

ORDER

1380.28B

1/15/85

Initiated

By: AVS-14/
AMS-560

SUBJECT: STAFFING STANDARDS - FLIGHT STANDARDS FIELD REGULATORY PROGRAMS

1. PURPOSE. This order contains initial staffing standards developed through the fractioned professional estimate (FPE) process for Flight Standards field regulatory programs.
2. DISTRIBUTION. This order is distributed to the division level in the Office of Management Systems, the Office of Budget, and the Office of the Associate Administrator for Aviation Standards; to the Flight Standards, Resource Management, Management Systems, and Budget Divisions in the regions; and a limited distribution to all Flight Standards field offices.
3. CANCELLATION. Order 1380.28A, Staffing Standards - Flight Standards Field Regulatory Programs, dated 11/23/75, is canceled.
4. BACKGROUND. The management staff of the Associate Administrator for Aviation Standards, in conjunction with the Office of Management System, decided to develop new staffing standards for Air Carrier District Offices (ACDO's), General Aviation District Offices (GADO's), and Flight Standards District Offices (FSDO's) for the following reasons:
 - a. There have been numerous requests from the field to provide staffing guidance that can be directly related to workload.
 - b. There have been changes in work program emphasis since previous staffing standards were developed.
 - c. Statements by the General Accounting Office (GAO) indicate that standards in this area should be revised, and a commitment was made by the Associate Administrator for Aviation Standards to accomplish this goal.
5. EXPLANATION OF CHANGES. Procedures for application of standards for ACDO's, GADO's, and FSDO's have been revised to include computer processing of environmental and activity data submitted by field offices. The data requirements are more extensive than those of the previous standards, and the staffing standards are constructed in a modular fashion to allow further study and modification of each component. Standards for regional engineering and manufacturing positions are canceled.
6. DEFINITION. The definitions required for processing

standards for ACDO's, GADO's, and FSDO's are contained in Appendix 1, Staffing Standards for Air Carrier District Office, General Aviation District Office, or Flight Standards District Office.

7. FORMS AND REPORTS.

a. FAA Form 1380-126, ACDO, GADO, FSDO Staffing Standards - Staffing, Environmental, & Activity Data, is generated by computer and will be provided to each district office 6 weeks prior to the end of the fiscal year. A sample data collection form for the staffing standards report is included in appendix 1 as Figure 5, Sample Data Collection Form.

b. ACDO, GADO, and FSDO Staffing Standards Report (RIS: MS 1380-23) is the report produced from the input provided by the field offices and is explained more fully in paragraph 11. A sample report is contained in appendix 1 as Figure 6, Sample Staffing Standards Report.

8. METHODOLOGY. Prior standards for ACDO's, GADO's, and FSDO's were based on a regression analysis which related current authorized staffing to environmental factors. The new standards are based on approximately 300 different elements, including direct work tasks and allowances for indirect work such as travel, training, and technical assistance. The list of field office tasks was developed by a joint AMS/AVS team, with representatives from all areas of specialization (general aviation, air carrier, operations, and airworthiness). Estimates of the time required to complete each task were developed by field office inspectors based on past experience. The number of tasks required for demand work categories (certifications and investigations) is taken from the number actually completed during the past fiscal year. A standard number of non-demand tasks was developed from field estimates of the number of inspections and surveillances required for each environmental category.

9. APPLICABILITY. The staffing standards contained in this order apply to ACDO's, GADO's, and FSDO's. Staffing changes for Manufacturing Inspection District Offices (MIDO's), Engineering & Manufacturing elements at the regional offices, Aeronautical Quality Assurance Field Offices (AQAFO's), and Aircraft Evaluation Groups (AEG's) will be justified on an individual basis.

10. USE OF STAFFING STANDARDS. The staffing standards will be used to develop regional staff requests for Flight Standards regulatory field activities in response to the annual Call for Estimates. Additional uses of the standards include assisting management in distribution of available staffing, in productivity analyses, and in staffing impact assessment of proposed changes in procedures, policies, work priorities, etc. Staffing at the district office level remains the prerogative of the regional director. Staffing standards were developed to that level and are provided for guidance only. Regional staffing requests which differ from those generated by use of the staffing standards will

require separate justification to enable review officials to make analyses and judgments as to the validity of such requests. District offices will forward a count of the number of environmental units which they serve and activity counts for demand work areas to the regional office for review, analysis, and approval. Environmental counts, when multiplied by the appropriate factors, will form the basis for staffing. Major programs will require updating of standards. Work units which are no longer carried out in the field offices will be deleted from the standards and new work units added as they become relevant. Standard time estimates will be revised through field studies of those areas having the greatest impact on staffing. While staffing standards are the basis for formulating the agency's request for staffing in the budget process, they do not guarantee the level of staffing that will be supported and ultimately authorized by the Office of the Secretary of Transportation, the Office of Management and Budget, and the Congress.

11. STANDARDS APPLICATION. Action for the field office workload submission is initiated by Washington headquarters 6 weeks prior to the end of the fiscal year. Computer listings of environmental and activity data for previous years will be sent to each ACDO, GADO, and FSDO to be updated to include values for the past year. After review by the regional Flight Standards Divisions, these forms shall be submitted, not later than 15 calendar days after the close of the fiscal year, to: Office of Management Systems, Attention: AMS-560. Computer-generated listings developed from this data submission will be provided to the regions for use in formulating staffing requests in response to the annual Call for Estimates. Appendix 1, Staffing Standards for Air Carrier District Office, General Aviation District Office, or Flight Standards District Office, contains the necessary definitions and time estimates for applying the standards.

12. AUTHORITY TO CHANGE THIS ORDER. Changes to this order will be approved in accordance with the provision of Order 1380.34A, FAA Staffing Standards Program.

13. ONGOING STAFFING ANALYSIS. Results of current studies, initiated by the Associate Administrator for Aviation Standards, to review the required tasks and recommended work methods for aviation safety inspectors will be used to update the staffing allowances provided by this order upon completion of those studies. Areas to be addressed in the future include: training requirements, recruitment, attrition of the work force, and changes in program guidance. Refinements to these areas will be incorporated with the staffing standards to develop a human resources management plan for the Flight Standards program.

/s/ Donald D. Engen
Administrator