

Y4
.In 8/4

1019

874
JUN 8/4
F64

F64 TO INCLUDE FLIGHT ATTENDANTS WITHIN
THE DEFINITION OF "AIRMAN"

GOVERNMENT
Storage



HEARING

BEFORE A

SUBCOMMITTEE OF THE
COMMITTEE ON

INTERSTATE AND FOREIGN COMMERCE

HOUSE OF REPRESENTATIVES

EIGHTY-SEVENTH CONGRESS

SECOND SESSION

ON

H.R. 8160, H.R. 8327, and H.R. 8334

BILLS TO AMEND SECTION 101 (7) OF THE FEDERAL AVIATION
ACT OF 1958, SO AS TO INCLUDE FLIGHT ATTENDANTS WITHIN
THE DEFINITION OF "AIRMAN"

MAY 1, 1962

Printed for the use of the
Committee on Interstate and Foreign Commerce



U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1962

88870 O

KSU LIBRARIES
A11900 812803
E08272 006172V

4/8 MI.
707

COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE

OREN HARRIS, Arkansas, *Chairman*

- | | |
|-------------------------------------|---------------------------------|
| JOHN BELL WILLIAMS, Mississippi | JOHN B. BENNETT, Michigan |
| PETER F. MACK, Jr., Illinois | WILLIAM L. SPRINGER, Illinois |
| KENNETH A. ROBERTS, Alabama | PAUL F. SCHENCK, Ohio |
| MORGAN M. MOULDER, Missouri | J. ARTHUR YOUNGER, California |
| HARLEY O. STAGGERS, West Virginia | HAROLD R. COLLIER, Illinois |
| WALTER ROGERS, Texas | MILTON W. GLENN, New Jersey |
| SAMUEL N. FRIEDEL, Maryland | SAMUEL L. DEVINE, Ohio |
| TORBERT H. MACDONALD, Massachusetts | ANCHER NELSEN, Minnesota |
| GEORGE M. RHODES, Pennsylvania | HASTINGS KEITH, Massachusetts |
| JOHN JARMAN, Oklahoma | WILLARD S. CURTIN, Pennsylvania |
| LEO W. O'BRIEN, New York | ABNER W. SIBAL, Connecticut |
| JOHN E. MOSS, California | VERNON W. THOMSON, Wisconsin |
| JOHN D. DINGELL, Michigan | PETER H. DOMINICK, Colorado |
| JOE M. KILGORE, Texas | |
| PAUL G. ROGERS, Florida | |
| ROBERT W. HEMPHILL, South Carolina | |
| DAN ROSTENKOWSKI, Illinois | |
| JAMES C. HEALEY, New York | |
| HORACE R. KORNEGAY, North Carolina | |

W. E. WILLIAMSON, *Clerk*

KENNETH J. PAINTER, *Assistant Clerk*

Professional Staff

ANDREW STEVENSON
KURT BORCHARDT

SAM G. SPAL
MARTIN W. CUNNINGHAM

SUBCOMMITTEE ON TRANSPORTATION AND AERONAUTICS

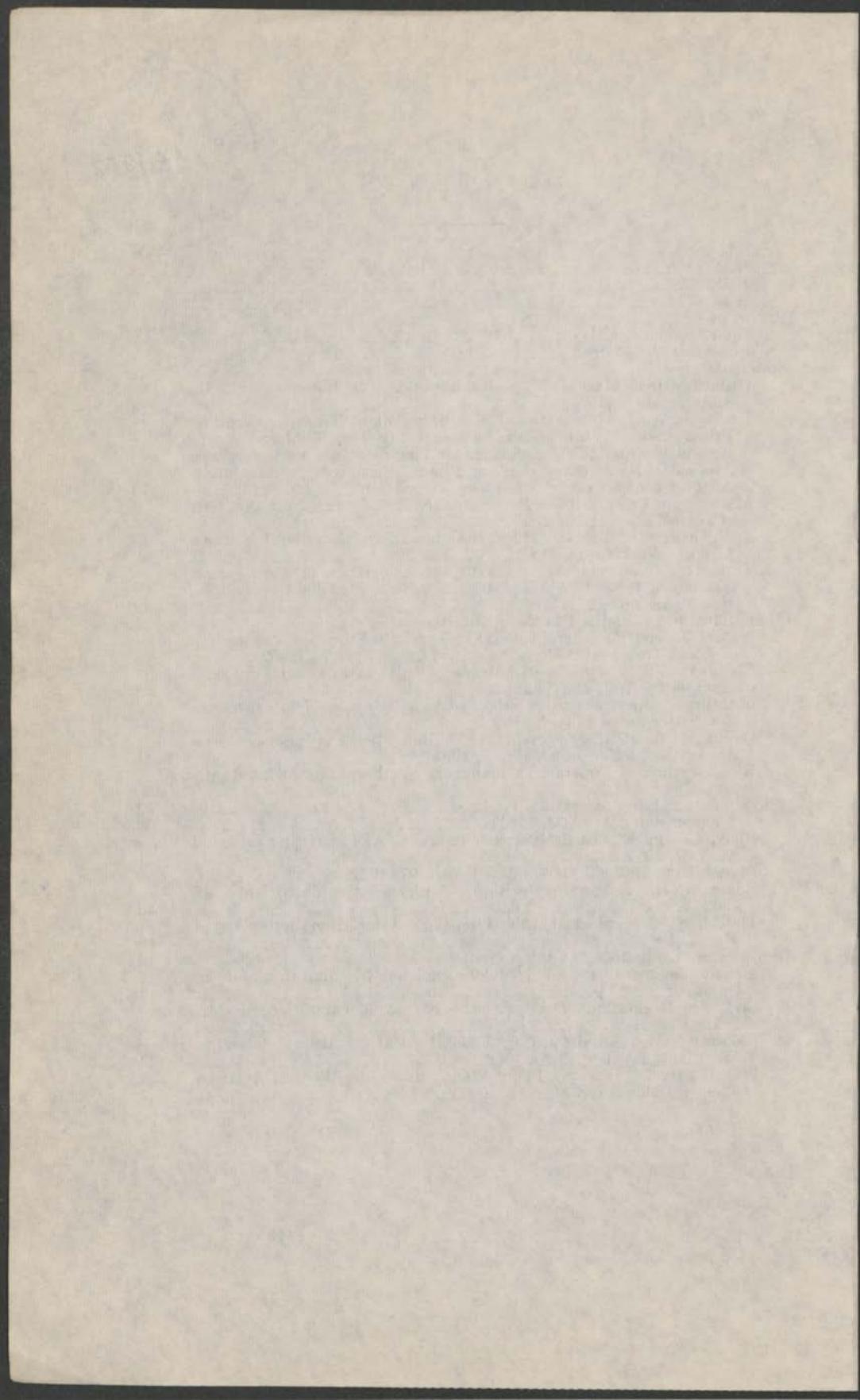
JOHN BELL WILLIAMS, Mississippi, *Chairman*

- | | |
|-------------------------------------|-------------------------------|
| HARLEY O. STAGGERS, West Virginia | WILLIAM L. SPRINGER, Illinois |
| SAMUEL N. FRIEDEL, Maryland | HAROLD R. COLLIER, Illinois |
| TORBERT H. MACDONALD, Massachusetts | SAMUEL L. DEVINE, Ohio |
| JOHN JARMAN, Oklahoma | |

CONTENTS



	Page
Text of—	
H.R. 8160.....	1
H.R. 8327.....	1
H.R. 8334.....	1
Report of—	
Civil Aeronautics Board.....	2
Bureau of the Budget.....	2
Statement of—	
Griffiths, Hon. Martha W., a Representative in Congress from the State of Michigan.....	3
Horst, James F., international vice president of Transport Workers Union and director of air transport division, Elmhurst, N.Y.; Roland K. Quinn, Jr., president, Air Line Stewards & Stewardesses Association; and Miss Barbara Roads, legislative representative, Air Line Stewards & Stewardesses Association.....	23
Mack, Hon. Peter F. Jr., a Representative in Congress from the State of Illinois.....	4
Prill, George C., director, Flight Standards Service, Federal Aviation Agency, Washington, D.C.....	6, 50
Tipton, S. G., president, Air Transport Association of America; accompanied by J. G. Brown, director of training, flight operations, United Air Lines.....	42
Communications submitted to the committee—	
Adams, Joseph P., general counsel and executive director, Association of Local Transport Airlines, telegram dated April 30, 1962.....	3
Commerce, R. E., president, Airlines Dispatchers Association, telegram dated April 30, 1962.....	53
McMurray, Kay, executive administrator, Air Line Pilots Association, letter dated May 7, 1962.....	54
Quinn, Rowland K., Jr., president, Air Line Stewards & Stewardesses Association, letter dated May 7, 1962.....	41
Rice, Wyman R., operations manager, Northern Consolidated Airlines, Inc.: Letter dated August 24, 1961.....	53
Letter dated April 24, 1962.....	52
Riley, George D., legislative representative, AFL-CIO, letter dated April 27, 1962.....	51
Rivers, Hon. Ralph J., letter dated April 27, 1962.....	52
Rome, A. J., vice president, Riddle Airlines, letter dated April 30, 1962.....	55
Tipton, S. G., president, Air Transport Association, letter dated May 7, 1962.....	49
Additional data submitted to the committee—	
Airman issuances—1955-58, table submitted by Mr. Rowland K. Quinn, Jr.....	42
Civil Air Regulations Draft Release No. 62-9, submitted by Mr. Prill.....	11
Halaby, N. E., Administrator, Federal Aviation Agency, letter to Mr. Blank dated April 20, 1962.....	22
Prill, George C., Director, Flight Standards Service, Federal Aviation Agency, letter dated May 14, 1962.....	9



TO INCLUDE FLIGHT ATTENDANTS WITHIN THE DEFINITION OF "AIRMAN"

TUESDAY, MAY 1, 1962

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON TRANSPORTATION AND AERONAUTICS OF
THE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 1334, New House Office Building, Hon. John Bell Williams (chairman of the subcommittee), presiding.

Mr. WILLIAMS. The subcommittee will be in order, please.

The Subcommittee on Transportation and Aeronautics is meeting today for hearings on three identical bills relating to flight attendants.

The bills would amend the Federal Aviation Act of 1958 to define flight attendants as "airmen." This would be done by amending section 101(7) of the act to add flight attendants on an aircraft "while underway" to the list of those persons defined as airmen.

These bills are H.R. 8160 by our colleague on the committee, Hon. Peter Mack, Jr.; H.R. 8334 by our colleague on the committee, Hon. Morgan Moulder; and H.R. 8327 by our colleague from Michigan, Hon. Martha Griffiths.

If there is no objection, the proposed legislation will be included in the record at this point, followed by agency reports and also by a wire from the Honorable Joseph P. Adams, general counsel and executive director of the Association of Local Transport Air Lines.

(The documents referred to follow:)

[H.R. 8160, 87th Cong., 1st sess.]

A BILL To amend section 101(7) of the Federal Aviation Act of 1958, so as to include flight attendants within the definition of "airman".

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That paragraph (7) of section 101 of the Federal Aviation Act of 1958 (49 U.S.C. 1301(7)) is amended to read as follows:

"(7) 'Airman' means any individual who engages, as the person in command or as pilot, mechanic, or member of the crew, in the navigation of aircraft while underway; and (except to the extent the Administrator may otherwise provide with respect to individuals employed outside the United States) any individual who is directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual who serves in the capacity of aircraft dispatcher or air-traffic control-tower operator or serves as a flight attendant on an aircraft while underway."

(NOTE.—H.R. 8327 and H.R. 8334 are identical with H.R. 8160.)

CIVIL AERONAUTICS BOARD,
Washington, D.C., May 8, 1962.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your letter of July 17, 1961, asking the Board to comment on H.R. 8160, a bill to amend section 101(7) of the Federal Aviation Act of 1958, so as to include flight attendants within the definition of "airman."

"Airman" is now defined as "any individual who engages, as the person in command or as pilot, mechanic, or member of the crew, in the navigation of aircraft while underway; and (except to the extent the Administrator may otherwise provide with respect to individuals employed outside the United States) any individual who is directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual who serves in the capacity of aircraft dispatcher or air-traffic control-tower operator." H.R. 8160 would amend the foregoing definition of airman by adding the following, "or serves as a flight attendant on an aircraft while underway."

Under the Federal Aviation Act, it is unlawful for a person to serve in the capacity of "airman" without obtaining an airman certificate. To obtain such a certificate application must be filed with the Administrator of the Federal Aviation Agency and proper qualifications demonstrated pursuant to the provisions of section 602(b) of the Federal Aviation Act. Under the proposed legislation, flight attendants, being classified as "airmen," would become subject to these requirements.

The certification of "airmen" was initiated as a matter of safety control. That factor is still of primary concern. The duties of flight attendants are not such as have any significant bearing upon air safety in the ordinary operation of the aircraft. However, in case of an emergency the duties of flight attendants assume important proportions safetywise, and much may depend on their presence of mind and ability to immediately size up the situation and take the correct course of action. The Board believes that past experience has shown that present regulations and industry training programs make appropriate provision in regard to this aspect of flight attendants' qualifications.

In addition, it should be noted that the certification of flight attendants would increase materially the workload of the Government by increasing the total number of requests for certification. In this connection, it is our understanding that there is a high degree of employment turnover with respect to flight attendants.

For the above named reasons, the Board recommends against the enactment of this legislation.

The Bureau of the Budget has advised that there is no objection to the submission of this report from the standpoint of the Administration's program.

Sincerely yours,

ALAN S. BOYD, *Chairman.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 30, 1962.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your letter of July 18, 1961, requesting the views of the Bureau of the Budget on H.R. 8160, a bill to amend section 101(7) of the Federal Aviation Act of 1958, so as to include flight attendants within the definition of "airman."

The Administrator of the Federal Aviation Agency, in his report to your committee on this bill, is recommending against its enactment for the reasons set out therein.

The Bureau of the Budget concurs with the views contained in this report and recommends that this measure not be enacted.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

[Telegram]

WASHINGTON, D.C., April 30, 1962.

HON. JOHN BELL WILLIAMS,
*Subcommittee on Transportation and Aeronautics, House Interstate and Foreign
 Commerce Committee, New House Office Building, Washington, D.C.:*

On behalf of Mr. Joseph H. Fitzgerald, chairman of the Association of Local Transport Airlines and our 17 carriers members, please be advised that ALTA, on Friday, April 27, 1962, at its spring meeting, held in Atlanta, Ga., voted unanimously to oppose H. R. 8160, H. R. 8327, and H. R. 8334 to include flight attendants within definition of "airmen." This position taken because of experience which indicates flight attendants are basic to service to the public and do not share operating responsibilities that would warrant their being certificated and passage of such legislation would add greatly to administrative costs and Federal subsidies required to maintain present public interest transportation. Regret timing of ALTA meeting and your hearings prevented preparation of more detailed statement.

JOSEPH P. ADAMS,

*General Counsel and Executive Director, Association of Local Transport
 Airlines.*

Mr. WILLIAMS. We had scheduled as our first witness this morning our colleague on the committee, Hon. Peter F. Mack. However, Mr. Mack has very graciously deferred in favor of our colleague Mrs. Griffiths.

So the Chair will recognize you, Mrs. Griffiths.

**STATEMENT OF HON. MARTHA W. GRIFFITHS, A REPRESENTATIVE
 IN CONGRESS FROM THE STATE OF MICHIGAN**

Mrs. GRIFFITHS. Thank you very much, Mr. Chairman. I want to tell you how much I appreciate this committee's holding hearings on these bills.

I am very much in favor of H.R. 8327 because I feel that it is a safety measure.

As a constant user of the airlines, I have more than a passing personal interest in safety, and I have observed through the years that there have been very few planes which crashed where the pilot ever helped anybody out of the plane.

Your last chance, your last clear chance, between you and death is the stewardess on those airlines. I feel that she should have more say-so about the safety of the airlines than she now has and, therefore, I am the introducer of this bill.

I do not want to say anything further except that I want to call your attention to the fact that you are going to have as a witness here this morning Miss Barbara Roads, a stewardess of 11 years' standing on a major trunk carrier. She is a longtime friend of mine.

She is not only a pretty girl, but she is a very intelligent and a very articulate woman.

I hope that you will pay careful attention not only to her testimony but to the examples that she gives you of air safety, and when her testimony is completed I am sure that you will feel that it will be a good idea to call the full committee together today and get this bill out so that we may pass it yet this week by unanimous consent.

Thank you very much, Mr. Chairman.

Mr. WILLIAMS. Thank you, Mrs. Griffiths.

Our next witness is our colleague on the committee, Hon. Peter F. Mack, Jr.

The committee has observed in the audience a group from Wakefield Forest Elementary School, in Fairfax County, who happen to

be chaperoned by the wife of our very esteemed clerk, Mr. Williamson, and several other ladies.

We are very happy to have you with us this morning.

**STATEMENT OF HON. PETER F. MACK, JR., A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF ILLINOIS**

Mr. WILLIAMS. Mr. Mack.

Mr. MACK. Mr. Chairman, I would like to join with our colleague in thanking you for scheduling a hearing on this bill today. I originally introduced it 5 years ago, immediately following a crash landing at Glenview Naval Air Station, Springfield, at which time I was a passenger on a commercial airplane along with the wife of the Governor of Illinois and a group of other officials of our State.

Our pilot landed a Convair that had one wheel down and one wheel locked up. The emergency procedure of the crew of this plane was the saddest I have ever seen in my experience in aviation and, as you know, I have been familiar with this field for some years.

I am an aviator myself and have been for some 20 years, I feel that I am acquainted with some of the problems that we have and, along with my service on this committee and as a member of the Aviation Subcommittee for several years, I feel qualified to speak on this subject. I believe there is a need for requiring certain standards for stewardesses.

As a result of this, I have introduced this bill.

Mr. WILLIAMS. Did I understand you to say that this was the saddest handling of an emergency that you had ever seen?

Mr. MACK. Yes.

Mr. WILLIAMS. Did I misunderstand you?

Mr. MACK. Yes, that is true.

Mr. WILLIAMS. In what way?

Mr. MACK. This involved, in addition to the stewardesses, the crew of the airplane. The pilot of the plane screamed over the microphone for the people not to become hysterical and repeated on several occasions, "Don't get excited."

The stewardesses needed someone to take care of them rather than taking care of the passengers. Obviously, they had no previous training to qualify them or equip them to handle an emergency of this nature. Because of the conduct of the crew many of the passengers mostly women began crying and nothing was attempted to calm the atmosphere.

They had two stewardesses aboard, and it was necessary for them to confer with the pilots before they granted any requests of the passengers. Even after conferring they refused. For 2 hours while they burned up the fuel no one was permitted to move.

It was a very unfortunate experience, I think, for most everyone involved. The only fortunate thing about it was that we all survived and got down on the ground safely. Ironically the pilot was killed shortly thereafter in another crash.

Following this experience I introduced a bill to require some type of licensing for the stewardesses on the commercial airlines. Immediately it was opposed by the airlines, who said that they have training programs of their own, and that they had such a fast rate of turnover of stewardesses that it would bankrupt them and place an undue bur-

den on them to require extensive training and examinations similar to that given control tower operators or mechanics or private pilots.

But I feel that at least we ought to do this: We ought to give this proposition some consideration and view it from the safety standpoint to see what can be done to provide our commercial airline passengers with well-qualified personnel, who would exert every effort to provide the maximum of safety for the passengers.

I believe that this legislation is in the public interest, that it would provide additional protection to the passengers of our commercial airlines, and I am very much in favor of it.

I want to thank you, Mr. Chairman, for giving us an opportunity to appear this morning and testify in behalf of this very worthwhile bill.

Mr. WILLIAMS. Thank you very much.

Mr. Jarman?

Mr. JARMAN. No questions.

Mr. WILLIAMS. Thank you, Mr. Mack.

(The complete statement of Mr. Mack follows:)

STATEMENT OF HON. PETER F. MACK, JR., A MEMBER OF CONGRESS FROM ILLINOIS, IN SUPPORT OF H.R. 8160

Mr. MACK. Mr. Chairman, I thank you for your cooperation in making a place on the busy schedule of the subcommittee for hearings on my bill H.R. 8160, to amend the Federal Aviation Act to include flight attendants in the definition of "airman." The bill would give recognition to a group of airline crew members who are very necessary to the safe and efficient operation of a modern airliner.

We all appreciate the efforts of flight attendants to make our airline trips more pleasant and comfortable. Sometimes we may overlook the fact that these men and women have a very important job safetywise in the operation of a big airliner, especially the new jets.

Enactment of this legislation will be an expression of congressional interest in better training and improved working conditions for flight attendants. Better training will help prevent accidents as well as improve the efficiency of flight attendants in those rare cases of emergency such as a forced landing or a ditching at sea.

Safety regulations of the Federal Aviation Agency require the airlines to provide minimum training for all crew members but set no minimum standards for cabin attendants.

From talking with pilots and other crew members, I am convinced that the training being given flight attendants is not adequate. Flight attendants who have taken these training courses can give the subcommittee more details but frankly, I think we should see that more attention should be given to training in emergency procedures. In a real emergency, the crew members in the cockpit have their hands full and must of necessity depend on the cabin attendants to look after the passengers.

I think Congress should give recognition to the flight attendants who have the responsibility for the safety and welfare of passengers in flight. We can do this by enacting H.R. 8160.

Then we should insist on adequate training for the cabin attendants.

We should insist on minimum rest periods and maximum flight time limitations for cabin attendants. These limitations are applied to flight crew members in the interest of safety. The same consideration should be given cabin attendants, who should be alert and ready at all times for any emergency. We should demand this for the safety of passengers as well as for the welfare of the flight attendants.

Crew members who will follow me can give you a much better picture of the need for this legislation but I thank you for this opportunity to give you the benefit of my personal investigation of this problem.

Mr. WILLIAMS. Mr. George C. Prill, Director, Flight Standards Service, Federal Aviation Agency.

STATEMENT OF GEORGE C. PRILL, DIRECTOR, FLIGHT STANDARDS SERVICE, FEDERAL AVIATION AGENCY, WASHINGTON, D.C.

Mr. PRILL. Mr. Chairman, and members of the subcommittee, I would like to thank you for the opportunity to appear before you and present, on behalf of the Administrator, our views with respect to H.R. 8160, H.R. 8327, and H.R. 8334.

These bills would amend the Federal Aviation Act by including flight attendants within the definition of "airman." The term as now defined in section 101 of the act includes only those personnel whose jobs are directly connected with the operation or navigation of aircraft. This, of course, is the heart of our safety program—assuring through proper maintenance and operation that aircraft arrive safely at their destinations. While the importance of the role of the flight attendant in ministering to and assuring the comfort of passengers should not be underestimated, their normal duties do not directly affect the operation of the aircraft.

This view of the Agency should not be construed as a lack of concern for the status to be accorded the men and women who serve as flight attendants. They have a residual responsibility for passenger safety, and, in several perilous situations, their contribution has been heroic. Many passengers owe their lives to the courage and calm skill with which flight attendants have carried out their duties in times of crisis. Essentially, however, this is an emergency responsibility which arises when the basic safety objective has not been attained.

The real consequence of this amendment would be to require certification of flight attendants by the Federal Aviation Agency. As you know, the purpose of any licensing program is to permit governmental control of an activity in protection of the public interest. Consistent with the basic philosophy of our Government—comments of our critics notwithstanding—we do not believe in regulation for regulation's sake, nor control for the sake of control.

We certificate airmen because the control and threat of sanction implicit in such licensing affords the public the assurance that safe practices in the operation and navigation of aircraft will be maintained. And where operation and maintenance of aircraft are concerned, another ingredient is necessary—the airman's assumption of personal responsibility.

Possession of a current and valid certificate is essential to the airman's employment. As a condition to exercising the privileges of his certificate, he is personally responsible for knowing and complying with all regulations governing the manner in which he carries out his duties. Only where this minute control over every facet of a given job is necessary do we consider certification warranted. Since the majority of a flight attendant's duties relate to passenger service, we do not believe a valid basis exists for governmental control through certification.

The proponents of the amendment urge, however, that certification of flight attendants is necessary to assure proper training, to assure that only properly trained personnel are utilized in air carrier operations, and to establish flight time limitations on the use of flight attendants. It is the Agency's view that the first two of these objectives are being, and the last could be, met with the authority presently vested in the Agency.

In the last 3 years, the Agency has placed great emphasis upon improving the content of air carrier training programs. At the same time, these programs are being subjected to much more intensive inspection. On December 5, 1959, the Agency issued a regulation to be effective January 1, 1961, requiring that air carrier training programs be approved by the Agency. In the interim, we issued training standards criteria to be used by our inspectors in evaluating these training programs. In the ensuing period, innumerable meetings have been held with both labor and management representatives of the industry to refine and improve the criteria. On March 2 of this year, we issued a notice of proposed rulemaking which will substantially revise and strengthen the regulations governing air carrier training programs.

This notice is still in the discussion stages of the rulemaking process.

The rule now proposed sets minimum standards, requires the carrier to revise its programs to insure appropriate training, requires Agency approval of revisions, and places responsibility upon the carrier for administration of the program. It also will require, for each airplane type in use, appropriate course material, training forms, and instructions and procedures to determine the proficiency of each crewmember.

As to the use of properly trained personnel in air carrier operations, our regulations now require that the initial training phases be satisfactorily completed prior to service. The proposed rule will contain this requirement. This matter is of paramount concern to the Administrator, particularly with respect to the adequacy of crewmember training in emergency procedures. As recently as April 20, the Administrator wrote the presidents of all scheduled airlines requesting an immediate review of their training in emergency procedures especially to assure that flight attendants receive adequate training in the actual operation of emergency equipment. Concurrently, he has directed our inspectors to undertake an intensive review of this particular facet of the carriers' training programs.

The subject of flight time limitations for all crewmembers is now undergoing extensive reevaluation. In the past, it has been the view of the Agency that fatigue was a critical safety factor only in the case of flight crewmembers—pilot, copilot, flight engineer, and navigator—because it is these individuals upon whom safe operation and navigation of the aircraft so vitally depends. The great emphasis which we are placing upon practical training in emergency procedures attests to the significance which is now attached to the responsibilities of the flight attendants under emergency conditions. Certainly, in our reevaluation of flight time limitations the necessity for limiting the hours in service and rest requirements of flight attendants to assure response in emergencies will be carefully considered.

As indicated, we do not believe certification of flight attendants will speed or facilitate the achievement of the air safety program. Any intangible benefits which might flow from certification are insufficient to balance the extension of regulatory control and the administrative costs incident thereto. There are approximately 10,640 flight attendants in air carrier service. On the basis of inquiries made of the ATA, ALPA, and TWU, we understand the average length of service is about 1 year. This fact alone would require the issuance of as many as 10,000 certificates annually. In addition, it would be necessary to prepare, give, and grade an equal number of examinations.

These would be examinations, given and graded, by the Agency and not by the carrier.

It would also be necessary to budget for a substantial amount of clerical time for such activities as answering inquiries or canceling or replacing certificates, to say nothing of the cost of maintaining a large-scale records system.

For these reasons, we do not believe flight attendants should be included within the definition of "airman." Therefore, we oppose enactment of these bills.

Thank you, Mr. Chairman. If there are any questions I would be very pleased to answer them.

Mr. WILLIAMS. Mr. Friedel?

Mr. FRIEDEL. No questions.

Mr. WILLIAMS. Mr. Jarman?

Mr. JARMAN. Mr. Prill, I assume that some complaints do at times come to the FAA as to a training program or the manner in which an airline is handling its training of personnel.

Is that true?

Mr. PRILL. Yes, sir.

Mr. JARMAN. What then does the FAA do as far as checking out such complaints?

Mr. PRILL. Well, in each case we have the office responsible for the certificate of that air carrier check into the complaint, whether it is a complaint from the crewmembers themselves, or from passengers. certificate of that air carrier heck into the complaint, whether it is a complaint from the crewmembers, themselves, or from passengers. They determine the validity of the complaint, to see if the carrier is properly training the crewmembers, and determine if new procedures are required.

And we are quite flexible in this at the present time by the use of directives which we can issue, and do issue, under the authority granted to us in the act.

Mr. JARMAN. How many inspectors does the Agency have to check on the airlines?

Mr. PRILL. At the present time we have about 450 inspectors working on air carriers. Now, that is maintenance and operations and electronics.

Mr. JARMAN. Thank you. That is all.

Mr. WILLIAMS. Mr. Prill, are you familiar with the incident related by our colleague, Congressman Mack, a few minutes ago?

Mr. PRILL. No, I am not, Mr. Chairman. I will be very pleased to check on it though.

Mr. WILLIAMS. You do not know whether a report was made to the FAA on that incident or not?

Mr. PRILL. I do not, sir.

Mr. WILLIAMS. Now, as I understand it from your statement, the Federal Aviation Agency already has the power, by rulemaking, to regulate training for stewardesses and for flight attendants.

You say:

The proponents of the amendment urge, however, that certification of flight attendants is necessary to assure proper training, to assure that only properly trained personnel are utilized in air carrier operations, and to establish flight time limitations on the use of flight attendants.

You state in the next sentence:

It is the Agency's view that the first two of these objectives are being, and the last could be, met with the authority presently vested in the Agency.

Assuming that that is true, that the Agency does have the power to invoke the third regulation which would be a flight time limitation for flight attendants, would the objectives of this bill have been met, notwithstanding whether they are certified or not?

Mr. PRILL. That is our feeling, Mr. Chairman, that the certification process would merely be adding a very considerable administrative burden with no change in the end product.

Mr. WILLIAMS. Any further questions?

Mr. FRIEDEL. Just one question.

In your statement, on page 5, you say "We understand the average length of service is about 1 year."

"We understand." Now, what do you mean by "we understand"?

Where do you get those figures that it is an average of 1 year?

Mr. PRILL. This is from our contacts with the airlines and with the labor associations which represent the stewards and hostesses.

Mr. FRIEDEL. And that is the average time, 1 year?

Mr. PRILL. This is our understanding. From my own personal experience, I think that is about right. Most of the cabin attendants are very attractive young ladies and—

Mr. FRIEDEL. Yes, I know, but I thought it was more than a year. How long does it take them to be trained? Six months or three months?

Mr. PRILL. No; it is less than that. All of the major airlines run schools that give them complete training before they enter into airline service. I am not sure how long the school runs. Several weeks at least.

Mr. FRIEDEL. That is all.

Mr. JARMAN. Will the gentleman yield?

Mr. FRIEDEL. Yes; I yield.

Mr. JARMAN. Mr. Prill, has the Agency then made any kind of rough estimate as to the additional administrative costs that would be involved?

Mr. PRILL. We have not tried to estimate the costs exactly. It would depend upon how we would integrate this into our system.

It would certainly be considerable. I would be very pleased, if the committee would wish, to work out an estimate on this.

Mr. JARMAN. I think it would be helpful to the committee.

Mr. PRILL. I will be very pleased to do that, Mr. Jarman. I will submit that for the record, if I may.

(The information requested is as follows:)

FEDERAL AVIATION AGENCY,
Washington, D.C., May 14, 1962.

HON. JOHN BELL WILLIAMS,
Chairman, Subcommittee on Transportation and Aeronautics of the House
Committee on Interstate and Foreign Commerce, House of Representatives,
Washington, D.C.

DEAR MR. WILLIAMS: At the committee hearings on May 1, 1962, on H.R. 8160, which concerns a proposal to amend section 101(7) of the Federal Aviation Act of 1958 to include flight attendants within the definition of airman, you requested the Federal Aviation Agency to provide additional data with regard to the cost of certificating cabin attendants and to other safety matters related to the training of these crewmembers.

In my testimony I stated that there are approximately 10,640 flight attendants in air carrier service and that on the basis of inquiries made of the Air Transport Association (ATA), the Air Line Pilots Association (ALPA), and the Transport Workers Union (TWU), we understood that the average length of service is about 1 year. This would require the issuance of as many as 10,000 certificates annually. These figures regarding numbers and turnover rates of cabin attendants were verbally secured from the organizations noted above. We were advised that they

represented the latest available as of December 1961. In this respect, it is noted that the TWU also testified that approximately 10,000 such crewmembers are involved. The TWU, however, differed on the length of service and indicated that this more nearly approximated 2 years, thus requiring an annual issuance of 5,000 certificates.

It now appears that the ATA figures presented at the hearing, which were secured from the personnel departments of the scheduled airlines, are more correct and that there are approximately 12,000 scheduled air carrier cabin attendants involved. The ATA indicated that the annual turnover rate for these personnel was 40 percent for trunk carriers and 35 percent for local service carriers. Thus, they indicated about 5,000 new stewardesses are hired every year and the average length of service is less than 2 years.

We have also been advised by the Independent Airlines Association representing several supplemental air carriers that there are approximately 1,000 cabin attendants in the employ of these air carriers and that their average length of service is 1 year.

From the above it is concluded, if certification of cabin attendants becomes mandatory through amendment of the act, that in addition to the 12,000 certificates which would be initially required, 6,000 new airman certificates would also have to be issued each year. This would require that a new civil air regulation be developed to establish the experience and qualification provisions necessary for certifying this new type of airman. It would also require preparation of new airman examinations for these applicants, plus distribution and filing in 120 aviation safety district offices and the administering of the examination to the applicants. It would also involve an FAA inspector interviewing the applicant, the office secretaries administering and correcting the written test, and the necessary recordkeeping at our central airmen examination and airmen record files in Oklahoma City. Subsequently, it would require an inspector to conduct the practical examination which would include an oral question-and-answer period and an examination on emergency evacuation procedures, smoke evacuation, firefighting, and first-aid equipment, conducted in a transport airplane or a simulator.

It is estimated that the above process would cost the Agency approximately \$280,000 to certificate the original 12,000 flight attendants and approximately \$140,000 per year for the 6,000 applicants to take care of the turnover rate. The certification process would include a minimum of 5 hours per applicant by the district office inspectors and secretaries in interviewing and conducting examinations. Also, in our Oklahoma City office the process would include grading written examinations, issuance of permanent certificates, recording and filing time; a process which costs \$2.82 per certificate. As stated in our testimony, it would also be necessary to budget for a substantial amount of clerical time for such activities as answering inquiries and canceling or replacing certificates to say nothing of the cost of maintaining a large-scale records system.

With regard to your request for information concerning any fatalities due to the lack of training of flight attendants, we have not found any such instances in our files or those of the Civil Aeronautics Board.

We have also reviewed the recent United Air Lines, Denver, Colo. accident and the Imperial Airlines accident at Richmond, Va., as you requested, and have determined in each instance that the cabin attendants had been properly trained and that none of the fatalities which occurred in these accidents were attributed to any lack of training on their part.

As indicated in my testimony at the hearings, I do not believe that certification of flight attendants will speed or facilitate the achievement of the air safety program. Any intangible benefits which might flow from certification are insufficient to balance the extension of regulatory control and the administrative costs incident thereto. Our present approved training programs for all air carrier crewmembers, which include all phases of a cabin attendant's safety responsibilities, are considered satisfactory and more than outweigh the proposed airman certification requirement.

For your information, I am enclosing a copy of our notice of proposed rulemaking concerning the approval of air carrier training programs, and a copy of the Administrator's letter to the president of each air carrier concerning emergency evacuation training.

I appreciate the opportunity to submit the above information to your committee. Should you require any additional material in this regard, we will be pleased to furnish it to you.

Sincerely,

GEORGE C. PRILL,
Director, Flight Standards Service.

FEDERAL AVIATION AGENCY
FLIGHT STANDARDS SERVICE
Washington 25, D. C.

March 2, 1962

CIVIL AIR REGULATIONS DRAFT RELEASE NO. 62-9

SUBJECT: Approval of Air Carrier Training Programs

The Flight Standards Service of the Federal Aviation Agency has under consideration amendments to Parts 40, 41, and 42 of the Civil Air Regulations concerning approval of air carrier training programs. The reasons therefor are set forth in the explanatory statement of the attached proposal which is being published in the Federal Register as a notice of proposed rule making.

The Flight Standards Service desires that all persons who will be affected by the requirements of this proposal be fully informed as to its effect upon them and is therefore circulating copies in order to afford interested persons ample opportunity to submit comments as they may desire.

Because of the large number of comments which we anticipate receiving in response to this draft release, we will be unable to acknowledge receipt of each reply. However, you may be assured that all comment will be given careful consideration.

It should be noted that comments should be submitted in duplicate to the Docket Section of the Federal Aviation Agency, and in order to insure consideration should be received on or before May 10, 1962.

George C. Pihl

Director,
Flight Standards Service

FEDERAL AVIATION AGENCY
FLIGHT STANDARDS SERVICE

[14 CFR Parts 40, 41, 42]

[Regulatory Docket No. 1093; Draft Release No. 62-9]

NOTICE OF PROPOSED RULE MAKING

Approval of Air Carrier Training Programs

Pursuant to the authority delegated to me by the Administrator (14 CFR 405.27), notice is hereby given that there is under consideration a proposal to amend Parts 40, 41, and 42 of the Civil Air Regulations as hereinafter set forth.

Interested persons may participate in the making of the proposed rules by submitting such written data, views, or arguments as they may desire. Communications should be submitted in duplicate to the Docket Section of the Federal Aviation Agency, Room C-228, 1711 New York Avenue, N.W., Washington 25, D.C. All communications received on or before May 10, 1962, will be considered by the Administrator before taking action upon the proposed rules. The proposals contained in this notice may be changed in the light of comments received. All comments submitted will be available in the Docket Section for examination by interested persons when the prescribed date for return of comments has expired.

By amendments 40-21, 41-28, and 42-23, effective January 1, 1961 (24 F.R. 9765, 9768, 9773), Parts 40, 41, and 42 were amended to require approval of the training program established by an air carrier. However, these amendments did not specify the procedures and minimum standards that were to be used for such approval. Also, the regulations do not clearly specify that an air carrier must administer the training program as approved, that he must revise it as necessary to insure appropriate training, or that he must keep his training material and procedures current with respect to each airplane type he uses.

The amendments to the regulations proposed herein would require that training programs be established and maintained not only in accordance with the requirements of pertinent sections of the Civil Air Regulations, but also in accordance with minimum standards prescribed by the Director, Flight Standards Service. In addition, the air carrier would be required to revise his program as necessary to insure appropriate training, to obtain approval of any revision, and to administer the program for the training of each crewmember and dispatcher. The proposal would also require an air carrier to provide and keep current, for each airplane type he uses, appropriate course material, written and oral examinations, train-

ing forms, and instructions and procedures for use in conducting crewmember and dispatcher proficiency checks.

For better arrangement of the regulations, it is proposed to set forth the requirement that air carrier training programs be approved in the same section that now requires an air carrier to establish such programs. The separate section requiring approval would be deleted.

The amendments requiring approval of air carrier training programs were issued December 1, 1959. That same month the Bureau of Flight Standards prescribed and circulated by memorandum the policies and standards that were to be used for the approval of training programs, so that the air carriers could have ample time to prepare or revise their programs and get approval. After several conferences with industry representatives, during which these standards were thoroughly reviewed, certain changes were made and issued in a revised memorandum dated September 7, 1960. This memorandum has been identified as the "Training Standards Criteria."

Since the memorandum establishing standards for the approval of training programs was an expediency to assist the air carriers in meeting the January 1, 1961, effective date of the amendments, interested persons were advised that proposed Civil Aeronautics Manual material on the subject would be circulated for comment at the earliest practicable time. The industry was also advised that in developing this proposed CAM material, Flight Standards would consider the comments and recommendations they had made during discussions of the "Training Standards Criteria." Insofar as possible, the CAM appendix proposed herein reflects these comments and recommendations.

During the original discussions of the criteria to be used in the approval of training programs and in subsequent informal meetings on this subject with various segments of industry, both support of and opposition to specifying a minimum number of hours of instruction in the standards was evidenced. While the crewmembers and dispatchers strongly concur with the training standards presently in effect, the air carriers are opposed to specifying a minimum

required number of hours of ground and flight training. This opposition is based primarily on the premise that the flexibility needed to develop new training techniques and methods would be reduced, and that an unwarranted emphasis on hours would tend to limit the overall improvement of training programs. Therefore, in view of the expressed differences of opinion with respect to specifying a minimum required number of training hours in the training program standards, it is requested that particular consideration be given this matter in preparing comments on this proposal.

The underlying interest of the Agency in air carrier training programs is with the end product; i.e., competent crewmembers and dispatchers. However, in order to assure with a reasonable degree of certainty that such satisfactory end products will result, it is necessary to evaluate the training programs in advance. While a sampling of the end products may indicate the need for a reevaluation of the programs, the application of adequate standards in the formulation of the training programs will increase the probability of adequately trained crewmembers and dispatchers.

To provide flexibility for the training of those crewmembers or dispatchers who may not require a complete training course, the standards proposed herein would allow the use of modified courses in appropriate cases. For example, a crewmember hired from another air carrier might be permitted to qualify with less training, if he had already been through the training program of a carrier conducting a comparable operation with the same type of equipment on which he is qualifying. Also, we recognize that the minimum programmed hours for ground school training on certain subjects may vary among different air carriers because of differences in training techniques, procedures, and facilities. For example, an air carrier using mock-ups, films, or other training aids might reasonably program less classroom lecture time than another carrier not using such equipment. The standards proposed herein would provide for variations in the ground school curriculum when training aids are used, if the air carrier presents appropriate justification.

In consideration of the foregoing, it is proposed to amend Parts 40, 41, and 42 of the Civil Air Regulations as follows:

1. By amending § 40.280(a) and (b) of Part 40 to read as follows:

40.280 Training requirements.

(a) Each air carrier shall establish and maintain a training program sufficient to insure that each crewmember and dispatcher is adequately trained to perform the duties to which he is assigned. The training program shall be established and maintained in accordance with the requirements prescribed in paragraphs (b) through (e) of this section and §§ 40.281 through 40.289, and the minimum standards prescribed by the Director, Flight Standards Service; and shall be revised as necessary to insure appropriate training. The training program and any revision

thereto shall meet with the approval of the Administrator or his authorized representative, and shall be administered by the air carrier for the training of each crewmember and dispatcher. Prior to serving in air transportation, each crewmember and dispatcher shall satisfactorily complete the initial phase of the program.

(b) Each air carrier shall provide adequate ground and flight training facilities, and properly qualified instructors; and shall provide and keep current, with respect to each airplane type used in air carrier operations, appropriate course material, written and oral examinations, training forms, and instructions and procedures for use in conducting crewmember and dispatcher proficiency checks required by this part. Each air carrier shall also provide a sufficient number of check airmen to conduct the flight checks required by this part. Such check airmen shall hold the same airman certificates and ratings as are required for the airman being checked.

2. By deleting § 40.290.

3. By adding an appendix to Part 40 to read as follows:

Appendix

STANDARDS FOR THE PREPARATION AND APPROVAL OF AIR CARRIER TRAINING PROGRAMS

General

1. *Purpose.* These standards prescribe the procedures for approval of air carrier crewmember and dispatcher training programs and the minimum curriculum requirements for such programs.

2. *Application for approval.*

(a) The air carrier shall submit an application for initial approval of its training program to the FAA Principal Operations Inspector. The application shall be accompanied by three copies of the air carrier's training program curriculum. The air carrier shall also submit for examination such training forms, records, and other material pertaining to the training program as may be requested by the Principal Operations Inspector.

(b) If the curriculum complies with the requirements prescribed in this Appendix, and the other pertinent material submitted for examination is adequate, the air carrier will be notified that its training program has been approved and an approved copy of the curriculum will be returned to the air carrier.

3. *Revisions of approved training program.* Requests for approval of revisions to a previously approved training program shall be submitted to the FAA Principal Operations Inspector. If the request pertains to revision of a training program curriculum approved in accordance with the requirements prescribed in this Appendix, 3 copies of the revision for which approval is requested shall be submitted in a form that will permit it to be readily substituted, if approved, for that portion being replaced in the approved training program curriculum on file with the FAA.

4. *Curriculum; general form and content.* The training program curriculum shall include a table of contents setting forth in appropriately numbered sections the following:

(a) The policy and procedures to be employed by the air carrier in complying with the training requirements for all crewmembers and dispatchers;

(b) The initial, upgrading, transitional, recurrent, and emergency courses of training administered to dispatchers and to each type of crewmember including the ground school, synthetic trainer, aircraft familiarization, and flight training subjects and maneuvers, as appropriate (separate sections should be used for the dispatchers and for each type of crewmember);

(c) Appropriate detailed descriptions or pictorial displays of all normal and emergency flight maneuvers and procedures to be administered in the flight phase of the training program;

(d) The minimum hours of training and instruction programmed for each phase of the ground, synthetic, and flight training required for approval; and

(e) Provisions for giving practical tests or closed-book written examinations, as appropriate, in all required subjects.

Detailed Curriculum Requirements

11. *Ground school training.* The curriculum shall provide for ground school instructions and training for crewmembers and dispatchers in accordance with the requirements prescribed by Part 40 of the Civil Air Regulations. It shall also include the subjects listed in paragraphs (a) through (j) of this section, designated by appropriate symbols, for the type of operation conducted by the air carrier. In establishing the ground school training curriculum for individual air carriers, subject matter which is not necessary for the training requirements of the air carrier's particular type of operation is not required for approval. In all cases, the curriculum shall include ground school training and instruction for crewmembers and dispatchers in those subjects considered necessary to insure that they will perform their duties with a high level of proficiency in the particular type of operation conducted by the air carrier. The following subjects are applicable to the pilot in command, second in command and third pilot; and to dispatchers, flight engineers, navigators, and flight attendants as indicated:

NOTE.—The following symbols are used to designate those segments of each subject in which a particular crewmember and a dispatcher must be given training and instruction:

PC—Pilot in command,
2C—Second in command,
3P—Third pilot,
FE—Flight engineer,
DS—Dispatcher,
NA—Navigator, and
FA—Flight attendant.

(a) *Crew duties and responsibilities.*

- (1) Orientation—DS, FA, NA, FE;
- (2) Organizational structure—DS, FA, NA, FE;

- (3) Company policies—DS, FA, NA, FE;
- (4) Verification of qualifications—DS, NA, FE;
- (5) Use of intoxicants—DS, FA, NA, FE;
- (6) Duties and responsibilities—DS, FA, NA, FE;
- (7) Issuance of manuals and equipment—DS, FA, NA, FE;
- (8) Conduct of flight—DS, NA, FE;
- (9) Flight simulator or procedural trainer—FE;
- (10) Preflight duties—NA, FE;
- (11) Inflight duties—FA, NA, FE;
- (12) Postflight duties—FA, NA, FE;
- (13) Authority, command and second in command—DS, FA, NA, FE;
- (14) Emergency authority and responsibility—DS, FE;
- (15) Passenger handling—FA, FE;
- (16) Alternate, provisional, and unscheduled landings—DS, FE;
- (17) Illness, crew and/or passengers—FA, NA, FE.

(b) *Civil Air Regulations and Civil Aeronautics Manual relative to each part, where applicable.*

- (1) CAR/CAM 4a—Airplane Airworthiness (non-T Category)—DS, FE;
- (2) CAR/CAM 4b—Airplane Airworthiness (T Category)—DS, FE;
- (3) SR-422 } Turbine-Powered Transport
SR-422A } Category Airplanes of Cur-
SR-422B } rent Design—DS, FE;
- (4) CAR/CAM 29—Physical Standards for Airmen; Medical Certificates—DS, NA, FE;
- (5) CAR/CAM 40—Scheduled Interstate Air Carrier Certification and Operation Rules—DS, NA, FE;
- (6) CAR/CAM 41—Certification and Operation Rules for Scheduled Air Carrier Operations Outside the Continental Limits of the United States—DS, NA, FE;
- (7) CAR/CAM 42—Irregular Air Carrier and Off-Route Rules—DS, NA, FE;
- (8) CAR/CAM 43—General Operation Rules—DS, FE;
- (9) CAR/CAM 45—Commercial Operator Certification and Operation Rules—DS;
- (10) CAR/CAM 49—Transportation of Explosives and Other Dangerous Articles—DS, FE;
- (11) CAR/CAM 60—Air Traffic Rules—DS, NA;
- (12) Part 320 of the Civil Aeronautics Board's Safety Investigation Regulations—Notification and Reporting of Aircraft Accidents and Overdue Aircraft—DS.

(c) *Navigation.*

- (1) The globe; size, shape, movement, and time—DS, NA;
- (2) Projections; maps, charts, and limitations—DS, NA;
- (3) Navigational computer and its use—DS, NA;
- (4) Basic principles of dead reckoning navigation—DS, NA;
- (5) Celestial navigation—NA;
- (6) Radio navigation; loran and radar—NA;
- (7) Single heading navigation—NA;
- (8) Pressure pattern flight planning—DS, NA;
- (9) Emergency aids to navigation; VHF-DP and HF-DP—DS, NA;
- (10) Navigational publications; Flight Information Manual, Airman's Guide, NOTAMS, etc.—DS, NA;
- (11) Flight plans and procedures—DS, NA;
- (12) En route requirements and procedures—DS, NA;
- (13) Continental and oceanic control—DS, NA;
- (14) High density traffic control ADIZ, restricted and prohibited areas—DS, NA;
- (15) Fuel requirements and cruise control—DS, NA, FE;
- (16) Airports; provisional and alternate airport requirements—DS;
- (17) Approach procedures and plates, ASR-PAR-ILS-GCA-LF/MF-VOR-ADF—DS;
- (18) Approach and landing minimums—DS.

(d) *Meteorology.*

- (1) Physics and properties of the atmosphere—DS, FE;
- (2) Air mass analysis—DS, FE;
- (3) Adiabatic processes—DS, FE;
- (4) Temperature, dewpoint, and humidity—DS, FE;
- (5) Frontal weather systems—DS, FE;
- (6) Pressure systems—DS, FE;
- (7) Precipitation; rain, freezing rain, snow, sleet, hail, and ice—DS, FE;
- (8) Clouds and fog—DS, FE;
- (9) Winds including jet stream—DS, FE;
- (10) Turbulance and adverse weather; thunderstorms, tornadoes, and hurricanes—DS, FE;
- (11) Upper air soundings—DS, FE;
- (12) USWS reports and forecasts—DS, NA, FE;
- (13) Interpretation of weather data—DS, NA, FE;
- (14) Flight principles of pressure patterns—DS, NA;
- (15) Pilot inflight weather reports—DS, FE;
- (16) High altitude weather—DS, FE.

(e) *Communications.*

- (1) Communications procedures—DS, FE;
- (2) Emergency procedures—DS, FE;
- (3) Visual signals—FE;
- (4) Ramp and hand signals—FE;
- (5) FAA emergency code of distress—FE, NA;
- (6) NOTAMS—DS, FE, NA;
- (7) Clearance symbols and terminology—DS, FE, NA;
- (8) ATC clearance copying—NA;
- (9) Continental Morse Code copying practice—NA.

(f) *Airway traffic control.*

- (1) Types of clearance and flight plans—DS;
- (2) ADIZ DVFR clearances and reports—DS;
- (3) Types of approaches and holding procedures;
- (4) Jet flight planning—DS, NA, FE;
- (5) Protection afforded;
- (6) Acceptable tolerances—NA;
- (7) Pilot and company responsibility—NA;
- (8) Government responsibility—DS;
- (9) Flight plan cancellations—DS;
- (10) Search and rescue protection—DS, FE, NA;
- (11) Manuals and publications—DS, NA, FE,
 - (i) Definitions and symbols—DS, NA,
 - (ii) Flight Information Manual—DS, NA, FE,
 - (iii) Airman's Guide—DS, NA, FE,
 - (iv) ANC Manual—DS, NA.

(g) *Emergencies.*

- (1) Authority and responsibilities—DS, FA, NA, FE;
- (2) Determination and declaration for the following types—DS, FA, NA, FE:
 - (i) Potential,
 - (ii) Actual,
 - (iii) Crash,
 - (iv) Inflight,
 - (v) Landing,
 - (vi) Ground.
- (3) Termination of emergency—FE, NA;
- (4) Codes and signals—FA, FE, NA;
- (5) Available aids and assistance—DS, FA, NA, FE;
- (6) Drills and procedures for:
 - (i) Ditchings—FA, NA, FE,
 - (ii) Aircraft evacuation—FA, NA, FE,
 - (iii) Fire fighting—FA, NA, FE,
 - (iv) Smoke evacuation—FA, NA, FE,
 - (v) Fuel dumping—FE,
 - (vi) Propeller feathering—FE,
 - (vii) Overspeed propeller—FE,
 - (viii) Hydraulic failures—FE,
 - (ix) Gear extension failure—FE,
 - (x) Gear collapse—FA, NA, FE,

- (xi) Utilization of emergency exits—FA, NA, FE;
- (xii) Communications failure—FE, NA,
- (xiii) Inflight death—FA, FE, NA,
- (xiv) Bomb hoax—FE, DS, NA, FA,
- (xv) Unreported flight—DS, FE,
- (xvi) Decompression—DS, FA, NA, FE,
- (xvii) Descents—FA, NA, FE.

(h) *Operations.*

- (1) Dispatching procedures—DS, FE, NA;
- (2) Weight and balance—FE;
- (3) Flight planning—DS, NA, FE;
- (4) Jet flight planning—DS, NA, FE;
- (5) Ground handling and public protection—FE;
- (6) Flight schedules—FE, DS, NA;
- (7) Cruise control—NA, FE;
- (8) Operating specifications—DS, FE, NA;
- (9) Flight training simulator and aircraft proficiency checks—FE;
- (10) Maintenance and logbooks including equipment "go-no-go" lists—DS, FE;
- (11) Ferry flights—DS, FE;
- (12) High altitude indoctrination—NA, FE, FA.

(i) *Equipment.*

- (1) General description—DS, FA, NA, FE;
- (2) Performance and limitations—DS, FE;
- (3) Powerplants and propellers—DS, FE;
- (4) Systems:
 - (i) Fuel—FE,
 - (ii) Oil—FE,
 - (iii) Hydraulic—FE,
 - (iv) Pneumatic—FE,
 - (v) Water injection—FE,
 - (vi) Heating—FE,
 - (vii) Cooling—FE,
 - (viii) Pressurization—FE,
 - (ix) Autopilot—FE,
 - (x) Radio and radar—NA, FE,
 - (xi) Electrical—NA, FE,
 - (xii) Vacuum—FE,
 - (xiii) Ignition—FE,
 - (xiv) Induction—FE,
 - (xv) Ice elimination—FE,
 - (xvi) Instruments and navigational—NA, FE,
 - (xvii) Control—FE.
- (5) Oxygen equipment—FA, NA, FE;
- (6) Emergency equipment—FA, NA, FE;
- (7) Emergency systems and procedures—NA, FE.

(j) *Familiarization assignments.*

- (1) Air route traffic control center—DS, NA;
- (2) Airport traffic control tower;
- (3) Flight dispatch center—NA, FE, DS;
- (4) Pilot schedule office—FE, NA;
- (5) Station operations—DS, FA, NA, FE;
- (6) Meteorological office—DS, NA, FE;

- (7) Aircraft on ground—DS, FA, NA, FE;
- (8) Maintenance facility—FE;
- (9) Student flight training—FE;
- (10) Synthetic flight trainer—FE;
- (11) En route line flights—FA, DS, NA, FE.

12. *Flight training.* The curriculum shall provide for flight training which will insure adequate initial, transitional, upgrading, recurrent, and emergency training for all crewmembers on the aircraft type(s) to which they are assigned in air carrier operations. The recurrent training shall be adequate to insure the continued maintenance by all air carrier crewmembers of a high level of proficiency. The curriculum shall provide for the flight training required by Part 40 of the Civil Air Regulations and include the flight training/simulator subjects for initial, transitional, upgrading, and recurrent training listed in paragraphs (a) through (y) of this section.

Note.—Subjects listed in this section represent a combined list which may be used for simulator and flight phases of training. Subjects in which pilots serving as second in command must be trained are identified with an asterisk (*). The subjects listed for the development of air carrier simulator/synthetic trainer courses should not be confused with the standards for the approval of simulator courses prescribed under § 40.302(b)(3).

- (a) *Briefing session.**
- (b) *Preflight inspection of the aircraft.**
- (c) *Engine starting.**
- (d) *Taxing.*
- (e) *Prior to takeoff checks.**
- (f) *Takeoffs:*
 - (1) Normal takeoffs;*
 - (2) Crosswind takeoffs;
 - (3) Night takeoffs;*
 - (4) Takeoffs with simulated engine failure.*
- (g) *Climb and climbing turns.**
- (h) *Maneuver—minimum speed.**
- (i) *Approach to stalls.**
- (j) *Rapid descent and pullup.*
- (k) *Engine-out procedures and familiarization.**
- (l) *Roll rates—spoilers on, off, and up.**
- (m) *Dutch roll.**
- (n) *Spoilers.**
- (o) *Stabilizer trim.**
 - (1) Procedures to be used for runway stabilizer;
 - (2) Procedures to be used for jammed stabilizer;
 - (3) Procedures to be used for landing and "go-around" with horizontal stabilizer out of trim.
- (p) *Tuck and mach warning.**
- (q) *Recovery from unusual attitudes.*
- (r) *Emergency descent.*
- (s) *Traffic control procedures.**
- (t) *Instrument approach, missed approach, and orientation procedures for ILS, VOR, ADF, LFR, GCA, PAR, ASR.**
- (u) *Landings:*
 - (1) Normal landings;*
 - (2) Night landings;*
 - (3) Crosswind landings;*

- (4) Zero flap landings;
- (5) Maneuvering to landings with simulated failure of 50 percent of power units concentrated on one side of the aircraft;
- (6) Maneuvering to a landing under circling minimum conditions.

(v) *Operation of flight engineer panel.* Sufficient training shall be given to qualify a crewmember, other than the flight engineer, to perform satisfactorily in this capacity, should the flight engineer become incapacitated.

(w) *Systems use:**

- (1) Anti-icing system;
- (2) Pressurization and air conditioning;
- (3) Fuel systems;
- (4) Cockpit and aircraft lighting system;
- (5) Navigational and communication systems;
- (6) Flight instrumentation.

(x) *Inflight emergency procedures:**

- (1) Engine fire;
- (2) Heater and cargo compartment—fire-smoke removal;
- (3) Empennage fire;
- (4) Wing fire;
- (5) Cabin fire-smoke removal;
- (6) Electrical fires and failures;
- (7) Flight instrument power failure;
- (8) Pneumatic failure;
- (9) Hydraulic system failures;
- (10) Flight control boost-off procedures;
- (11) Emergency decompression;
- (12) Fuel dumping.

(y) *Ground emergencies:**

- (1) Emergency evacuation;
- (2) Ditching drill;
- (3) Brake fire;
- (4) Use of emergency brake;
- (5) Engine and fuselage fires.

13. *Minimum hours of training.*

(a) The curriculum shall program for each crewmember and dispatcher the minimum number of hours of training in the various phases of training, as specified in the following Charts 1 and 2:

NOTE—The symbols used in Charts 1 and 2 have the following meaning:

- PC—Pilot in command;
- 2C—Second in command (copilot) and third pilot in a required three-pilot crew;
- 3P—Third pilot not required by regulation;
- FE—Flight engineer;
- NA—Navigator;
- FA—Flight attendant;
- D8—Dispatcher;
- I/T—Initial training;
- U—Upgrading training;
- R—Recurrent training;
- X—One round trip (total time not less than 5 hours).

(b) The minimum hours of training required by paragraph (a) of this section shall be programmed for the following defined training phases:

(1) *Basic training.* Basic training or indoctrination is that phase of training required to qualify all newly employed crewmember and dispatcher personnel for service in air transportation.

(2) *Initial training (I/T).* Initial training is that phase of training required to qualify crewmembers and dispatchers for service in connection with an airplane type for which they are not currently qualified.

(3) *Upgrading training (U).* Upgrading training is that phase of training required to qualify second in command (copilot) personnel to serve in a pilot-in-command capacity on an airplane type on which they are currently qualified to serve as second in command. If a second in command is to be upgraded to serve in a pilot-in-command capacity on an aircraft type on which he is not currently qualified to serve as second in command, he must be trained in accordance with the requirements for initial training. Upgrading training is also the training required to qualify personnel to serve in a second-in-command capacity on an airplane type on which they are currently qualified to serve in the capacity of a third pilot (3P) not required by the Civil Air Regulations.

4. *Recurrent training (R).* Recurrent training is that phase of training required within each 12-month period to insure the continued competence of crewmembers and dispatchers. Recurrent flight training for the pilot in command shall be programmed as two training periods, each period consisting of not less than half of the recurrent flight training required by paragraph (a) of this section.

(c) The initial equipment line check requirements of paragraph (a) of this section represent the following:

(1) For a pilot in command, the minimum time this crewmember must be observed by a qualified check airman while performing the duties of pilot in command;

(2) For a pilot qualifying to serve as second in command, the minimum time the trainee must spend in observing an actual operation prior to assignment as a second in command in air carrier operations; and

(3) For a flight engineer, the minimum time this crewmember must be observed by a qualified flight engineer while performing the duties of flight engineer in air carrier operation.

14. *Provisions for adjustment of minimum hours of training.* The minimum programmed hours of training required by section 13 for all curriculums are predicated on complete training for each crewmember and dispatcher on one type of airplane. To account for individual training combinations, circumstances, and procedures, an air carrier, in its curriculum, may provide for adjustments in these minimum programmed hours of training, in accordance with the provisions of paragraphs (a) through (e) of this section.

(a) *Ground school training.*

(1) When training crewmembers or dispatchers on more than one type of airplane, the subject matter that is repetitious for each type may be given once, and need not be repeated for each airplane. For example, where dispatchers are given initial training on several airplane types, the subjects applicable to all types need be given only once.



MINIMUM PROGRAMMED HOURS OF TRAINING

Chart 1

	I										II				III				IV				V						
	Ground School										Flight Training				Procedural Trainer Approved Simulator				Synthetic Instrument Trainer				Initial Equipment Line Check						
	PC	2C	3P	NA	FA	DS	PC	2C	3P	FE	PC	2C	3P	FE	PC	2C	3P	FE	PC	2C	3P	FE	PC	2C	3P	FE	NA	FA	DS
Basic (Indroctrina- tion of New Hires)	40	40	40	40	40	40	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
DC-3,	I/T	40	40	—	8	16	8	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	X	
C-46	U	—	16	—	—	—	—	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
	R	12	12	—	3	8	2.5	1.0	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
M202/404, CV-240/440	I/T	64	64	—	8	30	8	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	X	
	U	—	32	—	—	—	—	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
	R	16	16	—	4	8	3	1.5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
DC-4,	I/T	64	64	—	24	8	40	8	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	X	
L-049, 749	U	—	32	—	—	—	—	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
L-1049	R	16	16	—	12	4	10	3	1.5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
B-377	I/T	80	80	—	24	10	40	10	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	X	
L-1649	U	—	40	—	—	—	—	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
DC-6/7	R	20	20	—	12	5	10	3	1.5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
F-27	I/T	80	80	—	—	8	40	10	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	X	
CV-540	U	—	40	—	—	—	—	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
	R	20	20	—	—	4	10	3	1.5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
Viscount	I/T	80	80	—	—	10	40	10	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	X	
	U	—	40	—	—	—	—	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
	R	20	20	—	—	5	20	3	1.5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
L-188 CL-44	I/T	120	120	—	—	10	40	10	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	X	
Argosy	U	—	60	—	—	—	—	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
Caravelle	R	20	20	—	—	5	20	3	1.5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
B-707	I/T	120	120	120	32	16	40	20	10	*	20	20	*	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	X
DC-8	U	—	60	—	—	—	—	10	10**	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
CV-880	R	25	25	25	16	12	20	6	3	*	10	10	*	4	4	4	4	4	4	4	4	4	4	4	4	4	4	—	—

*Amount of Training Will be Predicated on Actual Duties Assigned.

**Lesser Time May be Acceptable Based on Previous Training.

Chart 2 MINIMUM PROGRAMMED HOURS OF TRAINING—SMALL AIRCRAFT

(12,500 Pounds or Less MGTOW)

	I			II			III			IV			
	Ground			Flight Training			Synthetic Instrument Trainer ¹			Instal. Equipment Late Check			
	PC	2C	FA	PC	2C	FA	PC	2C	FA	PC	2C	FA	DS
Basic Indoctrination of New Hires	I/T	8	—	—	—	—	—	—	—	—	—	—	—
	U	—	—	—	—	—	—	—	—	—	—	—	—
	R	5	—	—	—	—	—	—	—	—	—	—	—
Single Engine	I/T	20	20	4	—	—	—	—	—	—	—	—	—
	U	—	—	—	—	—	—	—	—	—	—	—	—
	R	8	8	2	—	—	—	—	—	—	—	—	—
Multiengine	I/T	20	20	4	—	—	—	—	—	—	—	—	—
	U	—	—	—	—	—	—	—	—	—	—	—	—
	R	8	8	2	—	—	—	—	—	—	—	—	—
Instrument	I/T	20	10	—	—	—	—	—	—	—	—	—	—
	U	—	6	—	—	—	—	—	—	—	—	—	—
	R	4	4	—	—	—	—	—	—	—	—	—	—

¹ Link time not required when equivalent training is given in an aircraft under hood.

NOTE.—This standard does not apply to turbine-powered airplanes.

(2) Recurrent ground school training includes instruction in such general subjects as regulations, weather, and company policy, as well as training on a specific type of airplane. In programming recurrent ground school training for crewmembers or dispatchers who hold qualifications on more than one type of airplane, the general subjects applicable to all types need not be repeated, and training may consist of that necessary to cover such general subjects and to insure adequate training on each type of airplane involved.

(3) The minimum programmed hours of recurrent ground school training may be reduced up to 25 percent when the air carrier provides a directed study course, including properly supervised closed-book examinations.

(b) *Flight training.*

(1) The minimum programmed hours of flight training required by section 13 for all curriculums is that time required in the airplane when training in aircraft simulators or procedural trainers is not provided. When approved simulator training is provided, and the programmed time is equivalent to that contained in the procedural trainer/approved simulator column, the minimum programmed flight time for initial training may be reduced by 25 percent.

(2) When training is provided in procedural trainers or aircraft simulators that have not been approved, a representative of the Administrator may authorize appropriate reductions up to 25 percent in the airplane flight time programmed for initial training. Prior to such authorization, the training device will be evaluated to determine the degree of simulation provided.

(3) Any programmed period of recurrent flight training in a particular type of airplane may also be accomplished by means of a proficiency check or an approved course of training in an aircraft simulator. When a proficiency check is used, the flight time must be sufficient to satisfactorily accomplish the check, but need not be equivalent to that programmed for the training period. A course of training in an aircraft simulator may be approved for the recurrent flight training of flight engineers as well as pilots.

(4) Flight crewmembers who retain qualifications on two or more types of airplanes need not be given more than one period of recurrent flight training in each type within a 12-month period. For a second in command, third pilot, or flight engineer, the crew concept must be used in at least one period of recurrent flight training within each 12-month period.

(5) When a proficiency check or period of recurrent flight training for a second in command, third pilot, or flight engineer is given separately and does not involve the crew concept, the flight training time programmed for that period may be reduced to that necessary for covering the required training or proficiency check maneuvers. If this procedure is used, the crewmember involved shall be required to

satisfactorily accomplish each training or proficiency check maneuver prior to completion of the check or training period.

(6) Crewmembers who progress successfully through any phase of the air carrier's flight training program in less than the minimum flight time programmed for that phase, and are recommended by the air carrier, may be flight checked by a representative of the Administrator or a check airman of the air carrier. The privilege of flight examining crewmembers recommended for checks with less than the minimum programmed hours of flight training will be discontinued if the failure rate of such crewmembers indicates that the training given is not sufficient to insure competence.

(c) *Ground school and flight training.*

(1) An air carrier may obtain approval of a modified version of the complete training course, for use in training crewmembers or dispatchers hired from another air carrier using the same type of equipment in a comparable operation. The modified version shall provide for sufficient training to bring the individual or group to the proficiency level normally achieved by a complete course of training, and shall include at least the following:

(i) A written examination on company policies and procedures, the airplane type(s) involved, and other subjects peculiar to the particular air carrier;

(ii) Appropriate flight checks on all normal and emergency procedures; and

(iii) A requirement that the training record for the crewmember or dispatcher must include a complete history of the individual's background, previous training, qualifications, and the examinations conducted by the present employer to determine his proficiency status.

(2) An air carrier may obtain approval of modified versions of the complete training course, for use in training crewmembers or dispatchers transitioning from one variation of an airplane type to another variation of the same type, or from one airplane type to a similar type, as in the case of transition from a Boeing 707 to a Douglas DC-8. For simplicity of reference, the term "differences training" may be used to identify this training. "Difference training" courses must provide for sufficient training to insure proficiency in the airplane(s) involved, and will be evaluated on an individual basis.

(d) *Initial equipment line checks.* The minimum programmed hours of initial equipment line checks for a pilot in command, second in command, or flight engineer may be reduced by not more than 50 percent by substituting one takeoff and landing for each programmed hour. For example, the 20 hours of line checks programmed for a pilot in command in L-1649 airplanes may be reduced to 10 hours when this crewmember makes 10 takeoffs and landings during the 10-hour period.

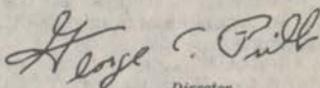
(e) *Prohibition against deviations.* An air carrier shall not deviate from the minimum pro-

grammed hours specified in its training program curriculum, except in accordance with adjustments specified in and approved as a part of the approved training program.

4. By promulgating similar amendments to Part 41 and to Part 42 for the carriers and commercial oper-

ators operating large aircraft under the provisions of that Part.

These amendments are proposed under the authority of sections 313(a), 601 and 604(a) of the Federal Aviation Act of 1958 (72 Stat. 732, 775, 778; 49 U.S.C. 1354(a), 1421, 1424).



Director,
Flight Standards Service.

Issued in Washington, D.C., on March 2, 1962.

FEDERAL AVIATION AGENCY,
Washington, D.C., April 20, 1962.

DEAR MR. BLANK: The recent tragic loss of life in survivable air carrier accidents has focused the attention of all responsible segments of Government and industry, as well as Congress and the general public, on the problems of emergency evacuation, where large numbers of passengers are involved, and dramatically underscores the extreme importance of timely and aggressive corrective action.

As you are aware, the Federal Aviation Agency and industry have recently conducted extensive studies of the passenger evacuation problem in survivable accidents, including observation of many simulated emergency evacuations. It is apparent from these studies that the chance of successful evacuation and passenger survival in actual emergencies is directly related to the adequacy of crew training and passenger briefing.

The Civil Air Regulations require initial and recurrent training in emergency procedures for all crewmembers. The regulations also require each air carrier to demonstrate to the satisfaction of the Administrator that the functions assigned to crewmembers are reasonable and practicable. Reports indicate that crewmembers of some air carriers, particularly cabin attendants, are not required to actually operate emergency equipment during training, as required by the Civil Air Regulations.

Such actual practice during initial and recurrent crew training is essential to an adequate and effective training program and must cover the physical operation of escape slides, opening of emergency and other exits, placement of escape ropes, use of fire extinguishers, and, when appropriate, demonstration of knowledge of proper launching procedures and physical movement of life rafts from aircraft storage area to launching area, by each cabin attendant and other crewmembers. If your training program does not now provide for this demonstration of competency by actual operation of the emergency equipment, it is necessary that immediate action be taken to insure that such demonstration is accomplished. Our field inspectors are being instructed to review your crew training program to insure that this requirement is being or will be satisfactorily accomplished.

Certain air carriers presently require crewmembers to demonstrate their knowledge of the location of emergency equipment and exits under the direct supervision of the captain. This is accomplished by the use of mockups of the appropriate aircraft interior prior to the origination or continuation of a flight with a new crew. The mockup may consist of an outline of the aircraft with small magnetized blocks, representing emergency equipment and exits, which can be placed in their proper location. Another method is through the use of a printed outline of the aircraft involved on which the individual crewmembers are required to draw in the location of all emergency equipment and exits. We believe these are simple but effective methods of insuring crew knowledge of locations of emergency equipment and exits, particularly where crews are assigned to operate aircraft of different types and configurations. I am sure you will agree that this is most important and I am asking that you require such a demonstration by your crewmembers in this or a similar manner.

It is also apparent from studies and observations that one of the major factors affecting evacuation is the conduct and actions of the evacuees themselves. In considerable measure, their conduct and actions in an emergency can be directly related to the extent of their knowledge of the interiors of the passenger cabin and the means of escape available. Informed passengers have a much better chance of survival than those who are uninformed. We believe that the most effective means of supplying this information is by public address announcements, supplemented by demonstrations, adequate signs, clearly defined exits and explanatory material in the passenger information folders. Accordingly, I am asking that all carriers and commercial operators establish procedures for oral briefing of boarding passengers prior to each departure, concerning the location and operation of all emergency exits. This should be included in any routine briefing procedures now in effect. If no such procedure is presently in effect, I request that you insure the establishment of an acceptable method of passenger briefing as soon as practicable.

We will appreciate your early reply as to what action has been or will be taken by your company to require the actual operation of emergency equipment by crewmembers during initial and recurrent training, and what action you have taken or contemplate with respect to predeparture passenger and crew briefing.

I am sure that you recognize the urgency of the situation and the extreme importance of the procedures outlined above. For this reason, I ask that you give this matter your personal attention.

Sincerely,

N. E. HALABY, *Administrator.*

Mr. WILLIAMS. Any further questions?

Mr. JARMAN. No.

Mr. SPRINGER. No.

Mr. WILLIAMS. Thank you very much, Mr. Prill.

Mr. PRILL. Thank you, Mr. Chairman.

Mr. WILLIAMS. I see we have listed here Mr. James F. Horst, international vice president of the Transport Workers Union and director of the air transport division; accompanied by Mr. Roland K. Quinn, Jr., president, Air Line Stewards and Stewardesses Association, and Miss Barbara Roads, legislative representative, Air Line Stewards and Stewardesses Association. Is this one group or is it several witnesses?

Mr. HORST. Mr. Chairman, if we could beg your indulgence, we would like to make a statement, and I would like Mr. Quinn and Miss Roads to be with me in making the statement to assist in the presentation.

Mr. WILLIAMS. I presume that you will make a statement?

Mr. HORST. I will make a statement, and I am sure this committee will be interested in Miss Roads' statement as well.

STATEMENTS OF JAMES F. HORST, INTERNATIONAL VICE PRESIDENT OF TRANSPORT WORKERS UNION AND DIRECTOR OF AIR TRANSPORT DIVISION, ELMHURST, N.Y.; ROLAND K. QUINN, JR., PRESIDENT, AIR LINE STEWARDS & STEWARDESSES ASSOCIATION; AND MISS BARBARA ROADS, LEGISLATIVE REPRESENTATIVE, AIR LINE STEWARDS & STEWARDESSES ASSOCIATION

Mr. HORST. Mr. Chairman, we certainly want to thank you, on behalf of the Transport Workers Union, for giving us this opportunity to appear before your committee.

The Transport Workers Union and the Air Line Stewards & Stewardesses have been vitally concerned in this problem for a number of years and, as you probably know, have been actively supporting this type of legislation. The Transport Workers Union represents the flight service personnel in the airline industry.

My name is James F. Horst. I am international vice president of the Transport Workers Union and director of the air transport division.

Immediately to my left is Mr. Roland K. Quinn, Jr., who is the president of the Airline Stewards & Stewardesses Association, Local 550 of the Transport Workers Union.

And immediately to my right is the charming young lady, Miss Roads, whom the gracious Congresswoman has already introduced so very eloquently.

She is the legislative representative for the Airline Stewards & Stewardesses Association.

For the clarification of your committee, this local represents a large section and a large number of the stewards and stewardesses. However, we have in our organization other locals in other airlines that are affiliated also, representing stewards and stewardesses.

And it is for this reason that we would like to appear as a committee appointment for the purpose of presenting our problem.

We are a labor organization representing more than 30,000 airline employees on practically every major U.S. domestic and international air carrier, as well as employees of a number of foreign air carriers based in the United States. Included in the membership of the air transport division are flight navigators, airframe and powerplant mechanics, dispatchers and dispatcher clerks, office, clerical, agents, and other related employees, stores, and ground service personnel and flight attendants—purser, stewards, and stewardesses.

The air transport division represents the flight attendants on American, Eastern, Northeast, Northwest, Western, Trans Caribbean, Trans-Texas, Aloha, Central, Caribair, Hawaiian, Seaboard World, Trans-World, Pacific Northern and Pan American World Airways, numerically speaking, over 7,500 flight attendants—nearly three-fourths of all flight attendants—on 15 major air carriers.

The air carriers operate under three different sets of civil air regulations; some under Civil Air Regulations, part 40, "Domestically Scheduled"; some under Civil Air Regulations, part 41, "Internationally Scheduled"; and others under Civil Air Regulations, part 42, "Nonscheduled Air Carriers"; nearly all of whom operate military charter flights in international service.

I am certain you are all well aware, from your many past hearings on aviation safety, of the great, and sometimes conflicting, differences in the various parts of the Civil Air Regulations. Allow me to inform you that those differences in the Civil Air Regulations which this committee has uncovered in the past have not altogether disappeared. For instance, Civil Air Regulations, part 40, requires one flight attendant on any domestic aircraft for hire with 10 or more passenger capacity. Civil Air Regulations, part 41, "International Air Carriers," at least until March of 1963, does not require any flight attendants, likewise there is no requirement in Civil Air Regulations, part 42, for any flight attendants.

H.R. 8160, 8327, and 8334, the legislation pending before this committee today, were introduced for the purpose of including within the definition of the term "airman," flight attendants.

By including flight attendants within the definition of the term "airman" this committee would be establishing vital lifesaving safety standards for the air-traveling public.

I would like to say to you parenthetically that this is a most vital question in this whole country in terms of air safety.

And I would also like to say, in deference to Mr. Prill who has just made a presentation to this committee, that it seems to me an unfair standard to place in the scale of balance dollars on one side and human lives on the other side in the question of air safety.

The public would benefit in the following ways:

(1) In accordance with the Civil Air Regulations all airmen must be licensed before performing the duties for which they are employed; that is, pilots, navigators, flight engineers, mechanics, dispatchers, and flight attendants, providing, of course, this legislation is approved.

(2) In order that applicants can qualify for the license they first must have training—training which is basic to the position for which they apply.

(3) As in the case of those currently described as "airmen," the FAA will establish minimum basic training standards for cabin attendants in the civil air regulations. The FAA would be required to do so under the Federal Aviation Act of 1958.

(4) Wherein the civil air regulations require certain minimum retraining and updating standards at prescribed intervals, for all licensed personnel, the licensing requirements for flight attendants would likewise require minimum retraining and updating standards; and finally, whereas the civil air regulations provide that certain qualifications must be met before becoming a licensed airman, for example, written, oral, and practical examinations, the adoption of this legislation would require that all flight attendants would be tested in accordance with prescribed FAA standards.

Basically, what we in the air transport division are asking you to do by approving H.R. 8160 is to provide a standardization of training courses for flight attendants. A training program that would insure the air traveling public that the flight attendant on board air carrier aircraft have met minimum standards of training in the interest of safety.

I ask you, gentlemen, where is the logic in requiring a steward or stewardess to be a part of the crew and then not take appropriate action to make sure the required attendant is trained? We know from a long sad history that the carriers will not undertake to train the cabin attendants unless pushed into it. It is a constant fight now to maintain even the present inadequate level of training. I am sure that you will agree that safety and training matters do not belong on the bargaining table—subject to the whims of economic pressures from both management and labor.

I would suggest again, Mr. Chairman, that certainly this has been recognized in the certification of all of the other airmen; that this is a responsibility of the FAA and not a responsibility of the collective bargaining table.

The passenger, when he buys a ticket, assumes, and rightly so, that the airline is required by law to provide him with the best crew and airplane possible from a safety standard. He is correct in assuming this with regard to the operating crew, the airplane, and the ground personnel. But he is incorrect when he assumes that the cabin attendant—who may be called upon to save his life in event of a crash or other emergency—is the best possible. The fact of the matter is that she or he can be a danger to the passenger. The passenger will wait for instructions, in case of emergency, from his cabin attendant—psychologists bear this out. What happens if they are not forthcoming because the attendant simply doesn't know what to do?

You gentlemen, because of the nature of your careers, do considerably more flying than the average public. I wish it were possible for you to take from the cabin attendants with whom you fly a sampling of their knowledge of emergency procedures. I guarantee you would be appalled.

The United States has much to be proud of in the field of aviation. We have almost completed three decades of powered flight. This country has produced and is currently manufacturing the most advanced jet-engine-powered aircraft in the world. Many of our accomplishments in this field of aviation can be attributed directly to the work, study, deliberations, and perseverance of this committee and to the Congress as a whole.

Where we have been the technical leader in aviation these many years and even now are planning for the future with the design and

development of a supersonic transport, we have, at least in the area of flight attendants' training, fallen far behind.

And, if I may say so, Mr. Chairman, it is our opinion that we are still operating with DC-3 psychology in this jet age in terms of the flight attendants. This is something that we have fallen far, far behind in realizing the responsibilities of these people.

France, 2 years ago, recognized the necessity for requiring flight attendants to be licensed, and last year Mexico likewise adopted a requirement for the certification of flight attendants. Other studies by foreign-flag carriers are now in process. Can the United States afford not to provide for its air traveling passengers the same measure or standard of safety as France and Mexico? Mr. Chairman, we think not, and therefore respectfully request your committee to act favorably on this legislation.

I would say to you that the arguments and the presentation of the FAA would seem to me to be met on the basis of one yardstick and only one standard: Could they not argue, through this whole presentation here, the same argument against licensing pilots, against licensing navigators, against licensing dispatchers, flight engineers, or mechanics?

What is the argument? It is too costly. It is too much of a burden from an administration standpoint.

But I say that those arguments have been met in the past by regulations, licensing these individuals, and here again it must be met with the flight attendant group. And I think it is also significant, and all due respect to Mr. Prill and the FAA, that their statement talks in terms of "proposed"; that they intend to do this, that they intend to do that. They intend to do the other thing.

In fact, the statement states at one point or makes reference to the date of April 20. Now, we submit to you that we have been urging this legislation for 5 years. We have appeared before committees, we have appeared before the FAA, and we believe that there is only one way to answer this problem, and that is to effectively pass this legislation so that the flight attendant will be licensed; so that there will be a standard yardstick of competency, training and rechecking, to assure the traveling public, and the other crewmembers, that the flight attendant is a well qualified person for the purpose of emergency action.

I am sure, Mr. Chairman, that Mr. Quinn, sitting to my left, and Miss Roads would like to make a statement. They are the experts in this field.

Mr. Quinn was a flight attendant on Eastern Airlines for a number of years, and has been a full-time officer of the union.

And Miss Roads has been a full-time stewardess for a U.S. airline, and has continued, and is presently flying as a stewardess on a certificated airline, and I am sure that they would be able to give you some detailed information.

Mr. Quinn has submitted a statement, and I would appreciate the committee taking time to read that statement in detail and the facts attached to that statement.

And I would appreciate it if we could have the indulgence of your committee to have Miss Roads make her statement.

Mr. WILLIAMS. Is it Mr. Quinn's desire to insert his statement in the record of the hearings?

Mr. HORST. It would be his desire, Mr. Chairman.

Mr. WILLIAMS. Without objection, it will be included in full, as requested.

(The statement of Roland K. Quinn referred to follows:)

STATEMENT OF ROWLAND K. QUINN, JR., PRESIDENT, AIR LINE STEWARDS AND STEWARDESSES ASSOCIATION, INTERNATIONAL, TWU, AFL-CIO

INTRODUCTION

My name is Rowland K. Quinn, Jr., and I am representing the Air Line Stewards and Stewardesses Association, International, TWU, AFL-CIO. We appreciate this opportunity to appear before this committee in behalf of bills H.R. 8160, H.R. 8327, and H.R. 8334. We have always considered it a major responsibility of our association to help make the airplane cabin a safe place in which our people can work and the traveling public can be transported. We have pursued this objective in our collective bargaining, in our day-to-day relations with the airlines, and before State and Federal legislators where our organization has actively sponsored and supported safety legislation. Through this statement we wish to provide this committee with the views of the Air Line Stewards and Stewardesses Association, International, TWU, AFL-CIO, on the subject of airman certification insofar as it affects the cabin attendants serving in commercial air transportation.

THE PURPOSE OF THIS LEGISLATION

The purpose of this legislation is to insure that every airline cabin attendant serving in the commercial airline industry shall have received and satisfactorily assimilated initial and periodic recurrent training on such subjects as emergency evacuation, ditching, and inflight emergencies, thereby assuring that each flight attendant has achieved and retained a minimum level of competence in these subjects. It is the intent of this legislation that such training, recurrent training, and physical fitness shall be verified by the issuance of a license for this category of flight personnel.

THE FUNCTION OF THE AIRLINE CABIN ATTENDANT

The most important function of the cabin attendant is their responsibility for the inflight safety for the airline passenger. This can be broken down into three important duties:

1. Surveillance of passengers in cabin to prevent dangerous acts on the part of passengers.
2. To take action to protect passengers in the event of decompression, turbulence, mechanical malfunction, illness, injury, or unconsciousness.
3. To handle passenger evacuation in the event of emergency crash landings and ditchings.

In essence the cabin attendant's primary job is taking command of the situation under an emergency and directing the action of the passengers so that those passengers will be provided with a maximum amount of protection in that particular condition. As recently as December 1957, the Air Transport Association of America took the position that the use of flight attendants aboard the aircraft was solely for reasons of service to passengers, not for reasons of safety. We believe that a proper evaluation of the role of the purser and hostess in a safe operation of air transport would quickly expose the fallaciousness of this position. Basically, a planeload of passengers consists of a group which is untrained for coordinated expeditious action in the event of an emergency. Unknowledgeable and existing for the time being in a strange environment, such a group always contains a few individuals who are beset by fear and anxiety even under normal conditions. When an emergency arises, unless there is someone present who can be looked to for authoritative leadership chaos can be expected. Such chaos can result in a high loss of life in, for example, a crash landing followed by fire. Regrettably, this point was graphically demonstrated on November 8, 1961, when an Imperial Airlines Lockheed Constellation crashed near Richmond, Va. In this accident 74 passengers and 3 crewmembers died as a result of carbon monoxide poisoning. An investigation revealed that none of the passengers had been injured in the impact. The record is replete with the most shocking examples of irresponsibility on the part of the airline operator in failing to provide a trained

crew. Although ample time was available, no precrash emergency procedures were initiated, no evacuation of passengers was attempted. The record is silent as to whether the stewardess had any emergency procedures training. The CAB accident report points out that this was a survival accident and at least some of the passengers should have escaped if they had been provided with any assistance.¹ An examination of the wreckage revealed the passengers piled up around the rear door and not one emergency exit had been opened. No further proof should be necessary that there is a need for guaranteeing a minimum level of competence of cabin attendants.

The argument raised by the opposition to the licensing of cabin attendants has been the administrative burden resulting from the high attrition rate in this crew member category. Admittedly, the license requirement will cause some additional workload on the agency or agencies which must enforce the program and the employer who must meet these requirements. However, this issue of attrition serves to amplify the need for the license. It should be obvious that a large number of inexperienced and in some cases untrained individuals are fulfilling an important function. It would appear to me that we should be ingenious enough to be able to devise an enforcement procedure which will overcome the agency objections in order to achieve a level of protection that a well-trained crew will provide the traveling public.

At the present time the major carriers all conduct training programs of varying quality but they are not adverse to using totally untrained personnel for operational expediency. Several instances of the use of untrained personnel were reported on two of the Nation's major commercial air carriers during the months of February and March of this year. In fact one company advertised the use of an untrained company employee as a flight attendant in one of its house organs.² Many of the airlines are not maintaining enough trained personnel to meet their day-to-day operational requirements. Most airlines are grossly and facetiously wasteful of their experienced and trained cabin attendant manpower by such practices as requiring stewardesses to leave the employ of the company on their 32d birthday and requiring stewardesses to terminate their employment when they marry. The termination of these experienced people is a serious loss to the industry and results in many flights being operated by inexperienced personnel.

That the presence of dedicated, intelligent, and well-trained stewards and stewardesses makes the difference between life and death was graphically illustrated by the Northwest Airlines ditching at Puget Sound, Seattle, Wash., April 2, 1956. The plane was ditched 4 nautical miles from shore. It rapidly settled so completely in the water as not to afford a place for survival for any person. Its passengers included non-English-speaking Korean women, children, and invalids. They had neither life rafts nor life vests, the temperature was 40° in the water and no help arrived for about 40 minutes. Only 5 lives out of 38 were lost in this accident. There was unanimity of agreement among all survivors of the accident that the lives of most, if not all survivors was due to the fact that one stewardess remembered that the seat cushions were buoyant and saw to it that every passenger had a seat cushion before the plane sank.

NECESSARY QUALIFICATIONS REQUIRED FOR THE AIRLINE CABIN ATTENDANT

The job of the hostess and purser requires judgment, ingenuity, skill, and independence in an area of the most difficult sort—not handling inanimate and usually predictable machinery, but large numbers of human beings of all ages, walks of life, varied national and racial backgrounds, under panic conditions. The hostess or purser must be trained in judging and handling people. Just as the pilot is trained to keep his mind geared to what he would do at each instant should an emergency arise through failure of aircraft engine or structure or through storm or collision, so the hostess or purser must be trained to mentally assess the passengers from the minute she or he first sets eyes on them with a view to several objectives, as for instance, to single out psychotics or drunks who should not be boarded, or if discovered for the first time in flight, to handle with a view to the safety of the aircraft; to evaluate who are the able-bodied men who could be called on in an emergency; to remember where each passenger sits who is infirm or a child and may need special help in event of evacuation.

¹ Attached as app. A, pp. 1-2, 23-24, of CAB report, file No. 10025, Imperial Airlines, Inc., Richmond, Va., Nov. 8, 1961.

² App. B, excerpts from the Falcon, publication of Eastern Air Lines.

I have been personally impressed with the numbers of times that alert, experienced flight attendants have rendered personal assistance to passengers who have become incapacitated during a flight. As an example, one purser reports that he has had four passengers with serious heart attacks while in service on the North Atlantic.³

We have had numerous reports from stewardesses wherein the prompt action of the cabin attendant in administering oxygen to heart cases may have saved lives. The most recent case reported was an incident where the stewardess detected physical signs of a heart attack in a passenger who had no previous heart history. The prompt action by the stewardess in administering oxygen and determining if assistance was available from a source amongst the passengers may have saved this man's life. An untrained or less experienced stewardess would probably have been unable to have rendered this assistance.⁴

POSITION OF THE FEDERAL AVIATION AGENCY ON THE QUESTION OF FLIGHT ATTENDANT TRAINING

We detect for the first time a sympathetic ear in the Federal Aviation Agency by their most recent draft release, No. 62-9, entitled "Approval of Air Carrier Training Program."⁵ This Agency proposal has outlined the subjects in which the flight attendant must be trained and a minimum number of hours of instructions in the initial ground school and recurrent training that must be provided. However, the program outlined by the FAA is deficient in one respect. This is the followup to determine if, in fact, the training is actually given to each individual flight attendant and whether the recurrent training of the flight attendant is accomplished within the maximum periods of time allowable. It is for this reason that we testify to the necessity that the FAA training program be augmented with the requirement for a license. Our contact with the Federal Aviation Agency leads us to believe that the Agency feels that it is not empowered to make this requirement for a license to supplement its program, but that this requirement must be included in the basic act.

SPECIFIC PROPOSALS OF LEGISLATIVE ACTION AND RULE CHANGES FOR THE TREATMENT OF THESE PROBLEMS

The association proposes the following specific legislative program to insure that necessary minimum standards will be established and maintained:

1. That the Federal Aviation Act of 1958 be revised to specify that the cabin attendant will be certificated as an airman.
2. That the Federal Aviation Agency issue airman certificates to each individual cabin attendant on the completion of an approved training program, the content of such program to be specified by the Federal Aviation Agency.
3. That a minimum age limit or the successful performance on a test to measure an acceptable minimum maturity level of the individual be one of the qualifications for a cabin attendant certificate.
4. That the Federal Aviation Agency enact a realistic minimum cabin attendant crew complement based on the passenger carrying capacity of each commercial aircraft.

The adoption of these recommendations, in the opinion of the Air Line Stewards and Stewardesses Association, International, TWU, AFL-CIO, will establish a comprehensive program which can be effectively implemented to provide the level of safety to which the commercial air traveler is entitled.

We have appreciated the courtesy that this committee has extended to our association in allowing us the opportunity to present our views on this important subject.

Mr. JARMAN. Mr. Chairman, I was impressed with the strength of the language that Mr. Horst used in his comment on the statement made this morning by Mr. Prill. I would be interested in hearing phrased again that particular comment of yours about weighing human lives in the balance against dollars and cents or something to that effect.

³ See app. C, "Report from George Haag," dated Apr. 13, 1962.

⁴ See app. D, "Reports from Joan Brannely," dated Apr. 15, 1962, and Apr. 10, 1962.

⁵ See app. E, FAA Draft Release No. 62-9.

Mr. Horst, would you care to state it again?

Mr. HORST. I would be glad to state it again.

It gave me the impression, as I listened to the presentation of Mr. Prill, that the basic argument was that this would, by licensing the flight attendants, result in adding administrative costs to the Government and the question of regulation.

And the thought occurred to me that there seems to be two standards. One yardstick is that that same argument could be argued by anyone, including the FAA, if we were talking about licensing other personnel in the aircraft, knowing as we do, that they are now licensed—but that same argument could be made, and it certainly was discarded years ago in terms of the other crew members.

And the other thought that struck me very forcibly, as I was listening, is that I do not think this committee, nor any other, can sit idly by and think in terms of putting into a scale the questions of dollars and administrative costs on one side of the scale and human lives on the other.

I think the responsibility of this committee is to make a determination that this is of vital concern to the air traveling public, and that we cannot excuse ourselves from that responsibility on the basis of a dollars-and-cents argument, but that we have to realistically assure the traveling public that we are doing our utmost to see that every safe procedure is made or taken so the traveling public has complete confidence in our air transport industry.

Mr. JARMAN. This comment. I listened carefully to Mr. Prill's statement, and I have read it very carefully. I will say very frankly to you, sir, that what Mr. Prill said, and what his statement reads to me, certainly does not justify your hard-hitting comment.

As I read his statement, he is emphasizing that the heart of the safety program, as the FAA interprets it, lies with the personnel whose jobs are directly connected with the operation and navigation of the aircraft.

He goes on to point out that that is where the field of certification lies and is justified, in the opinion of the agency.

He goes on further, in discussing the general subject, on page 4 where he says:

As indicated, we do not believe certification of flight attendants will speed or facilitate the achievement of the air safety program.

Certainly, this is open to debate. The position he takes, as I understand it, is not one of weighing lives in the balance of the economy of the issue, but in terms of how far the Government should go in its regulation program.

The only point I wish to make, Mr. Chairman, at this point in the record, is that I think that the very hard-hitting comment of the witness is not justified in the light of Mr. Prill's testimony this morning.

Mr. HORST. Well, I would suppose again that that would be a matter of opinion.

I would only say to you that we feel very deeply on the subject, and I would only say to you that, perhaps, the depth and understanding we have of this is because of the number of flight attendants whom we represent, and the closeness that we have to this particular problem.

And I would assure you, sir, that our interests are the interests of the aviation industry in providing safe, efficient, air transportation.

And if we did not sincerely believe this and have the convictions we do, we would not have been spending our time and efforts for the last 5 years urging the licensing of flight attendants.

I submit to you we have no selfish motive to derive from the licensing of the flight attendants. In fact, it has taken a real educational program among some of our flight attendants to point out to them that this is for the good of the whole industry, because people can certainly look at the small narrow point and say, "Well, why should I have to go through the tests; why should I have to go through the training; why should I be required to have a license?"

But we honestly and sincerely believe that this is the only effective way that this can be accomplished so that we and the public are guaranteed a yardstick standard that each flight attendant has had a certain amount of basic training, has spent a certain amount of time on emergency procedures, has passed their written and oral and practical examination, which test their training knowledge, and is issued a certificate, the same as any other airman is issued a certificate, to qualify them and, most importantly, to then have a procedure for retraining and requalifying during the term of that period.

And this is our honest and sincere belief.

Mr. JARMAN. I understand the position you are stating but the thing I get back to is this:

Are you taking the position that the FAA is not concerned about the safety of human lives on an aircraft in their reasoning on these particular issues?

Mr. HORST. I did not make that accusation, sir. I merely said that I do not believe that this can be a criterion for balancing the economics against the question of human lives.

I made no accusation of the FAA, that they were not considering air safety, nor were they considering the safety of the lives of the passengers.

That was not our position.

Mr. JARMAN. Well, then let's see if I do understand what your position is.

The position you take is that the financial aspect of it is of little importance in the evaluation of whether this is necessary from a safety standpoint?

Mr. HORST. Right. That is my position—

Mr. JARMAN. You think then that there should be no testimony from the FAA as to the economic side of the administrative burden that might be placed upon them?

Mr. HORST. Well, I believe two things in that respect:

I believe, one, that the statistics could be argued as to what is the real cost, because we understand that, for instance, the FAA have inspectors on the aircraft inspecting and check-riding the other crewmembers.

Now, this would not be an undue burden for the FAA inspector to also go to the back of the airplane and check out the stewardesses or the stewards on that same airplane, to find out whether they knew the emergency procedure. Certainly—

Mr. JARMAN. Well, if I can break in right there, I understood that the thing that Mr. Prill was emphasizing, from the administrative expense aspect, was the fact that the turnover is such among attendants that it would require the FAA to issue as many as 10,000 certificates

annually, certificates that would be based upon the necessary checking of examinations and qualifications, and all that would go into the certification.

That was the particular aspect of the administrative burden that he was pointing up.

Mr. HORST. All right. Mr. Prill stated that he had checked with the industry, with the ALPA, and with the Transport Workers Union.

I know of no inquiry from our organization as to the statistics of turnover on the yearly basis. In fact, it is my judgment that it is almost double that, if not more, on the question of turnover.

Mr. JARMAN. It is double this number, you would say?

Mr. HORST. That would be my judgment—

Mr. JARMAN. I do not want to prolong this because you have two colleagues who are testifying also, and you are making a very good presentation of your own position.

Since I was the member of the committee who asked Mr. Prill about the expense aspect and whether the FAA was in a position to estimate roughly what the added expense administratively would be, I would say to you that I would be very happy to have, from you information on the expense side of it, because I think that is one aspect of the question that we are here to decide.

Mr. HORST. Well, I think it would be rather difficult for us to make an exact or an accurate estimate on that.

Mr. JARMAN. But you indicated that you thought the expense aspect of it could be arguable?

Mr. HORST. Correct, and I would also submit to you that I think, even more importantly, that the same argument of expense could be used against certificating the other crewmembers, and we have definitely recognized for a number of years—

Mr. JARMAN. You mean against certificating the pilot—

Mr. HORST. Correct.

Mr. JARMAN (continuing). Copilot, and the navigator?

Mr. HORST. Correct. And we have recognized for years that whatever that expense is, that it is most important that that expense be spent for the insurance for the air traveling public of a safe operation.

I would also submit to this committee, assuming the figure of turnover is somewhere in the neighborhood of 2 years or assuming that it is a compromise of 18 months, a turnover, to us this is even more important that these people be licensed because the faster the turnover, the more assuredly it is that these people are not receiving the proper training and are not receiving the proper requalifying during that period.

And I would submit to you that on that factor alone, it would seem to me more important to have a procedure whereby we could have a yardstick for the flight attendant's licensing among that group because of the turnover, to assure that we have qualified people aboard the aircraft.

Mr. JARMAN. I think that is all, Mr. Chairman.

Mr. WILLIAMS. Are there any further questions?

Mr. SPRINGER. No.

Mr. WILLIAMS. Mr. Horst, I am going to have to agree with my colleague, Mr. Jarman, and take exception to your statement, to the effect that the essence of Mr. Prill's statement was, or the essence of his objection was, an economy objection.

After having looked over his statement again I find that he uses four pages to discuss various and sundry reasons why the Agency feels that this legislation is not necessary, and uses only one brief paragraph to discuss the economic aspect of it or the cost of it to the Agency.

I am afraid that you let your enthusiasm for the legislation, perhaps, take you a little afield of the actual essence of the statement in this respect.

However, that is understandable because you are a proponent of the legislation, but I am very happy that Mr. Jarman called that to your attention.

Are there any further questions?

Mr. FRIEDEL. No.

Mr. SPRINGER. May I just ask one question, Mr. Chairman?

Mr. WILLIAMS. Mr. Springer.

Mr. SPRINGER. Now, at the present time your pilot, copilot, and the flight engineer, are certificated.

Is that correct?

Mr. HORST. And the navigator.

Mr. SPRINGER. Is that all?

Mr. HORST. No; you have the mechanic who is licensed. The dispatcher is licensed also by the Federal Government.

Mr. SPRINGER. That gives five classifications that are "airmen"?

Mr. HORST. Of the "airmen" it's the crewmembers, the first that we had listed.

Mr. SPRINGER. In other words, just those first three classifications.

Is that correct?

Mr. HORST. Are considered as "airmen."

Mr. SPRINGER. As "airmen." Now, in this you are making the stewardess an airman or airwoman, or whatever it is. And we will say she becomes licensed.

Does that mean she has to have considerably more training, is that it, to become a licensed airman?

Mr. HORST. Well, it would mean that the standards would be met. The regulations provide a minimum of training. And we believe that this is necessary, but also very important is that there will be some measure that these people have assimilated this training and have been able to apply this training.

Therefore, under certain procedures or under the procedures there would be a written examination and a practical checkout examination, and at that point then you would license these people as being qualified to perform their duty.

Mr. SPRINGER. Now, does that mean that she would get more money then?

Mr. HORST. Not necessarily; no, sir. It has nothing to do with that.

That is an economic argument that would be left to the union and management across the collective bargaining table.

Mr. SPRINGER. I see. In other words, that is another matter separate entirely from this.

Is that correct?

Mr. HORST. I might point out to you, sir, that we represent a large number of mechanics, some of whom are licensed and some of whom are not licensed.

They receive the same wage scale, whether they are licensed or not licensed.

Mr. SPRINGER. Thank you.

Mr. JARMAN. Will you yield?

Mr. SPRINGER. Yes.

Mr. JARMAN. Do you take the position that all of the mechanics should be certified?

Mr. HORST. We would urge that as many as possible be, and here we have—you, perhaps, know the history of this.

At one time, under the CAA there was a discussion of eliminating the licenses, and then there was a discussion of specialized licensing of the various factors.

We believe in this type of an industry that it is absolutely necessary that the individual be trained, qualified, and tested on his training and qualifications to perform his work.

Mr. JARMAN. Do you think that all of the airline personnel should be certified?

Mr. HORST. I think you could certainly make a different argument on clerical, and that type of personnel who do not directly affect the air safety, but you cannot make that argument, and it has been recognized, about the pilot, the navigator, the flight engineer, the mechanic, and the dispatcher.

Mr. JARMAN. That is all.

Mr. WILLIAMS. Thank you, sir.

You may proceed, Miss Roads.

Miss ROADS. Thank you, Mr. Chairman.

My name is Barbara Roads and I am the legislative representative for the Air Line Stewards and Stewardesses Association, International, TWU, AFL-CIO, which is a labor organization representing 5,500 flight attendants; over half of the approximately 10,000 flight attendants on the organized airlines. I am a flight attendant on a major trunk carrier and have flown as a flight attendant for the past 11½ years.

We would like to express appreciation for the opportunity to appear before this committee in support of bills H.R. 8160, H.R. 8327, and H.R. 8334. These bills would require the Federal Aviation Agency to license flight attendants on the commercial air carriers. For many years we have sought the enactment of this legislation to make the airlines a safer means of public transportation and a safer place in which our people can work.

The function of the flight attendant includes two diverse areas. The public image of a flight attendant is that of a smiling, gracious steward or stewardess whose duties consist of service items, such as food and drink, answering questions, and providing the other in-flight services rendered by the individual air carrier.

Admittedly, these duties comprise the greatest part of the flight attendant's time. But, in our opinion, the most important role of the flight attendant lies in the area of safety. These duties are twofold: (1) the prevention of accidents and (2) the prevention of disaster in the event of an accident.

Our duties in the prevention of accidents include (1) checking emergency equipment such as fire extinguishers and oxygen bottles filled, (2) checking no smoking and seat belts, (3) giving oxygen demonstrations on the jets, and (4) preventing inebriated passengers from boarding the aircraft. These duties also include in-flight surveillance of

passengers and cabin to prevent dangerous acts on the part of the passengers such as falling asleep while smoking, actuating safety devices, or entering the cockpit.

In the prevention of disaster our most vital role is to handle passenger evacuation in the event of an emergency crash landing or fire. We are also responsible for the passengers' protection in the event of decompression, illness, or injury. In 1960, A. Howard Hasbrook, a noted aviation crash safety research specialist, said:

The cabin attendant's primary job is that of taking command of the situation in an emergency and directing the action of the passengers so that those passengers will be provided the maximum amount of protection in that particular condition * * *.

We agree with this position emphasizing the safety role of the flight attendant.

Scientific studies have been conducted on the basic behavior of airline passengers. Dr. Glenn L. Bryan and Dr. Joseph W. Rigney presented a paper entitled "Emotional Behavior of Airline Passengers" on April 28, 1959, at the 30th Annual Meeting of the Aero Medical Association, Los Angeles, Calif.

The paper concluded that passengers, as a group, tend to behave in a very dependent fashion. Passengers frequently ask the flight attendant's permission to do things that are obviously all right. Many ask questions that they can answer themselves.

Fear of flying frequently occurs when there is no obvious reason, such as when there is good flying weather and the aircraft is operating normally. Generally the flight attendant's action reassures and calms these passengers.

The study further points out that the dependency of the passengers is exploited in an emergency. Passengers will follow without question the instructions of the flight attendant in an emergency condition.

Basically, an airplane contains a large number of untrained people from all walks of life and varied national and racial backgrounds. Accident investigations have shown that untrained groups tend to be extremely disorderly in their actions in an emergency.

The National Advisory Committee for Aeronautics, which is now the National Aeronautics and Space Administration, tested the time which passengers might have to evacuate a burning transport and survive. These tests indicated that 90 seconds was the maximum survival time.

The natural dependence of the airline passengers, their uncoordinated group action, plus the mere seconds available for successful evacuation emphasize the importance of the flight attendant's safety responsibilities. These facts show that only an adequate number of well-trained flight attendants, distributed equally throughout the cabin, can direct the passengers out of and away from the plane.

Present Civil Air Regulations, Part 40, require only 1 flight attendant on all aircraft with a seating capacity of 10 or more passengers. It is tragic to conclude that 1 flight attendant would be capable of handling a real emergency, such as a crash landing in a jet aircraft with over 100 passengers, divided cabins, and 6 abreast seating. Moreover, the jet aircraft are of such size and height that only persons within the aircraft can open the door and exits. In addition, the cockpit is the least favorable position as a maximum survival location and the flight attendant may be the only surviving crew member. Thus it is imperative to have a sufficient number of flight attendants

within the aircraft to take command of an emergency. On the jets we have advocated a formula of at least 1 flight attendant for every 30 seats.

Present regulations in part 40 also require the airlines to provide emergency training for all crew members. However, these regulations fail to define what the minimum standards will be for the flight attendant. The training procedures and programs are left up to the individual air carrier.

Some of the airlines have adequate basic classroom training. However, the greatest failing of the air carriers lies in the area of practical training. The practical training is the actual location and operation of each piece of equipment.

At present some airlines limit the practical emergency training to a mere location of the exits, evacuation slides, and fire extinguishers. Other airlines limit the effectiveness of their training by administering it on a group basis. Classes of 20, 30, or even 40 persons will board the aircraft. One flight attendant will execute the operation of the evacuation slide or exit while the rest of the class observes.

First aid is almost nonexistent in most of the training programs. First-aid instruction proposes oxygen as a panacea for all illness from labor pains to air sickness. The jet planes carrying over 100 passengers increase the likelihood that passengers will become ill, have a baby, or even die.

I just recently talked to a flight attendant, who graduated from the stewardesses' training college on May 11 of this year. The training period was 6½ weeks.

In that time she had one class on first aid, which occurred on a Saturday morning from 8 until 12.

So in 6½ weeks she had exactly 4 hours' first-aid training.

Mr. JARMAN. Mr. Chairman, if I may ask a question:

Is that a training college conducted by a particular airline?

Miss ROADS. It is conducted by the airlines. This is conducted by the air carrier.

I might add, it was also conducted by an air carrier that, in the opinion of most people in aviation, has the best and most successful training, and this is an example of what is considered the best training program.

Mr. WILLIAMS. What airline was that?

Miss ROADS. I would prefer not mentioning, gentlemen, any particular carrier.

As I said before, I am employed at the present time by an airline, and I would like to remain employed.

Mr. WILLIAMS. Was it a trunk carrier?

Miss ROADS. It was a major trunk carrier, yes, sir; one of the top five.

Mr. WILLIAMS. Were their stewardesses members of your organization?

Miss ROADS. Yes, sir; they are.

Mr. WILLIAMS. Thank you.

Miss ROADS. For training to be effective and consistent with the safety standards established in other areas of aviation, every flight attendant should execute every drill and operate every piece of emergency equipment.

We concede that you cannot duplicate in a training class the actual conditions which may occur in a real emergency. However, effective and repetitive training in the operation and location of emergency equipment will so condition the response of the flight attendant that these actions become automatic in a real emergency. Leadership is of the essence in a crash situation. Leadership is based on confidence and for the flight attendant, confidence is based on training.

I would like to list now some of the specific examples which we think point out some of the glaring deficiencies of the present regulations and the unsafe practices of the air carriers.

1. On a major trunkline in March of this year, the captain ordered the hostesses to evacuate the passengers on their jet. The first hostess attached the evacuation slide to the retainer brackets on the floor. She then reached for the release on the chute cover and discovered it was not there. The chute release was not the type she had been instructed on in training class. The company had changed the chute pack release on the evacuation slide and neglected to inform the flight attendants of this change. After losing a few precious seconds, the hostess was successful in ripping off the cover fastening. After the chute was kicked out the door, the hostess pulled the inflation cord. The chute did not inflate. She pulled the cord again and the cord broke off in her hand. The hostess didn't waste any more time on that slide but used the other exits. Fortunately this accident was not accompanied by a fire or this incident could have cost many lives.

2. Another incident which made responsible flight attendants shudder was the initial jet training on one of the major trunklines. There were 4 days of classroom training, 1 of which was devoted to emergency procedures. However, the practical training was limited to a mere walkthrough of the aircraft and instruction in the location of the equipment. The girls asked to operate the doors and evacuation slides which were an entirely new type on the jets. They were told they could not operate the doors, window exits, or evacuation slides as that airplane was going into service that evening and 25 girls operating the equipment might damage the airplane. Yet these girls were qualified to fly that aircraft.

3. On this same airline classes on the evacuation slide were held some time later. Of the three slides that were used only one inflated properly.

At this time it was also discovered that many of the girls were too short to reach the inflation cord which was then recessed in the ceiling. The manufacturers of the slides were present at these demonstrations and several changes in the slide construction were made as a result of this incident. Thus these training classes can also serve to test new equipment.

4. On another major carrier the girls had never been allowed to operate the evacuation slides. The girls had repeatedly asked to operate the slide and the company finally held classes. The slide was put into position and the girls proceeded to slide down the chute. Unfortunately the slide had been in the door pack for so long that it had deteriorated. The girls started the descent only to have the slide split and the girls fell through to the cement. This slide could have caused great harm had it been necessary in a real emergency.

A flight attendant for this same airline confided to us that although she had flown 8 years she had never operated the evacuation slide.

5. Many airline managements operate their schedules with a bare minimum of flight attendant personnel. During peak seasons or weather emergencies they are, therefore, short of flight attendants. Crew schedulers send girls out on planes on which they have not been trained. In other emergencies, the companies have even used ticket agents, stenographers or other untrained employees in the place of a flight attendant.

Two weeks ago two stewardesses—this was on a major carrier—were taken off their airplane and assigned to another flight on a different-type jet. These girls had never seen the inside of this plane, let alone been checked out on the emergency equipment or procedures. Thus, of the four flight attendants, only two had received any training on that equipment.

Recently on another flight the plane went out short one girl. A jet carrying 120 passengers had only 3 flight attendants instead of the scheduled 4.

6. The Stewardess Association is very interested in two accidents which occurred during the last 9 months causing the death of 91 passengers and 3 crew members. One crash killed 17 passengers in a DC-8 on a major trunk carrier. The other crash killed 74 passengers and 3 crew members in a Lockheed Constellation on a supplemental carrier. There was only one flight attendant aboard the Constellation responsible for the 74 passengers.

It should be noted that the Civil Aeronautics Board reported that in both accidents all the passengers survived the initial impact. All 91 passengers in these two accidents were killed by carbon monoxide poisoning. The Civil Aeronautics Board further reported that on the Constellation "time would have permitted at least a small number of occupants to escape."

On the DC-8 all the passenger seats and seat belts worked properly. The only seat that failed on impact was the stewardess seat in the rear cabin. The aft bulkhead on which the stewardess jump seat is located broke loose and blocked the aft entry door. We have long argued that this seat is not safe, and this accident more than proves our position.

In addition, the stewardess occupying that seat was practically covered with miscellaneous equipment and debris which had come loose during the ground gyrations. She reported that the pile of debris was as high as the stewardess seat level. The main cabin entry door for the tourist section carrying 76 passengers was thus unusable because it was blocked by the jump seat and the pile of debris. All 17 passengers who died were seated in the tourist section where there was only one available exit. The first class section, carrying 39 passengers had six available exits, three of which were used.

We feel that safer and more equipment could have saved many of the lives in these accidents.

NEEDED LEGISLATION

We know that the responsibilities of the flight attendant have increased tenfold in the jet age. We want the guarantee that we will be trained in such a manner that we will be capable of discharging

these responsibilities. Only Federal legislation will provide this guarantee.

This legislation will include flight attendants within the definition of "airman," thereby making the flight attendant subject to certification by the Federal Aviation Agency. It will further require the Federal Aviation Agency to establish minimum safety requirements to be met by every flight attendant in order to acquire and maintain this license. The public is entitled to the protection of properly trained and qualified personnel in the cabins of the Nation's air carriers.

We hope this committee will support H.R. 8160, H.R. 8327, and H.R. 8334 to certify flight attendants. We thank you again for the opportunity to express our views and thank you for your courtesy.

Mr. WILLIAMS. Thank you very much. You made a very forceful, fact-provoking statement.

I don't think I have any questions. Mr. Friedel?

Mr. FRIEDEL. I would just like to know, have you had any incidents—

Miss ROADS. I have had incidents when I have needed first aid. Before I had my stewardess training, I had had considerable training in first aid as a lifeguard and as a teacher of lifesaving, and I have had two passengers die aboard my planes and had possibly eight or nine heart attacks.

It is interesting to note on one of the heart attacks, I requested the other stewardess to get the oxygen bottle while I was loosening his tie and belts, and she came back in 5 minutes and told me she didn't know where the oxygen bottle was.

Mr. FRIEDEL. Have you had any childbirths on the plane? Any children born on the plane?

Miss ROADS. No, sir. I had a woman go into labor once and we had to land the airplane.

Mr. FRIEDEL. That is all.

Mr. WILLIAMS. Mr. Jarman?

Mr. JARMAN. You have been a flight attendant for 11½ years?

Miss ROADS. Yes, sir.

Mr. JARMAN. Had your airline given you refresher training programs during that period of time?

Miss ROADS. Yes, sir. According to part 40 you have to have a recurrent training every 12 months. Last year we had an 8-hour class that checked us out on nine different airplanes, so it boiled down to less than 1 hour per configuration.

One of the things that we argue about so much is the location of the equipment is not standardized. On one airplane the fire extinguisher may be on the wall of the coat closet. On another it might be behind the toilet. On another it might be located in the buffet. On one air carrier it seems rather incongruous to us that they have a water type fire extinguisher located in the buffet to be used in the event of an electrical type fire. This is the last type of extinguisher in the world you would want to use. We questioned that and were told in case you have that you should go back to the rear of the airplane and get the CO₂ bottle to use on this fire.

Mr. JARMAN. Does your own airline check on flight attendants periodically?

Miss ROADS. We have this one test once a year. Do you mean do we have checkers on board? No, sir.

Mr. JARMAN. Do you have any airline personnel that ride on your airline?

Miss ROADS. No, sir. I have never been quizzed by anyone in 11½ years.

Mr. JARMAN. Do you know of any instances in your own experience of flight attendants on your airline being discharged for inefficiency or—

Miss ROADS. No. I know of no flight attendant that has ever been fired for lack of knowledge of emergency training, no, sir.

Mr. JARMAN. That is all.

Mr. WILLIAMS. Miss Roads, is it your thought that there should be a certification by aircraft for stewardesses or flight attendants?

Miss ROADS. Yes. Each airplane, each configuration is different.

Mr. WILLIAMS. I understand that.

Miss ROADS. And you should be checked out on each.

Mr. WILLIAMS. Is it your feeling that one basic examination should be given to the stewardesses to get their initial certificate and then there should be a check by the FAA on each type of aircraft that they might fly?

Miss ROADS. Yes, sir. I definitely do, especially in this instance that I mentioned in here. The girls had been trained. They have a basic classroom training and they had trained to operate the doors and evacuate the slides on the Boeing 707. Then they were put on a Convair 990 and they had never seen the inside of it. The door is so difficult to operate that the Convair people proposed the use of explosive bolts such as they have on the satellites to be used to open the door. The girls had never attempted to open the door, and the location of all the equipment is so different, I would definitely recommend—

Mr. WILLIAMS. That brings up this question. Assuming Mr. Prill was correct in his estimate that 10,000 licenses should be issued in a year, then is it your suggestion also that these licenses be reviewed periodically by the FAA, that the flight attendants should be examined periodically by the Agency?

Miss ROADS. Right now—

Mr. WILLIAMS. In order to keep a license alive?

Miss ROADS. Yes, sir. Well, I think you should definitely—I think the girls should have to pass a physical examination and we have to pass that annually and that I would say if a girl has not flown on a certain type aircraft for a certain length of time, that she has to be rechecked out. This is not going to take a long time. But that she at least be refamiliarized with the different locations because out in Los Angeles alone we have 11 different type configurations and the girls—

Mr. WILLIAMS. In addition to the estimated 10,000 certificates to be issued each year or 10,000 examinations to be given each year, there would be examinations for license renewals.

Miss ROADS. Right.

Mr. WILLIAMS. Or license continuance.

Miss ROADS. Continuance; yes, sir. Maintenance.

Mr. WILLIAMS. Reinstatement or what have you. In addition to that there would have to be examinations given by the FAA on aircraft types, wouldn't there, so the 10,000 figure that was used by Mr. Prill would appear to me to be just the beginning. There would be pos-

sibly two and possibly three times as many examinations that would be required and as much bookkeeping to be required by the FAA in maintaining these records. I can see where this would be a tremendous administrative task to be assigned to the FAA. Whether it is justified or not, of course, that is a good question and a question for this committee to determine.

Permit me to congratulate you on a very splendid statement of your position on this legislation.

Miss ROADS. Thank you, sir.

Mr. WILLIAMS. You made a very persuasive statement and certainly one that is at least thought provoking.

Any further questions?

Mr. HORST. Mr. Chairman, if I may just make one comment in closing, as regards the administrative costs and the problem that you just mentioned in the licensing and retraining, I believe that certainly were we to have initially a license for flight attendants which would establish the basic information on the question of these emergency procedures and then a training program required by the FAA to the airlines on various different types of aircraft merely for the purpose of location and implementation of that basic knowledge of FAA procedure for emergency, that that in itself would answer the question.

Mr. WILLIAMS. Do I understand that that is not now required by the FAA?

Mr. HORST. It is our understanding that that is not required.

Mr. WILLIAMS. Thank you very much.

Mr. HORST. Thank you, Mr. Chairman.

(The following letter was later received for the record:)

AIR LINE STEWARDS AND STEWARDESSES ASSOCIATION,
INT. TWU-AFL-CIO,
Chicago, Ill., May 7, 1962.

Re bills H.R. 8160, 8327, and 8334 on the subject of the certification of airline flight attendants as "airman."

HON. JOHN BELL WILLIAMS,
Chairman, Subcommittee of Transportation and Aeronautics, House Interstate and Commerce Committee, House Office Building, Washington, D.C.

DEAR SIR: During the public hearing on the above-mentioned bills on May 1, 1962, I noted that the Federal Aviation Agency opposed the issuance of licenses to flight attendants primarily on the grounds that it would cause a burdensome administrative problem for this Agency.

I have taken it upon myself to attempt to determine the number of licenses which this Agency now issues on a yearly basis, exclusive of the cabin attendant category. The most recent information that I was able to obtain covers the years 1957 and 1958. However, it would appear that the activity of this Agency would probably have increased since that time. In 1957 the Federal Aviation Agency issued 167,793 original licenses and additional ratings. In 1958, 121,910 such licenses were issued. Since there are approximately 11,000 cabin attendants in the United States subject to the legislation we propose, it would not appear to me that these additional licenses would be unduly burdensome upon an Agency which is obviously geared to this kind of volume.

I would appreciate it if your committee would take this information into consideration in evaluating the Federal Aviation Agency's position in this matter.

Very truly yours,

ROWLAND K. QUINN, JR., *President.*

Airman issuances—1955-58

Airman category	Issuances		1957		1958	
	1955	1956	Original issuances	Additional ratings	Original issuances	Additional ratings
Student pilot.....	44,354	45,036	76,850		58,107	
Private airplane pilot.....	17,791	17,527	21,793	1,780	19,176	1,599
Commercial airplane pilot.....	13,029	16,755	14,090	14,283	8,801	8,089
Airline transport pilot.....	2,797	3,318	1,435	3,223	1,336	1,818
Helicopter pilot only.....	68	142	244	35	167	27
Glider pilot only.....	47	33	67	3	56	2
Other pilot categories.....	21	9	14		47	
Flight instructor certificate ¹			409	27	1,347	237
Mechanic.....	6,288	6,496	5,653	2,361	5,027	2,279
Parachute rigger.....	264	112	173	14	81	22
Ground instructor.....	541	519	433	331	319	354
Dispatcher.....	121	143	212		154	
Air traffic control tower operator.....	2,700	1,965	1,677	2,091	1,274	1,684
Flight radio operator.....	2	8				
Flight navigator.....	39	243	208		75	
Flight engineer.....	801	958	1,086		369	
Flight instructor rating ²	831	897		1,352		
Instrument rating ²	2,888	6,903		17,949		9,463

¹ Effective Sept. 1, 1957.

² Special rating shown on pilot certificates represented above, hence, figures do not mean additional certificates issued.

NOTE.—Additional ratings are entered on current airman and ground instructor certificates as follows:

Private, commercial, and airline transport airplane pilot: Aircraft category, class, and/or type ratings, and flight instructor or instrument ratings.

Helicopter and glider pilot: Flight instructor rating.

Mechanic: Airframe or powerplant mechanic rating, and repairman ratings for employees of approved repair stations.

Parachute rigger: Senior or master parachute rigger ratings, and type ratings for specific parachute types.

Ground instructor: ratings for each ground instruction subject which the holder is qualified to instruct.

Air traffic control tower operator: Junior or senior ratings, and ratings for specific airports at which the holder may control traffic.

Mr. WILLIAMS. Our next witness, and the last scheduled this morning, is Mr. Tipton, representing the Air Transport Association.

STATEMENT OF S. G. TIPTON, PRESIDENT, AIR TRANSPORT ASSOCIATION OF AMERICA; ACCOMPANIED BY J. G. BROWN, DIRECTOR OF TRAINING, FLIGHT OPERATIONS, UNITED AIR LINES

Mr. TIPTON. Mr. Chairman, members of the committee, I would like to introduce myself. I am S. G. Tipton. I am president of the Air Transport Association which represents substantially all of the certificated airlines of the United States.

I have with me and wish to introduce at this time Mr. J. G. Brown, director of training, flight operations, United Air Lines. Mr. Brown is accompanying me to answer any questions the committee would like to address to us with respect to stewardess training.

If it is appropriate, Mr. Chairman, I will skip around a bit in this statement because part of it is repetitive of statements already made. If I may, I would like to have the complete statement put in the record.

Mr. WILLIAMS. Without objection, the text of the statement will be included in the record. You may present it in any way you like.

Mr. TIPTON. Thank you.

The question before the committee, it seems to me, is not whether safety is our primary objective. It obviously is. It is the primary

objective of the airlines, of the FAA, and all of our employees including, of course, our stewardesses.

That is not the issue here. Nor is it the issue whether a stewardess should be well trained and capable of conducting all of her work including that of assisting in the execution of emergency procedures. That we are all clear on, and the airlines of the United States, under very close supervision by the FAA, maintain elaborate training programs for their stewardesses.

The issue here this morning is whether or not a stewardess should receive a certificate or a license. It is our judgment that such legislation is not necessary to achieve the objectives to which I have just referred. A license or a certificate will not contribute in any respect, in our judgment, either to the safety of the operation or to the training of the stewardess. The training, as I say, is conducted under regulations issued by the FAA. Those regulations are constantly being reviewed, as they are at the present time.

Our training programs are reviewed not only by the FAA but also by the airlines themselves, so that in our judgment a certificate is not necessary. This legislation is not necessary. Its only result would be to create a very substantial administrative burden for the FAA and for the airlines themselves.

Now, there has been testimony already this morning as to the primary responsibility of our stewardesses. The reference has been made to the fact that the stewardess from the beginning of the employment of stewardesses on the airlines has had as her primary responsibility the looking out for the passengers' comfort, convenience, and enjoyment. The qualifications which the airlines look for in hiring cabin attendants are mainly those traits of character that will enable them to become gracious hosts and hostesses in the best tradition of American hospitality. The airlines seek attractive, well-groomed girls with pleasing personalities, and I think the representative of our stewardess corps that was here this morning indicates that we do real well at actually attracting such girls.

The passengers enjoy good conversationalists—cheerful, tactful, mature and intelligent girls. Stewardesses are there to make passengers comfortable, to heat and serve their meals, to supply reading material and the like, to assist in the regulation of the cabin temperature and ventilation, to instruct passengers in the use of seat belts and other facilities which they might use and make certain that the instructions are followed, and to perform certain clerical responsibilities.

These are their routine duties. They work in the main cabin separated by a partition from those certificated flight personnel whose performance of routine duties on the flight deck insures the safe operation of the aircraft.

The airlines look more particularly for proven technological skills in hiring the personnel to work on the flight deck. Considerable mechanical and technical training and aptitudes are some of the additional qualities required of personnel entrusted with the safe operation of our airliners. These are the men who must operate the controls and the necessary auxiliary equipment required to keep the airplane in safe operation, and these are the technical personnel for which the present law contemplates certification.

Stewardesses do not share those technical responsibilities. Mr. Horst could find no distinction between a stewardess and the flight deck personnel as far as safety of operation is concerned.

I believe that there is a very clear and understandable distinction that the Congress has made already between those personnel of the airlines that carry heavy technical responsibilities for air transport operation and stewardesses who do not.

Now, the stewardesses do have responsibilities in those rare, and we hope to continue to increase the rarity, emergency operations where it is necessary to evacuate passengers. They have responsibilities there and they are trained extensively in carrying them out. And I think that you always can make some judgment on the effectiveness of training when you consider the results. I think the record of evacuation of aircraft on the scheduled airlines of the United States and the performance of our stewardesses is magnificent. They have done a real good job. I know of no case in which a stewardess has failed in the performance of her emergency responsibilities.

As a matter of fact, the girls are constantly being commended for their conduct during emergencies. Last August, following the Continental Air Lines hijacking, Members of the Congress commended the two stewardesses involved as well as other Continental personnel who were also involved for their extraordinary devotion to duty and concern for the safety of passengers on the flight.

Only a few days ago, Mr. Halaby presented certificates of commendation to four of our stewardesses for their conduct on March 15 at Tinker Air Force Base after fire had knocked out the main electrical system and filled the cockpit with heavy smoke.

I just cannot concur with the criticism that Mr. Horst has made of our stewardess personnel. I think that they are topnotch efficient girls, that on the basis of their record they have carried out their responsibilities, including their emergency responsibilities, with great skill.

Now, I have referred already to our training programs and in my statement I have outlined very quickly the training programs that are required by the FAA. If the committee would like to have that spelled out in more detail or in any other way, we would be very glad to do it.

The question has arisen about recurrent training of stewardesses. We are required by the FAA to provide recurrent training to the girls that have already had their original training and have served for a period of time. That recurrent training is, I believe, on the basis of a refresher course once each year.

That just about covers the reasons for our opposition to this legislation, Mr. Chairman. We believe strongly that certification is not required here in the interests of safety, that good training is required in the interests of safety and the good training is being provided. If the Congress feels dissatisfied or the FAA feels dissatisfied with the training, existing law provides the necessary regulatory power in the FAA to provide for changes in training courses or any extension of them or any other action it cares to take. The law is adequate as it is to provide for the interests of safety.

Thank you, Mr. Chairman.

Mr. WILLIAMS. Mr. Jarman?

Mr. JARMAN. Mr. Tipton, do you feel that the present regulations are adequate?

Mr. TIPTON. Yes. I think the present regulations are adequate to provide for the training of the stewardesses. The airlines carry them out and in addition the airlines, as I said, are under constant inspection by representatives of the FAA as to how they are carrying them out.

Mr. JARMAN. Mr. Prill in his statement referred to the letter of April 20 of this year wherein the Administrator asked the presidents of all scheduled airlines, requested of them an immediate review of their training and emergency procedures, especially to assure that flight attendants receive adequate training in the actual operation of emergency equipment.

Based on your own contacts with the airlines, have you any comment to make on any results that have followed from that letter?

Mr. TIPTON. The result of the letter is to respond to the FAA by a complete review of the airline procedures, and airline training. Just about everything the airlines do, actually, is under constant review to see that we are not missing anything. Mr. Halaby has raised this question. Airlines are going at it hard. And if there are changes that need to be made, they will be made.

Mr. JARMAN. That is all.

Mr. WILLIAMS. Mr. Tipton, in your statement you indicate that the primary service expected of the stewardesses or the flight attendants was in rendering service to the passengers to make them more comfortable, to give them intelligent conversation, and so forth and so on.

You did not suggest that there is not a place for the stewardess where safety is concerned?

Mr. TIPTON. Oh, I am certainly not suggesting that, Mr. Chairman. There clearly is. She does have responsibilities for aiding in the handling of emergencies. I think that the important thing to consider here is that fortunately those emergencies are very rare occurrences. They are obviously of great and important significance when they do, but the bulk of the stewardess' work is a routine type of work.

Mr. WILLIAMS. One such emergency is one too many.

Mr. TIPTON. There is no question about that. They are rare. We will always try to make them rarer. We would like to come to the day, as a matter of fact, when it was not necessary to give the stewardesses any training in the handling of emergencies.

Mr. WILLIAMS. Miss Roads in her statement beginning on page 6 gave us six examples of unsafe practices which have been called to her attention. Would you like to comment on these?

Mr. TIPTON. I am actually not prepared to comment on these as individual cases because I have seen this list for the first time and there is no identification of the airline or location of any of these incidents. I would propose immediately to inquire into them to find out where they happened and, if they happened as described, to determine whether the situation has been corrected.

Of course, there is one characteristic common to all of these incidents, in that none of them would have been dealt with by the pending legislation. They are references largely, if not entirely, with one exception—to equipment on board the airplane. There is one, No.

2, I notice, which deals with jet training and I would propose to inquire into that.

Mr. WILLIAMS. No. 2 does have to do with training. It would appear to me that No. 2 might be affected by this legislation. In her statement Miss Roads says:

However, practical training was limited to a mere walk through of the aircraft and instruction in the location of the equipment.

Let me ask you this, Mr. Tipton: Do all of your member airlines require that a stewardess be examined on each specific type of aircraft before she is permitted to fly as a stewardess on that aircraft?

Is she instructed as to emergency procedures, as to the location of emergency equipment, that type of thing?

Mr. TIPTON. I would like to ask Mr. Brown to comment on that question.

Mr. BROWN. I can't comment, Mr. Chairman, specifically on other airlines. However, I will say categorically that in every instance they are so instructed on United Airlines.

Mr. WILLIAMS. On United.

Mr. BROWN. Yes, sir.

Mr. JARMAN. Will the chairman yield?

Mr. WILLIAMS. Sure.

Mr. JARMAN. Do you send United inspectors, someone in that category, along on flights at times to check on your personnel and how they do their job?

Mr. BROWN. Our stewardesses are given checks by check stewardesses in the performance of their duties. In addition to that, after initial training on their first flight, for at least the first 5 hours of the flight, the new trainee is accompanied by a girl who is qualified and checked out on the equipment. Yes, sir.

Mr. JARMAN. Then later on, let us say after the attendant has been working for a year or two, how do you then ascertain what kind of a job he or she is doing?

Mr. BROWN. Well, we have, as has been mentioned, a requirement to give annual recurrent training which is a minimum of 8 hours of training on lecture and on actual aircraft. Then we give a quarterly review training to the girls, which is an examination that is administered by the stewardess section, chief stewardesses at the various domiciles, to determine their level of knowledge.

Mr. JARMAN. How, then, do you check on how they are actually performing in their day-to-day flight attendant work? Do you rely on United personnel who may be flying particular flights to report back on discrepancies or lack of service?

Mr. BROWN. That is done by the stewardess services; yes, sir. Not by the FAA.

Mr. JARMAN. I didn't understand you. That is done by whom?

Mr. BROWN. That is done by the stewardess service, the supervisors of the stewardesses who are in flight. The FAA does, however, ride our airline frequently and I am sure there have been cases where they have made observations to the company as to the performance of the girls.

Mr. WILLIAMS. Thank you, Mr. Tipton.

(The complete statement of Mr. Tipton follows:)

STATEMENT OF S. G. TIPTON, AIR TRANSPORT ASSOCIATION OF AMERICA

My name is S. G. Tipton. I am president of the Air Transport Association of America, which is composed of substantially all of the certificated scheduled airlines of the United States. Our membership includes domestic trunklines, domestic local service airlines, U.S.-flag international airlines, airlines operating in and to Alaska and Hawaii, the three domestic helicopter airlines, and most of the U.S.-flag, all-cargo airlines. I am accompanied by Mr. J. G. Brown, director of training, flight operations, United Air Lines.

The companion bills before the committee today (H.R. 8160, H.R. 8327, and H.R. 8334) would amend section 101(7) of the Federal Aviation Act of 1958 to include flight attendants (hostesses, stewardesses, stewards, etc.) within the definition of "airman." We oppose any such legislation.

This legislation, if enacted, would broaden the application of section 602 of the act, under which the Federal Aviation Agency issues "airman" certificates. Section 602 provides that if the Administrator finds, after investigation, that an applicant is properly qualified, and physically able to perform as an airman, he shall issue the certificate requested, subject to such terms, conditions, and limitations as the Administrator deems necessary to assure safety in air commerce. At present, the act's definition of an "airman" encompasses all those individuals who either engage in the navigation of aircraft while underway, or are directly in charge of the inspection, maintenance, overhaul, or repair of aircraft, or dispatch aircraft, or operate air traffic control towers. That statutory definition of "airman" has remained unchanged since the enactment of the Civil Aeronautics Act of 1938. Since the introduction of stewardesses to commercial airline crews by Boeing Air Transport, a predecessor company of United Air Lines, in 1930, Congress has never found it necessary or desirable to bring stewardesses under a Federal certification or licensing process.

Under the draft bills before you, the definition is expanded to include stewardesses and all other cabin attendants. If these bills are enacted, every stewardess serving on any civil aircraft used in air commerce will be obliged to hold a certificate issued by the Administrator. Under section 610, it would be a violation of the act if she did not.

Samuel Johnson once wrote that "the law is the last result of human wisdom acting upon human experience for the benefit of the public." Experience does not call for the proposed legislation before you; the public does not stand to benefit from it. It suggests little more than certification for certification's sake. This certification process, I should point out, requires, at a minimum, an investigation by the FAA. It may also involve appeals, CAB hearings, judicial review, reexaminations, and, when amendment or suspension or revocation of a certificate is contemplated, FAA hearings, appeals, CAB hearings, and again judicial review. Assuredly, this elaborate certification process is justified if certification of a given group is necessary for safety in air travel. In this case, it is not.

Under the proposed legislation, the certification process would unfold for some 12,000 young women whose average length of service is less than 2 years. I urge you to weigh that fact carefully as you consider these bills. By and large, stewardesses are not career employees of the airlines. The overwhelming majority regard this work as interim employment, while pilots, flight deck crew members, dispatchers, and other technical personnel who are presently certificated by the Federal Government are career men. In 1961, the airline labor turnover rate for stewardesses was 40 percent for trunk carriers and 53 percent for local service carriers. Thus, about 5,000 new stewardesses are hired every year. On the other hand, the airline labor turnover rate for pilots for the years 1953 to 1960, inclusive, was slightly over 1 percent. The administrative burden to the FAA and the airlines of going through the certification process, maintaining records and all the other paper work for these constantly changing personnel, would be substantial.

Of course, we would not want to base our opposition on the administrative burden alone. If experience had demonstrated that flight attendant certification was required, if it could be shown that the public would benefit from such certification, congressional concern would be justified. But we submit that this legislation does not meet those tests. The first stewardesses were hired in 1930 to improve passenger service—to serve meals, collect tickets, answer questions. Today, 32 years later, their primary function is still to look out for the passenger's comfort, convenience, and enjoyment. The qualifications which the airlines look for in hiring cabin attendants are mainly those traits of character that will enable them to become gracious hosts and hostesses in the best tradition of American hospitality. The airlines seek attractive, well-groomed girls, with pleasing per-

sonalities. The passengers enjoy good conversationalists—cheerful, tactful, mature, and intelligent girls. Stewardesses are there to make passengers comfortable, to heat and serve their meals, supply reading material, gum, mints, pillows, and blankets, to assist in the regulation of the cabin temperature and ventilation, to instruct passengers in the use of seat belts and other facilities which they might use and make certain that the instructions are followed, and to perform certain clerical duties in filling out required reports. Those are their routine duties. They work in the main cabin, separated by a partition from those certificated flight personnel whose performance of routine duties on the flight deck insures the safe operation of the aircraft.

The airlines look more particularly for proven technological skills in hiring the personnel who work on the flight deck. Considerable mechanical and technical training and aptitudes are some of the additional qualities required of personnel entrusted with the safe operation of our airliners. These are the men who must operate the controls, and the necessary auxiliary equipment required to get the plane airborne, keep it on course, and return it safely to earth. These are the technical personnel for whom the act contemplates certification.

Stewardesses simply do not share those technical responsibilities. As for those rare occasions when emergencies may arise, stewardesses are trained by the airlines to assist the flight crew in providing for the safety of their passengers. How have they performed in those situations? The record speaks for itself; they have done a splendid job. I know of no case in which a stewardess has failed in the performance of her emergency duties. To the contrary, these girls have been publicly commended time and again for their conduct during emergencies. Only last August 7, following the Continental Air Lines hijacking incident, Members of Congress commended the two stewardesses involved (as well as other crew members and Mr. Six, president of Continental) for their extraordinary devotion to duty and concern for the safety of the passengers on the flight. Only a few days ago, Mr. Halaby, Federal Aviation Agency Administrator, presented certificates of commendation to Julia Needham, Sharon Jarmusic, Audrey Jubinville, and Sandra Mitchell, for their conduct as stewardesses on a United Air Lines jetliner during a successful night emergency landing on March 15 at Tinker Air Force Base, Oklahoma City, after fire had knocked out the main electrical system and filled the cockpit with heavy smoke.

The certificated airlines are justly proud of their cabin attendants. Moreover, as I have implied, their performance is not a mere matter of chance. For many years, the airlines, at their own expense, have been conducting extensive training and refresher programs for these carefully selected girls. Some airlines have even established what amount to small colleges to train their stewardesses in everything from meal service to lifesaving. In fact, long before the enactment of the Federal Aviation Act in 1958, the certificated, scheduled airlines in this country recognized that emergencies, which so rarely arise, call for action by every individual performing duties on an airplane in flight. Consequently, they trained all flight personnel, including cabin attendants, to act in such situations. More recent, the Federal Aviation Agency has by regulation insured that all airlines will meet certain minimum training requirements. Under existing civil air regulations, at least one flight attendant must be provided on all flights of airplanes with a capacity of 10 or more passengers (CAR 40.264). These regulations then outline minimum ground and flight training programs for such attendants (CAR's 40.5, 40.280 and 40.286). These programs insure that they are well trained before they are assigned to duty, that the training covers emergency procedures, and that the appropriate instructors or supervisors certify to the proficiency of each attendant upon completion of his or her training.

These minimum programs require that each attendant receive appropriate instruction in all emergency procedures, including assignments in the event of an emergency, and proper coordination between crew members. The following subjects, among others, are covered: the procedures to be followed in the event of the failure of certain of the airplane components or systems, emergency decompression and oxygen training, fire in the air or on the ground, ditching, evacuation, and the location and operation of all emergency equipment. In every such case, the stewardess is obligated to report to the captain, and is under his direct control and supervision. It is the captain who bears the responsibility for the safety of the passengers, crew, and aircraft.

FAA regulations also require the airlines to provide periodic refresher training to insure the continued competence of each flight attendant, as well as familiarity with and knowledge of all new facilities and procedures to be used; and the carriers

must check each attendant once a year as to competence regarding procedures, techniques, and information essential to satisfactory performance of his or her duties (CAR 40.289). The results of such checks must be certified in writing by the appropriate instructor. These records are in turn monitored by FAA personnel. As a last insurance that airline training programs are adequate, FAA regulations require that both the initial and recurrent training programs be approved by an authorized representative of the Administrator (CAR 40.290).

Under these airline training programs, trainees are given lectures, course material, demonstrations, and examinations. In addition to this ground training, air carrier training programs provide for adequate actual flight experience before assignment to duty. It can thus be seen that airline cabin attendants are required to and do meet a standard of proficiency with reference to their competency in connection with emergency procedures.

In summary, we cannot find anything in the history of airline operations which would suggest that experience dictates that these bills should become law. Nor can we conceive of any public benefit which would flow from such legislation. There are many airline employees with important operational responsibilities who are not certificated. Early drafts of the Civil Aeronautics Act of 1938 would have called for the certification of nearly everyone who had any function to perform in relation to the inspection, maintenance, overhauling, or repair of any aircraft used in air commerce. Wisely, Congress more specifically defined those who should be certificated and thereby obviated an intolerable amount of redtape. When you weigh the administrative burden which would result from requiring certification of employees with an extremely high turnover rate, the endless redtape, and the apparent and unnecessary expense to the Federal Government and the taxpayer, against the excellent historical record of stewardesses screened and trained by the airlines, as well as the nature of the work itself, the airlines submit that you should reject these bills.

(The following letter was later received for the record:)

AIR TRANSPORT ASSOCIATION,
Washington, D.C., May 7, 1962.

HON. JOHN BELL WILLIAMS,
Chairman, Transportation and Aeronautics Subcommittee, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: During the hearings in your subcommittee on May 1 on legislation to amend the Federal Aviation Act to include flight attendants within the definition of the term "airman", you asked me if all of our member airlines require that a stewardess be examined on each specific type of aircraft before she is permitted to fly as a stewardess on that aircraft. Since Mr. J. G. Brown of United Air Lines, who accompanied me, could answer only for his own company, I am taking this opportunity to supply a complete answer to your question. All of the airline members of ATA do require that each flight attendant, as well as other members of the flight crew, in order to be qualified to serve on any particular type of aircraft, first be trained and examined on their duties aboard that aircraft. This training includes instruction in the location and operation of emergency equipment and procedures to be followed in an emergency situation.

I would like to clarify one other point that was discussed during the hearing relative to the six "specific examples of unsafe practices" recited by Miss Roads in her testimony. I commented to the effect that none of these incidents would, in my judgment, have been dealt with by the proposed legislation. I believe there was some question that the situation described in the second example cited, in which reference was made to the jet training program of one of the trunk airlines, might have been remedied by certification of the stewardesses. Having now had the opportunity to examine this incident more carefully, I feel certain that, as I testified, this is a training matter, and would not be affected by enactment of this legislation. If the course of instruction administered by that airline is, in fact, deficient in this respect, then the Federal Aviation Agency has the authority under existing law to take whatever action is necessary. The act of certificating the stewardesses, it seems to me, would be a meaningless gesture.

We are investigating all of the aforementioned incidents and will be pleased to communicate our findings to you as soon as practicable.

Yours very truly,

S. G. TIPTON.

Mr. WILLIAMS. Before we conclude, I would like to ask Mr. Prill one further question in relation to specifically incident No. 6 related in Miss Roads' testimony on page 7 on two accidents, one which killed 17 passengers in a DC-8, a major trunkline, and another which was a Lockheed accident killing 74 passengers and 3 crew members. The statement is to the effect that there was only 1 flight attendant aboard the Constellation responsible for the 74 passengers.

There is also a statement in here regarding location of the jump seat in the DC-8. According to Miss Roads, the aft bulkhead on which the stewardess' jump seat is located broke loose and blocked the aft entry door.

I am not going to ask you questions about that at the moment, but I am wondering if you could submit to the committee a statement in regard to this and also please advise us if the FAA is doing anything, and if so, what you are doing to get the airlines to standardize their evacuation and firefighting equipment as well as other emergency equipment?

I have no questions. I simply wanted to ask you if you would submit to the committee an explanation of these two accidents.

(See letter submitted by Mr. Prill, appearing on pp. 9-10.)

STATEMENT OF GEORGE C. PRILL, DIRECTOR, FLIGHT STANDARDS SERVICE, FEDERAL AVIATION AGENCY—Resumed

Mr. PRILL. I would be very pleased to speak to them now, Mr. Chairman.

Mr. WILLIAMS. All right, sir. If you have the information.

Mr. PRILL. I am quite familiar with both of these accidents. I took personal charge of the FAA part in the investigation of both of the accidents.

We were very concerned with the DC-8 crash which was the first of the two because of the—well, for a variety of reasons, one of which was the DC-8 and what caused the crash. This was our No. 1 priority. The second, however, and by no means a low priority, which was of considerable interest to us, was the emergency evacuation.

The points Miss Roads mentions, I think, are good and are accurate. We have undertaken since then a team review of every aircraft interior on all of the jet aircraft operated by the U.S. airlines and have put into effect a number of modifications which include one of the things she mentions here, provisions to keep equipment and loose material from buffets and other areas from blocking doors.

It includes improvements in access to emergency exits, marking of exits. We share her concern with these factors.

I personally agree completely with her conclusion which is that, "we feel that safer and more equipment could have saved many of the lives." I would say in this accident in relation to the DC-8. In relationship to the Constellation accident, I am not as sure that was true. The time situation here was very short and there was a very, very rapid burning of the fuel in the tanks because the tanks broke and the fuel atomized.

We have been following with the CAB the human factors that work on both of these accidents. That is now completed, of course. I am not as convinced that the passengers really had a chance to get out on the

Imperial crash which is the Lockheed Constellation crash. But we are working and I will submit for the record a summary of our air carrier training program if you wish, Mr. Chairman, on this, and of our latest letters to the airlines on the emergency evacuation training and equipment changes which have been put into effect progressively over the last 6 months.

Mr. WILLIAMS. Do you have any information that might enlighten the committee with respect to whether or not an insufficiently trained flight attendant may have contributed in some fashion to the loss of life aboard an aircraft? In other words, either by making some error due to her lack of training or by some act of omission which she should have performed which might have prevented an accident or might have prevented a death or disaster?

Mr. PRILL. I do not have any evidence of that, Mr. Chairman.

Mr. WILLIAMS. In all of the history of airlines flying, have there been any indications that insufficient training on the part of flight attendants or stewardesses may have been a contributing factor in an aircraft accident or in deaths or injuries resulting therefrom which either were caused by erroneous action on the part of the flight attendant or by some act of omission on the part of the flight attendant which should have been attended to in the interests of safety?

Mr. PRILL. That is an all-embracing question.

Mr. WILLIAMS. I understand that.

Mr. PRILL. And I would like to research our records a little bit before I can give you an answer. No such accident comes to my mind but I would like to research our records before I would give you an agency answer on that.

Mr. WILLIAMS. As I see it, this legislation is primarily intended to require that standards of training be set for flight attendants. If our present standards are low, I would presume that the purpose of this legislation is to raise those standards. If our standards are already sufficiently high and are being followed meticulously by the airlines, then the certification of stewardesses would appear to me to have very little if any purpose.

Now, that is the issue I think that we have to be concerned with here. And I would like to have that information within a reasonable length of time if you could research it for us.

Mr. PRILL. I certainly can and will, Mr. Chairman.

Mr. WILLIAMS. Any further questions?

Thank you very much. That concludes our hearings. I don't believe we have any further witnesses on this bill.

Without objection we include a copy of the letter from George D. Riley, legislative representative of the AFL-CIO for inclusion in the record.

(The letter referred to is as follows:)

AMERICAN FEDERATION OF LABOR
AND CONGRESS OF INDUSTRIAL ORGANIZATIONS,
Washington, D.C., April 27, 1962.

HON. JOHN BELL WILLIAMS,
Chairman, Transportation and Aeronautics Subcommittee, House Interstate and Foreign Commerce Committee, House Office Building, Washington, D.C.

DEAR CHAIRMAN WILLIAMS: It will be appreciated if you will include this communication in the proceedings on H.R. 8160, H.R. 8327, and H.R. 8334.

The proposal would broaden the scope of the definition of "airman" to include flight attendants.

As matters now stand and as we understand the situation, the regulations of the Federal Aviation Administration would be revised to provide certification of attendants in flight after standard and adequate training and proper testing.

Certainly, attendants contribute greatly toward safety in flight, a factor which the AFL-CIO and its affiliated unions strongly endorse as proper protection to the traveling public and employees alike. Today, we further understand there is approximately 100 percent annual turnover among flight attendants. It is reasonable to assume that through centralization and standardization and through FAA supervision such costly item, which would seem not to contribute greatly toward the morale of employees, could be eliminated.

With all good wishes, I am,

Sincerely,

GEORGE D. RILEY,
Legislative Representative, AFL-CIO.

(The following material was submitted for the record:)

HOUSE OF REPRESENTATIVES,
Washington, D.C., April 27, 1962.

HON. JOHN BELL WILLIAMS,
*Chairman, Subcommittee on Transportation and Aeronautics,
House Interstate and Foreign Commerce Committee, Washington, D.C.*

DEAR MR. CHAIRMAN: Reference is made to H.R. 8160 and other pending legislation now under consideration by the Subcommittee on Transportation and Aeronautics to amend the Federal Aviation Act of 1958 so as to include flight attendants within the definition of the term "airman."

Enclosed please find copies of two letters I have received during the past year from Mr. Wyman R. Rice, operations manager of Northern Consolidated Airlines, Inc., Anchorage, Alaska, in opposition to all of the pending measures. I herewith submit said letters for inclusion in the record as expressing both Mr. Rice's views and my own.

Thanking you, I am,

Sincerely yours,

RALPH J. RIVERS,
Member of Congress.

NORTHERN CONSOLIDATED AIRLINES, INC.,
Anchorage, Alaska, April 24, 1962.

HON. RALPH RIVERS,
*House of Representatives,
Washington, D.C.*

DEAR REPRESENTATIVE RIVERS: Reference is again made to H.R. 8160, H.R. 8327, and H.R. 8334. These bills would amend section 101(7) of the Federal Aviation Act to include flight attendants within the definition of "airman."

I wrote to you regarding these same bills on August 24, 1961; however, information recently received indicates that Congressman John Bell Williams, chairman of the Transportation and Aeronautics Subcommittee of the House of Representatives Committee on Interstate and Foreign Commerce, has announced that his subcommittee will hold hearings on these bills commencing May 1, 1962.

I will not attempt to reiterate our objections as this was thoroughly covered in my above dated letter. I wish, however, to request opposition to this proposed legislation as it is not in the public interest as indicated by the bill. Ample training is presently provided in the civil air regulations and in our operations manual which is written in accordance with the civil air regulations. I would like to state again that we feel this legislation was sponsored by the stewardess personnel only and does not have the support of the FAA.

Yours very truly,

WYMAN R. RICE,
Operations Manager.

NORTHERN CONSOLIDATED AIRLINES, INC.,
Anchorage, Alaska, August 24, 1961.

HON. RALPH RIVERS,
House of Representatives, Washington, D.C.

DEAR MR. RIVERS: Reference is made to House bill, H.R. 8160, introduced in the House of Representatives on July 13, 1961, by Mr. Mack. This bill proposes to amend section 101(7) of the Federal Aviation Act of 1958 so as to include flight attendants within the definition of "airman." I would also like to refer to an excerpt from the Congressional Record, House, page 11606, July 13, 1961, copy of which I am attaching.

Certain of the statements made by Mr. Mack are not exactly correct insofar as they relate to training requirements of a flight attendant. Effective January 1, 1961, the FAA promulgated rules contained in Civil Air Regulations parts 40, 41, and 42, requiring that each air carrier have a training program approved by the Administrator. This training program requirement set up the training requirements for a flight attendant. I will probably concede that prior to the first of this year, various airlines did have different standards of qualifications for flight attendants. However, since the first of this year, I feel quite certain that the problem no longer exists and was recognized by the FAA upon issuance of the above quoted parts of the regulations.

I would like to object to the legislation as it is unnecessary in the interest of safety and it would impose an additional burden on the air carriers by requiring they assist flight attendants in obtaining FAA "airman" certification. Our present operation requires employment of six stewardesses. Of these six stewardesses, four are new hires during this summer season of 1961. Two of the former girls married and terminated; one desired more extensive travel and resigned to take a position with an oversea carrier. A replacement of one of the above discovered after passing all her examination and test flights that she became airsick too frequently; therefore, terminated without notice. This leaves me with two regular girls whose employment is longer than this summer season.

First, I have to interview and hire a prospective girl, give her the training as required in our approved training manual, and upon certification of a check stewardess, authorize her for scheduled operation. There are very few stewardesses available who have past experience. We, in Alaska, prefer to hire local personnel; therefore, the only possible way we could comply with the proposed legislation would be requiring an additional step, mostly involving additional paperwork, after we have supplied the required training. This legislation appears tailor made for flight attendant training institutions to obtain some sort of monopoly on a pool of flight attendants who had received their training in the school and the school had greased the way for obtaining an airman certificate issued by the FAA.

In the past I have tried employing flight attendants with experience on other airlines who were operating in the lower 48 States. One thing or another has precluded their coming to Alaska and the whole project of employment from the south has been unsuccessful. Our training program is adequate; all safety and emergency procedures are covered, and they demonstrate to a check stewardess who is approved by the FAA as a check stewardess, that their proficiency is of an acceptable level and certified as being qualified as a flight attendant.

I would appreciate consideration on this legislation.

Yours very respectfully,

WYMAN R. RICE,
Operations Manager.

[TELEGRAM]

ARLINGTON, VA., April 30, 1962.

HON. JOHN BELL WILLIAMS,
House Office Building, Washington, D.C.:

If an Air Force private may carry title of "Airman" even with no duties related to aviation whatsoever would it not be reasonable to certificate airline flight attendants and call them airmen if it can be shown they have air-safety responsibilities in flight. H.R. 3334 has our endorsement.

R. E. COMMERCE,
President, Airlines Dispatchers Association.

AIR LINE PILOTS ASSOCIATION,
Chicago, Ill., May 7, 1962.

Hon. JOHN BELL WILLIAMS,
Chairman, Subcommittee on Transportation and Aeronautics of the House Interstate
and Foreign Commerce Committee, New House Office Building, Washington, D.C.

MY DEAR CONGRESSMAN: The Air Line Pilots Association, as the representative of a major portion of the flight attendants who will be affected by the legislation proposed in H.R. 8160, H.R. 8327, and H.R. 8334, is very desirous of making its views known to you with respect to the bills under consideration.

We are pleased to note the interest shown by the Congress in this phase of our aviation activity. Since most of you from time to time have occasion to ride our airline transports, it is not deemed necessary to explain in detail the importance of the functions performed by the individuals who will be affected by the proposed legislation. Their contribution in terms of service to the general public is monumental. We cannot overestimate the importance of the flight attendants in terms of providing assurance to the traveling public that they will be handled courteously and made comfortable during flights aboard our aircraft.

In addition to the foregoing considerations, there is an area of responsibility which is very seldom exercised but nevertheless is of paramount importance. We refer to the cabin attendant's responsibilities in matters of safety aboard the aircraft. There have been many instances where these individuals by promptly fulfilling their responsibilities with respect to evacuation of passengers in emergency conditions have contributed immeasurably to the saving of lives. In order to properly fulfill this important function, it is imperative that these individuals be afforded the maximum opportunity for proper and adequate training to assure the highest safety standards, to perform aircraft evacuation functions and other in-flight duties. These training requirements should include, among other factors, the following:

1. General information with respect to the psychology of human reactions to sudden or unusual conditions in order to assure a maximum of personal safety to the passengers who might be involved.

2. A cabin attendant must receive specific information with respect to each aircraft on which he is expected to perform his duties, including workable and practical knowledge of cabin emergency equipment and evacuation procedures. Proper knowledge in these areas would require practical practice sessions on emergency procedures both in the air and on the ground.

3. In order to assure a maximum of safety, efficient training must be conducted on a continuing basis so that flight attendants will have an opportunity to refresh their knowledge. It is believed that a minimum of one such refresher course each year must be established.

4. In order to assure continuing and up-to-date information with respect to the foregoing, it is believed that an appropriate procedures training manual must be provided by each company to which the flight attendants may refer from time to time for current aircraft procedures.

5. During initial qualification period, it is believed that each flight attendant should be scheduled for a minimum of 5 hours of supervised flight before being flown as a crew member on any trip as the sole flight attendant aboard the aircraft.

While the foregoing is only a general summation of the problem areas involved, we believe that it will serve to illustrate the areas of our concern.

We note that the Federal Aviation Agency has in recent months instituted a program requiring that the air carriers establish training programs in these areas. As recently as March 2, 1962, a notice of proposed rulemaking was published which if effectively pursued would substantially revise and strengthen the training requirements for cabin attendants.

At the present time the association is actively studying this problem and committees composed of our cabin attendant members throughout the Nation are participating in our review of the matter. In our review of the subject the cabin attendant representatives are not prepared to recommend the proposed legislation as a complete answer to the problem. The program underway, if properly developed with adequate criteria established in the Civil Air Regulations, would help assure the cabin attendants and the traveling public of the desired level of competency.

On the other hand, it is our view that these programs are essential to the safe operation of aircraft and should the Congress feel that their legislative powers must be utilized to induce prompt and effective action by the Federal Aviation

Agency, the enactment of the legislation under consideration might help accomplish this purpose.

Irrespective of your decision on the subject legislation, we do wish to assure you of our interest in the matter and our desire to be of help to your committee in developing proper safety regulations and adequate training programs for the cabin attendant group.

Again, thank you for your consideration in allowing us to express our views on the subject.

Sincerely yours,

KAY McMURRAY,
Executive Administrator.

RIDDLE AIRLINES,
Washington, D.C., April 30, 1962.

HON. JOHN BELL WILLIAMS,
Chairman, Subcommittee on Transportation and Aeronautics, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. WILLIAMS: This is to register the opposition of Riddle Airlines to legislation that would authorize the Federal Aviation Administration to issue certificates for flight attendants such as are now issued for pilots, mechanics, and others responsible for flight safety.

The position of this airline is that such legislation is not required for air safety. In general, our worldwide observation of the operation of U.S. airlines indicates no deficiency in present personnel.

Riddle Airlines conforms to the standards recommended by the Air Transport Association of America for the training of stewardesses. Our military flights are under continual surveillance and there are formal procedures for recording the views of passengers and officers in charge. The comment on Riddle service both in military and civilian charters is favorable.

The proposed amendment to the Federal Aviation Act would authorize FAA to certificate and thus to set standards for anyone who "serves as a flight attendant on an aircraft while underway." This is so broad and general that it might greatly impair the needed flexibility of operations of a cargo airline, such as Riddle, with convertible aircraft engaged also in passenger service.

In our foreign operations, we sometimes need to employ stewardesses who speak the languages of countries where we fly, often on short notice. If we were barred from employing competent multilingual stewardesses except from some FAA register, it would be most costly in money and time.

Also, attendants are needed with cargo, with livestock, and some special types of freight. The bill as it stands is broad enough to cover all attendants. We feel that legislation is not needed for safety or any other public purpose and request that our statement be incorporated in the record of your hearings.

Respectfully,

A. J. ROME, *Vice President.*

Mr. WILLIAMS. The committee will stand adjourned.
(Whereupon, at 12:05 p.m., the committee adjourned.)



