BY THE COMPTROLLER GENERAL

Released

Report To The Chairman, Committee On Government Operations, House Of Representatives

OF THE UNITED STATES

FAA Can Better Manage The Aircraft It Uses To Keep Pilots Current And Provide Transportation

The Federal Aviation Administration (FAA) spends millions of dollars annually for aircraft for flight programs to keep pilots current and to transport people and cargo. However, more effective management is needed because:

--Most pilots did not acquire the minimum flight-hours necessary to remain current, while relatively few pilots did most of the flying.

--Most passenger transportation flights could have been made at a much lower cost on commercial airlines.

--Nonofficial passengers, including spouses and other dependents, routinely traveled on FAA aircraft at Government expense.

--Millions of dollars have been spent and millions more are planned to be spent to acquire aircraft without adequate justification or consideration of less costly alternatives.

GAO is recommending a number of actions by the Secretary of Transportation to improve FAA's aircraft management and to make the flight programs more efficient and economical.

GAO/PLRD-83-52

APRIL 1, 1983

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

B-206232

The Honorable Jack Brooks
Chairman, Committee on Government
Operations
House of Representatives

Dear Mr. Chairman:

On April 9, 1981, the Chairman of the Subcommittee on Government Activities and Transportation asked us to review the operations of Federal civilian agencies' aircraft to see if they were being managed efficiently and economically.

As requested, we reviewed the management of aircraft and related services at civilian agencies. Our findings will be provided in an overall report discussing Government-wide aircraft management problems. This report on the Federal Aviation Administration's aircraft management is being sent to you as a result of September 23, 1982, hearings on these matters before your Subcommittee on Legislation and National Security.

As part of our overall assessment, we reviewed the Federal Aviation Administration's aircraft management for keeping pilots current and providing transportation. This report discusses the potential for significant savings and enhanced program effectiveness through improved aircraft management. We make numerous recommendations to the Secretary of Transportation specifying the corrective actions needed.

We requested the Department of Transportation's comments on this report. Comments were not provided; hence, the report is being issued without them. However, the Assistant Secretary for Administration's written reply stated that the Department was conducting a study of all its aircraft, as directed by the Congress through House Conference Report No. 97-960. He also said that the study was scheduled to be completed and provided to the Congress by April 1, 1983, and that it would include an analysis of this report to insure that the Department is responsive.

As arranged with your Office, unless you publicly announce its contents earlier, we plan no further distribution of this

report until 30 days from the date of this report. At that time, we will send copies to interested parties and make copies available to others upon request.

Sincerely yours,

Charles A. Bowsher

Comptroller General
of the United States

COMPTROLLER GENERAL'S REPORT
TO THE CHAIRMAN, HOUSE COMMITTEE
ON GOVERNMENT OPERATIONS

FAA CAN BETTER MANAGE THE AIRCRAFT IT USES TO KEEP PILOTS CURRENT AND PROVIDE TRANSPORTATION

D I G E S T

WHY THE WORK WAS DONE

At the request of the Chairman, Subcommittee on Government Activities and Transportation, House Committee on Government Operations, GAO reviewed the management of aircraft operated by Federal civilian agencies. GAO was interested primarily in whether agencies were managing aircraft efficiently and economically.

As part of its overall assessment, GAO reviewed the Federal Aviation Administration's (FAA's) management of aircraft for its evaluation, currency, and transportation (ECT) flight program and logistics support flight program in Alaska. (See p. 1.)

BACKGROUND

ECT aircraft are authorized and used for (1) evaluating aviation equipment and services, (2) maintaining the currency of designated FAA pilots, (3) providing very important person (VIP) transportation for certain Department of Transportation and FAA officials, (4) transporting accident investigation teams, and (5) providing other transportation determined to be in the Government's best interest.

The aircraft are to be used mainly for evaluation and for providing currency for the more than 1,300 pilots--86 at headquarters--that were in the program at the time of GAO's review.

The aircraft also are flown for testing and ferrying between locations in conjunction with their maintenance and for pilot training and are available for use by other agencies on a reimbursable basis. (See p. 2.)

FAA uses owned, leased, and rented aircraft to accomplish ECT missions. In fiscal year 1981, FAA had 17 owned or leased aircraft assigned to the program and it spent about $6.5 million to fly almost 25,000 hours for ECT missions. (See p. 3.)

Tear Sheet GAO/PLRD-83-52

APRIL 1, 1983

FAA's logistics support aircraft are used to transport people, equipment, and supplies in support of other FAA activities. Primarily two aircraft were used for logistics support in Alaska during fiscal year 1981. These aircraft flew over 1,100 hours at a cost of about $1.8 million. (See p. 3.)

SUMMARY OF FINDINGS

The ECT program needs to be better managed because:

--Only a small percentage of the flight-hours were for evaluation, which is the program's main purpose.

--A few pilots flew most of the currency hours, while most pilots did not fly the minimum currency hours necessary to remain in the program.

--Many flights were justified as being for currency, even though the pilots making these flights were already current. Moreover, most of these flights transported passengers who could have traveled at a much lower cost on commercial airlines.

--Some passengers had no official status and, in GAO's opinion, should not have been transported at Government expense, without specific authorization from the Congress to do so.

--FAA spent millions to acquire ECT aircraft without adequate justification and it is planning to spend millions more to buy additional aircraft without considering less costly alternatives.

ECT FLIGHT-HOUR REQUIREMENTS ARE QUESTIONABLE

Few flight-hours were for evaluation, and most pilots did not fly the minimum currency hours to remain in the program. Moreover, a few pilots flew most of the program's flight-hours. For example, as of February 1982, there were over 1,300 pilots in the ECT program. These pilots are supposed to have a job-related need to fly and keep their proficiency current. But 71 percent of these pilots were not current during the

12-month periods examined. While 192 pilots did not fly at all, 101 pilots flew over twice the number of hours required to remain current. And relatively few pilots did most of the flying. (See pp. 3 and 6.)

This situation has existed at FAA headquarters for some time. In September 1980, the Department of Transportation Inspector General reported similar deficiencies regarding the use of headquarters aircraft. While FAA indicated that corrective actions would be taken, this was not done and the problems got worse and more costly. However, in September 1982, FAA's Associate Administrator for Aviation Standards informed GAO that the number of pilots in the headquarters program had been recently reduced to 45--a reduction of 41 pilots. In GAO's opinion, FAA should be able to make similar reductions in the number of regional pilots in the program. (See pp. 9 and 10.)

PASSENGERS CAN TRAVEL MORE ECONOMICALLY ON COMMERCIAL AIRLINES

The validity of the currency requirements is especially important because most FAA aircraft transportation flights were justified as being for currency. Therefore, the use of more economical commercial airlines was not considered. For example, during fiscal year 1981, FAA aircraft flew almost 17,000 hours, or 68 percent, of their total flight-hours for transporting passengers. Of this amount, 11,875 hours were justified as being for currency at a cost of about $3 million. (See p. 3.)

FAA had seven headquarters ECT aircraft which cost over $2.7 million to operate during fiscal year 1981. These aircraft also were used mostly to transport passengers. Based on an analysis of all headquarters aircraft transportation flights from October through December 1981, GAO estimates that FAA could have moved the passengers commercially for about $337,000 less. The justifications for these flights were inadequate, and cost comparisons were not made to justify the use of agency aircraft rather than commercial airlines. Moreover, currency was shown on the justification for many of these flights, when in fact the pilots were already current. (See pp. 12, 13, 15 and 19.)

GAO believes that FAA cannot justify the headquarters Jetstar aircraft in its ECT program because of the plane's low use and high operating costs and its use mostly for either transportation, which would have been much less costly on commercial airlines, or pilot currency, which was not needed. For example, the Jetstar was used routinely to provide transportation for FAA's Administrator and other high-ranking officials, their spouses, and other dependents. Most of this transportation was to locations readily served by more economical commercial airlines. Moreover, flights were justified for pilot currency, when in fact the currency often was not needed. Accordingly, the Congress has restricted the Administrator's use of Government aircraft in the Department of Transportation's fiscal year 1983 Appropriations Act. (See pp. 15 and 19.)

During October through December 1981, 63 spouses, other dependents, and other nonofficial travelers were transported on 39 FAA headquarters aircraft flights. All but two of these flights were justified as being for currency. GAO could find no authority in either the Department of Transportation's or FAA's authorizing legislation to allow such a travel policy for spouses and other travelers who are not Government employees. (See p. 24.)

ACQUISITION OF REGIONAL AIRCRAFT IS QUESTIONABLE

FAA has spent at least $5.4 million to acquire nine regional ECT aircraft without complying with Office of Management and Budget Circular A-76 to determine if needed aircraft services could have been provided at a lower cost by the private sector. Moreover, the way the aircraft were used after they were acquired was not consistent with studies done to justify acquiring them. (See pp. 28 and 29.)

FAA also is planning to spend $17 million to buy four leased ECT aircraft and a new logistics aircraft for its Alaska Region. GAO believes the purchase of these aircraft cannot be justified because more efficient and less costly alternatives for satisfying currency and logistics needs are available but were not adequately considered. (See pp. 29 and 33.)

RECOMMENDATIONS

GAO recommends that the Secretary of Transportation require the FAA Administrator to:

--Reassess ECT program pilot requirements to insure that program pilots are in positions that require them to actually fly aboard aircraft as crewmembers. (See p. 10.)

--Insure that each program pilot is authorized no more currency flight-hours than necessary to meet minimum standards, as previously required by regulations. (See p. 11.)

--Prohibit transportation flights from being justified for currency, unless they are necessary to meet minimum standards. (See p. 11.)

--Require the use of commercial airlines, or other less costly means, to transport passengers when it is more economical and it does not interfere with mission accomplishment. (See p. 22.)

--Limit VIP transportation on FAA aircraft to the minimum necessary and permit it only when (1) commercial airlines cannot be used due to mission requirements and (2) the Government benefits justify the cost of such transportation. (See p. 22.)

--Reduce the number of ECT aircraft to only those necessary to meet valid program requirements. (See p. 22.)

--Issue a written policy generally prohibiting the carrying of spouses, other dependents, and other nonofficial travelers on FAA aircraft. (See p. 26.)

--Conduct an A-76 review of all the agency's ECT and logistics aircraft to see if the services they provide could be provided more economically by the private sector. (See p. 35.)

--Comply with A-76, as required, when modernizing, replacing, upgrading, or enlarging its aircraft fleet and related services. (See p. 35.)

--Consider less costly alternatives, like interagency sharing and commercial service, before buying either the four Beechcraft King

Air F-90s currently being leased or the new logistics aircraft. (See p. 35.)

Additional recommendations are found on pages 11, 22, and 26.

AGENCY COMMENTS

On January 13, 1983, GAO provided the Secretary of Transportation and the FAA Administrator with draft copies of this report for review and requested comments. Comments have not been provided; hence, the report is being issued without them. However, the Assistant Secretary for Administration's written reply stated that the Department was conducting a study of all its aircraft, as directed by the Congress through House Conference Report No. 97-960. He also said that the study was scheduled to be completed and provided to the Congress by April 1, 1983, and that it would include an analysis of this report to insure that the Department is responsive.

Contents

ABBREVIATIONS

AMIS	Aircraft Management Information System
DOT	Department of Transportation
ECT	Evaluation, Currency, and Transportation
FAA	Federal Aviation Administration
GAO	General Accounting Office
IG	Inspector General
OIG	Office of the Inspector General
OMB	Office of Management and Budget
USCG	U.S. Coast Guard
VIP	very important person

CHAPTER 1

INTRODUCTION

At the request of the Chairman, Subcommittee on Government Activities and Transportation, House Committee on Government Operations, we assessed the operations and management of aircraft operated by Federal civilian agencies. We were interested primarily in whether agencies were managing aircraft efficiently and economically.

As part of our overall assessment, we reviewed Federal Aviation Administration (FAA) headquarters and regional office management of the aircraft and pilots in its Evaluation, Currency, and Transportation (ECT) flight program and the use of two logistics aircraft in Alaska. The ECT program is only one of the five flight programs which make up the overall FAA flight program, as discussed below.

FLIGHT PROGRAM

The FAA flight program comprises the following individual programs:

--Flight inspection.

--Logistics support.

--Training of personnel.

--Support of research and development projects.

--Evaluation, currency, and transportation flight requirements.

FAA also has a headquarters flight program, which is part of the agency's overall ECT flight program. Pilots and aircraft are assigned to support each individual program.

FAA's Handbook, entitled "General Manual for Operation of FAA Aircraft" (4040.9), dated September 29, 1967, and as reprinted with revisions in June 1978, provides policies and procedures to govern the operation of agency aircraft and to insure an effective and economical flight program. The handbook was in effect until November 9, 1981, when it was replaced by Order 4040.9A, entitled "Operation of FAA Aircraft." The headquarters flight program also is governed by the policies and procedures in Order 4040.19, dated April 29, 1981.

Flight program management

The Director of Flight Operations is responsible for aircraft program management throughout FAA. Specifically, the Director is responsible for:

--Administering the FAA and headquarters flight programs.

--Developing policies, standards, and procedures governing the safe, efficient, and economical use of FAA aircraft.

--Assigning and reassigning aircraft.

--Designating aircraft for special-purpose uses.

--Promulgating additional detailed guidelines and procedures, such as the forms, records, and reports needed for the flight programs' effective implementation and administration.

--Allocating quotas for pilot participation to associate administrators and heads of offices reporting directly to the Administrator.

--Approving participation in the headquarters flight program and removing of pilots from the program for failure to maintain the required level of proficiency or failure to meet minimum currency standards.

--Approving requests for deviation from pilot proficiency standards.

--Administering systems for maintaining lists of approved pilots, scheduling use of aircraft, maintaining pilot currency data, and providing user organizations with quarterly reports on flight-hours used and pilot currency.

In addition, the Associate Administrator for Aviation Standards is responsible for determining the total number of headquarters pilots that FAA can adequately support within programed flight-hours.

ECT AND LOGISTICS AIRCRAFT

Aircraft assigned to the ECT flight program are authorized and used by FAA for (1) evaluating aviation equipment and services, (2) maintaining the flight proficiency and currency of designated FAA pilots, (3) providing VIP transportation for certain Department of Transportation and FAA officials, (4) providing other transportation determined to be in the best interest of the Government, (5) transporting accident investigation teams, (6) testing, (7) ferrying, and (8) training. Other agencies may use these aircraft on a reimbursable basis.

The aircraft are supposed to be used mainly for evaluation and for providing currency for the more than 1,300 pilots that were in the program at the time of our review. The pilots were selected for the program on the basis that they have a job-related need to keep their proficiency current. The aircraft also are authorized to be used to transport numerous

high-ranking Department of Transportation and FAA officials or to transport other officials when commercial transportation is nonexistent or schedules require excessive time and associated per diem costs. (See app. I.)

FAA uses owned, leased, and rented aircraft for ECT missions. During fiscal year 1981, it used 17 owned and leased aircraft (see app. II) and numerous rented aircraft to fly these missions. During this period, FAA spent over $6 million to fly almost 25,000 hours for ECT missions, as shown below.

Purpose of flight	Hours flown	Percent of total	Costs (note a)	Percent of total
Evaluation	1,369	5.5	$ 314,407	4.9
Currency	6,656	26.7	1,791,029	27.6
Transportation	4,996	20.1	1,349,522	20.8
Combined currency/ transportation	11,875	47.7	3,021,580	46.7
Total ECT	24,896	100.0	$6,476,538	100.0

a/Of the above costs, $1,663,592 is for 17,539 hours of aircraft rentals. This figure does not include crewmember costs.

FAA's logistics aircraft are used to transport people, equipment, and supplies to support other FAA activities. In Alaska FAA primarily used two aircraft during fiscal year 1981 for logistics. These aircraft flew over 1,100 hours at a cost of about $1.8 million.

OBJECTIVES, SCOPE, AND METHODOLOGY

The objectives of our review were to determine whether FAA was efficiently and economically using and managing its ECT flight program and the two Alaska logistics aircraft.

Our review was conducted from November 1981 through May 1982. It focused on aircraft guidelines and policies, the cost effectiveness of aircraft use, how the agency determined its aircraft requirements, and the justification for acquiring certain aircraft.

We analyzed data maintained in FAA's Aircraft Management Information System (AMIS). AMIS includes data on types of aircraft owned, leased, and rented; hours flown by purpose; and location. Data on pilots includes types of aircraft flown and flight-hours as a crewmember in the particular capacity served

(i.e., pilot-in-command, second-in-command, instructor pilot, or check pilot). Other accomplishments while actually flying the aircraft, such as the numbers and types of takeoffs, landing approaches, and landings, are combined with the flight-hours to determine pilot currency. Inasmuch as flight-hours are necessary to acquire the other flying experience, we determined the maximum number of current pilots by analyzing their total flight time during a 12-month period. The abbreviated analysis was made due to

--the large number of pilots in the ECT program;

--the 3 months it took FAA to provide the AMIS data; and

--other auditing requirements that precluded dedicating the large amount of time needed for a broader, more in-depth analysis of each pilot's flying experience.

Accordingly, we determined each pilot's flight time for a 12-month period ended during December 1981 through February 1982. We compared these flight-hours to the annual currency requirement of about 48 hours per pilot per year. This deviates slightly from FAA's currency requirement of 24 hours during the preceding 180 days. However, it provided a conservative overview of pilot currency, since currency cannot be maintained if the required hours are not flown. This methodology was used to facilitate compiling the necessary statistics with minimum analysis of the data, due to the large number of pilots involved. Appendix III lists FAA's pilot-in-command currency requirements as an example.

We did not review the validity of the flight-hour requirements for evaluation and transportation flights because, as shown on page 3:

--Evaluation flight-hours amounted to only 5.5 percent of the program's fiscal year 1981 flight time.

--During the same period, almost 68 percent of the program's flight-hours were flown to transport passengers, but about 48 percent of these flight-hours were justified as pilot currency.

We verified the accuracy of the AMIS data by determining that the data on the individual aircraft request and use records were properly recorded for all headquarters flights, during October through December 1981. Accordingly, we traced the data on each record to AMIS and verified that it had been recorded accurately. Our analysis of specific flight information generally was limited to this period, except for a few September flights, because FAA headquarters had its aircraft request and use records only for that period.

In determining aircraft cost effectiveness, we analyzed data for each flight made during this 3-month period. We then compared the FAA-determined cost of each transportation flight on its aircraft to commercial airlines fares. We used commercial jet coach standard class fares in effect at November 1981.

We interviewed FAA headquarters officials in Washington, D.C., including those at National Airport's Hangar 6, where the headquarters aircraft are maintained and stored, and FAA personnel in the following regions: Alaska, Southern, Western, and Northwest. We discussed management operations with these officials and with pilots and mechanics responsible for operating and maintaining aircraft. We also talked to officials from the Department of Transportation's (DOT's) Office of the Inspector General, and in several instances, we used their work in specific areas to aid our own analyses.

Our review was performed in accordance with generally accepted government auditing standards.

On January 13, 1983, GAO provided the Secretary of Transportation and the FAA Administrator with draft copies of this report for review and requested comments. Comments have not been provided; hence, the report is being issued without them. However, the Assistant Secretary for Administration's written reply stated that the Department was conducting a study of all its aircraft, as directed by the Congress through House Conference Report No. 97-960. He also said that the study was scheduled to be completed and provided to the Congress by April 1, 1983, and that it would include an analysis of this report to insure that the Department is responsive.

CHAPTER 2

ECT FLIGHT-HOUR REQUIREMENTS ARE QUESTIONABLE

FAA spends millions of dollars each year to operate aircraft for the ECT program. The flight-hour requirements for this program are questionable because most ECT pilots did not fly the minimum currency hours required to remain in the program. Moreover, a few pilots fly most of the program's flight-hours.

HOW FLIGHT-HOUR REQUIREMENTS ARE SUPPOSED TO BE DETERMINED

Annual ECT flight-hour requirements are supposed to be developed, justified, and submitted by each office, service, region, and center as the flight-hours required for each purpose listed in appendix I. Flight programs are supposed to be developed and flight-hours allocated so that each designated pilot-in-command can meet the currency requirements. The number of pilots designated, however, is supposed to be limited by the programed flight-hours to such numbers as may reasonably be expected to maintain currency within allocated flight-hours. And these pilots are authorized currency flight-hours only to the extent necessary to meet the minimum currency requirements.

Currency requirements and total flight-hours

Most ECT program flight-hour requirements were for pilot currency. However, most of the pilots did not fly enough hours to remain current, and a few did most of the flying.

As of February 1982, there were over 1,300 pilots in the ECT program. Accordingly, these pilots are supposed to have a job-related need to fly and to keep their proficiency current to remain in the program.

The most basic currency requirement is that each pilot must have flown at least 24 hours during the preceding 180 days or about 48 hours a year. This requires FAA to annually spend millions of dollars to provide the flight-hours necessary to keep all ECT pilots current. However, most ECT pilots were not current during the 12-month periods we examined, as shown in the following table.

12 Months Ended Either December 1981 or January or February 1982

	Total pilots	Hours Required	Hours Flown	Hours Difference	Current (48 hours or more)	Not current (fewer than 48 hours)
Washington headquarters	86	4,128	4,596	468	26	60
Region:						
Alaska	62	2,976	2,105	-871	20	42
Eastern	152	7,296	4,116	-3,180	22	130
Southern	153	7,344	4,788	-2,556	33	120
Central	94	4,512	4,862	350	41	53
Great Lakes	78	8,544	7,607	-937	62	116
Southwest	178	8,544	7,506	-1,038	62	116
Western	163	7,824	3,408	-4,416	19	144
Rocky Mountain	76	3,648	3,037	-611	21	55
Northeast	58	2,784	2,109	-765	18	40
Northwest	77	3,696	3,186	-510	26	51
European	9	432	632	200	6	3
Pacific	51	2,448	8,109	5,661	31	20
Total	1,337	64,176	55,971	-8,205	387	950

The actual number of pilots not current may be higher due to additional requirements for takeoffs, landings, and approaches, etc., or lower, depending on pilots' personal flying time not recorded in AMIS.

In addition, the hours flown were unequally distributed among the pilots. For example, 192 pilots did not fly at all, while 101 pilots flew over 100 hours or more. (See app. IV.)

FAA officials said that budget constraints were the primary factor preventing pilots from meeting the minimum ECT program standards. Higher priority projects were allocated the flight-hours. The pilots associated with those projects generally would get the flight time.

The failure of most pilots to maintain the minimum currency standards raises some very serious questions regarding the ECT program. If FAA's currency requirements are valid and the program pilots are essential to FAA's mission, what mission essential needs are going unmet considering the high number of pilots unable to meet minimum standards? On the other hand, if FAA has satisfactorily performed its mission even though 71 percent of the pilots could not meet minimum currency standards, then why are so many pilots needed in the program?

Accordingly, millions of dollars were spent unnecessarily for aircraft to provide currency flying for pilots who were already current. This is true, even though the ECT flight-hour requirements could have been determined accurately if FAA would have followed its regulations for the program's management.

HEADQUARTERS FLIGHT PROGRAM

The headquarters flight program basically consists of ECT flying. According to the FAA Order 4040.19, the aircraft are needed to (1) evaluate air traffic control procedures, (2) provide flight time for headquarters personnel having responsibilities requiring them to maintain flight proficiency, currency, and knowledge of conditions and problems in the aviation environment, (3) transport accident investigation teams, and (4) provide transportation.

Headquarters pilots may have responsibilities for airports, aviation safety, air traffic control, or air navigation facilities. Further uses of headquarters aircraft include (1) pilot training for operations, (2) inspections and evaluation of new equipment, and (3) evaluation of procedures by headquarters officials and specialists.

Headquarters flight program is not meeting its primary objective

The headquarters flight program is not meeting its primary objective of keeping ECT pilots proficient because most are not flying the minimum currency hours. Moreover, these pilots were not removed from the program, though required by FAA's regulations. This raises serious questions as to the need for the number of pilots in the program.

FAA's order 4040.19 states that

> "The maintenance of flight proficiency by persons whose positions require current piloting experience is the primary objective of the Headquarter's Flight Program."

Contrary to this policy, only 30 percent of pilots in the program had flown enough hours to meet FAA's minimum currency requirements.

All pilots must have certain certificates, ratings, permits and experience before they can be considered for the headquarters flight program. FAA orders state that program pilots, having met the minimum qualification standards, must be employed in a position that requires current piloting experience.

Pilots also are supposed to be allowed adequate time to actively participate in the flight program, and pilot participation is supposed to be supportable within the allocated flight-hours. Program pilots who do not continually meet the standards of proficiency, currency, and participation must be removed from the program, according to the orders.

FAA's most basic pilot currency requirement is that each pilot must have flown at least 24 hours during the preceding 180 days, or about 48 hours a year. This is time spent as pilot-in-command, second-in-command, instructor pilot, check pilot, or any combination thereof. During the 24 hours, the pilot is expected to actually fly the aircraft--manipulate the controls--for 10 hours. This is recorded as pilot time. Both the flight time and pilot time may be done in any category of aircraft, e.g., an airplane or a helicopter. The pilot also is expected to make a certain number of takeoffs, landings, and instrument approaches.

We analyzed the annual flight-hours for FAA headquarters pilots for the 12-months ended in December 1982, as shown in AMIS, the official accountable record for all ECT flight-hours. Only 26 pilots, or 30 percent of the flight program participants, had acquired the 48 hours of flight time needed to remain current. The remaining 60 pilots, or 70 percent of the program participants, had achieved something less than the annual currency requirement. Moreover, 27 pilots--about one-third of the program pilots--had no flight time for the 12 months examined.

For the same period, headquarters pilots collectively had nearly 4,600 hours of flight time, or an average of about 54 hours annually per pilot. However, 10 of the 86 pilots accounted for almost 2,800 hours, or about 60 percent of the flight time. (See app. V.) According to FAA Order 4040.19:

> "Headquarters' pilots must maintain currency and participate on a regular basis in flight operations. All pilots are required to fly at least 12 hours each calendar quarter beginning January 1, 1981. Flight hours should be distributed as evenly as possible throughout each quarter. * * * Failure to meet the published standards of proficiency, currency, and participation is cause for removal from the program. * * * Pilots who fail to meet the published standards for two consecutive quarters will be removed from the flight program unless unusual circumstances, such as extended temporary duty (TDY), illness, etc., has caused them to fail to meet required flight hours."

This situation is not new. In September 1980, the Department of Transportation Inspector General (IG) reported that a similar situation existed in fiscal year 1979. The IG found that during that time only 35, or 43 percent, of the 82 pilots in the program met the minimum currency requirements.

This condition resulted in inefficient use of expensive aircraft for token refresher training. The IG attributed this condition to FAA's

--selecting more pilots for the program than could be accommodated by available resources for currency flying,

--selecting pilots for the program who could perform and/or had adequately performed their jobs without flying as pilots-in-command,

--failure to vigorously enforce the "recent flight experience" requirements for program participants, and

--conflicting regulations on flight requirements.

FAA agreed with the IG's findings and recommendations and indicated that actions would be taken to strengthen program management. These actions included reducing the number of pilots in the program, identifying specific positions requiring flight experience, removing pilots from the program who did not meet currency requirements, and rewriting FAA orders to remove existing conflicts. However, effective corrective action was not taken and, as a result, the program continues to be mismanaged. However, on September 22, 1982, FAA's Associate Administrator for Aviation Standards informed us that the number of pilots in the headquarters ECT program recently had been reduced to 45--a reduction of 41 pilots. In our opinion, FAA should be able to make similar reductions in the number of regional pilots in the program.

CONCLUSIONS

FAA spends millions of dollars each year to operate aircraft for its ECT program. Annual program flight-hour requirements are based on the number of ECT pilots who are supposed to maintain their flying proficiency and currency because of a job-related need.

Program flight-hour requirements appear overstated and are questionable because most of these pilots do not fly the minimum hours required to remain in the program. Moreover, a few fly far more than necessary to remain current and thereby consume most of the program's flight-hours. These requirements neither justify the millions being spent for aircraft to support the program nor the millions spent to provide transportation on flights justified as being for currency.

RECOMMENDATIONS

We recommend that the Secretary of Transportation require the FAA Administrator to accurately determine ECT flight program requirements by implementing FAA Orders 4040.9A and 4040.19. The Administrator should be required to:

--Reassess ECT program pilot requirements to insure that program pilots are in positions that require them to actually fly aboard aircraft as crewmembers.

--Insure that flight program participants are limited to those that can be supported by the budget and programed flight-hours.

--Insure that flight programs are developed and flight-hours are allocated so that each designated pilot may meet the program's currency requirements.

--Insure that pilots are removed from the program for failure to maintain the required level of currency or failure to meet minimum participation standards.

--Insure that each program pilot is authorized no more currency hours than necessary to meet minimum standards, as previously required by regulations.

--Prohibit transportation flights from being justified for currency, unless they are necessary to meet minimum standards.

CHAPTER 3

PASSENGERS CAN TRAVEL MORE ECONOMICALLY ON COMMERCIAL AIRLINES

Based on an analysis of all headquarters aircraft transportation flights from October through December 1981, we estimate that FAA could have saved $365,000 by using readily available commercial airlines to move the passengers. Moreover, the justifications for these flights were inadequate and cost comparisons were not made to justify the use of expensive agency aircraft rather than commercial airlines.

The cost of transporting passengers on agency aircraft is being charged to the Aircraft Operations Appropriations account, rather than to the Transportation Appropriations account. Therefore, FAA's financial records do not adequately reflect all of its personnel transportation costs.

HEADQUARTERS ECT AIRCRAFT

FAA operated seven aircraft at National Airport in Washington, D.C., to support its headquarters flight program, which basically consisted of ECT flying. The following table shows these aircraft, their operating costs, and other data for fiscal year 1981.

Headquarters aircraft	Owned (O) or leased (L)	Hours flown	Aircraft operating cost	Hourly costs (note a)
Lockheed L-1329 Jetstar	O	375	$1,151,250	$3,070
Grumman 159	O	467	447,853	959
Beechcraft 200	O	493	303,195	615
Cessna 550 Citation (note b)	L	617	595,405	965
Sabre 40	L	9	7,596	844
Bell 206-L	L	129	70,047	543
Cessna 421	L	424	139,072	328
		2,514	$2,714,418	$1,080 (average)

a/Includes crew costs of $26 per crewmember per hour.
b/Under annual lease exclusively for ECT program.

These aircraft flew over 2,500 hours at a cost of over $2.7 million, as shown below.

Headquarters Flight Program
Hours and Costs by Purpose of Flight
for Fiscal Year 1981

Purpose of flight	Number of hours	Percent of program	Cost	Percent of program
Evaluation	216	8.6	$ 108,401	4.0
Currency	285	11.3	227,258	8.4
Transportation	291	11.6	357,926	13.2
Combined currency and transportation	997	39.7	1,064,523	39.2
Total ECT	1,789	71.2	1,758,108	64.8
Test/ferry	93	3.7	97,350	3.6
Reimbursable	97	3.9	137,301	5.1
Training	529	21.0	716,864	26.4
Research and development	5	.2	4,795	.2
Total	2,513	100.0	$2,714,418	100.0

TRANSPORTATION FLIGHTS--TOO COSTLY AND UNDERUSED

Most flight-hours and costs were associated with the ECT program, and the reimbursable flights also were for transportation. The hours flown in conjunction with transportation account for more than 55 percent of the headquarters aircraft flight time and cost about $1.6 million. This includes 1,385 hours of transportation, currency/transportation, and reimbursable flight-hours.

FAA's aircraft request and use records for headquarters aircraft flights from October through December 1981 show that about two-thirds of all flights of its four main aircraft included passengers. The following table shows aircraft use in relation to the seating capacity and the number of flights and passengers.

Aircraft	Seating capacity	Total flights	Passenger flights	Official passengers Total	Official passengers Average	Percent of capacity
Lockheed Jetstar	8	37	33	63	1.9	23.9
Cessna Citation	7	122	55	159	2.9	41.3
Grumman 159	18	58	32	348	10.9	60.4
Beechcraft 200	6	82	49	183	3.7	62.2
Total		299	189	753	4.0	

Most passengers went to locations readily served by commercial airlines. Moreover, FAA aircraft were used without adequate justification and cost comparisons, which would have shown that commercial airline service was much cheaper for most flights. This is contrary to FAA Orders 4040.9 and 4040.19, which state, respectively, that:

--Agency aircraft should normally be used for transportation only when determined to be in the best interest of the Government and when commercial transportation is nonexistent or schedules require excessive time and associated per diem hours. This language was not included in 4040.9A, which became effective on November 9, 1981, and superseded 4040.9.

--Justifications will be provided for using agency aircraft for transportation. The cost and availability of transportation by commercial carriers should be one factor considered.

Order 4040.9 lists an exception to the above policies by authorizing VIP transportation for the Secretary and Assistant Secretary of Transportation; FAA's Administrator, Deputy Administrator, and associate and assistant administrators; and FAA's office, service, regional, and center directors. (See app. I, no. (19).) While these specific authorizations have been eliminated from Order 4040.9A in favor of more general language, the practice of providing such transportation on FAA aircraft without regard to cost continued.

High-ranking DOT and FAA officials have demanding positions that often require priority air transportation, and it is important that they receive it when needed. However, the cost of providing such transportation on certain FAA aircraft, in our opinion, is excessive, and more cost effective alternatives should be considered. Moreover, we believe FAA's policy of providing VIP transportation is too liberal.

Such liberal policies have resulted in too many FAA employees using costly agency aircraft instead of cheaper commercial airlines. For example, each region had a Beechcraft King Air aircraft, which it used mostly for transportation. (See app. VI.)

In our opinion, transportation on Government aircraft generally should be limited to missions that cannot be accomplished using commercial airlines and to occasions when the Government benefits justify the cost of the transportation.

Accordingly, as part of our overall review of Federal civilian agencies' aircraft management, we have proposed that the Office of Management and Budget (OMB) establish Government-wide policies on the use of Government aircraft, while considering the transportation needs of agency heads and their top officials.

Flights to commercially accessible locations are not being made economically

From October through December 1981, 141, or 83 percent, of 169 passenger flights went to destinations readily serviced by commercial airlines. Moving these people on agency aircraft cost $448,000, compared to an estimated commercial cost of about $111,000--a difference of $337,000.

This situation has existed for some time. The IG reported that in fiscal year 1979, FAA headquarters aircraft were being used routinely to provide transportation, which was readily and more economically available from commercial airlines.

The report stated that greater use of commercial airline service, coupled with improvements in the flight proficiency program, could save about $351,000 annually and could reduce fuel consumption by about 175,000 gallons per year. The IG recommended that FAA require comparisons between agency and commercial transportation costs before authorizing transportation flights. FAA officials agreed and indicated that actions had been or would be taken to implement this recommendation. However, this was not done, and as of February 1982, the situation had gotten worse and more costly.

Appendix VII contains examples of some transportation flights that could have been made more economically on commercial airlines, on other private sector aircraft, or by even more economical surface transportation.

JETSTAR TRANSPORTATION FLIGHTS ARE UNECONOMICAL

The Jetstar is used routinely to provide transportation for the Administrator and other high-ranking officials, their spouses, and other dependents. Most of this transportation was

to locations readily served by more economical commercial airlines. Moreover, it was justified for pilot currency, when in fact most of the currency was not needed.

The Jetstar was acquired in February 1963 at a cost of $1.3 million. In fiscal year 1980 it went through extensive modification which included new engines and some avionics. The cost of this work totaled $4.2 million. The aircraft was subsequently recapitalized at this figure.

During fiscal year 1981, the aircraft flew 375 hours at a cost of $1,151,250. FAA has determined that it costs $3,070 an hour to operate the aircraft. The following table shows the 375 hours by purpose of flight and costs incurred.

FAA Lockheed L-1329 Jetstar
Flight-Hours and Costs
Fiscal Year 1981

Purpose of flight	Number of hours	Cost	Percent of total hours and costs
Evaluation	-	$ -	-
Currency	22	67,540	6
Transportation	45	138,150	12
Combined currency/ transportation	168	515,760	45
Total ECT	235	721,450	63
Test/ferry	16	49,120	4
Reimbursable	26	79,820	7
Training	98	300,860	26
Total	375	$1,151,250	100

The cost of operating the Jetstar represents over 42 percent of the FAA headquarters total fiscal year 1981 aircraft operating cost of $2.7 million, which includes an estimated 217,500 gallons of fuel. Also, 64 percent of the hours flown, costing $733,730, were in conjunction with transporting passengers, in competition with commercial airlines. This includes 239 hours of transportation, combined currency/transportation, and reimbursable flight time at $3,070 per hour. In our opinion, the need for this aircraft is questionable, due to the way it is being used, its low utilization, and its high operating cost.

Jetstar pilots

FAA has only three headquarters pilots who need to be proficient and current to fly the aircraft, due to its high operating cost. In addition, the FAA Administrator uses the Jetstar for transportation within the continental United States.

Since he is a pilot, he normally flies the aircraft on these trips, and he is often accompanied by his wife, who legally has no official Government status.

The Administrator piloted the Jetstar 127.4 of the 141.1 hours he was aboard the aircraft from April to November 1981. (See app. VIII.) The three other pilots who accompanied him received only 13.7 hours of pilot time. Almost all the flight-hours were justified as currency/transportation, even though the Administrator's transportation was the primary purpose of some of the trips. Accordingly, the Administrator did not need most of the currency time and it is questionable whether the pilots who accompanied him needed it.

The following table shows the 1981 flight-hours and pilot-hours for the three headquarters Jetstar pilots. It shows that these pilots fly more than enough to remain current if the flight time is properly managed through each 180-day period. In fact, these pilots fly more than their proportional share of time, since 60 of the other headquarters pilots were not flying enough to remain current. This is especially important because FAA Order 4040.9 states that pilots are authorized only the flight-hours necessary to meet minimum currency requirements.

Jetstar Pilots' Flight-Hours and Pilot-Hours Calendar Year 1981

Aircraft	Chief pilot		2d pilot		3d pilot	
	Flight-hours	Pilot-hours	Flight-hours	Pilot-hours	Flight-hours	Pilot-hours
Lockheed Jetstar	141.2	26.2	72.8	23.0	105.2	30.6
Cessna 550	57.0	11.9	181.4	59.2	94.9	26.0
Grumman G-159	-	-	39.6	21.6	40.5	17.8
Cessna 421	-	-	11.6	4.9	11.0	4.9
Beech C-90	-	-	19.1	7.9	1.1	.6
Beech F-90	-	-	24.4	4.7	5.7	2.2
Cessna 500	-	-	-	-	2.4	1.2
Beech BE-200	-	-	59.2	24.0	54.0	23.5
LNK - TR	-	-	-	-	3.0	3.0
Total	198.2	38.1	408.1	145.3	317.8	109.8

The Administrator also used the Cessna 550 aircraft for 33 hours during the same 8-month period. He piloted the aircraft for 30.2 of these hours. The chief pilot was aboard the aircraft for 22.5 of these hours but actually piloted the aircraft for only 1.8 of these hours. Other pilots accounted for the remaining hours. Therefore, during an 8-month period, it cost FAA at least $465,000 to provide air transportation and flying time for the Administrator on agency aircraft, as follows:

Aircraft	Hours flown	Cost per hour	Total cost
Jetstar	141.1	$3,070	$433,177
Cessna	33.0	965	31,845
Total	174.1		$465,022

Not included above is the cost of renting aircraft in conjunction with the Administrator's trips to Alaska, as discussed in appendix VII.

The Administrator's flying time raises the following concerns about the use of these aircraft:

--Is the Administrator's participation in the headquarters flight program based on a job-related need to maintain flight proficiency and currency as required by FAA Orders 4040.9A and 4040.19? According to FAA officials, previous administrators either were not pilots or they did not fly as extensively as the current Administrator.

--The Jetstar used an inordinate amount of the program resources to provide currency and transportation for the Administrator. Moreover, most of the currency flight-hours were not needed and the transportation could have been done much more cheaply by commercial airlines, especially, at a time when (1) the program could not support 70 percent of the designated pilots, (2) the rental program was unfunded, and (3) agency projects requiring the use of aircraft could not be accomplished.

--Many flights that were indicated as currency/transportation were actually for transportation. Currency was not needed. For example, the Administrator obtained 106.4 currency flight-hours by flying 23 consecutive currency/transportation flights on the Jetstar within a 6-month period, most of which should have been justified solely for transportation.

--On numerous occasions, the three headquarters Jetstar pilots were precluded from obtaining currency piloting time on the Jetstar because the Administrator piloted the aircraft while they were aboard. For example, the Administrator piloted the aircraft 127.4 hours of the 141.1 hours he was on board the aircraft. The other three pilots on board piloted the aircraft the remaining 13.7 hours.

--The Administrator's flight time is indicative of the inequitable distribution of currency flight hours in the program. Moreover, his flight time is contrary to FAA Order 4040.19, which requires an equitable distribution of flight-hours so that the maximum number of headquarters pilots in the program can remain current. (See p. 9.)

Accordingly, the Congress recently imposed restrictions on the Administrator's use of Government aircraft in DOT's fiscal year 1983 Appropriations Act, which requires that:

> "No funds appropriated under this Act shall be expended to pay for any travel initiated after January 1, 1983, by the Administrator of the Federal Aviation Administration as passenger or crew member aboard any Department of Transportation aircraft to any destination served by a regularly scheduled air carrier: Provided, that this limitation shall not apply if no regularly scheduled carriers' flight arrives at the destination of the Administrator within 6 hours local time of the desired time of arrival: Provided further, That this limitation shall not apply to costs incurred by any flight which is essentially for the purpose of inspecting, investigating, or testing the operations of any aspect of the Federal Aviation Administration system designed to aid and control air traffic, or to maintain or improve aviation safety: Provided further, That this limitation shall not apply to costs incurred by any flight in Department of Transportation aircraft which is necessary in times of emergency or disaster, or for security reasons, or to fulfill official diplomatic representation responsibilities in foreign countries: Provided further, That written certifications shall be issued quarterly on all flights initiated in the previous quarter subject to this limitation and shall be made readily available to Congress and the general public."

TRAVEL JUSTIFICATIONS AND DOCUMENTATION FOR FLIGHTS WERE INADEQUATE

We could not analyze the details of headquarters flights made before September 1981, because FAA generally did not retain its aircraft request and use records before that time. These

records specify such data as the aircraft used, dates and hours flown, destinations, and names of passengers. However, only general justifications were given for the purposes the trips.

When top FAA officials make trips, the specific reasons for going to the locations visited cannot be determined from any of the official travel records because (1) these officials generally have blanket travel orders and (2) their travel vouchers do not show why they went to the locations for which they claimed expenses. Therefore, it is not possible to readily determine that the aircraft are always used for official Government business.

Many times the information on the aircraft request and use record (1) is not provided, (2) is incomplete, or (3) is vague. For example, the justification section often contained vague language, such as

--official Government business,

--official transportation,

--executive transportation, and

--transportation of officials.

FAA began keeping these records for 1 year as of October 1, 1981. This change came about as a result of a GAO report 1/ which recommended that the records be kept for more than 90 days.

Use of FAA aircraft for transportation is being justified without cost comparison

FAA orders state that flight-hours should be used efficiently and economically. Commercial transportation generally is to be used when cost effective. However, FAA does not require cost comparisons of agency versus commercial aircraft use for transportation flights. In those few instances when cost comparisons were done and were included on the aircraft request and use records, most were inaccurate. The majority of transportation flights were not based on the economy of the flights as a primary factor of justification.

Justifications should contain sufficient detail and accurate cost comparisons to determine whether the use of the agency aircraft was practical and economical and was in conjunction with an assigned agency mission and why commercial transportation could not be used.

1/"The Federal Aviation Administration Can Improve the Operation of Its General Aviation District Offices" (CED-81-114, June 29, 1981).

In addition, in some cases, not all passengers were listed, passenger status was not indicated (e.g., office or agency, dependent, etc.), and the locations where passengers had embarked or disembarked were not shown.

BUDGET IMPACT OF PROVIDING TRANSPORTATION ON GOVERNMENT AIRCRAFT

The cost of transporting passengers on agency aircraft is being charged to the aircraft Operations Appropriations account, rather than to the Transportation Appropriations account. Therefore, FAA's records do not adequately reflect all its personnel transportation costs.

FAA's cost accounting system defines aircraft program costs in accordance with prescribed OMB object classes. The object classifications relative to the aircraft program are:

Object class code	Definition
11	Personnel compensation
12	Civilian personnel benefits
21	Travel and transportation of persons
22	Transportation of things
23	Rent, communications, and utilities
24	Printing and reproduction services
25	Other services
26	Supplies and materials
31	Equipment
42	Insurance claims and indemnities use

When FAA officials use commercial air transportation, the costs associated with that travel (i.e., airfare, per diem, and other authorized expenses incidental to travel) are reported under object class 21, travel and transportation of persons, which is a Transportation Appropriations account. However, when FAA officials travel on agency aircraft, the aircraft operating costs incidental to providing air transportation are not reported under object class 21. These costs are generally reported under object classes 25 and 26, other services and supplies and materials.

According to FAA officials, if commercial airfare can be avoided by using Government aircraft that would have flown anyway, then the agency realizes a savings. However, as previously discussed, it is questionable whether the aircraft should have been flown for pilot currency and FAA could have used more economical commercial airlines for many headquarters aircraft transportation flights. While it may appear that FAA is stretching its travel funds, it is incurring even greater costs and charging them to the Operations Appropriations account. Therefore, FAA is not accuratly reporting all its transportation costs in the transportation account.

CONCLUSIONS

FAA routinely uses headquarters aircraft to transport passengers who could travel more economically on commercial airlines. The justifications for these flights are inadequate to determine why the trips were made. Moreover, cost comparisons were not made to justify the use of more costly agency aircraft rather than commercial airlines.

The cost of transporting passengers on agency aircraft generally is charged to the Operations Appropriations account. Therefore, not all the transportation costs are being reported accurately.

RECOMMENDATIONS

We recommend that the Secretary of Transportation direct the Administrator of FAA to:

--Adequately justify the reasons for each flight on agency aircraft by properly filling out the aircraft request and use records as required by FAA Order 4040.9A.

--Establish criteria, guidelines, and procedures that require consistent and valid comparisons of the cost of transporting passengers on agency aircraft versus commercial airlines.

--Require the use of commercial airlines, or other less costly means, to transport passengers when it is more economical and does not interfere with mission accomplishment.

--Limit VIP transportation on FAA aircraft to the absolute minimum necessary and permit it only when (1) commercial airlines cannot be used due to mission requirements and (2) the Government benefits justify the cost.

--Require that the costs of transporting passengers be charged to the Transportation Appropriations account. Where passengers are transported with a bona fide mission, the cost of such transportation should be prorated between the appropriations accounts on an equitable basis.

--Require that officials responsible for approving such flights be held accountable through their performance evaluations that these recommended practices are followed.

--Reduce the number of ECT aircraft to only those necessary to meet valid program requirements.

CHAPTER 4

USE OF COSTLY AIRCRAFT FOR NONOFFICIAL TRANSPORTATION IS QUESTIONABLE

FAA aircraft are used routinely to transport nonofficial travelers, including employees' spouses and dependents, free of charge. Such transportation is often authorized and justified on the basis that the main purpose of the flight is either for pilot currency or currency combined with transportation for official travelers and that, therefore, no additional costs are incurred for transporting the nonofficial passengers. However, in our opinion, much of the currency flying is questionable and cannot be used as valid justification for transporting non-official passengers at Government expense.

These matters have been reported to FAA by GAO and the Department of Transportation's IG, but corrective actions have not been taken. In our opinion, aircraft will continue to be misused and the Government subjected to unnecessary criticism as long as these practices continue.

AIRCRAFT ARE USED TO TRANSPORT TRAVELERS NOT ON OFFICIAL BUSINESS

FAA aircraft routinely transport travelers not on official Government business free of charge. This includes spouses, other dependents, and others with no official Government status. FAA interprets its regulations to allow it to transport any passenger as long as authorization has been granted by the official responsible for the flight-hours and it will not result in additional cost to the Government.

Such transportation is often authorized and justified on the basis that the main purpose of the flight is either for pilot currency or currency combined with transportation for official travelers and that, therefore, no additional costs are incurred for transporting the nonofficial passengers. However, in our opinion, much of the currency flying is questionable and does not validly justify transporting nonofficial travelers at Government expense. (See ch. 3.)

These practices are susceptible to criticism that the transportation is for the benefit of the travelers rather than the Government--especially when the principal traveler is the one who authorizes the trip and decides who will be aboard the aircraft. These practices also set a bad precedent for other agencies and create potential Government tort liability in the event that these passengers are injured through Government negligence.

Spouses and other dependents travel free of charge

FAA employees' spouses and other dependents often fly on FAA aircraft free of charge. FAA Order 4040.9A states that passengers may be carried on agency aircraft when (1) carrying such passengers will not result in additional cost to the Government and (2) authorization has been granted by the agency official responsible for the use of the flight-hours involved. The order also authorizes passengers in an order of priority. Spouses and other dependents have the fourth highest priority, as follows:

> "FAA employees and dependents of such employees in nonofficial status, on a space available basis, whose travel is in the national or public interest, essential to the proper and appropriate accomplishment of the mission, desirable because of diplomatic or public relations, or when necessary for the health or morale of the principals concerned."

This policy is so broad that it essentially allows FAA to justify transporting the above-mentioned travelers at any time on agency aircraft, as long as their transportation is not the primary purpose stated for the trip.

For example, the Administrator's wife often accompanies him on trips and his wife and daughter accompanied him on an Alaskan trip. (See app. VII.) In addition, there were 39 headquarters aircraft flights from October through December 1981 on which 63 spouses or other dependents of FAA employees were identifiable passengers. (See app. IX.) Moreover, all but two of these flights were justified as for combined currency and transportation. We question whether the spouses and other dependents would have been permitted to travel at Government expense if the same trips had been made using commercial airlines.

In the past, we pointed out that: 2/

> "In the case of Government aircraft it may be claimed that if the plane is going anyway there is no extra costs in having extra travelers aboard. Nevertheless, regardless of the traveler's intent, these practices have been susceptible to criticism that such trips are for the benefit of the travelers rather than the Government--especially when the principal traveler is the one who authorizes the trip and decided who will be aboard."

We could find no authority in either DOT's or FAA's authorizing legislation to allow such a travel policy for spouses

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2/Letter report (FPCD-79-5, Nov. 6, 1978) to the Director, OMB.

and other nonofficial travelers. Therefore, neither DOD nor its agencies can assume that they have this authority.

During fiscal year 1981, at least 238 nonofficial passengers flew on Alaska Region aircraft. This practice continued even though a July 1980 IG report criticized this practice. The report stated that because of the substantial number of passengers FAA was transporting, many of which were not FAA employees, the IG believed that the Government was being exposed to potential and significant tort claim liability and that many of these exposures were unnecessary. 3/

The report further stated that the region's interpretation was that almost anyone could fly on board these aircraft as long as seats were available. The fragmented management of the rental aircraft program has allowed the requester and pilot to choose an aircraft without documentation for that particular seating capacity and to take along his dependent, since a seat is available.

In June 1981, we reported examples of the way FAA officials were using rental aircraft for personal reasons, which included nonofficial travel and the transporting of spouses and other dependents under questionable circumstances. (See note 1 on p. 24.) But effective corrective actions have not been taken to prevent such travel. However, in March 1982, the IG reported that an aircraft had been misused at a cost of almost $37,000 and FAA took disciplinary action against three employees involved. 4/

CONCLUSIONS

FAA interprets its regulations to allow it to carry employees' spouses, other dependents, and others not on official Government business free of charge, as long as such travel is no additional cost to the Government. These practices have resulted in the questionable use of aircraft and doubts that additional costs have not been incurred. Moreover, FAA officials have allowed these practices to continue even though GAO and the IG have recommended stopping them.

Such use of agency aircraft is subject to criticism and creates a potential tort liability if any passenger is injured. Therefore, we believe that these practices should be discontinued.

3/DOT-IG Report on "Audit of Utilization of Aircraft, Federal Aviation Administration, Alaskan Region," Report No. RO-FAA-0-206, July 3, 1980.

4/DOT-IG report entitled "FAA Aircraft N-40/Misuse," Mar. 25, 1982 (For Official Use Only).

RECOMMENDATIONS

We recommend that the Secretary of Transportation:

--Issue a written policy generally prohibiting the carrying of spouses, other dependents, and other nonofficial travelers on FAA's aircraft.

--Require OIG to periodically review FAA's aircraft request and use records and verify that aircraft are being used properly.

We also recommend that the Secretary direct the FAA Administrator to:

--Revise FAA Order 4040.9A to incorporate the recommended DOT regulations and to strictly enforce them.

--Require that FAA's aircraft request and use records be filled out correctly and kept in accordance with the subject order.

CHAPTER 5

ACQUISITION OF REGIONAL AIRCRAFT IS QUESTIONABLE

FAA has spent millions to acquire nine regional ECT aircraft without complying with OMB Circular A-76 to determine if needed aircraft services could have been provided more cost effectively by the private sector. Moreover, the studies done to justify acquiring the aircraft were inadequate.

The need for these aircraft is questionable because they were being used mostly to provide (1) transportation which could have been done more economically on commercial airlines or rented aircraft and (2) pilot currency which may not have been needed.

FAA also is planning to spend $17 million to purchase four leased ECT aircraft currently assigned to various regions and a new logistics aircraft for its Alaska Region. In our opinion, the purchase of these aircraft is not justified because more efficient and less costly alternatives for satisfying pilot currency and logistics needs are available but have not been adequately considered.

COMPLIANCE WITH OMB CIRCULAR A-76

All Federal civilian agencies must comply with OMB Circular A-76 when modernizing, replacing, upgrading, or enlarging their aircraft fleets and related services if these actions involve

--an additional capital investment of $100,000 or more or

--increasing annual operating cost by $200,000 or more, provided the increase exceeds 20 percent of the total investment or annual operating cost.

The circular is not designed to deal solely with aircraft and related services. But it does provide valuable guidance to agencies in determining whether aircraft and related services should be provided by the private sector or through Government resources. One of the circular's main benefits is that it requires agencies to use total costs in such determinations and it also defines the various categories of costs which must be considered.

JUSTIFICATIONS FOR AIRCRAFT ACQUISITIONS WERE INADEQUATE

FAA does not comply with the circular to determine if needed aircraft services could be provided more cost effectively by the private sector. According to FAA officials, the circular does not apply to FAA aircraft because

--they are all mission aircraft and, therefore, FAA is justified in not contracting for the services they provide and

--nearly all aircraft must be modified for special missions, which precludes using leased or other commercial aircraft.

Although all FAA aircraft fly missions, ECT missions are flown on administrative aircraft. Moreover, these aircraft have not been specially modified for ECT missions. And the private sector also can provide aircraft to meet FAA's needs. For example, during fiscal year 1981, FAA spent over $1.6 million to rent aircraft that flew over 17,500 hours for ECT missions. This averages out to only $91.50 per hour, but it does not include pilot costs and may not include some other costs. Accordingly, the circular should have been complied with to see if the private sector could have provided the needed services more economically. Since FAA does not comply with the circular, we looked at the justifications and acquisition practices for nine ECT and one logistics aircraft.

Outright purchase of five aircraft

A September 1978 FAA study recommended procurement of six turboprop aircraft to replace eight 15-year-old light twin-engine piston ECT aircraft. According to the study, the eight aircraft (four Beech Queen Aires and four Beech Barons) needed to be replaced because

--they did not represent the current state of the art,

--increasing maintenance and performance limitations caused poor utilization,

--turboprops were more productive than piston engine aircraft, and

--FAA pilots needed to experience the operational environment of all-weather pressurized aircraft.

The study also stated that turbine-powered aircraft were not readily available for rent and that when they were, the rates were high, navigation/communication equipment was minimum, or aircraft owners preferred their own pilots if the aircraft were well equipped. However, these contentions were not supported in the study. The study also recommended a less than one for one replacement (six new aircraft to replace the eight old aircraft) and shared use of the new aircraft by the regions to achieve an annual utilization goal of 700 hours for each aircraft. FAA regions opposed shared use, predicting that "their priority use of a turboprop would justify having it full time." Accordingly, nine aircraft were eventually acquired to replace the eight older ones, as discussed below.

The study was followed by a request for approval to purchase the first increment of replacement aircraft. It was signed by the FAA Administrator on October 2, 1978. Approval was given for the outright purchase of three new light twin-engine turboprops at an estimated cost of $2.3 million. Additional aircraft were requested in fiscal year 1980. The request made no reference to a less than one for one replacement or the region's opposition to shared use.

A contract was awarded to Beech Aircraft Corporation for the initial three Beech C-90 King Air aircraft on September 4, 1979. On January 2, 1980, a contract option was exercised to purchase two additional C-90s. These aircraft cost $795,600 each, and they were assigned to five regions, leaving four regions without new turboprops.

Lease-purchase of four aircraft

In March 1980, a lease-purchase turboprop aircraft study recommended that four more Beech aircraft be purchased (1) to meet the high utilization requirements of two regions that did not have new turboprops and (2) to replace two 5-year-old piston-powered leased Cessna 421 ECT aircraft in the headquarters flight program. The study stated that the two regions that would not receive new turboprops could best meet their requirements more economically through open-market rentals.

The study estimated the lease-purchase price of each aircraft at $1.3 million. For the first year, each aircraft cost an estimated $350,000 to lease, which equaled 27 percent of the estimated purchase price. If the lease were extended beyond 1 year, the lease cost would diminish gradually so that 35 to 48 percent of the lease costs would be applied to the purchase price.

The study said that there was a long-term requirement for the aircraft. Therefore, action was being taken to secure money for purchase as soon as possible. The study said that if funds were appropriated, the aircraft could be purchased immediately, provided a lease-purchase contract existed. If not, it would take an additional 9 to 12 months to acquire the aircraft. According to the study

> "* * * Acquisition of these aircraft is urgent to provide two regions with high utilization requirements with turboprop aircraft and to replace the two 5-year old C-421, piston-powered aircraft at Hangar 6."

The study concluded that

> "The only practical method of procurement is lease/purchase since budget limitations and the appropriation process do not provide purchase of the aircraft during the timeframe when they can be most efficiently and economically utilized. We believe a decision to proceed with the lease/purchase of four turboprop aircraft for the regions and Hangar 6 is in the best interest of the Government."

In September 1980, an OIG report on headquarters aircraft use recommended reducing the number of aircraft at Hangar 6. FAA responded that:

> "As of the date of the OIG report, there were eight aircraft in the Hangar 6 fleet, of which four were leased. One of the leased aircraft, a Bell 206L helicopter, has since been removed. It has been transferred to the FAA Technical Center as a test bed aircraft for helicopter research and development. In addition, the BE-55 aircraft will be phased out on September 30.
>
> "As in the past, the number and types of aircraft at Hangar 6 are constantly reviewed to determine if changes in the fleet are needed. Future plans include a review of the necessity for the C-421B aircraft."

Accordingly, the two Cessnas also were phased out.

If Hangar 6 did not have a requirement for the Cessna 421s, then the two aircraft requested as replacements also were not needed. However, FAA acquired all four Beech King Air F-90 aircraft under a 1981 lease-purchase agreement. One was received in April, two in June, and one in July. FAA has $3.5 million in its fiscal year 1983 budget request to purchase these aircraft.

As of September 30, 1981, the nine Beech King Air aircraft were assigned to FAA regions where they were being used mostly to provide transportation and pilot currency. (See app. VI.) As explained elsewhere in the report, most transportation could be done more cheaply on commercial airlines or rented aircraft. Moreover, much of the currency flying may not have been needed, and many times it also can be done more cheaply on rental aircraft. One region received two aircraft, and the other seven regions each received one of the aircraft. Included were the two regions that the FAA study said could have met their requirements through rentals. This is contrary to the original six-for-eight replacement plan, and we found little evidence of shared use.

DOT's fiscal year 1983 appropriations bill contains $3.5 million for purchasing these aircraft, even though not all of the regions may be able to justify a full-time ECT aircraft, as discussed below.

WESTERN REGION'S NEED FOR A FULL-TIME ECT AIRCRAFT IS QUESTIONABLE

In September 1980, the Western Region requested that it be assigned a full-time ECT turboprop aircraft. The aircraft justification was flawed in several ways:

Justification	Actual
1. Need to transport personnel to locations not served commercially.	1. There is little flying to locations not served commercially. Of 30 trips from June to November 1981, 21 were to cities readily served commercially.
2. Annual use expected to exceed 1,000 hours.	2. 230 flight-hours were made from June to November 1981. Projected annual use is about 460 hours.
3. Average cost per hour is $175 at 700 hours.	3. The cost is much higher. The FAA reimbursement flight-hour rate is $485 at 700 hours. Actual cost is probably about $650 to $700 because the plane will fly fewer than 700 hours.

The region acquired one of the leased Beechcraft King Air F-90 aircraft in June 1981. From June through September, it flew 150 hours, of which 107, or 71 percent, were for transportation. We analyzed 30 transportation trips made on this aircraft from June through November 1981. Nineteen of these trips were made between cities readily served by commercial airlines. The region could have saved about $33,000 by using commercial airlines on these trips. For example:

--On June 26, 1981, the Beechcraft F-90 flew from Los Angeles to Oakland where it picked up two FAA employees, returned to Los Angeles, returned the employees to Oakland later that same day, and then returned to Los Angeles. The passengers were transported for an awards ceremony. The flights cost the region $3,638. Commercial airline fare would have been about $144, or a difference of $3,494.

--On August 9, 1981, the aircraft flew round trip from Los Angeles to Oakland to pick up time and attendance forms for striking air controllers. The flight cost the region $1,698. Federal Express service would have been $62, or a difference of $1,636.

Regional officials stated that the records did not reflect all reasons for the flights. For the transportation flights, the pilots also received currency time, which is applied toward the required 24 hours every 6 months. Transportation requests initiate using the aircraft. If a pilot is free to fly, then the region will use the aircraft to transport passengers, as well as give the pilot currency time. If a pilot cannot be freed from other duties, then the requester is told to fly commercially, if possible.

Regional officials said that the aircraft had not been flown as much as planned due to the air controllers strike and funding considerations. They also said that their justification's cost data was based on operating a C-model Beech Baron aircraft. Moreover, air traffic and airway facilities people who need to fly to locations not served commercially have not yet been trained. They said that additional inspectors had been trained since the end of our review. Notwithstanding these arguments, the region's need for a full-time ECT aircraft is questionable, due to its low utilization for mission purposes.

ROCKY MOUNTAIN REGION AIRCRAFT WERE NOT USED COST EFFECTIVELY

On November 4, 1981, the IG reported that the Rocky Mountain Region was not always using its Beechcraft King Air C-90 in the most cost effective manner. For example, the report stated that the vast majority of travel accomplished with the aircraft involved transporting employees to cities served by commercial airlines. Use of commercial airlines for much of the transportation would have saved about $191,000 annually. In addition, about 22,750 gallons of fuel could be saved each year.

Moreover, a draft of the final report stated that in accordance with RM (Rocky Mountain Region) Order 4040.1, the aircraft had been used as the primary mode of transportation for FAA personnel assigned to the regional headquarters. One reason given by FAA to justify using the aircraft for transportation was convenience and the ability to plan trips unhampered by airline schedules. However, the IG draft report stated that the aircraft was being used to provide transportation between cities like Denver, Colorado, and Salt Lake City, Utah, where there were 15 commercial airline flights between 7 a.m. and 7 p.m.

The IG also reported that it was costing the region about $336,000 per year to operate the aircraft. This means that almost 57 percent of its operating cost was spent unnecessarily

to provide transportation. Accordingly, it is doubtful that the region ever needed the aircraft. Moreover, the region also received one of the leased Beechcraft King Air F-90s in August 1981. During August and September 1981, it flew 33 hours for ECT missions, over half of which involved transportation.

These aircraft were transferred to other regions, due to FAA organization changes and modified regional boundaries. The F-90 was transferred to the Pacific Region on November 11, 1981, and on December 11, 1981, it was transferred to Honolulu, Hawaii. The C-90 was transferred to the Northwest Region on February 19, 1982. However, the need for these aircraft also may be questionable, as discussed below.

NORTHWEST REGION'S NEED FOR A FULL-TIME ECT AIRCRAFT IS QUESTIONABLE

The region's need for the Beechcraft King Air C-90 aircraft is questionable because it also was using aircraft for transportation which could have been done more cheaply on commercial airlines. For example, the region could have saved an estimated $29,300 on only six trips during fiscal year 1981, as follows.

--The region made five transportation flights on its aircraft from Boeing Field, Seattle, Washington, to Denver and returned to Seattle. These flights cost the region $33,300 and could have been made commercially for about $8,300, or a difference of $25,000.

--The region used a leased Cessna 421 to transport five of its employees from Hillsboro, Oregon, to Lake Charles, Louisiana, and Galveston, Texas, at a cost of $8,800. The flight could have been made commercially for about $4,500, or a difference of $4,300.

SOUTHERN REGION COULD HAVE USED COMMERCIAL AIRLINES MORE OFTEN

During fiscal year 1981, the region's Beechcraft King Air C-90 aircraft made 23 transportation flights, which could have been made for about $53,000 less on commercial airlines. For example, on December 29, 1980, the aircraft flew three passengers from Atlanta, Georgia, to Miami, Florida, at a cost of $3,030. These passengers could have flown commercially for about $600, a difference of $2,530.

PLANNED LOGISTICS AIRCRAFT ACQUISITION

DOT's fiscal year 1983 appropriations bill contains $13.5 million for purchasing a new logistics aircraft for FAA's Alaska Region, without adequately considering alternatives which appear less costly. Because current logistics aircraft are old and expensive to operate, the region wants to replace them with a more

efficient aircraft with larger freight capacity and long-range flight inspection capability. The aircraft the region wants to acquire is almost identical to the fixed-wing aircraft owned by the U.S. Coast Guard (USCG) in Alaska.

The February 1980 FAA study recommended purchase of the new aircraft but did not consider alternatives which appear less costly. These alternatives include using

--commercial airlines when available to transport people and supplies;

--USCG aircraft for logistics flights to locations not served commercially and for long-range Alaska flight inspections; and

--aircraft from FAA's Atlantic City, New Jersey, office to perform Greenland flight inspections.

Commercial aircraft

The Alaska Region generally is using more costly owned and rented aircraft to transport people and supplies when less costly commercial service is available. According to the February 1980 FAA logistics cost study, the region primarily uses owned logistics aircraft to transport people and supplies because commercial service has not been timely, reliable, or cost effective. However, the study did not document these contentions. And the region could have saved about $834,000 in fiscal year 1981 if commercial air service had been used instead of FAA-owned aircraft. Only 32 of the 593 logistics flights were made to locations not served commercially. (See app. X.)

USCG aircraft

During fiscal year 1981, USCG used an average of six C-130 aircraft in Alaska for search and rescue, law enforcement, environmental protection, and logistics support missions. While USCG is currently flying some of the region's logistics flights, more interagency support may be possible for four reasons: (1) USCG aircraft flew 530 hours less than USCG's fiscal year goal, (2) one aircraft is in storage due to a shortage of funds to fly it, (3) USCG aircraft fly to FAA locations, and (4) a 1982 draft IG report recommends that USCG move its C-130s from Kodiak to Anchorage, Alaska, where the FAA regional headquarters is located. If the draft recommendations are implemented, interagency sharing of aircraft would be facilitated due to the proximity of agency aircraft. Moreover, FAA's Alaska Flight Standards Division Chief agreed that USCG aircraft could be used for regional logistics and long-range flight inspection missions.

Greenland flight inspections

During fiscal year 1981, the Alaska Region flew six Greenland flight inspection missions which could have been done more efficiently from FAA's Atlantic City office. The Atlantic City office is 1,000 miles closer to Greenland than Anchorage and has four research and development aircraft which, if modified, could make Greenland flight inspection missions. The FAA's Atlantic City office used to perform Greenland flight inspections until FAA centralized long-range flight inspection functions at Oklahoma City, Oklahoma, according to the Alaska Flight Standards Division Chief.

Notwithstanding these alternatives, the FAA has $13.5 million in its fiscal year 1983 budget request to purchase the new logistics aircraft.

CONCLUSIONS

FAA spent millions to acquire nine regional ECT aircraft without complying with OMB Circular A-76 and without adequate justification. The need for these aircraft is questionable because they were being used mostly for transportation, which could be done more economically through commercial airlines or in rental aircraft. The agency also plans to spend $17 million to purchase four of these aircraft, which are being leased, and a new logistic aircraft. These aircraft are not needed.

RECOMMENDATIONS

The Secretary of Transportation should direct the Administrator of FAA to

--conduct an A-76 review of all ECT and logistics mission aircraft to see if the services they provide could be provided more economically by the private sector;

--comply with A-76, as required, when modernizing, replacing, upgrading, or enlarging its aircraft fleet and related services; and

--consider less costly alternatives, like interagency sharing and commercial service, before buying either the four Beechcraft King Air F-90s currently being leased or the new logistics aircraft.

EVALUATION, CURRENCY, AND TRANSPORTATION

FLIGHT PROGRAM--25 PURPOSES OF FLIGHT

f. Evaluation, Currency, Transportation. (Daily Flight Log - Code J). This function pertains to all other authorized flight hours, except that TRAVEL AIRCRAFT hours charged to travel funds are specifically excluded. Flight hours utilized for these purposes are usually performed in agency owned aircraft assigned to Headquarters and Regional Offices for administrative use or in rental aircraft. Organizations listed in Chapter 1 are authorized use of aircraft for this function/purpose except where it is limited to specific organizations.

(1) Air Traffic evaluation of the Air Traffic Control System (Air Traffic personnel only).

(2) Air Traffic Control Special Familiarization (Air Traffic personnel only).

(3) Evaluation of airport lighting systems (This purpose is for staff evaluation and should not be confused with the flight inspection requirement of b. above.)

(4) Evaluation of new aircraft types.

(5) Evaluation of flight inspection procedures. (This purpose is for staff evaluation and should not be confused with the flight inspection requirement of b. above. Flight Standards personnel only).

(6) Evaluation of ground facilities using the Portable Flight Inspection Package (PFIP). (This purpose is for staff evaluation and should not be confused with the flight inspection requirement of b. above. Flight Standards personnel only).

(7) Evaluation of new equipment in aircraft.

(8) Evaluation of safety procedures, including cockpit workload, improved techniques, crew coordination, etc., (Flight Standards and Airports personnel only).

(9) Evaluation of instrument approach procedures. (This purpose is for staff evaluation and should not be confused with the flight inspection requirement of b. above. Flight Standards personnel only).

EVALUATION, CURRENCY, AND TRANSPORTATION

FLIGHT PROGRAM--25 PURPOSES OF FLIGHT

(10) Evaluation of airman written examination test routes. (Flight Standards personnel only, includes AAC-200.)

(11) Airport Inspection. (Flight Standards and Airport personnel only).

(12) Initial Qualification Check, includes all required preliminary familiarization flights other than approved courses.

(13) Flight Proficiency Checks, including all required preliminary refamiliarization flights associated with the check. (Only pilots authorized to participate as pilot in command in the agency flight program).

(14) Currency. All pilots authorized to participate in the agency flight program are authorized flight hours for this purpose, but only to the extent necessary to meet the minimum requirements of Chapter 4.

(15) Familiarization in specific aircraft type when necessary to perform job function. This purpose includes employees requiring current knowledge of specific aircraft types in order to intelligently approve manuals and procedures, provide expert opinions, etc.

(16) Post-accident flight checks. (Pilots involved in agency aircraft accidents are authorized flight hours for this purpose when such flight checks are required to resolve any question of pilot competence.)

(17) General Aviation Operations and Maintenance itineraries and activities. (Flight Standards personnel only).

(18) Air Carrier Operations and Maintenance itineraries and activities. (Flight Standards personnel only).

(19) VIP Transportation (Secretary/Assistant Secretary/ Administrator/Deputy Administrator/Associate and Assistant Administrators/Office, Service, Regional and Center Directors).

(20) Transportation determined to be in the best interests of Government. This purpose of flight should normally be utilized when commercial transportation is nonexistent or schedules require excessive manhours and associated per diem costs.

EVALUATION, CURRENCY, AND TRANSPORTATION

FLIGHT PROGRAM--25 PURPOSES OF FLIGHT

(21) Special mission authorized by Administrator/Deputy Administrator/Associate Administrator/Director, Flight Standards Service.

(22) Emergency missions, Search and Rescue (SAR), national or local disaster and related activities such as emergency locator transmitter tests, lost aircraft procedures, etc.

(23) Reimbursable missions for other agencies. Flight hours are authorized for this purpose only when supported in advance by reimbursable agreements.

(24) Test. Flight hours, following and directly associated with maintenance, overhaul or modification, are authorized for this purpose when required or desirable.

(25) Ferry. Flight hours for the purpose of transferring aircraft between two locations, whether for delivery, shared use, ferry or maintenance reasons, whether or not a special permit is required, are authorized in accordance with established practice.

OWNED AND LEASED AIRCRAFT ASSIGNED EXCLUSIVELY TO THE ECT FLIGHT PROGRAM--HOURS FLOWN AND OPERATING COSTS FOR FISCAL YEAR 1981

Aircraft location and identification no.	Type	Owned (O) or leased (L)	Hours flown	Annual costs	Hourly rates
Headquarters:					
N1	Lockheed L-1329 Jetstar	O	375	$1,151,250	$3,070
N2	Cessna CE-550	L	617	595,405	965
N3	Grumman G-159	O	467	447,843	959
N4	Beechcraft BE-200	O	493	303,195	615
Total			1,952	2,497,703	1,279 (average)
Regional:					
N5	Beechcraft King Air C-90	O	638	327,932	$514
N16	Beechcraft King Air C-90	O	731	390,354	534
N17	Beechcraft King Air C-90	O	1.060	566,040	534
N19	Beechcraft King Air C-90	O	582	310,788	534
N20	Beechcraft King Air C-90	O	726	387,684	534

Aircraft location and identification no.	Type	Owned (O) or leased (L)	Hours flown	Annual costs	Hourly rates	
Regional (cont.)						
N 13	Beechcraft King Air F-90	L	325	$ 157,625	$485	
N 14	Beechcraft King Air F-90	L	150	72,750	485	
N 15	Beechcraft King Air F-90	L	94	45,590	485	
N 18	Beechcraft King Air F-90	L	100	48,500	485	
N 25	Cessna CE-500	O	214	210,148	982	
N 554	Cessna CE-421	L	496	162,688	328	
N 5389J	Cessna CE-421	L	480	157,440	328	
N 10	Bell 206L (helicopter)	L	260	141,180	543	
Total			5,856	2,978,719	509	(average)
Total			7,809	$5,476,422	$701	(average)

PILOT-IN-COMMAND CURRENCY REQUIREMENTS

EXCERPTS FROM FAA ORDER 4040.9A

"OPERATION OF FAA AIRCRAFT"

b. Currency Requirements. Flight-hour currency must be combined with takeoff, landing, and instrument flight experience as appropriate.

(1) Flight-Hour Currency Requirements. At least the following within the preceding 180 days:

(a) Twenty-four hours as pilot in command, second in command, instructor pilot, check pilot, or any combination thereof, in any category of aircraft.

(b) Ten hours as manipulator of the controls in specific category (airplane or rotorcraft) in order to be current in that category.

NOTE: Pilots who do not meet this requirement may be requalified by completing a formal flight training course at the Academy which requires a flight check, or passing an appropriate pilot requalification check.

NOTE: Branch chiefs or an equivalent level supervisor must approve requalification by means of a pilot requalification check. This procedure is to be used only when unusual circumstances prohibit accomplishment of the flight-hour currency requirements and is not to be used for operational convenience. When the pilot requalification option is utilized, the flight currency requisites will be computed from the date of the flight check. Supervisory approval is not required for Branch Chief level and above.

(2) Takeoff and Landing Requirements.

(a) General Experience.

1 Each landing in tail wheel configured aircraft must be to a full stop if credited toward meeting these currency requirements.

2 Aircraft Requiring Type Rating. Three takeoffs and landings in an aircraft of the same category, class, and type, within the preceding 90 days, if carrying passengers OR if the aircraft is certificated for more than one pilot crewmember. Takeoffs and landings performed in a visual simulator approved under FAR 121.407 may be counted to meet this requirement. There are no takeoff and landing currency requirements for crew-only operations for aircraft certificated for single pilot.

3 Aircraft Not Requiring Type Rating. Three takeoffs and landings in an aircraft of the same category and class within the preceding 90 days, if carrying passengers OR if the aircraft is certificated for more than one pilot crewmember. There are no takeoff and landing currency requirements for crew-only operations for aircraft certificated for single pilot.

APPENDIX III

PILOT-IN-COMMAND CURRENCY REQUIREMENTS

EXCERPTS FROM FAA ORDER 4040.9A

"OPERATION OF FAA AIRCRAFT"

(b) Night.

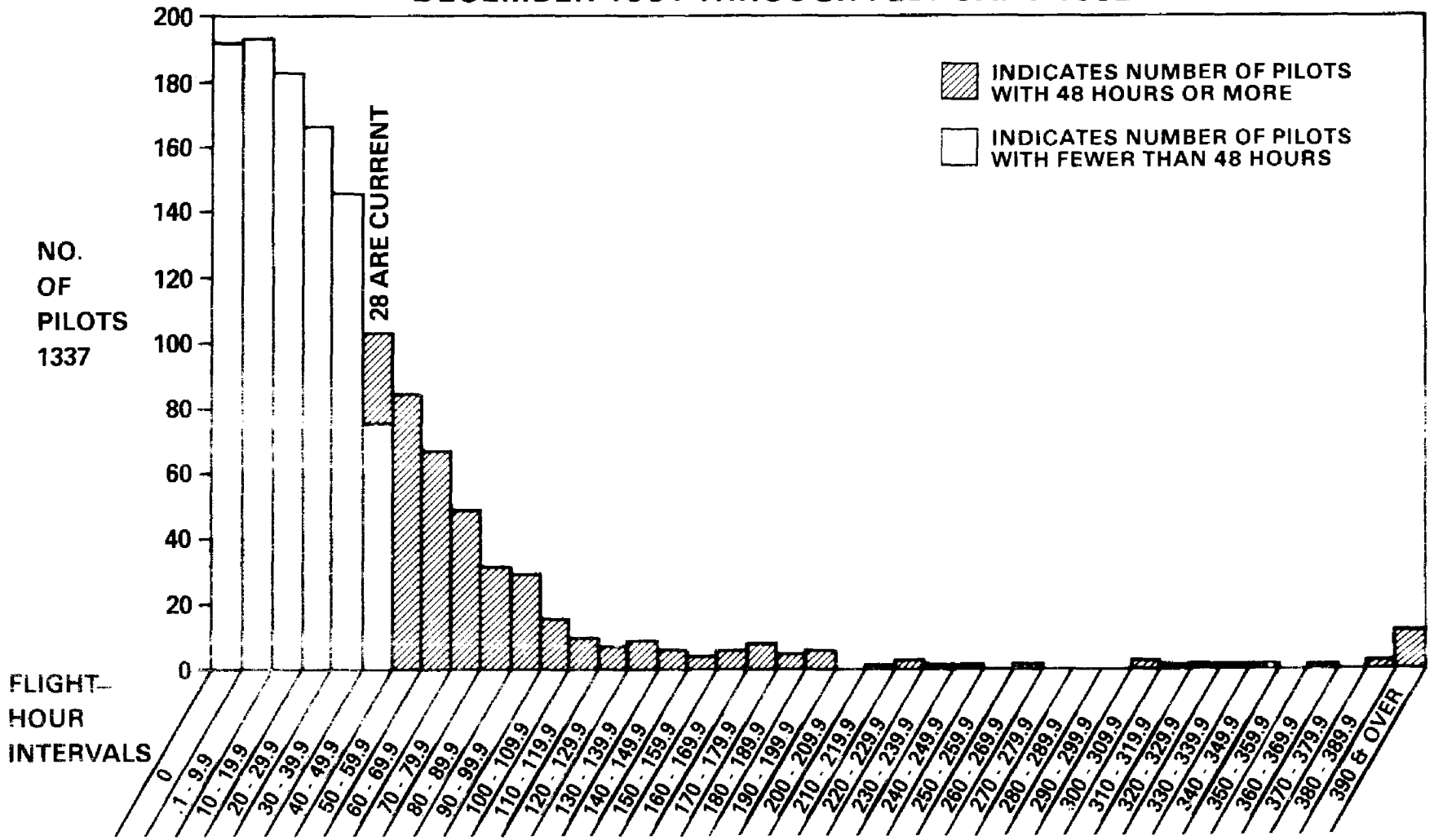
1 When carrying passengers, three takeoffs and landings to a full stop in an aircraft of the same category and class within the preceding 90 days during the period one hour after sunset to one hour before sunrise.

2 No takeoff and landing night currency requirements for crew only operations.

(3) For Flight in IFR conditions. Six hours of actual or simulated instrument flight and six instrument approaches (combination of precision and nonprecision approaches) as manipulator of the controls under actual or simulated instrument flight conditions within the preceding 180 days. At least three hours and three instrument approaches must have been accomplished in flight in the category (airplane or rotorcraft) to be utilized. (A maximum of three hours of instrument time accumulated in a simulator approved under AC 121-14C, Aircraft Simulator and Visual System Evaluation, may be counted toward meeting this requirement.) Pilots lacking these requisites may be requalified for IFR flight operations through satisfactory accomplishment of an instrument competency check in accordance with FAR 61.

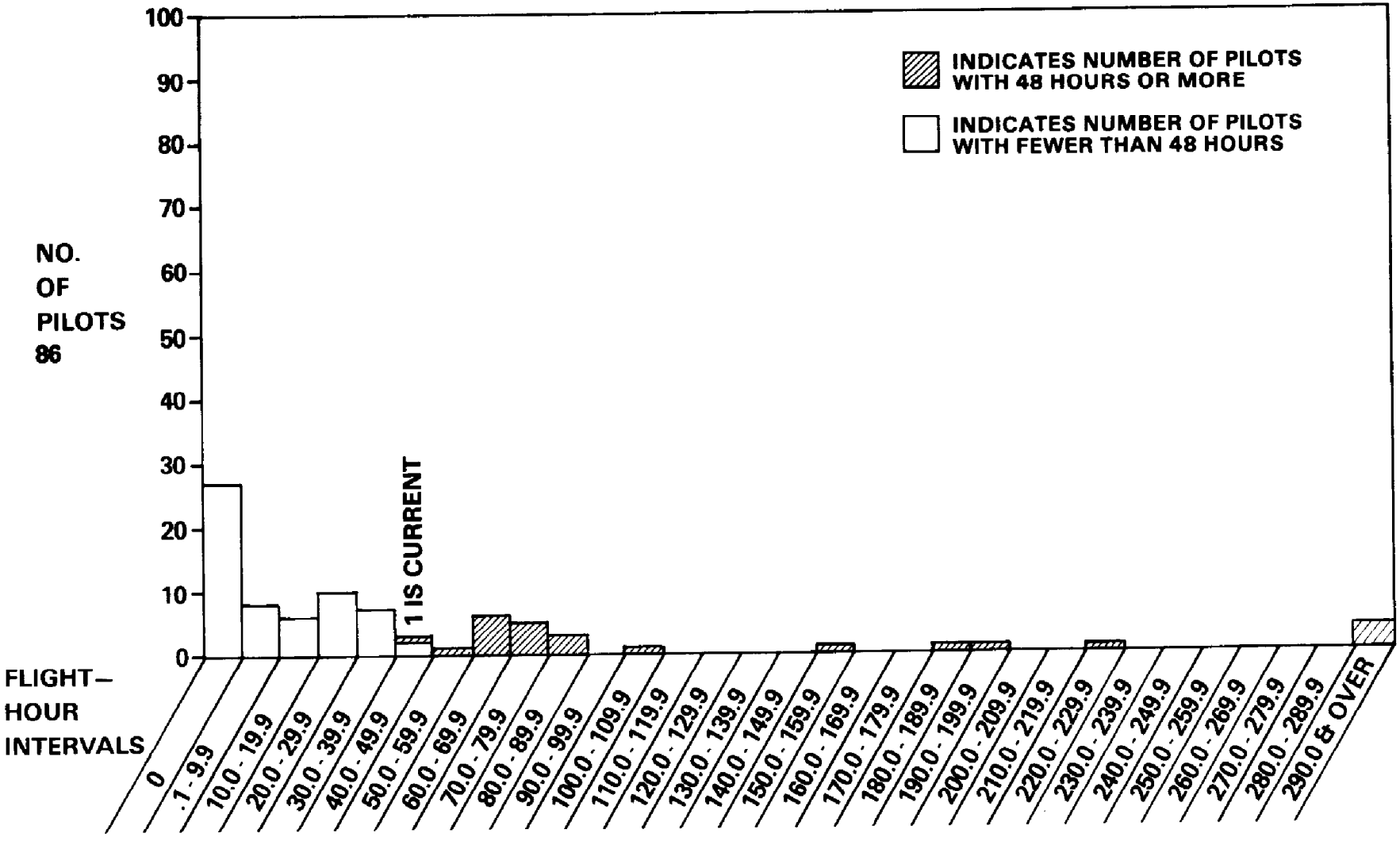
NOTE: Out-of-agency flight accomplishments may be credited toward the foregoing recent flight currency requirements, when an approving official is provided a written and signed record of the activities.

FAA OVERALL—ECT PILOTS' FLIGHT-HOUR DISTRIBUTION FOR 12-MONTH PERIOD ENDED DECEMBER 1981 THROUGH FEBRUARY 1982



APPENDIX IV

HEADQUARTERS—ECT PILOTS' FLIGHT-HOUR DISTRIBUTION FOR 12-MONTH PERIOD ENDED DECEMBER 1981



APPENDIX V

SUMMARY OF THE FLIGHT-HOURS, PURPOSES, AND COSTS FOR THE NINE KING AIR ECT AIRCRAFT DURING FISCAL YEAR 1981

Purpose of flight	Hours flown	Percent of total	Cost	Percent of total
Evaluation	17	0.4	$ 8,784	0.2
Currency	1,536	34.9	806,263	35.0
Transportation	597	13.5	306,285	13.4
Combined currency/ transportation	1,995	45.3	1,052,860	45.6
Total ECT	4,145	94.1	2,174,192	94.2
Flight inspection	114	2.6	60,876	2.6
Test/ferry	26	.6	13,296	.6
Training	121	2.7	58,899	2.6
Total other	261	5.9	133,071	5.8
Total all flying	4,406	100.0	$2,307,263	100.0
Average cost per flight-hour	$ 524			

APPENDIX VI

Five Owned Beech BE-C90 King Air ECT Aircraft

Purpose of flight	Hours flown	Percent of total	Cost	Percent of total
Total all aircraft:				
Evaluation	11	0.3	$ 5,874	0.2
Currency	1,307	35.0	695,198	35.2
Transportation	460	12.3	239,840	12.1
Combined currency/ transportation	1,825	48.8	970,410	49.1
Total ECT	3,603	96.4	1,911,322	96.6
Test/ferry	14	.4	7,476	.3
Training	6	.1	3,124	.1
Flight inspection	114	3.1	60,876	3.0
Total other	134	3.6	71,476	3.4
Total all flying	3,737	a/100.0	1,982,798	100.0
Average cost per flight-hour	$ 531			

a/The Tech Center in Atlantic City used a BE-C90 for 2 hours at a cost of $1,068. The purpose of flight was test/ferry. These hours and their costs are not included in the above table.

APPENDIX VI

Five Owned Beech BE-C90 King Air ECT Aircraft

Identification no.	Aircraft location	Date purchased	Purpose of flight	Hours flown	Percent of total	Costs	Percent of total
N 16	Central Region: Kansas City International Airport, Kansas City, Mo.	3/80	Currency	95	13.0	$ 50,730	13.0
			Transportation	4	.5	2,136	.5
			Combined currency/ transportation	629	86.0	335,886	86.0
			Total ECT	728	99.5	388,752	99.5
			Test/ferry	2	.3	1,068	.3
			Training	1	.2	534	.2
			Total other	3	.5	1,602	.5
			Total all flying	731	100.0	$390,354	100.0
N 17	Southwest Region: Meacham Field, Forth Worth, Tex.	3/80	Currency	844	79.6	$450,696	79.6
			Combined currency/ transportation	216	20.4	115,344	20.4
			Total ECT	1,060	100.0	566,040	100.0
			Total all flying	1,060	100.0	$566,040	100.0
N 5	Rocky Mtn. Region Stapleton International Airport, Denver, Colo.	4/80	Currency	137	21.5	$ 70,418	21.5
			Transportation	290	45.5	149,060	45.5
			Combined currency/ transportation	207	32.4	106,398	32.5
			Total ECT	634	99.4	325,876	99.5
			Training	4	.6	2,056	.5
			Total other	4	.6	2,056	.5
			Total all flying	638	100.0	$327,932	100.0

APPENDIX VI

Five Owned Beech BE-C90 King Air ECT Aircraft

Identification no.	Aircraft location	Date purchased	Purpose of flight	Hours Flown	Percent of Total	Costs	Percent of Total
N 19	Southern Region: Charlie Brown County Airport, Atlanta, Ga.	5/80	Evaluation	11	1.9	$ 5,874	1.9
			Currency	198	34.0	105,732	34.0
			Transportation	138	23.7	73,692	23.7
			Combined currency/transportation	110	18.9	58,740	18.9
			Total ECT	457	78.5	244,038	78.5
			Test/ferry	10	1.7	5,340	1.7
			Training	1	.2	534	.2
			Flight inspection	114	19.6	60,876	19.6
			Total other	125	21.5	66,750	21.5
			Total all flying	582	100.0	$310,788	100.0
N 20	Great Lakes Region: Pal-Waukee Airport, Chicago/Wheeling, Ill.	6/80	Currency	33	4.5	$ 17,622	4.5
			Transportation	28	3.9	14,952	3.9
			Combined currency/transportation	663	91.3	354,042	91.3
			Total ECT	724	99.7	386,616	99.7
			Test/ferry	2	.3	1,068	.3
			Total other	2	.3	1,068	.3
			Total all flying	726	100.0	$387,684	100.0

APPENDIX VI

Four Lease-Purchase Beech BE-F90 King Air ECT Aircraft

Purpose of flight	Hours flown	Percent of total	Cost	Percent of total
Total all aircraft:				
Evaluation	6	0.9	$ 2,910	0.9
Currency	229	34.2	111,065	34.2
Transportation	137	20.5	66,445	20.5
Combined currency/ transportation	170	25.4	82,450	25.4
Total ECT	542	81.0	262,870	81.0
Test/ferry	12	1.8	5,820	1.8
Training	115	17.2	55,775	17.2
Total other	127	19.0	61,595	19.0
Total all flying	669	100.0	$324,465	100.0
Average cost per flight-hour	$485			

APPENDIX VI

Four Lease-Purchase Beech BE-F90 King Air ECT Aircraft

Identification no.	Aircraft	Date acquired (note a)	Purpose of flight	Hours flown	Percent of total	Costs	Percent of total
N 13	Eastern Region: Republic Airport, Long Island, N.Y.	4-2-81	Currency	141	43.4	$ 68,385	43.4
			Transportation	15	4.6	7,275	4.6
			Combined currency/transportation	127	39.0	61,595	39.0
			Total ECT	283	87.0	137,255	87.0
			Test/ferry	8	2.5	3,880	2.5
			Training	34	10.5	16,490	10.5
			Total other	42	13.0	20,370	13.0
			Total all flying	325	100.0	$157,625	100.0
N 14	Western Region: Los Angeles International Airport, Los Angeles, Calif.	6-9-81	Currency	25	16.7	12,125	16.7
			Transportation	107	71.3	51,895	71.3
			Total ECT	132	88.0	64,020	88.0
			Test/ferry	4	2.7	1,940	2.7
			Training	14	9.3	6,790	9.3
			Total other	18	12.0	8,730	12.0
			Total all flying	150	100.0	$72,750	100.0

a/These aircraft were acquired by lease with an option to purchase. FAA has requested $3.5 million in its fiscal year 1983 budget to purchase the aircraft. Each aircraft costs an estimated $1.3 million.

APPENDIX VI

Four Lease-Purchase Beech BE-F90 King Air ECT Aircraft

Identification no.	Aircraft location	Date acquired (note a)	Purpose of flight	Hours flown	Percent of total	Costs	Percent of total
N 15	New England Region: Hanscom Field, Boston, Mass.	6-30-81	Evaluation	6	6.4	$ 2,910	6.4
			Currency	47	50.0	22,795	50.0
			Combined currency/ transportation	41	43.6	19,885	43.6
			Total ECT	94	100.0	45,590	100.0
			Total all flying	94	100.0	$45,590	100.0
N 18	Rocky Mtn. Region: Stapleton International Airport, Denver, Colo.	7-31-81	Currency	16	16.0	$ 7,760	16.0
			Transportation	15	15.0	7,275	15.0
			Combined currency/ transportation	2	2.0	970	2.0
			Total ECT	33	33.0	16,005	33.0
			Training	67	67.0	32,495	67.0
			Total other	67	67.0	32,495	67.0
			Total all flying	100	100.0	$48,500	100.0

a/These aircraft were acquired by lease with an option to purchase. FAA has requested $3.5 million in its fiscal year 1983 budget to purchase the aircraft. Each aircraft cost an estimated $1.2 million.

APPENDIX VI

EXAMPLES OF FAA TRANSPORTATION FLIGHTS WHERE PASSENGERS COULD HAVE BEEN TRANSPORTED MORE CHEAPLY ON COMMERCIAL AIRLINES OR BY SURFACE TRANSPORTATION

--On July 28, 1981, the Administrator flew the Jetstar from Washington, D.C., to Anchorage, Alaska. The trip cost $27,016. Before his arrival in Anchorage, FAA rented a six-passenger Lear Jet for 1.3 hours of currency flying costing $1,449. On July 29, FAA used the Lear Jet and an eight-passenger Cessna 421, annually leased by FAA, to provide the transportation for the Administrator and his party while evaluating FAA's Alaskan system. From July 29 to July 31, the Administrator, his wife and daughter, the Alaska Regional Director, his Executive Assistant, and three other Government employees flew together on the two aircraft to nine Alaskan cities. Renting the jet for 3 days cost $14,255. Moreover, the need for this aircraft is questionable, since the eight-passenger Cessna was big enough to transport all the official passengers--especially if the Administrator's wife and daughter had not been transported. According to FAA Alaska officials, the cost of flying the Cessna for 3 days was $5,740. On August 1 the Administrator returned to Washington on the Jetstar. This flight cost $23,332. Thus, the entire trip beginning on July 28 and ending on August 1 cost $71,800. We estimated that if commercial airlines and only the Cessna had been used, the trip would have cost about $6,700, or a difference of $65,100.

--On September 19, 1981, the Administrator and the headquarters chief pilot flew the Cessna 550 from Washington, D.C., to Charlotte, North Carolina, and returned the following day. Total flight time was 2.5 hours and cost about $2,413 compared to a commercial cost of about $206, a difference of $2,207. We could not determine the justification for the flight or the number of passengers because the aircraft request and use record had not been kept. However, the Director of FAA's Southern Region also flew to Charlotte on September 19 to join the Administrator at the Silver Wings meeting. The Silver Wings is a fraternal order of pilots. The Director's spouse and a regional pilot and spouse were also on the flight.

EXAMPLES OF FAA TRANSPORTATION FLIGHTS WHERE PASSENGERS COULD HAVE BEEN TRANSPORTED MORE CHEAPLY ON COMMERCIAL AIRLINES OR BY SURFACE TRANSPORTATION

--On September 29, 1981, the Jetstar was used to transport seven FAA officials from Washington, D.C., to Jacksonville, Florida. The aircraft and passengers returned to Washington on October 1, 1981. Flight time totaled 4.2 hours and cost $12,894. Commercial airfare would have been $2,268, or a difference of $10,626. Justification for the flights was transportation in conjunction with crew currency.

--On Saturday, October 10, 1981, the Cessna Citation, piloted by the Administrator and the headquarters chief pilot accompanied by their spouses, flew from Washington, D.C., to Miami, Florida, with a 2-hour stop in Orlando, Florida. They returned to Washington the following day with another passenger on board. Flight time totaled 6.3 hours and cost $6,080. The justification for the flight was transportation for the Administrator. The Administrator could have flown commercially for less than $500, or a difference of about $5,580.

--On November 6, 1981, the Jetstar flew from Phoenix, Arizona, to Scottsdale, Arizona, and back. Total flight time was 0.7 hours at a cost of $2,149. Scottsdale, a suburb of Phoenix, is about 10- to 20-mile automobile trip. The stated purpose of the flight was for currency/transportation and two of the three passengers were spouses. This trip could have been made much more economically by automobile.

--On November 12, 1981, the Administrator, accompanied by his wife and two FAA employees, flew the Jetstar from Washington, D.C., to Anchorage at a cost of $24,867. The next day FAA rented a Lear Jet 24 to transport the Administrator and his wife, the Alaska Regional Director and his wife, and one FAA Alaska employee from Anchorage to four Alaskan cities. The flight cost $6,225. On November 14, the Alaska Flight Standards Chief rented a Cessna 441 for a currency flight at a cost of $648. On November 15, the Cessna 441 was flown from Anchorage to Middleton Island, then to Valdez, and back to Anchorage at

EXAMPLES OF FAA TRANSPORTATION FLIGHTS WHERE PASSENGERS COULD HAVE BEEN TRANSPORTED MORE CHEAPLY ON COMMERCIAL AIRLINES OR BY SURFACE TRANSPORTATION

a cost of $1,800. The Administrator was a member of the flightcrew, and the passengers were two FAA employees and three wives. Later that day, the Administrator flew the Jetstar from Anchorage to Seattle, Washington, accompanied by his wife and an FAA employee. On November 17, the Administrator flew the Jetstar to Spokane, Washington, and then to Washington, D.C. He was accompanied on the trip from Spokane by his wife and three FAA employees. The return trip from Anchorage cost $24,867, making the total cost of the November 12-17 trip $58,407. Excluding the Alaskan portion of the trip, which included flights to locations not readily served by commercial airlines, an estimated $51,541 could have been saved had commercial airlines been used between Anchorage and Washington, D.C.

--On November 18, 1981, the Beechcraft 200 was used to transport FAA's Chief Counsel and spouse and three other FAA officials from Washington, D.C., to White Plains, New York, and return. Flight time totaled 3.1 hours and cost $1,907. Commercial airfare would have been about $680, or a difference of $1,227. No justification was provided for this flight.

--On November 20, 1981, the Cessna Citation, piloted by the Administrator and the chief pilot accompanied by their spouses, flew from Washington, D.C., to Norman, Oklahoma (an Oklahoma City suburb). They returned to Washington the following day. Flight time totaled 6.9 hours and cost $6,659. Justification for the flight was transportation for the Administrator. The Administrator could have flown commercially for about $550, or a difference of $6,109.

ADMINISTRATOR'S JETSTAR FLIGHT

TIME FROM APRIL 27 THROUGH NOVEMBER 17, 1981

	Pilot time					
	Total	Administrator	Chief pilot	2d pilot	3d pilot	Purpose of flight
4-27-81	2.6	2.3		0.3		Currency
5-01-81	1.7	1.7			-	Training
5-04-81	2.9	2.9			-	Training
5-12-81	5.3	4.0	1.3		-	Curr./trans.
5-13-81	3.9	2.7	1.2			Curr./trans.
5-14-81	2.6	-	-		2.6	Curr./trans.
5-22-81	9.1	7.4	1.7			Curr./trans.
6-28-81	4.2	2.8		1.4		Training
7-12-81	5.7	5.3			.4	Curr./trans.
7-15-81	1.8	1.8			-	Curr./trans.
7-16-81	5.0	5.0			-	Curr./trans.
7-28-81	8.8	8.8	-			Curr./trans.
8-01-81	7.6	7.6	-			Curr./trans.
9-15-81	5.6	5.6	-			Curr./trans.
9-16-81	4.9	4.9	-			Curr./trans.
9-24-81	6.0	6.0	-			Curr./trans.
9-25-81	1.3	1.3	-			Curr./trans.
9-27-81	2.8	2.8	-			Curr./trans.
9-28-81	4.2	4.2	-			Curr./trans.
10-15-81	2.9	1.9		1.0		Curr./trans.
10-17-81	2.0	2.0		-		Curr./trans.
10-20-81	7.8	7.8	-			Curr./trans.
10-21-81	2.7	2.0	.7			Curr./trans.
10-28-81	5.7	5.7	-			Curr./trans.
10-29-81	6.3	6.3	-			Curr./trans.
11-04-81	4.2	1.9		2.3		Curr./trans.
11-05-81	2.6	1.8		.8		Curr./trans.
11-06-81	4.7	4.7		-		Curr./trans.
11-12-81	8.1	8.1	-			Curr./trans.
11-15-81	3.3	3.3	-			Curr./trans.
11-17-81	4.8	4.8	-			Curr./trans.
Total	141.1	127.4	4.9	5.8	3.0	

APPENDIX IX

FAA HEADQUARTERS FLIGHTS

TRANSPORTING SPOUSES OR OTHER DEPENDENTS

FROM OCTOBER THROUGH DECEMBER 1981

Date	Flight (note a)	Number		
		Official passengers	Spouses or other dependents	Total passengers
10-10-81	Washington, D.C.-Orlando, Fla.	-	2	2
	Orlando, Fla.-Miami, Fla.	-	2	2
10-11-81	Miami, Fla.-Washington, D.C.	-	2	2
10-15-81	Washington, D.C.-Nashville, Tenn.	1	1	2
	Nashville, Tenn.-Little Rock, Ark.	-	1	1
10-16-81	Washington, D.C.-Evansville, Ind.	2	3	5
	Evansville, Ind.-Pittsburg, Kans.	2	3	5
10-17-81	Little Rock, Ark.-Washington, D.C.	0	1	1
10-18-81	Pittsburg, Kans.-Washington, D.C.	3	3	6
10-20-81	Washington, D.C.-Las Vegas, Nev.	1	2	3
	Las Vegas, Nev.-Wichita, Kans.	-	1	1
10-21-81	Wichita, Kans.-Kansas City, Mo.	1	1	2
	Kansas City, Mo.-Washington, D.C.	-	1	1
10-23-81	Allentown, Pa.-Middletown, Pa.	2	1	3
	Middletown, Pa.-Washington, D.C.	2	1	3
10-24-81	Washington, D.C.-Huntington, W. Va.	2	2	4
	Huntington, W. Va.-Washington, D.C.	2	2	4
10-28-81	Washington, D.C.-San Diego, Calif.	-	1	1
10-29-81	San Diego, Calif.-Reno, Nev.	1	2	3
	Reno, Nev.-Washington, D.C.	3	2	5

FAA HEADQUARTERS FLIGHTS TRANSPORTING SPOUSES OR OTHER DEPENDENTS FROM OCTOBER THROUGH DECEMBER 1981

Date	Flight (note a)	Number		
		Official passengers	Spouses or dependents	Total passengers
11-04-81	Washington, D.C.-Chicago, Ill.	1	2	3
	Chicago, Ill.-Denver Colo.	2	2	4
11-06-81	Phoenix, Ariz.-Washington, D.C.	2	2	4
	Scottsdale, Ariz.-Phoenix, Ariz.	1	2	3
	Phoenix, Ariz.-Washington, D.C.	2	2	4
11-10-81	Washington, D.C.-Chattanooga, Tenn.	4	2	6
	Chattanooga, Tenn.-New Orleans, La.	4	2	6
11-12-81	New Orleans, La.-Washington, D.C.	2	2	4
	Washington, D.C.-Anchorage, Alaska	2	1	3
11-15-81	Anchorage, Alaska-Seattle, Wash.	1	1	2
11-17-81	Seattle, Wash.-Spokane, Wash.	3	1	4
	Spokane, Wash-Washington, D.C.	3	1	4
11-18-81	Washington, D.C.-White Plains, N. Y.	4	1	5
	White Plains, N. Y.-Washington, D.C.	4	1	5
11-20-81	Washington, D.C.-Norman, Okla.	-	2	2
11-20 81	Norman, Okla.-Washington, D.C.	-	2	2
12-11-81	Islip, N. Y.-Washington, D.C.	-	1	1
12-13-81	Washington, D.C.-Cincinnati, Ohio	3	1	4
	Cincinnati, Ohio-Washington, D.C.	3	1	4
Totals		63	63	126

a/The justifications for the above flights were for either transportation or currency/transportation, except for one test and ferry flight and two reimbursable flights.

PROJECTED SAVINGS USING COMMERCIAL AIRLINES

FOR FAA FISCAL YEAR 1981

ALASKAN LOGISTICS FLIGHTS

FAA aircraft flew about 593 logistics flights during fiscal year 1981. We analyzed all 107 flights which carried only freight and 99 flights chosen randomly from the remaining flights which transported cargo and passengers. Of the 206 flights analyzed, 7 were made to locations not served by commercial air operators. Our findings for the 199 flights to commercially served cities are summarized in table 1. The sample was designed to provide estimates at the 95-percent confedence level.

Table 1

Fiscal Year 1981 Savings Had Commercial Service Been Used for Sample FAA Logistics Flights

FAA aircraft flight costs	Commercial flight costs	Savings using commercial
$546,256	$264,429	$281,827

Based on our random sample of 99 cargo and passenger flights, we projected additional savings of $551,969 for the 361 flights to commercially served locations not sampled. Table 2 summarizes the results of this analysis.

Table 2

Projected Savings for Fiscal Year 1981 Logistics Flights Not Sampled

Average savings per flight using commercial	Number of flights not sampled	Projected savings using commercial
$1,529	361	$551,969

APPENDIX X

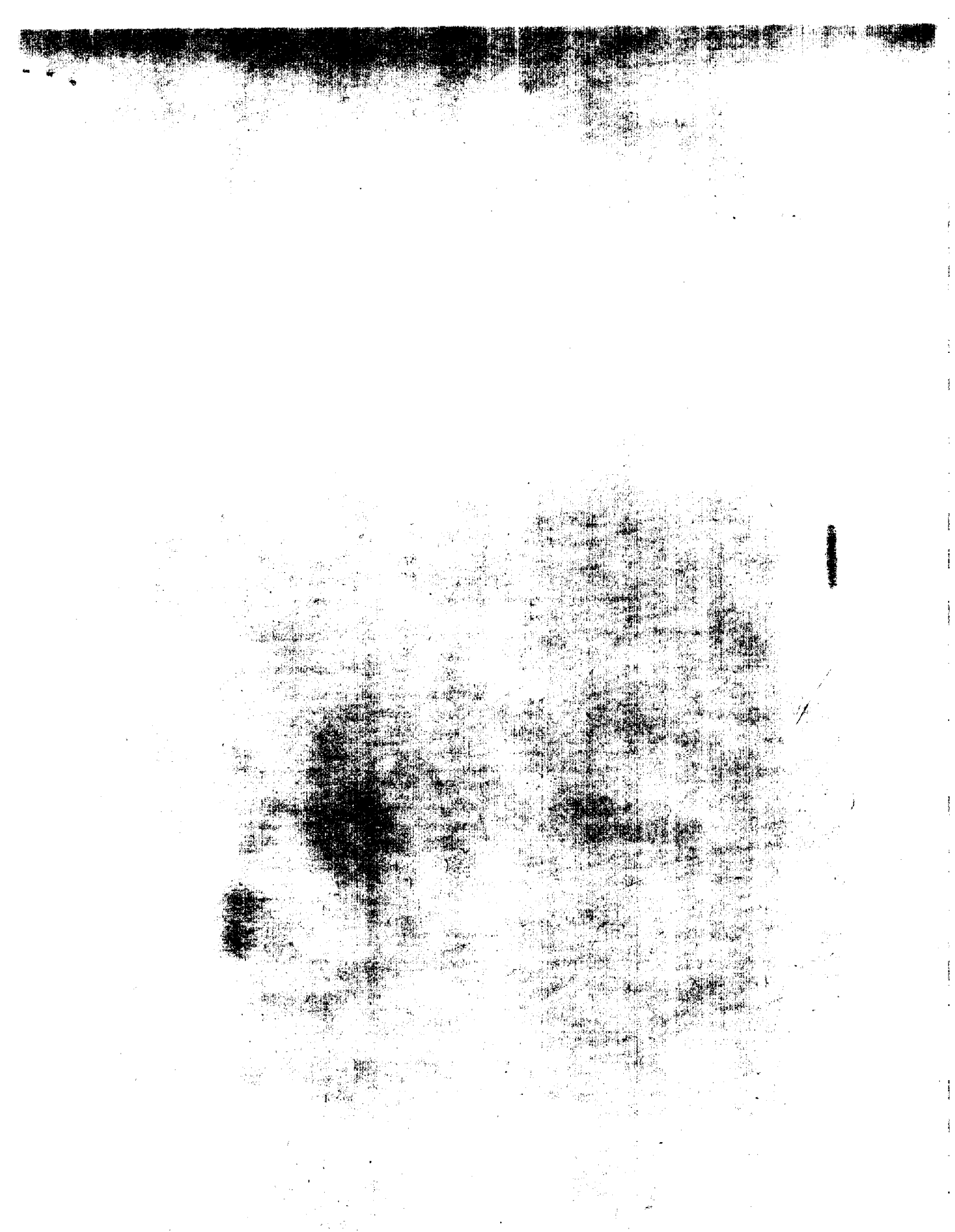
PROJECTED SAVINGS USING COMMERCIAL AIRLINES FOR FAA FISCAL YEAR 1981 ALASKAN LOGISTICS FLIGHTS

Table 3 shows total estimated savings had FAA used commercial service for fiscal year 1981 logistics flights.

Table 3

Total Estimated Savings Using Commercial

Savings for sample flights	$281,827
Projected savings	551,969
Total estimated savings	$833,796



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