



IMPLEMENTATION OF PILOT AND AIRCRAFT COURTESY EVALUATION
SUBJ: (PACE) PROGRAM

1. Purpose. This notice implements the Flight Standards Service National Accident Prevention Program for the Pilot and Aircraft Courtesy Evaluation (PACE) program. PACE offers pilots a voluntary opportunity to receive, on a non-adversarial basis, courtesy evaluations of their aircraft's airworthiness and pilot skills. Pilots voluntarily participate in these evaluations on the basis that they cannot be "failed" and that no punitive actions by the FAA will result. The PACE program does not replace, in any way, the normal enforcement actions of the FAA that result from its surveillance programs and investigations. Rather, it offers another approach to obtaining compliance with the Federal Aviation Regulations (FAR). PACE achieves increased compliance by improving the safe operation and maintenance of aircraft through:

- a. Improved communications and trust between the FAA and the aviation community.
- b. An opportunity to identify, for the benefit of everyone potential deficiencies in aircraft and flying skills that might otherwise go unnoticed.

2. Distribution. This notice is distributed to all Flight Standards Divisions and AEU-200, and to all Flight Standards District Offices (FSDO) and International Field Offices (IFO). This document supersedes all regional notices on this subject.

3. Background. On March 5, 1990 the Administrator, Admiral James Busey, announced a new direction and policies for the compliance and enforcement program. This new direction emphasized voluntary compliance over punitive actions and encouraged using tools that included education, training, and improved communications between the FAA and the public. Because of this encouragement by the Administrator "Operation Fixed Wing" was developed and started in 1990 by Denis Caravella, the Accident Prevention Program Manager (APPM) in the West Chicago FSDO. The program has been wholeheartedly endorsed by the Administrator on numerous public occasions and now, after eighteen months of validation testing in several regions, has evolved into the national program called PACE.

4. Action. The courtesy evaluations of the PACE program are designed to increase safety and compliance through education, motivation, and trust. The approach, demeanor, and professionalism of FAA employees should be comfortable and conducive to improving the working relationship with the aviation community. FSDO's and IFO's are encouraged to include the participation of all inspector specialties, operations, avionics, and airworthiness; and all inspectors, general aviation and qualified air carrier, in the program. A detailed pre-program briefing for all the involved inspectors is necessary to ensure that each FAA participant understands the policies and philosophy of the program. It is essential to the success of the program that all FAA participants be prepared to present a positive safety image for the general aviation public. Each owner/pilot that participates in the program becomes a spokesperson for the program and should not leave the evaluation experience feeling that it was unfair or non-professional. If that happens the partnership the FAA is trying to form with the aviation industry will suffer and trust will be lost.

PACE programs can be scheduled in many ways to coincide with the availability of airmen, such as weekends, flying events, aviation club meetings, etc. Flexibility and originality in making the PACE program fit the local flying environment is a key to success. The primary limiting factor will generally be the availability of inspectors.

a. PACE programs may successfully be announced through the normal accident prevention flyer procedures (Appendix 1). Advertising through posters, safety seminars, fixed based operators (FBO), airport associations, or radio and television is encouraged. Enlisting the assistance of the counselor cadre to assist in the advertising and scheduling also works. The only caution is that the PACE program is designed to increase trust between the FAA and the aviation community, therefore the actual evaluations should be conducted by inspectors. The announcements should invite the aircraft owner/pilot to make an appointment, generally by phone through the FSDO/IFO, to insure no-waiting service. Scheduling serves to minimize wasted time on the part of participants and FAA employees. Announcements should include instructions to pilot/owners to bring the aircraft logbooks and maintenance records. FSDO/IFO's may wish to arrange for cancellation notices (due to weather) with the Flight Service Station (FSS), or FBO, serving the area of the program and should advise local air traffic activities when a PACE program is occurring.

If the PACE program is organized in conjunction with a specific organization, such as a state association, type club, etc., scheduling could be accomplished by that organization (not all programs must be generally open to the public as long as there is sufficient coverage of public requests). Every effort to accommodate the public on a scheduled first-come first-served basis is encouraged.

Very successful PACE programs have also been conducted for corporate operators, sometimes limited to airworthiness evaluations only.

b. Upon arrival of the owner/pilot at the airport the first step is to complete the airworthiness portion of the courtesy evaluation process. At the successful completion of the airworthiness portion the pilot should be introduced to the operations inspector for the flight evaluation. Inspectors should not conduct a flight evaluation until the airworthiness portion has been satisfactorily completed. While not mandatory to complete both portions of the PACE program inspectors should encourage airmen to participate in the entire process to maximize the benefit.

Each evaluation, airworthiness and flying, should be planned for completion in approximately 45 minutes. A standardized checklist/procedure for the conduct of the airworthiness and flight portions of the program should be developed by each FSDO/IFO that will meet the requirements of the individual office.

The airworthiness evaluation should include document inspection (registration, airworthiness, weight and balance, radio station license, aircraft manual), logbook entries, evidence of airworthiness directive (AD) compliance and an aircraft inspection for markings, placards, manuals, equipment, cargo security, and general airworthiness. Aircraft evaluations should be limited to simple inspections requiring only minor disassembly such as removal of an inspection panel or engine cowling.

The flight evaluation should start with document inspection (pilot certificate, medical, logbook for currency). Flying should normally be limited to daylight, visual meteorological conditions. A standardized procedure should include a pre-briefing by the inspector, takeoff and area departure, basic air work, and a return for several landings as time permits.

Maneuvers and procedures will be those appropriate for original issuance, of a pilots certificate in accordance with the applicable Practical Test Standards. The inspector should conduct a short debriefing that offers constructive criticism of the pilots performance, including written notes if desired. The inspector is not required or expected to re-teach maneuvers to the airman. PACE is designed as a skill evaluation, not as a training period or a flight check. Inspectors will encourage airman to pursue further instruction from a qualified flight instructor for any maneuvers/procedures that need improvement.

At the completion of each evaluation the owner/pilot may be provided with a copy of the checklist, or some other record, that documents for the owner/pilot what observations were made, to facilitate any corrective actions required.

C. Keep in mind that the FAA is using the PACE program to improve safety through cooperation and trust, and to improve compliance through partnership with the aviation community. No enforcement or administrative actions should be initiated as a result of any evaluations conducted under the PACE program. In addition any follow-up actions with airmen must be accomplished in a positive atmosphere to assist them in achieving total compliance with the (FAR). Because corrective actions are the responsibility of the owner/pilot, no follow-up actions should be routinely scheduled to assure compliance with the regulations. FAA inspectors are encouraged to take advantage of opportunities that may present themselves to assist the owner/airman when such assistance will "foster aviation safety". The goal is to demonstrate that the FAA is willing to use open communications as a tool and to obtain compliance without having to resort to punitive enforcement actions.

If evidence of non-compliance is discovered as a result of PACE evaluations the owner/pilot needs to be advised that even though no enforcement action will be taken regarding those discoveries, further operations contrary to the FAR's may result in enforcement action. Examples of a few of the possibilities include non-compliance with an AD, an out of date medical or biennial, or an overdue inspection. The solution to pilot currency problems is to obtain the necessary currency. An Airworthiness problem might be resolved by repairs or issuance of a ferry permit (It is recommended that the FSDO make advance arrangements with a local operator to ensure that a Licensed Maintenance Technician is available for processing ferry permits).

No flight evaluation should be accomplished if a ferry permit must be issued. Owners/pilots should be politely reminded that if they choose to operate prior to correcting FAR deficiencies they might:

1. Be involved in an incident or accident, or receive a ramp inspection on the way home, and have no relief from enforcement action.
2. Find that they have no insurance coverage in the event of an accident or incident because of non-compliance.

In other words, participation in the PACE program should never be regarded as future immunity for the owner/pilot from subsequent discovery of non-compliance with the FAR's.

Without showing favoritism towards any operator or service organization FAA employees should be as supportive as possible to help the airman correct deficiencies and achieve compliance.

5. PACE Documentation, Certificates and Record Keeping. Since there are no formal follow-up actions as the result of PACE courtesy evaluations there is no need to document airmen or aircraft discrepancies discovered. Only records normally required, such as copies of ferry permits, will be kept. Documentation of the work activity will be done using the Performance Tracking and Records System (PTRS), codes 1920, 3920, and 5920 as appropriate, with PACE noted in the remarks.

PACE participants should be told that no formal records of discrepancies will be kept, and that the FAA is trusting them to accomplish the follow-up items noted during the evaluations.

FAA Form 8740-9, Certificate of Recognition, is an appropriate certificate to issue to airman who participate in the PACE program. Issuance of the certificate is not dependent on whether the airman did or did not have any discrepancies or deficiencies noted, but only on whether participation occurred. Even if the pilot had to return home on a ferry permit progress towards voluntary compliance was achieved.

6. What PACE is not. PACE program flights are courtesy evaluations only. Therefore, they cannot be considered as a Biennial Flight Review or as dual instruction for the Pilot Proficiency Award Program (WINGS) program.

7. Summary. The PACE program offers the FAA and the aviation community an excellent opportunity to demonstrate a commitment to aviation safety through voluntary compliance and a partnership based on mutual communication and trust. It enhances safety by providing a look at aircraft and airmen that may not otherwise occur. Inspectors are expected to exercise professional judgment and discretion in the furtherance of aviation safety through PACE programs. The Accident Prevention Program Manager (APPM) can serve as the focal point for assisting the manager and supervisors in coordinating and producing successful PACE programs. Questions regarding these programs can be addressed to the Accident Prevention Program Branch, AFS-810, FTS: 366-6320, FAX: 366-7060.

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