

(1963-72)

<u>Calendar year</u>	<u>Average number of FAA employees (note a)</u>	<u>Total aircraft hours flown</u>	<u>Ratio of aircraft hours flown to average number of FAA employees</u>
1963	45,804	19,232,399	419 to 1
1964	45,337	20,050,764	442 to 1
1965	44,728	21,423,882	478 to 1
1966	43,438	26,127,984	601 to 1
1967	43,931	28,021,842	637 to 1
1968	45,906	30,457,260	663 to 1
1969	47,903	32,091,199	669 to 1
1970	50,977	32,500,351	637 to 1
1971	53,977	31,894,335	590 to 1
1972	53,372	^b 33,671,800	630 to 1

^aBased on number of employees on board January 1, June 30, and December 31 each year.

^bThis is an estimated figure.

APPENDIX VII

FAA RATIO OF AIRCRAFT MILES
 FLOWN TO AVERAGE NUMBER
 OF FAA EMPLOYEES

Calendar year	Average number of FAA employees (note a)	Total aircraft miles flown (000 omitted)	Ratio of aircraft miles flown to average number of FAA employees
1963	45,804	3,279,886	71,606 to 1
1964	45,337	3,517,685	77,589 to 1
1965	44,728	4,098,775	91,637 to 1
1966	43,438	5,104,596	117,514 to 1
1967	43,931	5,619,703	127,921 to 1
1968	45,906	6,199,712	135,052 to 1
1969	47,903	6,663,057	139,094 to 1
1970	50,977	5,891,679	115,575 to 1
1971	53,977	5,803,134	107,511 to 1
1972	53,372	^b 6,064,100	113,619 to 1

^aBased on number of employees on board January 1, June 30, and December 31 each year.

^bThis is an estimated figure.

FAA SAFETY RECORDS OF AIR CARRIER
AND GENERAL AVIATION AIRCRAFT
(1963-72)

Calendar year	Accidents		Accident rate per 100,000 hours flown		Accident rate per million miles flown	
	Air carrier	General aviation	Air carrier	General aviation	Air carrier	General aviation
1963	77	4,690	1.866	31.0	0.063	2.29
1964	79	5,069	1.809	32.2	0.058	2.32
1965	83	5,196	1.769	31.1	0.054	2.03
1966	75	5,712	1.469	27.2	0.042	1.71
1967	70	6,115	1.193	27.6	0.032	1.78
1968	71	^a 4,968	1.109	20.6	0.028	1.34
1969	63	^a 4,767	0.935	18.8	0.023	1.21
1970	55	^a 4,707	0.850	18.1	0.020	1.47
1971 ^b	48	^a 4,641	0.752	18.2	0.018	1.48
1972 ^b	50	^a 4,230	0.785	15.5	0.019	1.24

^a Accidents included in this figure are those involving fatal or serious injuries or substantial damage to aircraft. From 1963 through 1967 substantial damage for light aircraft was defined as \$300 or more of damage. Beginning January 1968 substantial damage has been defined as damage which adversely affects the airworthiness of the aircraft--the same definition that has been applied to air carrier aircraft.

^b Information for this year is preliminary data.

FAA RELATIONSHIP OF RATIOS INVOLVING VARIOUS
CIVIL AVIATION ACTIVITY INDICATORS

AND FAA EMPLOYEES

(1963-72)

Calendar year	Ratio of field to headquarters <u>personnel</u>	Ratio of active pilot certifi- cates to total <u>FAA employees</u>	Ratio of active registered civil aircraft to total FAA em- <u>ployees</u>	Ratio of total registered civil aircraft to total FAA em- <u>ployees</u>
1963	9.9 to 1	8.3 to 1	1.9 to 1	2.8 to 1
1964	9.7 to 1	9.5 to 1	2.0 to 1	3.0 to 1
1965	9.6 to 1	10.9 to 1	2.2 to 1	3.2 to 1
1966	10.0 to 1	12.8 to 1	2.4 to 1	3.6 to 1
1967	10.5 to 1	13.8 to 1	2.6 to 1	3.7 to 1
1968	11.2 to 1	14.9 to 1	2.7 to 1	3.8 to 1
1969	11.7 to 1	14.8 to 1	2.7 to 1	3.9 to 1
1970	12.5 to 1	13.7 to 1	2.5 to 1	2.9 to 1
1971	13.0 to 1	13.6 to 1	2.4 to 1	3.0 to 1
1972	13.5 to 1	14.2 to 1	-	-

APPENDIX IX

<u>Ratio of aircraft hours flown to average number of FAA employees</u>	<u>Ratio of aircraft miles flown to average number of FAA employees</u>	<u>Total accidents</u>		<u>Accident rate per 100,000 aircraft hours flown</u>	
		<u>Air carrier</u>	<u>General aviation</u>	<u>Air carrier</u>	<u>General aviation</u>
419 to 1	71,606 to 1	77	4,690	1.866	31.0
442 to 1	77,589 to 1	79	5,069	1.809	32.2
478 to 1	91,637 to 1	83	5,196	1.769	31.1
601 to 1	117,514 to 1	75	5,712	1.469	27.2
637 to 1	127,921 to 1	70	6,115	1.193	27.6
663 to 1	135,052 to 1	71	4,968	1.109	20.6
669 to 1	139,094 to 1	63	4,767	0.935	18.8
637 to 1	115,575 to 1	55	4,707	0.850	18.1
590 to 1	107,511 to 1	48	4,641	0.752	18.2
630 to 1	113,619 to 1	50	4,230	0.785	15.5

APPENDIX X

FAA 10-YEAR COMPARISON OF CONGRESSIONALLY AUTHORIZED POSITIONS, EMPLOYMENT CEILINGS, AND ACTUAL EMPLOYMENT

Fiscal year	Total number of full-time permanent positions authorized by the Congress			Administrative ceiling on yearend civilian full-time permanent employment			Actual yearend full-time permanent civilian employment		
	Direct	Reimbursable	Total	Direct	Reimbursable	Total	Direct	Reimbursable	Total
1964	46,099	467	46,566	None	None	None	44,052	366	44,418
1965	44,616	443	45,059	None	None	None	43,383	378	43,761
1966	43,493	582	44,075	None	None	None	41,428	445	41,873
1967	43,299	809	44,108	None	None	42,354	41,919	684	42,603
1968	44,923	901	45,824	None	None	44,398	43,860	742	44,602
1969	47,621	802	48,423	46,331	781	47,112	46,417	711	47,128
1970	52,648	822	53,470	49,625	781	50,406	49,605	787	50,392
1971	57,283	831	58,114	53,613	831	54,444	52,701	872	53,573
1972	58,394	879	59,273	55,189	879	56,068	50,825	695	51,520
1972 ^a	52,992	791	53,783	50,841	791	51,632	50,825	695	51,520
1973	54,649	791	55,440	51,890	791	52,681	51,785	696	52,481

^aNumbers of positions as adjusted by the Office of Management and Budget under a congressionally authorized general reduction in the number of Government employees for all executive agencies.

FAA AVERAGE GRADE LEVEL FOR
FILLED PERMANENT POSITIONS
(1963-73)

<u>Date</u> <u>(June 30)</u>	<u>Average</u> <u>grade</u>
1963	9.54
1964	9.84
1965	9.97
1966	9.99
1967	9.95
1968	10.01
1969	10.34
1970	10.33
1971	10.56
1972	10.77
1973	10.61

FAA APPROPRIATION DATA

<u>Fiscal year</u>	<u>President's budget request</u>	<u>House appropriation (note a)</u>	<u>Senate appropriation (note a)</u>	<u>Final congressional appropriation</u>
(000 omitted)				
1963	\$ 715,800	\$ 607,625	\$ 654,025	\$ 691,925
1964	730,500	750,610	770,483	758,341
1965	670,031	625,069	668,819	649,374
1966	654,250	638,084	649,180	643,794
1967	907,986	901,831	906,331	903,831
1968	874,960	811,361	861,835	837,435
1969	994,098	707,679	888,429	797,554
1970	1,057,458	1,139,358	1,123,700	1,128,550
1971 ^b	1,500,950	-	-	1,140,885
1972	1,527,449	1,587,841	1,647,641	1,637,641
1973	1,532,793	1,620,877	1,674,779	1,671,753
1974	1,566,200	1,727,400	1,754,450	1,742,495

^aThe appropriations passed by the House and the Senate were identical to the recommendations of the respective appropriation committees except that in 1968 the Senate committee recommended \$640,000,018 for the operations appropriation but the amount that passed the Senate was \$618,400,000.

^bFiscal year 1971 was funded by continuing resolutions.

^cIncludes contract authority and total appropriation. Obligations incurred pursuant to contract authority are liquidated with appropriations made for that purpose, usually in subsequent years.

APPENDIX XII

<u>Supplemental appropriation</u>	<u>Total appropriation</u>	<u>Contract authority available</u>	<u>Resources available (note c)</u>
(000 omitted)			
\$ 8,957	\$ 700,882	\$ -	\$ 700,882
-	758,341	75,000	833,341
9,418	658,792	75,000	733,792
148,116	791,910	75,000	866,910
18,195	922,026	71,000	993,026
12,215	849,650	66,000	915,650
34,620	832,174	70,000	902,174
79,427	1,207,977	80,000	1,287,977
438,644	1,579,529	250,000	1,829,529
17,233	1,654,874	280,000	1,934,874
11,123	1,682,876	280,000	1,962,876
-	1,742,495	300,000	2,042,495

APPENDIX XIII

FAA FUNDS RESERVED AND FUNDS NOT OBLIGATED

(1963-73)

<u>Date</u>	<u>Total funds available</u>	<u>Funds administratively reserved</u>	<u>Funds administratively available</u>	<u>Funds administratively available but not obligated</u>
(June 30)				
	(000 omitted)			
1963	\$1,023,325	\$176,886	\$ 846,439	\$ 77,221
1964	1,080,085	175,404	904,681	120,133
1965	1,031,377	169,931	861,446	141,193
1966	1,198,571	295,025	1,953,152	51,290
1967	1,362,542	292,403	2,680,458	82,584
1968	1,328,864	329,836	1,125,292	63,306
1969	1,337,553	209,578	1,322,608	22,392
1970	1,557,705	235,097	1,127,975	14,366
1971	1,827,027	263,237	1,563,790	63,092
1972	2,883,468	203,010	1,070,139	87,655
1973	2,188,864	235,712	903,546	230,348

Note: Includes prior years' appropriations still available.

AUTHORITIES VESTED IN FAA SINCE 1938

The Civil Aeronautics Act of June 23, 1938 (ch. 601, 52 Stat. 998), as amended by Reorganization Plan No. III, June 30, 1940 (54 Stat. 1233), and Reorganization Plan No. IV, June 30, 1940 (54 Stat. 1235), charged the Administrator of the Civil Aeronautics Administration (CAA) with the following principal responsibilities:

1. Operation of the civil airways (including air traffic control) and control towers at major airports.
2. Policing the industry to secure compliance with safety regulations, including the filing and prosecution of complaints before the Civil Aeronautics Board (CAB) for suspension or revocation of safety certificates.
3. Issuance of various types of safety certificates (e.g., airman, airworthiness, or air carrier operating certificates) under standards prescribed by CAB.
4. Promulgation of safety regulations.

Since 1938 the Congress has vested additional authority in the Administrator of CAA; his successors, the Administrator of the Federal Aviation Agency, established by the act of August 23, 1958 (72 Stat. 731), and the Administrator of FAA, established by the Department of Transportation Act of October 15, 1966 (80 Stat. 931); and in the Secretaries of Commerce and of Transportation. The pertinent sections of laws granting significant additional authority to FAA are summarized below in chronological order of enactment.

Act of June 29, 1940 (ch. 444, 54 Stat. 686)

The act gave the Administrator of CAA control and responsibility for the care, operation, maintenance, and protection of Washington National Airport.

APPENDIX XIV

Act of May 13, 1946 (ch. 251, 60 Stat. 170)

The act directed the Administrator to prepare a national plan for developing public airports in the United States, Alaska, Hawaii, and Puerto Rico and to revise it annually. Section 4 authorized the Administrator to make grants to sponsors for airport development to bring about, in conformity with the national plan, "the establishment of a Nation-Wide system of public airports adequate to meet the present and future needs of civil aeronautics."

The act provided for distributing appropriated funds to the States, under a formula adapted from the Federal highway program, with 75 percent of the funds apportioned to the States on the basis of population and area and 25 percent going into a discretionary fund to be used without regard to State boundaries.

Act of May 15, 1947 (ch. 62,61 Stat. 94)

This act amended the act of June 29, 1940, by giving the Administrator (and applicable CAA employees) the power to make arrests. At the request of the Administrator and at the discretion of the Director of the National Park Service, United States Park Police could be assigned to patrol the airport. The Administrator was empowered to enter into agreement with the State of Virginia, or any political subdivision thereof, for the provision of municipal services.

Act of July 30, 1947 (ch. 404, 61 Stat. 678)

The act amended the Surplus Property Act of 1944 (58 Stat. 765) to provide for the conveyance of real or personal property, including property needed to develop sources of revenue from nonaviation businesses at a public airport, to any State or political subdivision for the present or future development, improvement, operation, or maintenance of a public airport.

Act of June 16, 1948 (ch. 473, 62 Stat. 450)

The Administrator of CAA and the Chief of the Weather Bureau were authorized to construct and operate airports in foreign territory, train foreign nationals in subjects essential to the orderly and safe operation of civil aircraft, receive from and return to the military departments airport

and airway property outside the continental United States, and undertake other measures to develop an adequate international air transportation system.

Act of July 1, 1948 (ch. 792, 62 Stat. 1216)

Section 302(a) of the Civil Aeronautics Act of 1938 was amended to remove two limitations on the authority of the Administrator. He was authorized to acquire, establish, improve, operate, and maintain air-navigation facilities wherever necessary, rather than "along such [civil] airways" or "at and upon any municipally owned or other landing area approved for such installation, operation, or maintenance by the Administrator." Also he was required to give consideration to the national defense in developing the air-navigation facility system.

Act of September 7, 1950
(ch. 905, 64 Stat. 770)

The Administrator was authorized and directed to construct, protect, operate, improve, and maintain a public airport in the vicinity of the District of Columbia in addition to Washington National Airport. The Administrator was given powers necessary to accomplish these purposes, including those exercised with respect to Washington National Airport, and \$14 million was authorized for construction of the airport.

Act of September 9, 1950
(ch. 938, 64 Stat. 825)

Title XII--"Security Provisions" was added to grant authority to the Secretary of Commerce and CAB, as directed by the President, to develop and implement a plan for the security control of air traffic in time of war or when the national security was endangered.

Act of August 3, 1955
(ch. 494, 69 Stat. 441)

Section 4 of this amendment to the Federal Airport Act gave the Secretary of Commerce, for use in making grants, contract authority of \$42,500,000 for fiscal year 1956 and \$63,000,000 for each of the fiscal years 1957, 1958, and

APPENDIX XIV

1959. The amendment also made clear that the Department of Commerce was not to consider ineligible for Federal aid any type of airport development which was eligible under the Federal Airport Act. The Department was expected to make grants, within the limits of available authorized funds, for all legally eligible projects to the extent they were determined necessary to meet the needs of civil aviation.

Act of August 23, 1958
(Public Law 85-726, 72 Stat. 731)

The act was basically a restatement of the Civil Aeronautics Act of 1938 and subsequent amendments. There follows a list of the significant changes effected by the act of 1958.

1. Title I--The term "navigable airspace" was amended to include airspace needed to insure safety in aircraft takeoffs and landings.
2. Title III--An independent Federal Aviation Agency was established in the executive branch. (The Department of Commerce's CAA was abolished by title XIV.)

The approval of the Administrator of the Federal Aviation Agency would be required to locate or substantially alter any military or civilian airport or rocket or missile site involving the expenditure of Federal funds.

3. Title VI--The power to make air safety rules, previously vested in CAB, was transferred to the FAA Administrator. CAB was permitted to enter as an interested party in safety rulemaking proceedings conducted by the Administrator.

4. Title XI--miscellaneous--The Administrator was empowered to require adequate public notice of the construction or alteration of any structure where notice would promote safety in air commerce, and both CAB and the Administrator were empowered to avail themselves of the assistance of the National Aeronautics and Space Administration and any other Government research or technical agency on technical aeronautical matters.

Act of September 20, 1961
(Public Law 87-255, 75 Stat. 523)

Subsection (d) was added to section 5 of the Federal Airport Act to authorize Federal aid to airport appropriations totaling \$225 million. The funds were to become available to the Administrator in limited amounts over a period of 3 fiscal years.

Act of October 15, 1962
(Public Law 820, 76 Stat. 936)

The authority to guarantee loans to air carriers for purchasing modern aircraft and equipment was transferred from CAB to the Secretary of Commerce.

Act of October 15, 1966
(Public Law 89-670, 80 Stat. 931)

This act created FAA and placed it within the Department of Transportation. The independent Federal Aviation Agency was abolished and its functions, powers, and duties were transferred to the Department of Transportation.

Act of May 21, 1970
(Public Law 91-258, 84 Stat. 219)

Section 12 of title I required the Secretary of Transportation to publish a national airport system plan for the development of public airports in the United States and established an Aviation Advisory Commission consisting of nine members of the public to formulate recommendations for the plan. Section 13 established a grant-in-aid program for airport system planning and airport master planning with obligational limits of \$15 million in any fiscal year and a \$75 million total. Section 14 authorized the Secretary of Transportation to make grants of \$250 million per fiscal year over a 5-year period to develop airports.

Under title II, which provided for tax changes and for the establishment of the Airport and Airways Trust Fund, the Secretary of Transportation was required to study and report on aviation taxes to insure an equitable distribution of the costs to the various users of airports and airways.

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Section 51 amended the Federal Aviation Act of 1958 by adding section 612, which empowered the Administrator to issue airport operating certificates to air carrier airports and to establish minimum safety standards for the operation of such airports.

Act of December 31, 1970
(Public Law 91-604, 84 Stat. 1705)

Subsection (d) was added to section 601 of the Federal Aviation Act of 1958. This subsection required the Administrator to prescribe and revise regulations establishing standards governing the composition or the chemical or physical properties of any aircraft fuel or fuel additive in order to control or eliminate aircraft emissions determined by the Administrator of the Environmental Protection Agency to endanger the public health or welfare.

Act of October 27, 1972
(Public Law 92-574, 86 Stat. 1234)

This act amended section 611 of the Federal Aviation Act of 1958 and provided that, after consulting with the Secretary of Transportation and the Environmental Protection Agency, FAA prescribe and amend standards for aircraft noise and sonic boom measurement and regulations necessary for the control and abatement thereof.

Act of June 18, 1973
(Public Law 93-44, 87 Stat. 88)

This act amended the Airport and Airway Development Act of 1970 to increase the Government's share of allowable airport development project costs.

NEW FAA PROGRAMS BEGUN DURING THE LAST 5 YEARS

PUBLIC LAW 91-258
AIRPORT AND AIRWAY DEVELOPMENT ACT OF 1970Airport development aid program

The \$75 million Federal aid to airports program's annual appropriation was replaced by the Congress with the airport development aid program's annual contract authorization for \$280 million (increased to \$310 million annually by Public Law 93-44). Projects supported included construction of runways and taxiways, purchase of land, provision of runway and taxiway light systems, and constructions of buildings to house safety equipment.

Planning grant program

The Congress authorized \$15 million annually for the planning grant program. Projects to be supported included the development of construction plans for regional airport systems and plans for individual airports.

National airport system plan

FAA prepares, publishes, reviews, and revises as necessary a national airport system plan covering 10 years for the development of public airports in the United States.

Airport certification program

Airport operating certificates are issued to airports serving air carriers certified by CAB and minimum safety standards are established for the operating of such airports.

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PUBLIC LAW 92-297, ACT TO AMEND TITLE 5, U.S. CODE, TO PROVIDE A CAREER PROGRAM FOR AND GREATER FLEXIBILITY IN MANAGEMENT OF AIR TRAFFIC CONTROLLERS

Air traffic controller second career training program

This program, established in fiscal year 1973, entitles a controller with 5 years of service to 2 years of re-training when he is to be removed from control duty. It is estimated this program will require approximately \$10,000,000 in fiscal year 1974.

PUBLIC LAW 91-142, MILITARY CONSTRUCTION AUTHORIZATION ACT OF 1970, AS AMENDED

International aeronautical exposition

The act authorized the President to establish and conduct an international aeronautical exposition. The President assigned responsibility for the development and operation of the exposition to the Secretary of Transportation. The exposition was designed to stimulate the development of new markets for U.S. transportation products and to exhibit innovations in transportation to the public. The exposition was held at Dulles International Airport from May 27 to June 4, 1972.

PUBLIC LAW 90-411, CONTROL AND ABATEMENT OF AIRCRAFT NOISE AND SONIC BOOM, PUBLIC LAW 91-190, ENVIRONMENTAL POLICY ACT OF 1969, PUBLIC LAW 92-574, NOISE CONTROL ACT OF 1972

Environmental protection program

The program to protect the environment against aircraft noise and pollution includes the development of those overall FAA policies, programs, and projects needed to meet the requirements of relevant public laws. The program not only supports the development of environmental rules, certification standards, guidelines for land use, improved flight procedures, and analytical planning studies (policy and technical) but also includes specific projects designed to reduce toxic emissions from aircraft engines and to insure retrofit of the airline fleet with quiet engines.

The program also provides for the development of engineering and manufacturing techniques designed to reduce the generation of unacceptable noise levels by vertical short takeoff and landing aircraft and other advanced aircraft. An allied activity included in this program will insure the establishment of sonic boom limits (as required by Public Law 90-411) and the further development of methods for measuring human, animal, and structural responses to various sonic boom levels. Spending for this program has increased from \$2.5 million in fiscal year 1970 to about \$6.3 million in 1973.

PROGRAMS ESTABLISHED UNDER EXISTING AUTHORITIES

Antihijacking program

The antihijacking program consists of efforts to deny a potential aircraft hijacker the ability to commandeer an aircraft. These efforts include searching passengers for weapons before boarding aircraft and securing airports from unauthorized personnel. These two functions are accomplished with the airlines performing a prebroad-metal-detection search with security officers of the Department of the Treasury and local law enforcement officers assisting with the arrest capability. FAA's fiscal year 1974 budget request included \$14.8 million for this program.

Management Training School

In fiscal year 1971 FAA contracted with the University of Oklahoma to conduct management and supervisory courses for middle managers and firstline supervisory personnel at Cameron College in Lawton, Oklahoma, to upgrade the quality of agency supervision. The estimated cost of the Management Training School in fiscal year 1974 is \$3.7 million.

Air Route Traffic Control Center Medical Clinics

In fiscal year 1971 FAA began to establish and staff a medical clinic in each of the 20 contiguous continental United States Air Route Traffic Control Centers.

FAA MAN-YEARS BY BROAD FUNCTIONS

<u>Fiscal year</u>	<u>Operations</u>	<u>Civil super-sonic aircraft development and termination</u>	<u>Operation and maintenance of national capital airports</u>	<u>Construction of national capital airports</u>	<u>United States International Aeronautical Exposition</u>	<u>Aviation War Risk Insurance Revolving Fund</u>
1963	40,227	-	646	29	-	-
1964	41,105	25	711	13	-	-
1965	40,581	60	879	4	-	-
1966	39,793	83	769	11	-	1
1967	39,169	106	731	11	-	1
1968	40,692	114	702	8	-	2
1969	42,318	102	696	8	-	2
1970	44,963	-	722	5	-	2
1971	49,171	88	717	5	-	2
1972 ^a	(a)	41	667	7	33	2
1973 ^b	48,727	31	650	8	-	2
1974 ^b	49,820	29	741	7	-	2

^aMan-years devoted to the operation and maintenance of air traffic and air navigation facilities systems, which in other years were paid for out of the "operations" appropriation, were financed in 1972 from the Airport and Airway Trust Fund. Man-years devoted to regulatory activities normally financed from the "operations" appropriation were financed in 1972 from the "safety regulation" appropriation.

^bMan-years for 1973 and 1974 are estimates.

Facilities, engineering, and development (Airport and Airway Trust Fund)	Operations (Airport and Airway Trust Fund)	Facilities and equipment (General Fund)	Research and development (General Fund)	Safety regulation	Advances and reimbursements	Allocations to other Federal agencies	Research, engineering, and development (Airport and Airway Trust Fund)
-	-	1,890	1,375	-	855	17	-
-	-	1,707	1,231	-	444	46	-
-	-	1,515	1,313	-	453	11	-
-	-	1,249	1,300	-	506	13	-
-	-	1,036	1,298	-	670	11	-
-	-	964	1,276	-	838	1	-
-	-	944	1,313	-	802	-	-
-	-	1,016	1,365	-	796	-	1,220
876	121	209	1,451	-	779	-	8
1,892	^a 46,070	-	-	^a 4,810	629	-	471
1,431	-	-	-	-	-	-	649
1,463	-	-	-	-	-	-	763

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FAA MAN-YEARS DEVOTED TO THE
BUDGETARY ACTIVITIES COMPRISING
THE "OPERATIONS" APPROPRIATION

<u>Fiscal year</u>	<u>Total</u>	<u>Operation of traffic control system</u>	<u>Installation and materiel services</u>	<u>Maintenance of traffic control system</u>	<u>Administration of flight standards</u>	<u>Administration of medical programs</u>	<u>Development direction</u>	<u>Administration of airport programs</u>
1963	40,227	18,894	3,162	10,990	5,441	253	841	646
1964	41,105	19,455	3,033	11,046	5,801	246	852	672
1965	40,581	19,236	3,048	10,746	5,741	266	807	737
1966	39,793	19,133	3,036	10,247	5,618	275	698	786
1967	39,169	19,232	3,009	9,747	5,426	277	658	820
1968	40,692	20,519	3,049	9,864	5,453	282	698	827
1969	42,318	22,016	2,828	10,174	5,530	296	661	812
1970	44,963	24,109	2,777	10,549	5,771	291	660	806
1971	^a 49,292	26,961	2,823	11,686	6,037	307	609	869
1972	^b 50,880	27,469	2,728	12,476	6,261	356	639	951

^aIncludes 121 man-years from the Airport and Airway Trust Fund devoted to the sky marshal program.

^bDuring fiscal year 1972, operations were funded entirely out of the Airport and Airway Trust Fund (46,070 man-years); safety-related activities were charged to the Safety Regulation account (4,810 man-years).

CHARLES M. TEAGUE
13TH DISTRICT, CALIFORNIA

Congress of the United States

House of Representatives

Washington, D.C. 20515

July 27, 1973

Honorable Elmer B. Staats
Comptroller General of the United States
General Accounting Office
441 'G' Street
Washington, D. C.

Dear Mr. Staats:

I am endeavoring to equate the growth in the Federal Aviation Administration, and expenditures for its activities, with various performance criteria. Your assistance would be appreciated in providing me with the following information, the first of which being any recent studies of the growth in appropriations for the Federal Aviation Administration. Has the ratio of headquarter vs. field personnel shifted in recent years? Has the ratio of total F. A. A. personnel to the number of licensed pilots, registered aircraft, flight hours, and miles flown increased or decreased? Is there a correlation between such fluctuations as may exist and the safety record of domestic, commercial, or general aviation? How has actual on-board strength compared to O. M. B. end-of-year employment ceilings and the Congressionally authorized ceiling? How has the F. A. A. average grade changed over the past decade?

I would be grateful if a table be prepared illustrating, for the last 10 fiscal years: 1) the Presidential budget request for the F. A. A. ; 2) House Committee recommendation; 3) House appropriation; 4) Senate Committee recommendation; 5) Senate appropriation; 6) Final Congressional appropriation; 7) total funds held in reserve.

It would also be helpful if you could indicate significant additional legislative authority awarded since passage of the 1938 Act and list

APPENDIX XVIII

Honorable Elmer B. Staats


July 27, 1973

any new programs begun by the Administration during the last five years.

Finally, have there been significant changes in the man-years devoted to various broad functions of the F. A. A. in the past decade?

Thank you for your attention and consideration of this request.

Sincerely,



CHARLES M. TEAGUE, M. C.

CMT:es