116TH CONGRESS 2D SESSION	S.
------------------------------	----

To amend title 49, United States Code, to require more accountability in the airline industry, and for other purposes.

IN THE SENATE OF THE UNITED STATES

Mr. Blumenthal (for himself, Mr. Markey, and Mr. Udall) introduced the following bill; which was read twice and referred to the Committee on

A BILL

To amend title 49, United States Code, to require more accountability in the airline industry, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS; DEFINI-
- 4 TION.
- 5 (a) Short Title.—This Act may be cited as the
- 6 "Restoring Aviation Accountability Act of 2020".
- 7 (b) Table of Contents.—The table of contents for
- 8 this Act is as follows:
 - Sec. 1. Short title; table of contents; definition.
 - Sec. 2. Compensation and bonus accountability.
 - Sec. 3. Independent aircraft type certificate review panel.

- Sec. 4. Increased and targeted oversight of organization designation authorizations.
- Sec. 5. Domestic and international aircraft sales.
- Sec. 6. Whistleblower incentives and protections.
- Sec. 7. Additional requirements for organization designation authorizations.
- Sec. 8. Preserving FAA control of delegation oversight authority.
- Sec. 9. Operational suitability of the design.
- Sec. 10. Flight simulator training.
- Sec. 11. Commission on improving the Organization Designation Authorization program.
- Sec. 12. Implementation of recommendations of the Boeing 737 MAX Flight Control System Joint Authorities Technical Review (JATR).
- 1 (c) Definition.—In this Act, the term "Adminis-
- 2 trator" means the Administrator of the Federal Aviation
- 3 Administration.
- 4 SEC. 2. COMPENSATION AND BONUS ACCOUNTABILITY.
- 5 (a) FAA APPOINTEES, EXECUTIVES, AND SENIOR
- 6 Professionals.—Section 40122(c) of title 49, United
- 7 States Code, is amended—
- 8 (1) in the subsection heading, by striking "Re-
- 9 STRICTION" and inserting "RESTRICTIONS";
- 10 (2) by striking "No officer" and inserting the
- 11 following:
- 12 "(1) IN GENERAL.—No officer"; and
- 13 (3) by adding at the end the following:
- 14 "(2) Executive compensation.—Not later
- than 180 days after the date of enactment of this
- paragraph, the Administrator shall revise the Execu-
- tive Compensation Plan to ensure that no pay,
- bonus, or other compensation for an officer or em-
- 19 ployee of the Administration subject to such Plan is
- contingent on delivery of airplanes, the number of

1	aircraft certified, or the number of audits com-
2	pleted.".
3	(b) ODA UNIT MEMBERS.—Section 44736(a) of title
4	49, United States Code, is amended—
5	(1) in paragraph (1), in the matter preceding
6	subparagraph (A), by striking "paragraph (3)" and
7	inserting "paragraphs (3) and (4)"; and
8	(2) by adding at the end the following:
9	"(4) ODA UNIT PERFORMANCE STANDARDS.—
10	The procedures manual for any ODA holder, wheth-
11	er approved by the Administrator before, on, or after
12	the date of enactment of the Restoring Aviation Ac-
13	countability Act of 2020, shall be deemed to be not
14	approved, unless, not later than 180 days after the
15	date of enactment of this paragraph, the ODA hold-
16	er certifies to the Administrator that the procedures
17	manual the ODA holder operates under prohibits de-
18	livery of airplanes from being a performance stand-
19	ard for any individual who is a member of an ODA
20	unit.".
21	SEC. 3. INDEPENDENT AIRCRAFT TYPE CERTIFICATE RE-
22	VIEW PANEL.
23	(a) Establishment.—Not later than 180 days after
2324	(a) Establishment.—Not later than 180 days after the date of enactment of this Act, the Administrator shall

1 eral Regulations, establishing an independent aircraft	type
--	------

- certificate review panel (in this section referred to as the
- 3 "panel") that meets the requirements of this section.
- 4 (b) Membership.—The panel membership shall in-5 clude 18 representatives, including—
- 6 (1) 5 members who are aviation safety profes-7 sionals, at least 2 of whom are members of a non-8 profit pilot labor organization (which may include a 9 labor organization representing pilots for cargo and 10 passenger air carriers operating under part 121 of title 14, Code of Federal Regulations) and at least 12 1 of whom is a member of a nonprofit flight attend-13 ant labor organization (which may include an au-14 thorized representative for flight attendants of pas-15 senger air carriers operating under part 121 of title 16 14, Code of Federal Regulations);
 - (2) 4 members who are Federal Aviation Administration Aviation Safety Inspectors or collective bargaining representatives of such inspectors;
 - (3) 3 members who are pilots responsible for setting training standards and flight operational procedures at the airlines intending to operate the aircraft being reviewed and that employ them;

11

17

18

19

20

21

22

23

1	(4) 3 members who are frontline maintenance
2	aviation inspector professionals from a nonprofit
3	labor organization; and
4	(5) 3 members who represent the covered man-
5	ufacturers.
6	(c) Duties.—The panel shall—
7	(1) review each aircraft type certificate issued
8	after the date of enactment of this Act by the Ad-
9	ministrator every 5 years after the date of the
10	issuance or review of the certificate, as applicable;
11	(2) review any amendment to an existing type
12	certificate made after the date of enactment of this
13	Act; and
14	(3) not later than 6 months after each such re-
15	view, issue a recommendation regarding whether an
16	application for a new aircraft type certificate should
17	be submitted to the Administrator as a result of
18	changes or proposed changes in the design, power,
19	thrust, or weight of the aircraft (regardless of how
20	extensive).
21	(d) New Application Required.—If, after review
22	of a type certificate application for a covered aircraft, the
23	panel recommends to the Administrator that the covered
24	manufacturer of the covered aircraft should apply for a
25	new type certificate, and the Administrator accepts the

	U
1	recommendation, the type certificate so reviewed shall no
2	longer be considered airworthy as of the date the Adminis-
3	trator accepts the recommendation and any further oper-
4	ation of the covered aircraft shall be unlawful until a new
5	type certificate is issued for the covered aircraft.
6	(e) Publication of Recommendation Results.—
7	The Administrator shall make the recommendations pro-
8	duced under this section available to the public in a
9	searchable, sortable, and downloadable format through the
10	internet website of the Federal Aviation Administration or
11	other appropriate methods and shall ensure that the data
12	are made available in a manner that—
13	(1) does not provide identifying information re-
14	garding an individual or entity; and
15	(2) prevents inappropriate disclosure of propri-
16	etary information.
17	(f) Definitions.—In this section:
18	(1) COVERED AIRCRAFT.—The term "covered
19	aircraft" means a transport-category aircraft oper-
20	ating under a type certificate issued under part 121
21	or 135, or both, of title 14, Code of Federal Regula-
22	tions.
23	(2) COVERED MANUFACTURER.—The term
24	"covered manufacturer" means an entity that manu-
25	factures or otherwise produces aircraft and holds a

1	production certificate under section 44704(c) of title
2	49, United States Code.
3	SEC. 4. INCREASED AND TARGETED OVERSIGHT OF ORGA-
4	NIZATION DESIGNATION AUTHORIZATIONS.
5	(a) In General.—Section 44736(b)(3)(C) of title
6	49, United States Code, is amended by inserting "that in-
7	cludes a comprehensive, independent audit of ODA prac-
8	tices, as well as a review of recommendations and actions
9	of the organization management team responsible for
10	overseeing the ODA holder and of safety management ini-
11	tiatives, at least once every 3 years, regardless of the
12	length of time an entity has been an authorized ODA hold-
13	er" before the semicolon.
14	(b) Public Availability of Audits and Re-
15	VIEWS.—Section 44736(b) of title 49, United States Code,
16	is amended by adding at the end the following:
17	"(4) Publication of Audit and Review Re-
18	SULTS.—Not later than 30 days after the completion
19	of each audit and review conducted in accordance
20	with paragraph (3)(C), the Administrator shall sub-
21	mit the results of the audit and review to the Com-
22	mittee on Commerce, Science, and Transportation of
23	the Senate and the Committee on Transportation
24	and Infrastructure of the House of Representa-
25	tives.".

1 SEC. 5. DOMESTIC AND INTERNATIONAL AIRCRAFT SALES.

- (1) REQUIREMENT.—As part of the aircraft certification process for any aircraft sold after the date of enactment of this Act, the Administrator—
 - (A) shall require covered manufacturers to submit information regarding whether an aircraft is going to be sold to a domestic or foreign air carrier, including the potential need for additional training materials, operating and maintenance procedures, simulator training, minimum flight experience requirements in a transport category aircraft, or modifications to the airplane manual as a result of the sale to the air carrier, the countries in which the aircraft is expected to be operated during the first 5 years after such sale, or both; and
 - (B) shall not deem sellable any aircraft sold after the date of enactment of this Act until the Administrator has determined, based on the information submitted in accordance with subparagraph (A), that all necessary additional training materials, operating and maintenance procedures, simulator training, minimum flight experience requirements in a transport category aircraft, or modifications to the air-

	9
1	plane manual will be provided by the covered
2	manufacturer as part of the sale of the aircraft
3	to the air carrier.
4	(2) Rulemaking.—Not later than 6 months
5	after the date of enactment of this Act, the Adminis-
6	trator shall issue interim final regulations that im-
7	plement the requirements of this section.
8	(b) Flight Standardization Board Stand-
9	ARDS.—Not later than 180 days after the date of enact-
10	ment of this Act, the Administrator shall petition the
11	International Civil Aviation Organization to require that
12	the country in which an aircraft is granted an initial flight
13	certificate shall be the lead country for purposes of setting
14	the Flight Standardization Board standards for the air-
15	craft.
16	(c) REQUIRED COMPLIANCE WITH APPLICABLE
17	International Safety Standards.—An aircraft that
18	is manufactured in the United States may not be sold
19	after the date of enactment of this Act to a foreign air
20	carrier unless the Administrator has determined, through
21	an assessment under the International Aviation Safety As-
22	sessment (IASA) program, that such country is in compli-
23	ance with safety standards established by the Inter-
24	national Civil Aviation Organization (ICAO).

25 (d) Definitions.—In this section:

1	(1) AIR CARRIER.—The term has the meaning
2	given that term in paragraph (2) of section 40102
3	of title 49, United States Code, and includes a for-
4	eign air carrier, as defined in paragraph (21) of
5	such section.
6	(2) AIRCRAFT.—The term "aircraft" has the
7	meaning given that term in paragraph (6) of section
8	40102 of title 49, United States Code.
9	(3) COVERED MANUFACTURER.—The term
10	"covered manufacturer" means an entity that manu-
11	factures or otherwise produces aircraft and holds a
12	production certificate under section 44704(c) of title
13	49, United States Code.
14	SEC. 6. WHISTLEBLOWER INCENTIVES AND PROTECTIONS.
15	Section 42121 of title 49, United States Code, is
16	amended—
17	(1) in subsection (b)(2), by adding at the end
18	the following:
19	"(C) JUDICIAL CAUSE OF ACTION.—If the
20	Secretary has not issued a final decision within
21	180 days of the filing of the complaint and
22	there is no showing that such delay is due to
23	the bad faith of the complainant, a person may
24	seek relief by bringing an action at law or eq-
25	uity for de novo review in the appropriate dis-

1	trict court of the United States, which shall
2	have jurisdiction over such an action without
3	regard to the amount in controversy. Such an
4	action shall, at the request of either party to
5	the action, be tried by the court with a jury.";
6	and
7	(2) by adding at the end the following:
8	"(f) Application to Other Individuals.—The
9	whistleblower protections afforded under the preceding
10	subsections of this section shall apply to the following indi-
11	viduals in the same manner and to the same extent as
12	such protections apply to an employee described in sub-
13	section (a):
14	"(1) Employees, contractors, and subcontrac-
15	tors of any entity that manufactures or otherwise
16	produces aircraft and holds a production certificate
17	under section 44704(c) of title 49, United States
18	Code.
19	"(2) Employees, contractors, and subcontrac-
20	tors of any repair station operating under part 145
21	of title 14, United States Code.
22	"(3) Employees, contractors, and subcontrac-
23	tors of the Federal Aviation Administration.
24	"(g) Application of Motor Vehicle Safety In-
25	CENTIVES AND PROTECTIONS.—The incentives and pro-

- 1 tections afforded under section 30172 to an employee or
- 2 contractor of a motor vehicle manufacturer, part supplier,
- 3 or dealership shall apply in the same manner and to the
- 4 same extent to individuals described in subsections (a) and
- 5 (f) of this section.
- 6 "(h) RIGHTS RETAINED BY EMPLOYEE.—Nothing in
- 7 this section shall be deemed to diminish the rights, privi-
- 8 leges, or remedies of any employee under any Federal or
- 9 State law, or under any collective bargaining agreement.
- 10 "(i) Nonenforceability of Certain Provisions
- 11 Waiving Rights and Remedies or Requiring Arbi-
- 12 TRATION OF DISPUTES.—
- 13 "(1) WAIVER OF RIGHTS AND REMEDIES.—The
- rights and remedies provided for in this section may
- not be waived by any agreement, policy form, or con-
- dition of employment, including by a predispute ar-
- bitration agreement.
- 18 "(2) Predispute arbitration agree-
- 19 Ments.—No predispute arbitration agreement shall
- 20 be valid or enforceable, if the agreement requires ar-
- 21 bitration of a dispute arising under this section.".
- 22 SEC. 7. ADDITIONAL REQUIREMENTS FOR ORGANIZATION
- 23 DESIGNATION AUTHORIZATIONS.
- 24 (a) Issuance of Certificates.—

1	(1) In general.—Section 44702(d) of title 49,
2	United States Code, is amended—
3	(A) in paragraph (1), by striking subpara-
4	graph (B) and by inserting the following:
5	"(B) any other matter relating to issuing
6	the certificate other than the final authority for
7	approving the issuing of the certificate."; and
8	(B) by adding at the end the following:
9	"(4) An employee of a qualified private person may
10	not be provided a delegation under paragraph (1) unless
11	that employee has first been approved by the Adminis-
12	trator (under a process determined appropriate by the Ad-
13	ministrator).
14	"(5) A qualified private person or a delegated em-
15	ployee of a qualified private person (as applicable) shall
16	sign, under penalty of perjury, each certificate issued
17	under paragraph (1)(B) by that person or employee.".
18	(2) CLARIFICATION.—The amendments made
19	by paragraph (1) shall have no effect on any certifi-
20	cate issued prior to the date of the enactment of this
21	Act by a private person, or an employee under the
22	supervision of that person, pursuant to such section
23	44702(d).

1	(b) OTHER FUNCTIONS.—Section 44736(a) of title
2	49, United States Code, as amended by section 2(b), is
3	amended—
4	(1) in paragraph (1), in the matter preceding
5	subparagraph (A), by striking "and (4)" and insert-
6	ing ", (4), and (5)"; and
7	(2) by adding at the end the following:
8	"(5) Additional requirements.—In over-
9	seeing any ODA holder, regardless of whether the
10	ODA holder operates under a procedures manual ap-
11	proved by the Administrator before, on, or after the
12	date of enactment of the Restoring Aviation Ac-
13	countability Act of 2020, the Administrator shall—
14	"(A) identify and establish prerequisites,
15	such as minimum work experience, education,
16	and license requirements, for members of ODA
17	units for each delegated function;
18	"(B) require that, in order to be approved
19	to be a member of an ODA unit, an individual
20	must be nominated by the individual's employer
21	to serve as a delegated representative of the
22	FAA and under the direction of the FAA in a
23	specific field or skill code and the nomination
24	must identify the unique skill, education, and
25	work experience that the employer believes

1	uniquely qualifies the individual to serve as a
2	delegated FAA representative for that field or
3	skill code;
4	"(C) not approve any individual as a dele-
5	gated FAA representative for a function unless
6	the individual meets the prerequisites estab-
7	lished by the Administrator for that function;
8	"(D) provide specific training to the indi-
9	viduals approved to serve as a delegated rep-
10	resentative of the FAA in a specific field or skill
11	code that explains the individual's role and re-
12	sponsibility and limits of authority when acting
13	as a delegated FAA representative;
14	"(E) be the final authority for any type
15	certificate issuance; and
16	"(F) not delegate final authority for any
17	type certificate issuance.".
18	(c) Cost Recovery Matrix.—
19	(1) In general.—Not later than 180 days
20	after the date of enactment of this Act, the Sec-
21	retary of Transportation shall study, develop, and
22	submit to the Committee on Commerce, Science, and
23	Transportation of the Senate and the Committee on
24	Transportation and Infrastructure of the House of
25	Representatives a proposed cost recovery matrix that

1	may be applied to any company or organization
2	seeking product type certification from the Adminis-
3	trator.
4	(2) Public comment period required.—Be-
5	fore developing the proposed cost recovery matrix re-
6	quired under paragraph (1), the Secretary of Trans-
7	portation shall provide a 90-day period for public
8	comment on the proposed development of such a ma-
9	trix.
10	SEC. 8. PRESERVING FAA CONTROL OF DELEGATION OVER-
11	SIGHT AUTHORITY.
12	Section 44736(a) of title 49, United States Code, is
13	amended—
14	(1) in paragraph (1)—
15	(A) by striking subparagraph (B) and in-
16	serting the following:
17	"(B) delegate to the ODA holder the func-
18	tions to be performed as specified in the proce-
19	dures manual, unless the Administrator deter-
20	mines that the public interest and safety of air
21	commerce requires a limitation with respect to
22	1 or more of the functions; and";
23	(B) in subparagraph (C), by striking ";
24	and" and inserting a period; and
25	(C) by striking subparagraph (D); and

1	(0) ' 1 (0)
1	(2) in paragraph (3)—
2	(A) by striking subparagraph (B) and in-
3	serting the following:
4	"(B) delegate to the ODA holder the func-
5	tions to be performed as specified in the proce-
6	dures manual, unless the Administrator deter-
7	mines that the public interest and safety of air
8	commerce requires a limitation with respect to
9	1 or more of the functions; and";
10	(B) in subparagraph (C), by striking ";
11	and" and inserting a period; and
12	(C) by striking subparagraph (D).
13	SEC. 9. OPERATIONAL SUITABILITY OF THE DESIGN.
14	Not later than 12 months after the date of enactment
15	of this Act, the Administrator shall—
16	(1) evaluate and compare the efficacy of inter-
17	national aircraft certification systems that include
18	approval of operational requirements in the certifi-
19	cation basis for the issuance of an aircraft type cer-
20	tificate, including the approval process for such re-
21	quirements under the aircraft certification system of
22	the European Union Aviation Safety Agency, with
23	the approval process for such requirements under
24	the aircraft certification system adhered to in the
25	United States: and

1	(2) revise applicable regulations to the extent
2	necessary so as —
3	(A) to make the process for approval of
4	operational requirements in the certification
5	basis for the issuance of an aircraft type certifi-
6	cate in the United States as consistent as prac-
7	ticable with the process and requirements of
8	international aircraft certification systems; and
9	(B) to require approval of operational re-
10	quirements part of the certification basis for
11	the issuance of an aircraft type certificate for
12	any U.S. State of Design aircraft.
13	SEC. 10. FLIGHT SIMULATOR TRAINING.
14	Effective on the date that is 180 days after enact-
15	ment of this Act, the Administrator shall be prohibited
16	from granting an exemption for the use of a non-motion
17	training device to replace a full motion simulator for vali-
18	dation, qualification, checking, or evaluation events, and
19	significant training leading up these events, under part 60
20	of title 14, Code of Federal Regulations.
21	SEC. 11. COMMISSION ON IMPROVING THE ORGANIZATION
22	
22	DESIGNATION AUTHORIZATION PROGRAM.
23	DESIGNATION AUTHORIZATION PROGRAM. (a) IN GENERAL.—No later than 180 days after the

- 1 establish a commission that shall study and make rec-
- 2 ommendations to the Secretary regarding the organization
- 3 designation authorization program authorized under sec-
- 4 tions 44702(d) and 44736 of title 49, United States Code,
- 5 and regulations promulgated thereunder (in this section
- 6 referred to as the "ODA program").
- 7 (b) Membership.—The commission shall be made
- 8 up of representatives of the following organizations:
- 9 (1) Nonprofit pilot labor organizations, includ-
- ing labor organizations representing pilots for cargo
- and passenger air carriers operating under part 121
- of title 14, Code of Federal Regulations.
- 13 (2) Nonprofit flight attendant labor organiza-
- tions, including an authorized representative for
- 15 flight attendants of passenger air carriers operating
- under part 121 of title 14, Code of Federal Regula-
- tions.
- 18 (3) Federal Aviation Administration Aviation
- 19 Safety Inspectors or collective bargaining representa-
- 20 tives of such inspectors.
- 21 (4) Air carriers operating under part 121 of
- title 14, Code of Federal Regulations.
- 23 (5) Frontline maintenance aviation inspector
- professionals from a nonprofit labor organization.

(c) Duties.—The commission established under this
section shall—
(1) study all aspects of the ODA program, in-
cluding with respect to the effectiveness of the ODA
program in prioritizing passenger safety;
(2) identify and consider options for targeted
improvements to the ODA program or for
transitioning the ODA program to an alternative
certification program with a more robust system of
oversight;
(3) identify barriers to, and the feasibility of,
implementing the options identified under paragraph
(2); and
(4) develop recommendations for the Secretary
based on the results of the issues examined by the
commission.
(d) Report.—Not later than 1 year after the date
on which the commission is established under this section,
the commission shall submit to the Secretary, the Com-
mittee on Commerce, Science, and Transportation of the
Senate, and the Committee on Transportation and Infra-
structure of the House of Representatives, a report on the
issues examined by the commission that includes the rec-

1	SEC. 12. IMPLEMENTATION OF RECOMMENDATIONS OF
2	THE BOEING 737 MAX FLIGHT CONTROL SYS-
3	TEM JOINT AUTHORITIES TECHNICAL RE-
4	VIEW (JATR).
5	(a) Deadlines.—The Administrator—
6	(1) not later than 180 days after the date of
7	enactment of this Act, shall begin implementing each
8	of the recommendations specified in subsection (b)
9	in accordance with the description of, and expla-
10	nation for, each such recommendation set forth in
11	the Boeing 737 MAX Flight Control System Obser-
12	vations, Findings, and Recommendations of the
13	Joint Authorities Technical Review submitted to the
14	Associate Administrator for Aviation Safety, U.S.
15	Federal Aviation Administration on October 11,
16	2019; and
17	(2) not later than every 60 days thereafter until
18	every such recommendation is fully implemented,
19	shall submit a progress report to the Committee on
20	Commerce, Science, and Transportation of the Sen-
21	ate and the Committee on Transportation and Infra-
22	structure of the House of Representatives detailing
23	the progress made in implementing each such rec-
24	ommendation.

1	(b) RECOMMENDATIONS SPECIFIED.—The rec-
2	ommendations specified in this subsection are the fol-
3	lowing:
4	(1) Recommendation R2, relating to the devel-
5	opment and use of up-to-date requirements and
6	practices, including but not limited to each of the
7	supporting recommendations R2.1 through R2.10.
8	(2) Recommendation R3, relating to the con-
9	sistent interpretation and application of require-
10	ments, including but not limited to each of the sup-
11	porting recommendations R3.1 through R3.17.
12	(3) Recommendation R4, relating to changes
13	during the certification process, including but not
14	limited to each of the supporting recommendations
15	R4.1 through R4.6.
16	(4) Recommendation R5, relating to the delega-
17	tion of certification authority, including but not lim-
18	ited to each of the supporting recommendations
19	R5.1 through R5.7.
20	(5) Recommendation R10, relating to the im-
21	pact of product design changes on flight crew train-
22	ing, including but not limited to each of the sup-
23	porting recommendations R10.1 through R10.5.
24	(6) Recommendation R11, relating to the im-

pact of product design changes on maintenance

25

23

I	training, including but not limited to each of the
2	supporting recommendations R11.1 through R11.2.
3	(7) Recommendation R12, relating to post-cer-
4	tification corrective actions and data sharing, includ-
5	ing but not limited to each of the supporting rec-
6	ommendations R12.1 through R12.4.