20g-2464



National Transportation Safety Board

Washington, D.C. 20594 Safety Recommendation



Date: July 7, 1994 In reply refer to: A-94-125 through -128

Honorable David R. Hinson Administrator Federal Aviation Administration Washington, D.C. 20591

On April 14, 1993, at 1524 Pacific daylight time, a US Navy A-6E airplane on a training flight and a Grumman G-164A Ag-Cat on an aerial application mission collided in visual meteorological conditions (VMC) near Steptoe, Washington, at an elevation of approximately 200 feet above ground level (agl). The A-6E was operating in military training route (MTR) VR13541 and was tracking approximately 033° magnetic at a ground speed of about 468 knots. The pilot of the Ag-Cat had departed the Colfax Airport, which is located 1 mile outside the southeast boundary of VR1354, and was en route to a field located 1 mile outside the northwest boundary of the MTR to dispense a load of fertilizer. The Ag-Cat was tracking approximately 334° magnetic at an estimated ground speed of 96 knots. As a result of the accident, two persons received serious injuries, one person received minor injuries, and both aircraft were destroyed. The Safety Board determined that the probable cause of the accident was "the inherent limitations of the see-andavoid concept of separation of aircraft operating under visual flight rules [VFR] that precluded the crew of the A-6E and the pilot of the Ag-Cat from recognizing a collision hazard and taking actions to avoid a midair collision."²

On July 7, 1992, a U.S. Air Force F-16 airplane operating in an MTR near Okeechobee, Florida, nearly collided with a Maule MX-7-180 airplane. The Maule was upset by the F-16's wake turbulence. Although the civilian pilot regained control of his airplane, he sustained serious injuries and his airplane incurred substantial damage from the wake turbulence. The Safety Board determined that the cause of the accident was the improper planning by the pilot of



^{&#}x27;Indicates a visual flight rules military training route with no segment above 1,500 feet agl.

²For more detailed information, read Field Accident Brief 0474 (attached).

the Maule who was flying under VFR and had crossed through the entry point of the MTR.³

On April 20, 1986, a U. S. Air Force A-7E airplane collided with a civilian glider in an MTR during VMC over Hot Springs Mountain near Warner Springs, California. Both aircraft were operating under VFR. The A-7E was attempting a rapid pull up, and the glider was attempting a nose-down, 30° right turn. The collision occurred as the A-7E was executing a southbound turn within VR1257 and the glider, also within VR1257, was attempting to gain lift on the west side of a nearby mountain. There were no injuries as a result of the collision. The pilot of the A-7E had advised the appropriate flight service station (FSS) that the route was active; however, the glider pilot had not inquired about the activity status of the route. The Safety Board determined that the probable cause of the accident was the improper preflight planning and preparation by the pilot of the glider.4

Although these three accidents are the only such mishaps involving MTRs found in the Safety Board's accident records since 1986, a check of the FAA's Near Mid-Air Collision (NMAC) records for the same period indicates that there have been 51 incidents involving military aircraft operating within MTRs and civilian aircraft that were traversing those routes. These reports indicate that in 45 cases a collision was avoided when the military flightcrews observed the general aviation aircraft and maneuvered Additionally, since 1986, 46 pilot reports to the to avoid them. National Aeronautics and Space Administration (NASA) Aviation Safety Reporting System (ASRS) have pertained to MTR incidents. Of those reports, seven involved encounters within VFR MTRs. Based on this information, the Safety Board is concerned that civilian pilots are not adequately informed about the location of MTRs, about the times when the MTRs may be in use by high speed traffic, and about the limitations of the "see and avoid" concept to assure separation between military and civil aircraft traversing these routes.

According to the Airman's Information Manual (AIM), the MTR program is a joint venture by the FAA and the Department of Defense. That is, MTRs are jointly developed for use by the military for the purpose of conducting low altitude, high speed (above 250 knots) training. There are both instrument flight rules (IFR) and VFR MTRs. The routes above 1,500 agl are developed to be flown, to the maximum extent possible, under IFR. The routes at

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³For more detailed information, read Field Accident Brief 3020 (attached).

⁴For more detailed information, read Field Accident Brief 1079 (attached).

1,500 feet agl and below are generally developed to be flown under VFR. Operations in IFR military training routes (IR) are conducted in accordance with IFR, regardless of weather conditions. Operations in VFR military training routes (VR) are conducted in accordance with VFR, except that the flight visibility must be 5 miles or more, and flights shall not be conducted below a ceiling of less than 3,000 feet agl.

The AIM indicates that information about MTRs is available from several aeronautical charts. It also instructs pilots to contact FSSs within 100 nmi of a particular MTR to obtain current information pertaining to route usage in their vicinity. Information available includes times of scheduled activity, altitudes in use on each route segment, and actual route width. Charts listed in the AIM as sources of MTR information include the IFR Low Altitude En Route Chart, the VFR Planning Chart, and the Area Planning (AP/1B) Chart and Booklet (DOD Flight Information Publication-FLIP).

A review of these sources has raised questions regarding their availability and adequacy for apprising the general aviation Specifically, many general community about MTR operations. aviation pilots who fly only under VFR conditions would not otherwise need to obtain and use the IFR Low Altitude En Route Similarly, the DOD-produced FLIP Chart and Booklet are Chart. designed primarily for military users and are available from a DOD The issuance of the VFR Planning Chart reportedly was source. discontinued in January 1993, due to funding constraints; therefore, it is no longer available to pilots as a source of current MTR information. Finally, U.S. Sectional Charts, which contain some information about MTRs, are not currently listed in the AIM as such a source. The omission of a reference to Sectional Charts in the AIM may have been intentional, since the charts are updated only at 6-month intervals and MTR routes are subject to change every 56 days. Nevertheless, in light of the previously mentioned limitations on the availability of MTR information, reference in the AIM to the widely used Sectional Chart for MTR information appears warranted. Furthermore, in light of the above discussion, and of the recognized limitations of the "see-andavoid" concept for assuring separation under the low altitude, high speed conditions of MTR operations, the Safety Board believes that the FAA should reexamine the adequacy and availability of MTR information to the pilot community and initiate action to improve the dissemination of information about these routes and to foster pilot inquiries about times these routes are in use by the military.

After the first MTR collision cited above, the Ag-Cat pilot stated that he did not know about the MTR, did not contact the FSS for information regarding the MTR, and had never heard of anyone else calling for such information. However, even if the pilot had

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called the nearest FSS at Walla Walla, Washington, he would have been given inaccurate information regarding the time that the route was active. According to the Walla Walla FSS specialist, the pilot would have been advised that the route was active 24 hours a day. However, the military agency responsible for activating the training route notified the FSS by teletype that the route would be active the day of the accident for two 20-minute periods. According to the FLIP, there were "Special Operating Procedures" in effect regarding VR1354. One of these procedures required that the military flightcrew contact the nearest FSS when the flight was entering the route. The FLIP then lists the four closest FSS's within a 100-mile radius. In this accident, the flightcrew of the A-6E had advised the Seattle FSS that the flight was entering However, the Seattle FSS specialist did not advise the VR1354. other FSS's that the MTR had become active and would be active later than originally scheduled. Therefore, although the Walla Walla FSS also services the VR1354 area, the new information was not disseminated to that station, and ultimately, if contacted, that specialist would not have been able to issue correct information to any pilots. Thus, although specific procedures are prescribed in Flight Services Manual 7110.10 for dissemination of information regarding MTR status, they were not followed in this The Safety Board believes that flight service specialists case. should be reminded of the importance of information received from military pilots that activates an MTR and the need for its prompt dissemination to other FSS and air traffic control (ATC) facilities so that accurate information may be available to civilian pilots in a timely fashion.

Accident investigation experience and NMAC reports indicate that many general aviation pilots may not be aware of the location and usage of MTRs, nor the extent to which the "see and avoid" concept for collision avoidance may be degraded during VFR flight in areas containing such operations. Also, general aviation pilots may not be aware of the need for correspondingly greater pilot precautions and vigilance when operating in MTRs.

Title 14 Code of Federal Regulations (CFR) 91.117, "Aircraft states that, "unless otherwise authorized by the Speed," Administrator (or by ATC in case of operations in Class A or Class B airspace), no person may operate an aircraft below 10,000 feet msl at an indicated airspeed of more than 250 knots (288 mph)." Military flights operating in MTRs are authorized to exceed this In fact, they frequently fly as low as 200 feet agl speed limit. and at speeds in the 420-480 knot range. Additionally, they typically are painted in colors that blend with the terrain. Notwithstanding the virtually universal use of anti-collision lights by military aircraft, these conditions make these aircraft very difficult for other pilots to see in time to maneuver and avoid a collision.

The FAA has provided excellent information for the purpose of alerting pilots to the hazards of midair collisions or near-midair collisions in Advisory Circular (AC) 90-48C, "Pilots' Role in Collision Avoidance," issued March 18, 1983. Appendix 1 of the AC indicates that for a situation in which two aircraft are on a collision course, a time of 12.5 seconds is required from initial target acquisition to the completion of a successful avoidance maneuver. By applying information from Appendix 1 to the geometry and dynamics of the previously cited A-6E/Ag-Cat collision, it was determined that the Ag-Cat airplane would have become visible to the A-6E flightcrew approximately 8.5 seconds before impact. And, had the Aq-Cat pilot been looking over his left shoulder, at the horizon, he could have first seen the A-6E approximately 3.5 seconds before impact. This example illustrates the severe limitations of the "see and avoid" concept to ensure traffic separation under the conditions of conflict that may exist in MTR It also points out the seriousness of the midair operations. collision threat that arises from flight in active MTRs and the importance of ensuring pilot awareness of the need to avoid flight into active MTRs if possible. In light of this information, the Safety Board believes that the FAA should initiate a safety education program to increase pilot awareness of MTRs, the potential hazards associated with operating in them, and the special precautions and vigilance needed to avoid midair conflicts.

Therefore, the Safety Board recommends that the Federal Aviation Administration:

Revise the Airman's Information Manual, Chapter 3, Section 5, paragraph 3-41, "Military Training Routes," by deleting reference to the visual flight rules (VFR) Planning Chart and adding a reference to the VFR Sectional Chart as a source of information about military training routes. (Class II, Priority Action) (A-94-125).

Issue a General Notice to all flight service specialists directing them to adhere to the provisions of Flight Service Manual 7110.10 regarding notification of all nearby flight service stations responsible for visual military training routes when the routes become active if the time does not correlate with that reserved by the military. (Class II, Priority Action) (A-94-126).

Reexamine the current sources and means for disseminating information to the pilot community regarding military training routes and initiate appropriate action to improve the dissemination of such information and to foster pilot inquiries about times the routes will be in use by the military. (Class II, Priority Action) (A-94-127). Develop and implement a safety awareness program for all general aviation pilots to warn them of the serious limitations of the "see and avoid" concept for collision avoidance within military training routes. (Class II, Priority Action) (A-94-128).

Also as a result of its investigation, the Safety Board issued Safety Recommendations A-94-129 and -130 to the Department of Defense.

Acting Chairman HALL and Members LAUBER, HAMMERSCHMIDT, and VOGT concurred in these recommendations.

By: Jim Hall Acting Chairman National Transpi 100 Safety Board Washington, D.C. 20594

Brief of Accident

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National Transpor n Safety Board Washington, J.C. 20594

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Brief of Accident

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National Transpor, n Safety Board Washington, J.C. 20594

Brief of Accident

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