# BEFORE THE NATIONAL TRANSPORTATION SAFETY BOARD

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Interview of:	)
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JAY HOWARD	) Docket No.SA-521
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Date:	Tuesday, July 16, 2002
	8:30 a. m.
Location:	FAA Great Lakes Regional Office
	230 East Devon Avenue
	DesPlaines, Illinois 60018

Taken by: Frank McGill Maintenance Air Safety Investigator **APPEARANCES:** 

FRANK McGILL, Maintenance Air Safety Investigator, NTSB JAY HOWARD, Witness

CAPT. TODD GUNTHER, Chairman, Accident Investigation Board

LYLE K. STREETER, Air Safety Investigator

DAVID W. HOFFSTETTER, President, Tennessee Technical Services, LLC

CLINT S. THAYER, Boeing Airplane Maintenance Data Engineering

DAVID E. HANLEY, Manager, FAA Flight Standards Division FRANK HILLDRUP, NTSB Air Safety Investigator

THOMAS M. WOOD, Aviation Consultant

1 2 PROCEEDINGS 3 MR. McGILL: All right, Jay, would you start 4 off by telling us about your duties now? And a little 5 bit about your experience level with the FAA please? 6 MR. HOWARD: Currently I am the manager of the 7 San Jose Flight Standard's district office in San Jose, 8 California. I've had approximately 23 years experience in the industry. Five years with Pan American Airways 9 10 as a line mechanic, and a lead mechanic in San 11 Francisco, Lake Island, and Miami. I've had about 18 12 years of industry and general aviation. 13 Duties of a mechanic 14 through service manager, assessment dealers, and 15 etcetera. Three years with, as a product assurance 16 manager for Kristen Industries building aromatic 17 aircraft.

I've got 25 years experience with the FAA, four years as a field inspector. I then transferred to Washington, became the assistant manager of the Aircraft Maintenance Division, AFS-300. From there transferred to Brussels as the manager of Europe African Middle East Division, for two and a half years. And from there to San Jose where I'm currently the physical manager.

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1 MR. McGILL: Okay, before we get too far into 2 the Emery, I have a couple of statements that were made 3 by the Department of Transportation, the Office of 4 Inspector General, that I just wanted to maybe get your 5 thoughts on.

6 And, in December of 2001 the DOTIG came out 7 with a report that talked about the inadequacies of the 8 CASS programs, and the way they were being conducted by 9 the FAA. They specifically at the time were referring 10 to Alaska Airlines about improperly deferred 11 maintenance, inadequate controls in place, that they 12 lacked quality control issues.

And I was just wondering at this time what has changed from your perspective from the San Jose office? MR. HOWARD: In regards to the CASS program? MR. MCGILL: Yes, has there been any changes? MR. HOWARD: Well, CASS programs mainly are Reconcerned with 121 carriers. And we only had one left which is a cargo carrier. And from my perspective nothing has changed in the field as far as San Jose is concerned, based on that report.

MR. McGILL: Has any extra guidance been given by the training, by the FAA to your principals in regards to CASS?

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MR. HOWARD: Not from the FAA, no

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2 MR. McGILL: In April of this year, of 2002, 3 the Inspector General also issued another report about the FAA inspectors receiving minimal training. And they 4 5 even interviewed inspectors, and over 70 percent of them 6 said that the, what training that they did get was 7 inadequate. They complained about 8 inspectors that were located in other areas from where the airline maintenance bases were at. And that some 9 10 did not have training on the airplanes, that they were 11 supposed to check. I was wondering do you know, and 12 this was issued in April by the IG, and the POT, has any 13 changes been done that you know of pertaining to the FAA 14 inspectors?

MR. HOWARD: This year has been, I think, an extraordinary year for training. Our inspectors it seems like spent more time in training this year then we did anything else. And there are a lot of systems y trainings left that our inspectors are getting, based on the types of aircraft that they are assigned to.

In the past I think that's probably been true. But, I think now that there's been a change, especially with the CSET organization, and the set evaluations that are coming out. And they put out recommendations if

1 they find an inspector who doesn't have basic training
2 for the aircraft. And immediately the FAA provides that
3 training.

4 MR. McGILL: Jay, I'd like to go back to the 5 RASIP inspection from February of 1999. And pick up any 6 facts that you might remember about that particular 7 RASIP, and what was done about that?

8 MR. HOWARD: The RASIP that we did in February 9 was focused on ULD's, and in the cargo carrying 10 apparatus that's installed in the aircraft. We came up 11 with a number of enforcement actions based on that 12 RASIP. And those enforcement actions were carried 13 forward into the final agreement with Emery. And up to 14 that point there was no action taken on them by legal 15 that I'm aware of.

16 MR. McGILL: Do you remember anything about 17 the MEL, and deferred maintenance of problems that 18 occurred during that inspection?

MR. HOWARD: In general? Or, do you have something specific?

21 MR. McGILL: Well, the findings. I'm sitting 22 here looking at several findings in here where they 23 deferred various mechanisms in cargo, cargo door locking 24 mechanisms, and so forth. The non-MEL deferral

1 procedures that they have placed in their manual.

2 And I notice that this was in '99, and by the 3 time we get over to the 2000 RASIP in January, we're 4 seeing exactly the same items again. And static 5 alternate, static systems, holes in fuel liners, cargo doors, deferred panels, pumps, thresh reverser, 6 7 translating ring finger seals. Things that are 8 typically not non-MEL items with other carriers. These would be items that should have been addressed. And I 9 10 was wondering if you could remember anything about that? 11 MR. HOWARD: The only other system that they 12 considered non-MEL deferred, and we've had a number of 13 correspondence going back and forth between our office 14 and Emery discussing the fact that there is no such thing as non-MEL defers, deferrals. And we were working 15 16 with them to change the -- of that particular program. 17 Basically what it was supposed to be was when they found an item it was to be put on a routine discrepancy sheet, 18 19 and corrected. It was not supposed to be called non-20 MEL, since there was no such program. And if they had 21 an item like that, it'd become an item that they needed 22 to repair, not defer.

23 So, that was one of the enforcement actions 24 that we had in our package.

1 MR. McGILL: Obviously that same violation 2 came up again a year later. And, so it was not 3 addressed to the second team's standards. So, do you 4 know if that had been fixed?

5 When I look at things, I'm looking at 6 intercostals on fuel liners. And these things are 7 normally addressed from the STC holders. But this, I'm 8 looking here at, they had Rosenbaom, -- Douglas. 9 They had

10 various types of STC cargo configurations. How they 11 were able to take these manuals, and compile a non-12 deferral list. Was that done over a period of time? 13 Or, did you all approve that?

MR. HOWARD: No, that's not a system that you approve, there is no approval to them at all. It's just one of Emery's procedures that they developed. And as I raid, once we discovered what they were doing with them, then we tried to work with them to correct the issues. And they were working on it to correct them.

I did notice though, as you say it's true. And the RASIP then was done, and there in likes the same thing showed up again. So, apparently there was no correction that they made that was, that was of a permanent nature.

1 MR. McGILL: The, I'm sure you're familiar 2 with then, also, the second RASIP, which was done in 3 January of 2000?

4 MR. HOWARD: Sort of.

5 MR. McGILL: These were, were you part of the 6 review process when they -- by that time the certificate 7 had already moved to Great Lakes, is that correct?

MR. HOWARD: Yes.

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9 MR. McGILL: Were you part of that review 10 process? Because they were reviewing things that 11 technically had happened still at San Jose. Is that 12 correct?

13 MR. HOWARD: I don't know.

MR. McGILL: Well, if they started it in January, and you look at this stuff, all of these items that they're finding would have been areas that had already been in place, and they had already found, because the certificate had just been changed. So, I was asking were you there at any of these debriefings, or?

21 MR. HOWARD: No.

22 MR. McGILL: Was any of your people there for 23 say this debriefing at all?

MR. HOWARD: No.

MR. McGILL: Now, I'm just going to read a 1 2 little bit. And we'll get David to talk about this a little later when he's, when we're talking to him. But, 3 4 I wanted to just look at a couple of the areas that the 5 second evaluation team had found. They were talking about a, there was no delegation of authority 6 7 mentioned in the maintenance policy for the director of 8 maintenance, and chief inspector positions. It just seems like there's also been a contentment there between 9 10 how Emery had a director, a heading maintenance, a head 11 for the director of line maintenance, and how the inspection process was together was not real clear. 12 13 They had problems with time limit manuals.

And then a whole lot of problems about the DC-15 10. Reliability, short terms C check package reviews, 16 trace abilities, conformity checks. There's like 36 17 pages here. And the manuals, the RWI in training. 18 There was just many.

19 It make statements in there that Emery appears 20 to be very limited and sparse. And about their 21 training. They were, they were concerned about these 22 issues. I would go back, and after looking at all of 23 these comments, specifically the DC-10 portion at this 24 time, chronic problems, multiple systems, it goes on and

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on. Why was the DC-10 put on their OPS specs if Emery's
 maintenance was so, considered in such inadequate
 condition at that time? Why would you add an airplane
 for the OPS specs?

5 MR. HOWARD: We were working the DC-10 issue 6 back as early as in '98. And the thrust of the DC-10 7 project was that Emery would, for every DC-10, he was 8 going to retire three DC-8's. Which makes sense to work 9 the program to get that accomplished.

10 The items that they write 11 up on the DC-10 as far as it being, having multiple 12 system problems, their plane had been operating since 13 April, '99, so it's not inconceivable that they may have 14 had some problems from April until they did this. But, 15 at the time when on the certificate, there were no 16 discrepancies on the airplane, and it was clean.

MR. McGILL: But, did they have the structure MR. McGILL: But, did they have the structure in place to accept? Did the have the training, and people, and fueling, and all of these other things in place? They had vendors, and repair facilities to work on the airplanes? All of that was in place? MR. HOWARD: All of that was in place. They

23 had from '98 through April of '99 to put all that in 24 place. And they had the training done. They had, when

1 we did the proving flights, they worked out well. They 2 had maintenance stations that could do the maintenance 3 on the airplane. Pilot crews were trained and operated 4 very effectively according to our national resource 5 inspector.

6 Once we got down into the final stages I could 7 find no problems with it at all, and none of the 8 inspectors found any problems with the systems.

9 MR. McGILL: Well, the RASIP team inspectors 10 seemed to find a lot of problems with it though?

MR. HOWARD: That's not, that's not unusual. When you transfer a certificate the first thing the next receiver of the certificate does is do a very in-depth inspection. And if you look at the RASIP that was done in January, and then look at the RASIP that was done later in the year, you find escalation of problems. And if was done by a different group.

18 So, it, every group looks at different things, 19 every group will find more things. And it's, it's 20 across the system. Not just Emery, but it's across the 21 system, depending on which group focuses on what. So, 22 I'm not surprised to find differences in various 23 inspections.

24 MR. McGILL: I wanted to pick up some of the

correspondence that was generated from your principal
 with Emery from the '98 time frame, all the way to
 later. As early as December of '98 part of this, these
 are some of the exhibits that we had from our public
 hearing. But,

6 letters of serious issues of non-compliance requires 7 immediate corrective actions in December from the PAI at 8 the time, your PAI, which set up the reliability and 9 short term escalation problems that started. The first 10 letters were in March of '99, continuing on through 11 March to October. And then in December, which you wrote 12 one on December 1, in 1999, to Mr., to the president and 13 chief operating officer at the time, talking about you 14 may amend the OPS specs,

15 D-74, and D-76 on the short term escalations.

16 What had continued on that allowed you to feel 17 at this point that you would, that you may have to amend 18 their OPS specs?

MR. HOWARD: I'm trying to follow your chronological listing here. In '98 the letters from the PAI is, we had some problems with Emery as far as their ZISNS systems. And another avionic system that I can't remember the term for it right now. But, there were some, so many issues there that dealt with the ACO. The 1 ACO issue, the STC's that were not complete.

Emery was getting one word from the installer, 2 3 based on the STC. And we were dealing with the ACO to 4 get the STC straightened out. And what it had to do 5 with was a supplemental maintenance programs for these 6 systems that they were installing. 7 And the STC didn't call 8 out for those. And it took some time to get that 9 straightened out with the ACO, one ACO working with 10 another ACO that produced the STC. 11 So, that was an ongoing issue that took quite 12 some time. And that led into looking at the reliability 13 program which included maintenance issues with time 14 limits, and the way that they were running their 15 reliability program. The escalation part was that Emery

16 was consistently escalating three to five airplanes on 17 one boarder, one letter, when they were only authorized 18 to escalate one aircraft at a time.

So, based on that, and the letter that was written to me by the PAI for the Emery CMT, that's the certificate management team, we then discussed this with our division manager, and with legal, and decided that the next step would be to amend the operation specifications, and rescind their D-74, and D-76.

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And that's

2 what you find in the March letter, was our proposal to 3 do that. And we allowed Emery from March until December 4 to respond to that. Even though it says ten days, we 5 gave them some extensions to come up with the 6 documentation as to why we should not take action. 7 By December they had not come up with anything 8 that was substantial. And, so that's when I wrote the 9 letter in December. MR. McGILL: Why do you think they wouldn't do 10 11 that? 12 MR. HOWARD: When you change a program, and go 13 off a reliability, you go back into time limits. Ιt 14 restructures your whole maintenance program. Very costly. And from, what we got from Emery was, I guess 15 16 you could call it a voluminous pile of papers that 17 really didn't tell us how they were going to correct the 18 problem, the reliability problem. And that's why we 19 decided to rescind it.

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20 MR. McGILL: Well, I go back then to, you had 21 earlier said that you thought it worked fine by the time 22 they put the DC-10 on the OPS specs, and it was not too 23 bad off by then. But, I'll go back into where the PMI 24 is writing letters in July of '98, talking about the

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1 proposed DC-10 maintenance program using the MSG3

2 process, which is what they want to do.

But, insufficient Publicity apartment, contractitory reflected statements, policy methods, reliability method seems to, it requires expansion. And this goes on and on. There's just all types of problems. And I'm looking at this, and this thing four pages long, and talking about the alerts, going into the data points that are picked up, and how they're done. And even to the point that at the time they were using Fleet airplanes, and they said that the 727's, and the 8's, and the 10's was all on the same program. Was that correct? They were using, on a reliability using all three airplanes in a Fleet, total Fleet. Do you remember?

16 MR. HOWARD: They only had one 727 that they 17 brought on, and then they took it off. It was not on 18 the reliability program.

19 MR. McGILL: But, at one time it was.

20 MR. HOWARD: Not on the reliability program 21 that we managed. It came from Ryan.

22 MR. McGILL: Was it in their, on their 23 B-85 OPS specs? The listing of airplanes?

24 MR. HOWARD: Of course.

1 MR. McGILL: But, then it would, if it's on 2 the OPS specs it would have to, it was not part of the 3 reliability, it was part of a CASS program separately? 4 MR. HOWARD: It was a separate maintenance 5 program.

6 MR. McGILL: A separate maintenance program? 7 MR. HOWARD: And the same with the DC-10, it 8 was not on the reliability program. They had no 9 experience with DC-10's, so you can't put them on a 10 reliability program. The only airplanes that were on it 11 --

MR. McGILL: So, the DC-8 was the reliability 13 programmer?

14 MR. HOWARD: The DC-8, right.

15 MR. McGILL: So, they tried to put it on the 16 program?

MR. HOWARD: Well, they asked to put it on,
MR. HOWARD: Well, they asked to put it on,
but no, you can't. You can't put a new entrance
airplane on a reliability program when you have no
experience with it. It's, it just doesn't do it.
MR. McGILL: Well, that was in July of '98.
By November of '98 the principal again is talking about
his, the, he would not approve the criteria for this new
operator specified in the MSG3. And, so whatever

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program was submitted was unacceptable. He did not
 accept it.

And the next, I don't know how many of these I've looked at, continue right on through. Were they trying to make changes so that they could get a, get the 10 under control at that time?

7 MR. HOWARD: What letters you have there was 8 in the beginning when Emery wanted to go to the MSG3 9 program. In order to do that they had to develop a 10 bridging document that shows us how they're going to 11 bridge that. And that was missing. And Joe there was 12 writing letters to them telling them that they're 13 program for MSG was not acceptable because they didn't 14 have a bridging document to make it work.

MR. McGILL: To come under the MSG2, to move under the MSG3 process?

17 MR. HOWARD: To go on through. And eventually 18 they did come across with that. And their program was 19 accepted, but that was in '99.

20 MR. McGILL: I notice in December of '98, 21 Emery had sent a list of mechanics, again that KMI 22 disapproved all these listing of people on the 23 DC-10, training certificates, and appearance levels. 24 And it just, virtually every one of them requires

1 recurrent training. Requires recurrent training,

2 expired authorization, recurrent training required, and3 so forth, and so on. Just all the way through here.

4 How was the DC-10 initially approved if there 5 were no people qualified at the time? Were these extra 6 people, or what?

7 MR. HOWARD: No, you know, it's not unusual 8 for an organization to submit a list of mechanics that 9 they intend to put on. It's not unusual for us to find 10 a number of them unqualified. We send them back to 11 them, and they get the training they need. Now, as you 12 notice that's in December of '98. Their first flight 13 was in April of '99. So, in between those periods of 14 time they achieved the training, and we accepted the 15 mechanics that they had on the program.

16 MR. McGILL: In the December 1st, '99 letter 17 that you sent to Emery, who did, did you consult with 18 Washington prior to that, sending that letter?

19 MR. HOWARD: No, I did not.

20 MR. McGILL: What happened right after you 21 sent the letter?

22 MR. HOWARD: I don't know what happened right 23 after. The next thing I received was by fax. It was a 24 letter from Angela Elgee to Emery stating that they were

not going to take action on the amendment to their
 operation specification.

3 MR. McGILL: Okay, then at this point in 4 December, you were going to rescind the reliability 5 program, the short term escalation. And you gave them 6 30 days for petition for reconsideration. Is that 7 correct?

8 MR. HOWARD: Correct.

9 MR. McGILL: You stated all of these data 10 collections were not accepted, failure to provide 11 acceptable documentation, maintaining their continuing 12 analysis of surveillance system, and failure to submit 13 major alteration reports, escalation of five airplane 14 seat checks without a reliability program analysis, or 15 evaluation, and so forth. There is like seven of these 16 items.

And then you showed where there was three airplanes that were, had been sent in with major corrosion. In the last paragraph you stated that the San Jose office in closing this PIR0028 has been given due to consideration in leu of legal enforcement actions. And the amendment above references the operation specs that serves the public interest.

24 So, in leu of, in other words, there were

1 going to be no enforcement actions, and you were going
2 to amend the OPS specs. Is that correct?

3 MR. HOWARD: That only dealt with one 4 enforcement action. That enforcement action encompassed 5 all of those items that you find on that letter.

6 MR. McGILL: So, 0028 was the one that, that 7 enforcement action, it included all of these other 8 items?

9 MR. HOWARD: That's correct.

10 MR. McGILL: Okay. At this point you've got, 11 you had to respond, where you wanted a response within 12 ten days. Did you get a response?

MR. HOWARD: That's, I think they're getting, WR. HOWARD: That's, I think they're getting, twell, I think there's a letter in there that's kind of mixed up with the first letter in March. The March letter was a ten day response. The actual letter sent in December, they had 30 days to petition that one to AFS1 to --

19 MR. McGILL: That's correct.

20 MR. HOWARD: And, so the ten day response 21 dealt with the March letter.

22 MR. McGILL: Okay, and the 30 day dealt with 23 the response for the pre-consideration.

24 MR. HOWARD: For the petition, yes.

1 MR. McGILL: For the petition?

2 MR. HOWARD: Yes, that's correct, sir. 3 MR. McGILL: Then what did you say happened 4 after that?

5 MR. HOWARD: The next I heard on it was the 6 letter that was faxed to me from Cincinnati, was the 7 letter from Angela Elgee to Emery, stating they were not 8 going to take any action on their amendment of their 9 operation specifications.

10 MR. McGILL: Well, we have a, the letter that 11 was sent by legal counsel for Emery, the director of 12 flight standards in which they, he went directly to at 13 that time Mr. Lacey, to try to work out whatever 14 happened. Then he sent this letter on December 30th. 15 But, somewhere between December 1st and December 30th 16 the certificate on the 17th was transferred to 17 Cincinnati. Now, why would you do that?

18 MR. HOWARD: Why would we transfer the 19 certificate? That was a prearrangement in a year of 20 makings between the division manager of Western Pacific, 21 and the division manager of Great Lakes. The transfer 22 didn't take place until Cincinnati was staffed to take 23 the certificate. And they were staffed, and agreed to 24 accept the certificate on December 17th.

MR. McGILL: So, this is just sort of
 coincidental to the fact?

MR. HOWARD: That's correct.

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MR. McGILL: This petition for reconsideration was filed on the 30th of December. And you brought up the fact that the manager for, continues to go ahead and work on this at the time. Ms. Elgee, she did not respond until March the 13th. That's three months later. Is that typical? Or, what is the responsibility of the FAA to respond to something sent by an operator?

11 MR. HOWARD: I can't speak for the director of 12 flight standards on what time limits that they have to 13 do that. The rule just says they have 30 days in which 14 to ask for a stay, or petition the director. And from 15 there it's, I don't, I don't know of any time limits.

MR. McGILL: Well, in the letter that was sent Three months later she makes a statement that the FSDO, and Emery, has come to a resolution which resolves the need to amend the OPS specs of Emery. Do you know what that resolution was?

21 MR. HOWARD: I don't sir, no.

22 MR. McGILL: Did they ever talk to you about 23 that?

24 MR. HOWARD: No, sir.

1 MR. McGILL: You don't know how it was handled 2 then either?

MR. HOWARD: No, I don't.

3

MR. McGILL: I wonder what the purpose of this letter was then? It didn't really, it just says that, that it was resolved, and sent three months later. So if he didn't send it, nothing would have, he didn't seem to say anything to me. So, I was just, do you know anything? Were you just copied this letter? Is that correct?

11 MR. HOWARD: Pardon me?

12 MR. McGILL: You were just copied?

MR. HOWARD: I was not copied. It was sent to me as a courtesy from Cincinnati. And I'm not sure who sent it. It didn't have a name on it, it just showed up on our fax machine. But, it had, my PMI said it came from Cincinnati, so --

MR. McGILL: At the time when you were, you had technically already rescinded the reliability program, or it was in the process, I guess. And you had some enforcement actions pending. What happened to those enforcement actions after December 17th, when this was transferred to Cincinnati?

24 MR. HOWARD: We were still working then

through the western pacific region. Western Pacific
 legal had all of the enforcement actions at that time.
 And they were coordinating with Washington on them.
 Nothing was ever settled on them, and then in 2001 they
 were all sent, taken out of the western pacific region,
 and sent back to the Great Lakes region to be
 incorporated in the final agreement between Emery and
 FAA.

9 MR. McGILL: Does the legal counsel of the 10 region typically just hold these enforcement actions 11 like that? Or, do they communicate back and forth with 12 you, or the principal, or the person that originated the 13 enforcement action? What is this relationship like? 14 MR. HOWARD: Once we turn over an enforcement 15 action to legal it becomes theirs, and they do with it 16 as they please. Sometimes they talk to us and 17 coordinate, and sometimes they don't. In Emery's case 18 there were a number of them that they did coordinate 19 with the inspectors.

20 On the, on the larger ones they coordinate 21 generally with Washington. And we don't hear anything 22 from them until either Washington okays them, or 23 Washington makes some changes. And periodically I would 24 inquire of legal of where they are, and what's the

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standing on various EIR's. And they're
 pretty good at telling me where they are, and what's
 going on with them. But, it's a very slow moving
 process when you're dealing with some complex, and some
 high dollar EIR's. So, it's not surprising, it takes
 quite some time.

7 MR. McGILL: Do you feel that relationship is 8 adequate? Or, could it be improved? Or, should you 9 have more of a participating role in those actions? Not 10 only you as a manager, but take it down even further to 11 the person, to the principal that's creating the 12 enforcement action.

MR. HOWARD: A number of years ago there was a MR. HOWARD: I think, between legal and the principal inspectors. That's who they deal with, they don't generally deal with me. But, it seems over the past few years that the legal department is just overwhelmed with the EEO, and MSPB, and the court actions, and those kinds of things that they have to work in conjunction with safety issues.

I just think they're over taken by events, and work load, and don't have time for it.

23 MR. McGILL: How large is that office for 24 general counsel for the region? 1

#### MR. HOWARD: Pardon me?

2 MR. McGILL: How large is each region's 3 general counsel?

MR. HOWARD: I don't know about each region. Western Pacific, they have six, seven attorneys. And they're not all assigned to flight standards, of course. But, when I go to legal and look at their work load, and they have stacks piled half way to the ceiling on the floor, it's, they are very much overloaded then.

10 MR. McGILL: Is there training given to the 11 principals, or the person in the region aiding the 12 enforcement action of how to better present this 13 enforcement action, so that perhaps they could do their 14 job better, or?

MR. HOWARD: FAA provides training. We have compliance and enforcement training that I feel is a pretty good course. And our inspectors, by in large, write very good packages. And these packages are reviewed by specialists in the division before they go onto legal. And once they go through the package, and we've been through it, it's, I would say it's complete.

There's not a lot of occasion that legal will come back and say, well, you've got to have this, or you

forgot this. Pretty much they're satisfied with the
 cases, it's just time that it takes to go through them,
 and for them to prepare their papers.

MR. McGILL: Just reading through several boxes of rebuttals from Emery, from many of the allegations, and the violations that were, the renforcement actions filed, I just couldn't help note, I even took a few notes, that they talked about, no specific deficiencies were mentioned for the alleged finding. You

11 didn't provide certain types of information, there was 12 no supportive documentations that were -- and I know 13 we're getting into a very legalistic area right in here. 14 But, it seems like that's what it's getting into now a 15 days with the airlines. They go out and get attorneys, 16 and their rebutting these allegations. But, they're 17 having a difficult time, because they, they're looking 18 at this, and there's not enough documentation sometimes 19 to rebut.

And, so their insurers that are coming back, which is what we at the Board have looked at. I find that perhaps some of these enforcement actions could be better written, or better presented. Because, and I can see where maybe the general counsel of the region would

be hesitant to file certain violations, or operators
 with the data that they had in hand. Does any of this
 make sense? Have you run across any of this?

MR. HOWARD: No, the violations that our legal department has passed forward, as far as I know are complete. Because once they pass them onto, either to the operator, depending on the amount of the civil penalty, or to Washington to review for the higher ones, I haven't received any information, or any request for additional information from Washington, or from legal once they write their paper.

From time to time we do receive information from Western Pacific legal for some additional information, or documents. But, once that goes onto the operator I can only assume that it's complete, because legal is the one that sends them on.

17 MR. McGILL: By the way, were you, were you 18 involved with any manner with the interim settlement 19 agreement between the FAA and Emery?

20 MR. HOWARD: No, I wasn't involved, and I 21 don't even know what the settlement was.

22 MR. McGILL: Did anyone from legal counsel 23 talk to you about some of the enforcement actions, or 24 anything in the way of, because they were getting ready 1 to glob all of these together. Did anyone at all, did 2 anybody talk to you at all about how the relationships 3 with the FAA and Emery, once that certificate left your 4 facility?

5 MR. HOWARD: No, I haven't heard from anybody.
6 MR. McGILL: So, you haven't heard from
7 anybody?

8 MR. HOWARD: No.

9 MR. McGILL: You read the paper just like the 10 rest of us?

11 MR. HOWARD: Yes.

MR. McGILL: After the certificate left in the middle of September, you still had to continue to work those enforcement actions that you had filed earlier, though. Is that correct?

16 MR. HOWARD: Legal was still working then,17 yes.

18 MR. McGILL: What was the outcome when several 19 letters were sent to Emery from your office requesting 20 that information be sent to them? Do you remember that, 21 any of those things?

22 MR. HOWARD: We sent many, many letters. So, 23 I don't know unless you have some specific item there. 24 MR. McGILL: Well, they were, the principal

1 avionic inspector requested, this was all a part of the 2 action 0028 in April of 2000, they requested a bunch of 3 documentations of a UNS, the ISSS, and the different --4 , flight data recorder parameters, and so forth. And 5 then this is all a part of our Exhibit 7TT. And then we 6 have a telex that was a statement where you had a 7 conversation with, presented to Mr. Wood, in which they 8 considered the EIR0028 closed.

9 And then on May of 2000, a conversation 10 between Mr. Skaggs and Mr. Wood where he said he would 11 not provide any records. And to contact legal counsel. 12 Do you remember any of this?

MR. HOWARD: A little bit. As I recall the MR. HOWARD: A little bit. As I recall the PAI was, I was working through the PAI at Cincinnati to obtain some information that legal had asked him to get on those particular systems. And since 028 was in the document for the rescinding of the OPS spec, I believe that's what Emery used to say that that was closed.

However, subsequently to the fact that, that the operation specification letter was sent saying they were taking no action on it, 028 was reopened with Western Pacific. And there was a request for some additional information which our PAI asked for Emery. And Emery said they would not furnish it because that

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1 PAR, PIR was closed.

2 MR. McGILL: Well, how can it, if it's closed 3 how can it be reopened?

MR. HOWARD: Well, it was not closed due to the fact that there was no action taken on the OPS spec, which left that EIR to be put back into the system.

7 MR. McGILL: I see, I see. Had you rescinded 8 the D74 or 76, then that would have -- 028?

9 MR. HOWARD: Exactly.

10 MR. McGILL: Okay.

MR. HOWARD: And I'm only saying what I think happened. Was that Emery felt that since we didn't take any action on the OPS specs, that EIR was closed and done with, and were not going to furnish us any information.

16 Since we didn't deal with Emery directly at 17 that time, we were dealing through Cincinnati, there was 18 just a refusal to submit that information. And then 19 subsequently to that those EIR's were then sent to Great 20 Lakes, and it was round up in the final agreement.

21 MR. McGILL: You did not personally get 22 involved one way or the other?

23 MR. HOWARD: No, I didn't.

24 MR. McGILL: You were just kind of following

1 what was transpiring between --

2 MR. HOWARD: That was just my briefings. 3 MR. McGILL: Do you recall from Exhibit 17S, a 4 memo from the Emery CMT to you, the manager of the FSDO, 5 that was sent on January 22nd of '99? It was 11 pages It elaborated that Emery's management 6 long. 7 representatives would rather expand their resources 8 defending their decisions, or denying that a compliance decision even existed. They said that they, Emery 9 10 sanctioned internal policies and directives to company 11 personnel that were directly contrary to FAR 12 regulations.

The trend seems to have been increasing for the last 12 to 18 months. Later on, when we looked at that earlier, talked about the 2000, the January of RASIP. At that time they had three category A items, which are non-compliant. By the time they did the next RASIP, which was after, by the time the certificate was already in Cincinnati, I forgot what it is, but it's, it was up to 43. Which means that Emery is, from this perspective is getting worse and worse all the time. Now this, at this stage this letter was in

23 January of, January 22nd of '99. It says Emery does not 24 report findings of corrosion as required from the CPCP

1 program. They've got 12 open EIR's right now pending. 2 They've got, they haven't sent in any reliability 3 programs for 21 checks. This thing just goes on and on. When they, they had problems with manuals, and 4 5 training. And then they state right here that Emery is 6 controlled by it's only customer, Emery Worldwide, and 7 freight forwarder, which expertise is the trucking 8 business, and not airline safety. From their perspective operational control issues are constantly 9 10 challenged, but are always under control by the freight 11 forwarders, not the airline. They make 12 serious allegations in here, and they get into all of 13 these, the innovative solutions and support systems that 14 they were having problems with, training for this IS and 15 S system, and digital data air computer systems. And 16 then the last part of it they recommend suspension of 17 the air carrier certificate until compliance is obtained 18 as specified in under this Board order, the FAR.

Now, when something is sent to you like this, 20 14 pages of very strong allegations, what do you do with 21 this?

22 MR. HOWARD: During the time that that letter 23 was written there were EIR's on all of those systems 24 that they mentioned, the ISNS, and the innovative

systems. And that's part of that 12 EIR's they're
 talking about.

3 When they get down to the suspension, in March 4 of that year we had a meeting down in Western Pacific 5 with our legal counsel, and our division manager, and 6 discussed the possible suspension of the certificate 7 based on all of these issues. Legal counsel at the time 8 said we did not have significant evidence that he could 9 support that. His thought was that when we finished all 10 of the EIR's he would look at them as a total package, 11 and make another decision whether it warranted 12 suspension.

And then in March of that year, based on that document and EIR's that we had, also based on some further documentation on the corrosion control program, and some of the changes from levels from what the contract maintenance had reported, plus what Emery had reported. That's what prompted the operations specification, the rescinding of that, as an alternative to suspension of the certificate, which they said we didn't have enough evidence.

We felt that by suspending the certificate, or not the certificate, by rescinding the OPS spec we could gain the same advantage. We would have them redo their complete maintenance program, and reliability program,
 and we could achieve the same.

3 MR. McGILL: Who makes these decisions like 4 that? Do you make those decisions?

5 MR. HOWARD: Which decisions?

6 MR. McGILL: To, for instance, do you have a 7 certificate management team send you this letter saying 8 that they should suspend the certificate. That once you 9 get that, you said earlier that the legal counsel 10 determined that maybe they didn't have enough, the 11 evidence wasn't strong enough. Are they making that 12 decision? Do they, is it a collaborative decision? Who 13 makes the decision to suspend a carrier that's operating 14 under your system?

MR. HOWARD: We put forth the recommendation. And then it goes to the divisional level, and to legal Provide the legal and the decision comes out of the joint agreement between legal and FAA, as to what we're going to do with it.

20 MR. McGILL: Were you talking any to AFS1 at 21 this time?

22 MR. HOWARD: No, we were not. It was all at 23 the local level at that time.

24 MR. McGILL: Why would these inspectors feel

1 that they had strong enough views to show a carrier 2 down, and legal feel they didn't have enough evidence to 3 do that?

4 MR. HOWARD: I can't speak for legal counsel, 5 but that was their decision that they could not support 6 it.

7 MR. McGILL: Could you override that decision?
8 I mean, could you still have gone ahead and presented
9 something to the system?

10 MR. HOWARD: As a matter of fact we did. We 11 submitted an enforcement action for that. That went 12 from suspension, they changed that to 4.4 million civil 13 penalty on that particular issue. And that was their 14 prerogative to do that.

MR. McGILL: What happened to these summary civil penalties? We read about it, ALPA kept a big list of all the different penalties. But, were they ever actually sent out? Did Emery collect any money on any of these penalties?

20 MR. HOWARD: There were, as I recall three 21 that actually were sent to Emery.

22 MR. McGILL: Three from your --

23 MR. HOWARD: Three from our enforcement24 actions. And there were a number of them that were not

on the road yet, so to speak. But, Emery had been given
 an alert. Nothing has happened to those. They were all
 consolidated into the final agreement.

MR. McGILL: But, the question is, why was nothing done at that time? I'm mean, it's later, I know it was consolidated a year or so later. But, how long does it take to get an enforcement action? Get some action out of something? How long does it take for you to do what you did? You know, why is this process so slow?

MR. HOWARD: When you have enforcement actions that exceed \$50,000 they have to go to Washington for approval. And when you're talking four and \$7 million takes whatever time Washington decides they're going to take, and I have no control over that.

MR. McGILL: So, it's, at that point it's Taken out of the region even if general counsel out of Washington is now handling it. Is that more or less what's happening?

20 MR. HOWARD: That's correct.

21 MR. McGILL: Okay, and it goes through then 22 the phases of whatever the enforcement actions are, I 23 guess, in the civil filters. At the time before the 24 certificate departed San Jose, do you think that Emery

1 was really cooperating to bring itself into compliance? 2 MR. HOWARD: If I could back up just a little 3 bit. From the time I became involved in Emery in '92 up 4 through towards the end of '96, Emery was really a top 5 notch organization. I mean, they responded well, did 6 things well. We noticed the turn in late '96 of non-7 response. And it started, was on it's way down from 8 there. And we had --

9 MR. McGILL: Was that because of change of 10 personnel? Or, what caused that?

MR. HOWARD: I don't know if that was the cause, but they did have a change. They had a change in corporate headquarters, and also the COO and CEO of Hemery changed. I don't know that I would say definitely that was it, but I do know that in '96 there were some drastic changes that took place. And as my inspectors say they think that they were being controlled by the parent company. I can't dispute that, but I don't know that for a fact.

20 MR. McGILL: In all of the correspondence that 21 we have with the letters back and forth, and we have it 22 at least a half a dozen times, they feel that Emery 23 spent more time trying to write a solution, rather than 24 just actually fix the solution.

We've heard that time and time, when we interviewed the various principals. They spent more effort trying to resolve something rather than actually going out and fixing it. Was that, was that something that you would have agreed to, or with? MR. HOWARD: Yes, like I said from '96 on it seemed to be that way.

8 MR. McGILL: Is there any difference in how 9 the oversight of an operator, whether it be a freighter, 10 between a freighter and a cashier operator. Is there 11 any difference in this oversight of an FAA -- ? 12 MR. HOWARD: Not from our point of view. 13 MR. McGILL: So, you would treat a 14 supplemental freighter exactly like a supplemental 15 cashier?

16 MR. HOWARD: For the most part. I mean, there 17 are some differences.

MR. McGILL: Yeah, there's differences, but --MR. HOWARD: But in the realm of safety I wouldn't treat them any different than any other carrier.

22 MR. McGILL: I've asked this to other people, 23 including FAA people, but in your opinion would you say 24 that the top management of Emery, these problems were

1 caused by inexperience? Or, the fact that they were not 2 knowledgeable? Or, that they lacked a commitment to do 3 what was necessary by the FAA standards?

MR. HOWARD: You're asking an opinion? MR. McGILL: Yes, you had that certificate for a long time. Were those people at the top? Are they top, or are they just not knowledgeable? Were they experienced enough? Or, should they have been replaced? What is your, I mean, we've lost a carrier here, it's no longer in operation. We're just trying to understand what happened here.

MR. HOWARD: Well, I think we're trying to MR. HOWARD: We're wondering what happened as well. The same management was in place in '92 that was in place in '98 and '99 except for the COO, and a couple of the top parent company managements. They had a change in engineering. They developed an engineering group when we put the DC-10 on.

19 They had competent engineers. The management 20 of that we felt might have been a little weak, but in 21 management as long as it has technical people doing the 22 functions, it shouldn't be a problem. But, the other 23 management, well qualified people.

24 Why the change in '96 in cultural attitude? I

1 don't know.

2 MR. McGILL: Have you been involved in any 3 other meetings, once it left, the certificate left your, 4 San Jose, were you involved in any particular meeting 5 say in July of 2000? Or, anything involved with the 6 certificate?

7 MR. HOWARD: We had a meeting in our division 8 in July. That meeting had Emery management and counsel, 9 or counsel, and our technical people from the FSDO, and 10 our division manager. We had a meeting discussing 11 several of the enforcement packages. If that's the one 12 --

MR. McGILL: Why weren't you, you're perspective, I guess those were your enforcement actions by the San Jose?

16 MR. HOWARD: Yes, and since we still had them 17 in July they wanted to discuss them. Basically to try 18 and resolve them before they got out on the street.

MR. McGILL: What were some of these issues? MR. HOWARD: They were the high dollar ones. EIR's that, one of them I believe was 4.4 million, the other one was for a million, three. They were there to discuss the action that we had against Emery for a falsification of documents.

1 MR. McGILL: Was that the corrosion? 2 MR. HOWARD: Yes. And then the meeting took 3 place, we were advised there were only going to be two 4 that were going to be discussed, and that was to civil 5 penalties. When we arrived there we found out that they 6 had withdrawn the enforcement against Emery for record 7 falsifications. So --

8 MR. McGILL: Who withdrew that?

9 MR. HOWARD: Legal.

10 MR. McGILL: Legal from the region?

MR. HOWARD: I don't know, sir. We were not 12 told, and --

MR. McGILL: Tell me a little bit about this14 falsification of the corrosion?

MR. HOWARD: We had seven aircraft that we had inspected record, both at the contract out sourcing facility that did the maintenance. And then compared Emery's reports to that. And we found the majority of level two and three corrosion reporting had been downgraded to level one. And what that does is if you maintain a level three it means you have to change your maintenance program inspection intervals to maintain a level one corrosion.

24 So, based on that fact, is why we wrote the

enforcement action to suspend the certificate pending
 compliance. And that was down graded then to a 4.4
 million, and eventually closed with no action.

4 MR. McGILL: Was Boeing brought in to analyze 5 some of these corrosion problems?

6 MR. HOWARD: I know that the principal 7 inspector talked to Boeing, then Douglas, down in Los 8 Angeles about it. But, I don't have the particulars on 9 that.

10 MR. McGILL: Have you ever seen someone, is it 11 ever approved, or been anywhere that a person could 12 downgrade corrosion like that, once it's found and set? 13 MR. HOWARD: I've never run across that 14 before.

MR. McGILL: There's no, what I'm saying, there's no approval to do that, is there?

17 MR. HOWARD: No, not that I'm aware of.

18 MR. McGILL: I mean, however the approval was 19 set by the carrier through their control, probably the 20 control after it comes back from maintenance overhaul. 21 Is that correct?

22 MR. HOWARD: I didn't understand that, the 23 first part.

24 MR. McGILL: Well, when a, for instance, a 145

1 sets in the inspection process writes up a level, that 2 is not necessarily the level. It's evaluated by the 3 quality control portion of the company, is it not? 4 Which then may change it, say from a level two to a 5 level one, or something of that nature. Is that, and 6 they have that authority to do that. Is that correct? 7 MR. HOWARD: The authority to change it to a 8 level one?

9 MR. McGILL: Yes.

MR. HOWARD: Not that I'm aware of. MR. McGILL: So, if I take an airplane to say TTS, and one of their people writes up a level two corrosion in an area, by the time my quality assurance auditors get there to re-evaluate it, they look at it, and whatever, with their expertise they think that's level one. You're saying that they wouldn't have that ability to do that?

MR. HOWARD: Well, at the repair station they have representatives there that will look at the same thing. Now, if that representative disagrees, and they come to an agreement that it's not, they could --MR. McGILL: And is that what happened here on

23 this particular, on these cases right here? Was that --24 MR. HOWARD: Not from the indications that we

1 had. It arrived at Emery as a level three. And

2 there's, there's different, I don't know exactly how to 3 put this because I'm not really technical on corrosion, 4 but there's extensive areas, and corrosion has to be a 5 certain type of corrosion, it has to include a certain 6 area of distance, or members, and whatever.

Now, when you get a level three, and it
8 includes all of those areas that specify a level three,
9 I don't know how you can judge that as being a level one
10 in my mind.

11 MR. McGILL: Now, this was done, this was 12 already addressed and done away with prior to you 13 entering into that meeting. Is that correct?

14 MR. HOWARD: Yes, it is. I say that because 15 the opening statement from the legal counsel was --

16 MR. McGILL: Your legal counsel?

17 MR. HOWARD: No.

18 MR. McGILL: Their legal counsel?

19 MR. HOWARD: Emery's counsel was that we

20 understand that enforcement action number so and so has 21 been withdrawn, and our legal counsel said yes that has 22 been withdrawn. And it was after that that we found out 23 which one it was.

24 MR. McGILL: A lot of attorneys working back

1 and forth here, isn't there?

2 MR. HOWARD: That's generally what they do. MR. McGILL: But, do these attorneys come back 3 4 and talk to the people that's actually -- these 5 corrosions, and creating these? I haven't met too many 6 attorneys in really 40 years that have kind of skill 7 level to understand all of this without going back and 8 getting someone. You're kind of referring that they 9 don't necessarily do that. And in this case they didn't 10 talk to you. Did they talk to the principals that work 11 for you about that? 12 MR. HOWARD: No. 13 MR. McGILL: So, they made that decision using 14 some other means of evaluation? 15 MR. HOWARD: Yes, and I can't say they didn't 16 get it evaluated by somebody, but not by us. 17 MR. McGILL: But, not by you? 18 MR. HOWARD: No. MR. McGILL: What else was involved in that 19 20 meeting? 21 MR. HOWARD: That was about all. They 22 explained their position, and then asked for two months 23 to respond to the allegations. And they were given two 24 months. And that's the last I heard of it.

1 MR. McGILL: And then the next thing, by 2 August they had come up with an interim settlement 3 agreement?

4 MR. HOWARD: Yeah, they did respond to legal 5 on the documents. And, but I don't know what the 6 outcome was of it. Eventually it was consolidated with 7 the rest of it.

8 MR. McGILL: Was anybody from the Cincinnati 9 office present during that meeting?

10 MR. HOWARD: From where?

11 MR. McGILL: The Cincinnati office?

12 MR. HOWARD: No, sir.

MR. McGILL: Or, the Great Lakes region? I'll tell you what, Jay, I've just about asked what I think, it's over for me right now. Let's take a break, we'll come back.

17 (Off the record at 10:07 a.m.)

18 (Back on the record at 10:30 a.m.)

MR. GUNTHER: Okay, Mr. Howard, I'm Todd Gunther from the Airline Pilot's Association. To your understanding why was the certificate moved from your certificate management office to Cincinnati? Do you remember the reasons that occured at that time? MR. HOWARD: Mr. Scott came out and visited

1 me, and discussed the fact that he was, would like to 2 move the certificate. His reasons were two fold. One 3 of them was that we had a, sort of a part-time APM that 4 was working with Emery. And he thought that that wasn't 5 sufficient enough for him. And we were in the process 6 of obtaining a permanent APM.

7 Also, he said that the didn't feel that he was 8 getting enough oversight from FAA, and he would like to 9 be closer to the FAA to an office which he described as 10 Detroit. He wanted to go and have

11 Detroit -- . Those were the reasons.

12 MR. GUNTHER: And when you say Mr. Scott, is 13 that Ken Scott?

14 MR. HOWARD: Yes.

MR. GUNTHER: And they proposed moving the certificate to -- Michigan, Detroit Michigan? Correct? MR. HOWARD: That's correct.

18 MR. GUNTHER: Did you notice any type of 19 reaction on their part when the FAA proposed moving the 20 certificate management office to Cincinnati? Were they 21 displeased with that decision, or?

22 MR. HOWARD: They didn't mention that to me. 23 MR. GUNTHER: Mr. McGill mentioned the number 24 of letters, including one that was in the internal memo

1 that we sent to you from the certificate management
2 team. In addition to that when going through that
3 package that was produced by the NTSB for the public
4 hearing, it seems that approximately once a month there
5 was a letter going out to Emery from your office in
6 regards to problem areas. Is that pretty normal in your
7 experience level for when you're managing an airline of
8 that size?

9 MR. HOWARD: Pretty much.

10 MR. GUNTHER: At the time, or now in 11 hindsight, did you ever consider Emery to be a problem 12 carrier? Did it take a lot more effort on your part in 13 order to attempt to bring them into compliance compared 14 to others that you had managed?

MR. HOWARD: The last approximately year and a half to two years on the certificate it became more troublesome.

18 MR. GUNTHER: And would that be post '96?19 MR. HOWARD: Yes.

20 MR. GUNTHER: Other than the facts that you 21 talked about that you received, that your PMI told you 22 about, and said that it had come from AFS300, during the 23 time period that you were managing Emery's certificate, 24 and during the time that you were having difficulty

1 bringing in the complaints, did you ever have any

2 conversations, or memos, faxes, or any interaction with 3 the AFS300 at that time?

4 MR. HOWARD: No.

5 MR. GUNTHER: Did they ever show any type of 6 interest in the problems that you were having with the 7 certificate?

8 MR. HOWARD: No.

9 MR. GUNTHER: How about AFS200?

10 MR. HOWARD: We didn't deal with 200 on 11 issues, or problems. We did deal with them on some 12 programs, but not issues.

13 MR. GUNTHER: Have you ever heard the, of the 14 system that's an electronic data collection system 15 called Merit?

16 MR. HOWARD: Yes.

MR. GUNTHER: Okay. Is that the system that you were talking about before in regards to reliability programs? Is that what they were using at the time? MR. HOWARD: They were using the Merit system for, I can't tell you exactly everything that it encompassed, but that system had not been approved by us. When we told them several times about the Merit system, that they needed to, to run it along side their

current system that they were using, which I don't
 remember the acronym of their current system they were
 using. But, it had a problem of failing, and not giving
 them the information they needed for them to report to
 us on SDR findings, and that sort of thing.

6 MR. GUNTHER: And did they discontinue the use 7 of the Merit system? Or, did they continue to run a 8 parallel program after it was discussed with your 9 office?

10 MR. HOWARD: I don't recall.

11 MR. GUNTHER: Apparently there are, one of the 12 things that we also noticed in the document, that during 13 the period from September to December of 1988 Emery 14 apparently had an absence of accurate fleet data with 15 respect to their reliability program.

And particularly And particularly maintenance reliability reports, and maintenance interruption summary reports. Did you ever get involved in any of the interaction with the company in regards to that problem?

21 MR. HOWARD: Only through briefings with the 22 PMI, that he was not receiving reports regularly like he 23 was supposed to be.

24 MR. GUNTHER: Was he concerned about that?

1 MR. HOWARD: Yes.

2 MR. GUNTHER: Do you remember any of the 3 conversations you had with him in regards to that? Did 4 he suggest any improvements or alternative arrangements 5 in order to be able to either capture that data, or to 6 modify the reliability program?

7 MR. HOWARD: He spent most of that time 8 talking with Emery, and their engineering, and their 9 reliability manager. I don't, I wasn't directly 10 involved in that.

MR. GUNTHER: Now, during the time that the certificate was at your office, did you, did it ever come up to the point where the Merit system became capable of running the reliability program properly? Swas it ever approved?

16 MR. HOWARD: No.

MR. GUNTHER: Did you believe that they hadadequate reliability personnel at the time?

MR. HOWARD: We didn't have a problem with the personnel. The people who were actually running the program were quite qualified.

22 MR. GUNTHER: Did you ever receive any 23 explanation as to why five Emery DC-8's, aircraft C 24 intervals were escalated without the benefit of adequate

1 reliability program analysis or evaluation?

2 MR. HOWARD: Not to my knowledge. Now, they 3 may have with the PMI, but not that I know of.

4 MR. GUNTHER: Apparently during the time that 5 this was going on, your office had three 6 DC-8's in November, 996 Trolley Fox Trot, 997 Trolley 7 Fox Trot, and 998 Trolley Fox Trot. And those aircraft 8 were removed from service by the end of the day for 9 significant corrosion, what they considered to be 10 requiring major repairs, okay? How come those, were you 11 ever given any explanation by the carrier as to how come 12 those aircraft had not either been previously repaired, 13 or removed from operation?

MR. HOWARD: I don't remember those airplanes by N numbers, or the circumstances surrounding them. I don't think they were removed by the FAA. I know Emery removed several of them that we knew about. But --

MR. GUNTHER: And I just have one more question for you Mr. Howard. In hindsight, for instance, is there anything you would have done differently than was done during the time that you were out, that you were managing the certificate through your office? Knowing what you know now about the carrier, the problems that occurred after 1996, and sort of speak

1 what I would consider to be the change in the tide at 2 the time? Or, is there anything you can suggest to the 3 FAA in the future, or towards, to the NTSB, or to any of 4 your other offices on another way to handle this? Or, 5 are there any suggestions that you think would be a good 6 idea in the future for situations like this that would 7 occur in order to bring a carrier into compliance?

8 MR. HOWARD: I couldn't suggest anything else. 9 We did everything that we could. And I think the 10 principals who were involved did the very best that we 11 could in order to work with the airline. I don't see 12 how anything could change. I wouldn't have changed 13 anything.

14 MR. GUNTHER: Jay, thank you very much.15 MR. HOWARD: Sure.

16 MR. GUNTHER: I have no further questions.

17 MR. McGILL: Lyle?

18 MR. STREETER: Jay, there was some discussion 19 about the first DC-10 going on the OPS specs a little 20 earlier. Did you, did there ever come a time when you 21 had to discuss with Emery any concerns about putting 22 more DC-10's on the certificate?

23 MR. HOWARD: The discussion never came up with 24 us to put more on. We did know that their plans in the

1 future were to add, and remove DC-8's as they, as they
2 put on the DC-10's. But, it was never discussed with
3 us.

MR. STREETER: Okay, so there were, there
never were any more DC-10's that actually went on the
OPS specs past the first one. Is that correct?
MR. HOWARD: Not when we had it, no.
MR. STREETER: Okay, now given what you had at
the time, if Emery had asked for more 10's ont he
certificate, would you have been able to do it then?
MR. HOWARD: We would have definitely
considered it, as long as they were going to remove
three of their older DC-8's. Because that way you get
new, and then eliminate three other issues.

MR. STREETER: All right. Now, going down to the discussion that Frank had with you about how a theoretical proposed suspension is handled. And there was some discussion on your part that it was a collaborative decision between the -- management team division, and general counsel.

If the CMT and division agreed that suspension was needed, and counsel disagreed, would that stop any certificate action at that point? I guess my question is, is there any way for certificate action to proceed

1 if the certificate management team wants it, the

2 division wants it, and the counsel does not want to do 3 it? Can you proceed with the certificate action at that 4 time?

5 MR. HOWARD: I've never gotten that far in a 6 certificate action to answer that correctly. But, 7 usually legal has a reason for not doing that, and 8 they'll tell you what the reasons are. And if, and one 9 of the reasons could be they need more evidence. 10 And they

11 would tell us we need more of this, more of this. And 12 we would go out and see if that exists. Barring that, 13 if they just flat say that we have no way of supporting 14 this, I don't know how much further you can go with it, 15 from my experience.

16 MR. STREETER: All right, I have no further 17 questions.

MR. HOFFSTETTER: Dave Hoffstetter, Tennessee 19 Tech Services. Just a couple of questions. I'd like to 20 ask an opinion about inspection, inspectors. At what 21 point in a carrier do you think you should have on the 22 aircraft, or inspectors out, full time inspectors 23 watching what the mechanics are doing? Is there a ratio 24 between mechanics and inspectors? Or, a level of

1 maintenance that would require an inspection? Or, is 2 there a point with the carrier where you should have 3 full time inspectors out there watching what the 4 mechanics are doing?

5 MR. HOWARD: You know, I don't think we're 6 ever going to be at the point where we have enough 7 inspectors in the government to go out and look over the 8 mechanics as they do their work functions.

9 MR. HOFFSTETTER: I'm talking about Emery's 10 employees that are inspectors, not FAA inspectors.

MR. HOWARD: Okay, now could you, could you give me that question again since I know what you're looking for?

MR. HOFFSTETTER: Were you, at one point do you feel like the air carrier should provide full time inspectors to oversee what the mechanics are physically accomplishing on their aircraft? Is there a ratio of mechanics to inspectors? Or, is there a level of maintenance that would mandate that you need a full time inspector? Is there any criteria that you're aware of, or that you feel there should be full time inspection people out watching what the mechanics are doing? MR. HOWARD: From experience, going back to my Pan American experience, we didn't have inspectors

1 looking at everything that we did. We performed the 2 work, and if it had a buy off by an inspector, they 3 would come back and inspect the work that we had done, 4 and buy off. But, the ratio between mechanics and 5 inspectors is very small.

6 MR. HOFFSTETTER: One per 20, one per 50, one 7 per?

8 MR. HOWARD: Well, we used to have two 9 inspectors per airplane on a heavy surge.

10 MR. HOFFSTETTER: How about line stations, or 11 B-checks?

MR. HOWARD: Only if there was any items that required inspection to look at would there be an inspector there. And they would look at the paperwork up front, figure out where they had to be. And then they would check, and whenever they found one that would sign off they'd go inspect it. That's basically the way they operated.

MR. HOFFSTETTER: But, they had full time, reported to the inspection department full time people that could do that?

22 MR. HOWARD: That's true, that's correct. 23 MR. HOFFSTETTER: And that's my question. At 24 what point do you back away from a designated inspector

1 program where you've got ten people out there working on 2 a B-check, and you designate three of them as inspection 3 designees for the B-check program. They finish the B-4 check, and get on with business. At what point do you 5 have somebody that reports full time, not through 6 production, but to the quality control department 7 exclusively?

8 MR. HOWARD: I can't tell you what the ratio 9 might be on that. But, organizations generally have a 10 specific number of full time inspectors. They can also 11 have, depending on the size of the air carrier, 12 designated people who can also do that inspection work 13 as long as they're not working on that particular part 14 of the aircraft.

Now, what the ratio is between full time inspectors and designated? I don't think there's any set figures on that.

MR. HOFFSTETTER: Let's talk for a minute minute about Emery's CPCP program. My understanding, this is just what I've been told, is that Emery ran their CPCP program based on an alternate means of compliance. They didn't use the Douglas CPCP task cards as they were written in the book, and didn't use the same times as Douglas or Boeing had submitted. Is that, is that your

1 understanding?

2 MR. HOWARD: I'm not familiar with their, with 3 their program. I didn't get that intimately involved in 4 their corrosion program.

5 MR. HOFFSTETTER: I was very surprised during 6 the public hearing phase to find out that Emery had no 7 full time inspectors that watched what the mechanics 8 were doing, and were physically B-checks, or auditing 9 paperwork on the line. All they did was, all they used 10 was designated inspectors. Their inspectors were office 11 people who audited paperwork, and reviewed forms. Is 12 that your understanding of how their inspection system 13 worked?

MR. HOWARD: I don't know first hand Information on how that worked. But, as I understood it, they did have full time inspectors. Now, if something's changed, I wasn't aware of it. But, early on when I first came into the office, I know they had an inspection department with inspectors. Where it went from there I'm not really sure on that.

21 MR. HOFFSTETTER: I don't have any other 22 questions.

23 MR. McGILL: Clint?

24 MR. THAYER: Clint Thayer, Boeing Company. I

1 don't have any questions at this time.

2 MR. McGILL: Okay, Tom? 3 MR. WOOD: No questions. 4 MR. McGILL: Frank? 5 MR. HILLDRUP: Yeah, Frank Hilldrup, NTSB. 6 Jay, mostly just a rehash of the areas that have been 7 covered so far. I just want to clarify some things for 8 my purpose. I think a question was asked, or a couple 9 questions were asked about, for instance, were perhaps 10 the problems that were ongoing between the FAA and 11 Emery, were they a result of, in your opinion, of a lack 12 of knowledge within Emery, and I think a lower

13 experience at those positions that were necessary? And 14 the answer I believe from you was, no, you didn't 15 believe that was the case. Was that your answer? Or, 16 do you remember?

MR. HOWARD: I don't believe experience was18 the problem, no.

MR. HILLDRUP: Okay, how about, and I believe 20 part of the question from Mr. McGill was, how about 21 their commitment, or willingness, or attitude? And I 22 can't remember what your answer was on that, but let me 23 re-ask that. In your opinion were the difficulties in 24 how I might characterize the FAA trying to get Emery to

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respond to letters that were being sent, or do the
 things in their minds that should have been happening.
 Was that due to a lack of commitment, and this is in
 your opinion, a lack of commitment, or a willingness, or
 attitude on the part of Emery?

6 MR. HOWARD: Post '96, that's my opinion. 7 MR. HILLDRUP: That there was a lack of 8 commitment by Emery?

9 MR. HOWARD: There was a lack of, of, well, I 10 guess commitment's a pretty good word. It's not the 11 word I was looking for, but I don't know what else to 12 use.

MR. HILLDRUP: That's good enough. And I MR. HILLDRUP: That's good enough. And I believe you had said that some of these management changes after '96 were the COO, the chief operating officer for, is this for Emery, or is this for the parent company?

18 MR. HOWARD: This was Emery.

19 MR. HILLDRUP: Okay.

20 MR. HOWARD: And the parent company had a 21 change, also, in one of the high management --

22 MR. HILLDRUP: Okay, you had indicated a 23 couple of other top management changes. And again, that 24 was, Emery was the parent company, or the --

1 MR. HOWARD: I think that was the only time I 2 mentioned that was just those two instances.

3 MR. HILLDRUP: Okay, the COO for Emery, and 4 what other positions? I'm sorry, would you reiterate? 5 MR. HOWARD: The other position was either an 6 executive vice-president, or the president of the parent 7 company.

8 MR. HILLDRUP: And in your opinion it was 9 those, those two positions. There was a change of 10 personnel that may have led to a decline, or some change 11 in how Emery responded after that time frame? 12 MR. HOWARD: There seemed to be a definite

13 cultural change about that period.

MR. HILLDRUP: Okay. And another question was asked about the number of letters. And I think this characterizes maybe on average one per month. But there, in my opinion, and again I don't have a whole lot of experience with what's typical, and I believe you said that this is not unusual to get perhaps a letter per month on average. And I'll characterize them as surveillance letters, I don't know what else you would call these. But, and I believe you said, well, that's not unusual, or it may be typical.

24 But, how about the content of the letters?

1 And again, I'm making a broad characterization of the 2 type of letters that were sent. But, because there were 3 so many, would you say that the content of the letters, 4 and the types of things that they were asking for, was 5 that also typical?

6 MR. HOWARD: No, I think, I think in this case 7 it was letters sent out for corrections, answers coming 8 back that were not corrections. So, in this case we 9 were just not getting the responses that we needed in 10 order to clear up some of the items that we were 11 discussing.

MR. HILLDRUP: And going back to this July 12 13 2000 meeting where several things were discussed. Ι 14 just want to clarify again for my understanding about this falsification, I believe it was the 15 16 characterization, or the actual alleged violation. 17 Could you walk me back through that? I'm not too familiar with, I understand it was a corrosion, there 18 19 was a downgrade of corrosion I believe on an airplane, 20 or airplanes. And falsification is a pretty strong 21 word, but that was, was that, that was part of an EIR? That was part of an enforcement action initiated by the 22 23 FAA on this particular subject?

24 MR. HOWARD: That's correct.

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1 MR. HILLDRUP: And was there an allegation 2 that the company, or an individual within the company 3 falsified records on this issue? I mean, is that what 4 we're talking about here?

5 MR. HOWARD: What you're saying is probably 6 strong language. But, the word that was used was 7 fraudulent entries, which probably is the same thing.

8 MR. HILLDRUP: Fraudulent entries.

9 MR. HOWARD: That was used for seven 10 airplanes.

MR. HILLDRUP: Seven airplanes involving the 12 corrosion? Downgraded corrosion?

13 MR. HOWARD: Corrosion downgrading. There 14 again, legal found that there wasn't enough evidence to 15 go forward with that.

MR. HILLDRUP: And on this allegation alone, was this what precipitated your office's recommendation to suspend the certificate? Or, was it a combination of a series?

20 MR. HOWARD: It started out as a combination, 21 but ended up with that particular one as the main basis 22 for it.

23 MR. HILLDRUP: And again, that recommendation 24 goes to Western Pacific legal, at least initially from

1 your --

2 MR. HOWARD: It goes from our, from us to the 3 division as a recommendation. The division then reviews 4 it. And if they agree with it, it goes onto legal as a 5 recommendation.

6 MR. HILLDRUP: When you say the division at 7 this time that would be Mr. Gilliom?

8 MR. HOWARD: Yes.

9 MR. HILLDRUP: And as far as you know that was 10 passed along to Mr. Gilliom to legal? It did get to 11 legal then?

MR. HOWARD: It did get to legal then, yeah. MR. HILLDRUP: Okay, and so the, this went from, and you don't know who within legal? Whether it was, stayed within Western Pacific, or whether it went to D.C.? But, I guess if we're talking something of this magnitude, would you expect that D.C. legal was involved in resolving this?

MR. HOWARD: In the beginning, I'm not sure. Because it first went from a recommendation for suspension pending compliance to 4.4 million. And I don't know whether Western Pacific did that alone. I suspect they did. And then from there it went to Washington.

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MR. HILLDRUP: Because it exceeded 50,000?
 MR. HOWARD: That's correct.
 MR. HILLDRUP: And then by the time of this

4 meeting you were informed at the beginning, or you
5 learned at the beginning, and I don't know if the
6 characterization's correct, this finding, or this EIR
7 was closed altogether with no action against the
8 company?

9 MR. HOWARD: Yes, it was withdrawn as 10 they --

11 MR. HILLDRUP: Withdrawn?

12 MR. HOWARD: Right.

13 MR. HILLDRUP: Did you have any discussions 14 with your principals after that meeting? I mean, were 15 you surprised at this action?

16 MR. HOWARD: Very much.

17 MR. HILLDRUP: And were they surprised?

18 MR. HOWARD: Yes.

MR. HILLDRUP: Just a couple other questions. This petition for reconsideration, after your, and again, back in March of '99 you initiated a letter and informed Emery of, I guess your proposed action on rescinding their, I guess their reliability program, was that at a short term escalation?

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# MR. HOWARD: Both of them.

2 MR. HILLDRUP: Okay, and was there, and I'm 3 sure that these things take time, but you had given Emery 10 days, and you said you extended that, or 4 5 allowed them more time to respond to that. Was there correspondence back and forth either in writing, or 6 7 verbally, between March and December of that year? MR. HOWARD: 8 Yes.

MR. HILLDRUP: What was the, what was the 9 10 nature of it? I'm not aware of what, I don't think I 11 have any copies of that stuff. But, was it just purely 12 on the basis of we need more time to respond to this? 13 Or, was there more details involved?

14 MR. HOWARD: Well, they responded within ten 15 days, but requested an extension to develop documents on 16 how they were going to correct these items that were 17 listed. And, so we allowed them an extended time, and I don't remember how long it took for them to prepare 18 19 their documents and send them to us. But, there was 20 also some other things that were involved here. The 21 RASIP that we working, and the EIR's.

And, so it took a period of months to get all 22 23 of the responses, and to review them, to discover that 24 there weren't any fixes. And that's why the next

1 letter.

2 MR. HILLDRUP: And based on what you know 3 about this process, and how the, Emery's petition for 4 reconsideration of this was sent to AFS1. Is that, in 5 your experience or knowledge, is that typical? MR. HOWARD: That's the way it's supposed to 6 7 work. MR. HILLDRUP: It is supposed to go to AFS1? 8 9 MR. HOWARD: Yes. MR. HILLDRUP: And what's your understanding 10 11 of the FAA's obligation, or requirement or whatever, to 12 that in a timely fashion? Do you know if there's any 13 requirement? 14 MR. HOWARD: I don't know of a time limit for 15 AFS1 to respond. But, normally AFS1 is the person who 16 responds to the petition. 17 MR. HILLDRUP: Okay. You mentioned about 18 RASIP's, and that was another question I had. The RASIP 19 that was done, I believe was February of '99? Is that 20 correct, when the --21 MR. HOWARD: Out of our office, yes. 22 MR. HILLDRUP: And it was, could you tell me 23 what precipitated, or what concerns were raised? And

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24 this was a bit of a focus on the ULD's, is that correct?

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MR. HOWARD: Yes.

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MR. HILLDRUP: What prompted that? What 2 3 concerns? Were these ongoing concerns by your 4 principals? Or, what, why was there a RASIP initiated? MR. HOWARD: Well, we had a lot of concern. 5 In fact, we had met with Emery, discussed the concerns 6 7 that we had with the ULD's, and the aircraft systems, the loading systems for the ULD. And at the same time 8 our geographic inspectors located around the United 9 10 States were starting to pick up on the same subject. 11 And we were having enforcement actions coming out of 12 Florida. And We had an inspector come from Florida to 13 Chicago, and found some more. And in Denver some more, 14 and in Los Angeles they were picking up on ULD's. So, looking at the whole system, our division 15 16 decided let's go do a focused inspection on ULD's. They 17 finally acted on recommendations that we had put forth a 18 year before. And, so that's what generated it. 19 MR. HILLDRUP: Who finally acted on the 20 recommendations? MR. HOWARD: Our division, Dave Gilliom. 21 22 MR. HILLDRUP: Okay. And was it purely on the 23 basis of what you guys were seeing, the FAA was seeing, 24 with Emery and this area of their operation? Or, was it

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a matter of these issues had been raised with Emery?
 And I'm sure when there are findings by the different
 inspectors that presented them. And was it an issue of
 simply the findings?

5 Or, the fact that these findings were 6 presented to Emery, and that there was, and in the FAA's 7 mind a lack of response to them. And that, in effect, 8 precipitated the RASIP? Was it, was it both of those 9 things that brought that about?

MR. HOWARD: That's correct. We find very li little response.

MR. HILLDRUP: Okay, I wanted to ask just a 12 13 couple more. And one of them was on the flight data 14 recorder. Now, I don't know how well you know about We've had, on this airplane the investigation was 15 this. 16 impeded because the elevator, if I can get it straight 17 now, on certainly one of the parameters, I believe the 18 elevator position parameter was, the conversions that we 19 were provided to read out to the FDR were improper. And 20 as a result the, one of the plots that we had was not correct, and it didn't show up right away. And luckily 21 22 it was eventually caught. And that led to a lot of the 23 findings that we've had here.

24 But, and as a result of our direct

1 involvement, I think we did a couple of other airplanes
2 that we were involved with doing some checks, and some
3 rigging checks, we found a couple of other airplanes,
4 DC-8's with Emery that had some problems when you
5 compare what kind of output we were getting from the
6 FDR. And I think that there was submissions that were
7 raised by the PAI, and Mr. Pearson at the time with
8 Emery.

9 Do you know, are you aware of the FDR problems 10 with Emery?

MR. HOWARD: I'm not aware of the specific problems. But, I am aware of the problems, and the letters going back and forth between the principal of AVI, saying Emery.

MR. HILLDRUP: Okay, well, just one more question. And it's also, I'd like to ask you, I think you were asked by somebody else about whether there were anything else that you would do differently, or any changes. But, I also would like to make a specific question about the issue of the inspectors, and office managers, and their involvement with the legal process when it comes to EIR's.

And it's a little bit disturbing that theinspectors do, they work hard to generate these things.

And while there may be some interaction, there seems to
 be very little interaction by legal back to the
 originating office, and the originating inspectors.
 It does

5 sound like it happens on occasion, but I don't know if 6 there's any, there's certainly no requirement. Is that 7 correct? There's no requirement for legal to go back 8 and talk to the originating office, and inspectors 9 before they close out, or withdraw an EIR?

MR. HOWARD: No requirements that I know of. Generally, they'll talk to us. But, there are occasions where --

13 MR. HILLDRUP: Are they asking you things? 14 Or, are they telling you what they're going to do? 15 MR. HOWARD: Sometimes they'll come out and 16 tell us that they're going to make certain changes to 17 it, or they're going to change the CP, and why they're 18 doing that. Other times they'll ask us for additional 19 information. Or, they'll ask us to explain a document 20 that was submitted.

If they look at a package, and they have no questions, they may make changes to it, and never let us And we'll find out at a later time, so.

24 MR. HILLDRUP: And I understand that they're

1 looking for, you know, they need to look at things in 2 perhaps a slightly different perspective, because they 3 need to carry this thing forth. But, certainly in the 4 case of the corrosion issue where when things were quite 5 clearly in some people's minds downgraded, and I'm still 6 at a loss, and I don't expect that you can answer that 7 question either since you were surprised as well.

8 But, I'm still at a loss at how this can be, 9 can go from a suspension, proposed suspension, a 10 certificate down to a fine, and then fully withdrawn. 11 And you don't, again, I'll ask you again, you don't have 12 any information on how that was done, or why?

13 MR. HOWARD: I have no information.

MR. HILLDRUP: Would you like to see, and I MR. HILLDRUP: Would you like to see, and I think I heard that you're retiring soon, so I'll still ask you. But, would you think that it would be beneficial that this process involving DIR's, and actions against, or enforcement actions, do you think it would be beneficial if legal were more interactive with the originating office then, in fact, they have been in order to resolve these issues? Do you think it would be a good idea for them to step up their interaction with the originating office?

24 MR. HOWARD: In my opinion, I think legal

1 ought to bring the principal inspectors in on any change
2 that they propose, or think to make on any case. And in
3 years past it used to be that way. But, I think it's
4 important. It's, in fact, it's imperative that they do
5 that. And we had passed that information onto legal,
6 our feelings on that situation.

7 MR. HILLDRUP: Okay, thanks a lot. I have 8 nothing else.

9 MR. McGILL: Jay, thank you very much for your 10 cooperation, and talking to you today. We appreciate it 11 very much.

12	MR.	HOWARD:	Okay,	you're w	velcome.
13		(Record	closed	l at 11:1	LO a.m.)
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