

DEPARTMENT OF TRANSPORTATION**Federal Aviation Administration****Notice of Intent To Rule on PFC Application (99-04-C-00-SUN) To Impose and Use, and Use Only the Revenue From a Passenger Facility Charge (PFC) at Friedman Memorial Airport; Submitted by Friedman Memorial Airport Authority (Airport Authority), Hailey, ID**

AGENCY: Federal Aviation Administration (FAA), DOT.

ACTION: Notice of intent to rule on application.

SUMMARY: The FAA proposes to rule and invites public comment on the application to impose and use, and use only the revenue from a PFC at Friedman Memorial Airport under the provisions of 49 U.S.C. 40117 and Part 158 of the Federal Aviation Regulations (14 CFR Part 158).

DATES: Comments must be received on or before January 21, 1999.

ADDRESSES: Comments on this application may be mailed or delivered in triplicate to the FAA at the following address: J. Wade Bryant, Manager, Seattle Airports District Office, SEA-ADO; Federal Aviation Administration; 1601 Lind Avenue SW, Suite 250; Renton, Washington 98055-4056.

In addition, one copy of any comments submitted to the FAA must be mailed or delivered to Mr. Richard R. Baird, Airport Manager, at the following address: P.O. Box 929, Hailey, Idaho 83333.

Air carriers and foreign air carriers may submit copies of written comments previously provided to Friedman Memorial Airport under section 158.23 of Part 158.

FOR FURTHER INFORMATION CONTACT: Ms. Mary Vargas, (425) 227-2660; Seattle Airports District Office, SEA-ADO; Federal Aviation Administration; 1601 Lind Avenue SW, Suite 250; Renton, WA 98055-4056. The application may be reviewed in person at this same location.

SUPPLEMENTARY INFORMATION: The FAA proposes to rule and invites public comment on the application (99-04-C-00-SUN) to impose and use, and use only the revenue from a PFC at Friedman Memorial Airport, under the provisions of 49 U.S.C. 40117 and Part 158 of the Federal Aviation Regulations (14 CFR Part 158).

On December 15, 1998, the FAA determined that the application to impose and use, and use only the revenue from a PFC submitted by the Airport Authority, Hailey, Idaho, was

substantially complete within the requirements of section 158.25 of Part 158. The FAA will approve or disapprove the application, in whole or in part, no later than March 18, 1999.

The following is a brief overview of the application.

Level of the proposed PFC: \$3.00.

Proposed charge effective date: May 1, 1996.

Proposed charge expiration date: August 31, 2008.

Total estimated net PFC revenue: \$1,651,440.

Brief description of proposed project(s): Use Only: Upgrade runway safety areas; Impose and Use: Upgrade airport to meet Object Free Area (OFA) and Obstacle Free Zone (OFZ) standards.

Class or classes of air carriers which the public agency has requested not be required to collect PFCs: "Part 135 air taxi/commercial operators who conduct operations in air commerce carrying persons for compensation or hire, in aircraft with a seating capacity of 10 or less."

Any person may inspect the application in person at the FAA office listed above under **FOR FURTHER INFORMATION CONTACT** and at the FAA Regional Airports Office located at: Federal Aviation Administration, Northwest Mountain Regional Office, Airports Division, ANM-600, 1601 Lind Avenue S.W., Suite 315, Renton, WA 98055-4056.

In addition, any person may, upon request, inspect the application, notice and other documents germane to the application in person at Friedman Memorial Airport, Hailey, Idaho.

Issued in Renton, Washington on December 15, 1998.

David A. Field,

Manager, Planning, Programming and Capacity Branch, Northwest Mountain Region.

[FR Doc. 98-33855 Filed 12-21-98; 8:45 am]

BILLING CODE 4910-13-M

DEPARTMENT OF TRANSPORTATION**Federal Highway Administration**

[FHWA Docket FHWA-98-4790]

Transportation Equity Act for the 21st Century; Intelligent Transportation Systems (ITS) Standards; Proposed Criteria and Draft List of Critical ITS Standards

AGENCY: Federal Highway Administration (FHWA), DOT.

ACTION: Notice of proposed selection criteria and draft list of critical standards; request for comments.

SUMMARY: This notice invites comments relating to the legislative requirement to identify a list of critical standards that ensure national interoperability in the implementation of intelligent transportation system (ITS) technologies as provided in section 5206(c) of the Transportation Equity Act for the 21st Century (TEA-21), Pub. L. 105-178, 112 stat. 107, 456. Actions are currently underway by the U.S. DOT and the Intelligent Transportation Society of America (ITS America), and advisory organization to the U.S. DOT, to identify objective criteria by which critical standards are to be identified. The approach being taken to develop this list of critical standards involves a three-step process; whereby the U.S. DOT will disseminate the proposed set of criteria and draft list of standards through a number of forums, conduct outreach to the public and private stakeholder community, and evaluate comments and recommendations from the ITS America and the public. The U.S. DOT will prepare the final report outlining the critical standards and present it to the Congress by June 1, 1999.

Based upon the currently proposed selection criteria, a draft list of critical standards is also identified in this document. Although not prescribed by law, the identification of critical ITS standards is viewed as an ongoing process and therefore, the U.S. DOT may identify additional ITS standards as critical through subsequent actions on an as necessary basis, but no more than annually.

DATES: Comments on the proposed selection criteria and resulting list of critical ITS standards must be received on or before January 21, 1999.

ADDRESSES: Your signed, written comments must refer to the docket number appearing at the top of this document, and be submitted to the Docket Clerk, U.S. DOT Dockets, Room PL-401, Federal Highway Administration, 400 Seventh Street, SW., Washington, DC 20590-0001. All comments received will be available for examination at the above address between 10 a.m. and 5 p.m., e.t., Monday through Friday, except Federal holidays. Those desiring notification of receipt of comments must include a self-addressed, stamped envelope or postcard.

FOR FURTHER INFORMATION CONTACT: *For the ITS standards program:* Mr. Mike Schagrin, ITS Joint Program Office, HVH-1, (202) 366-2180. *For legal issues:* Ms. Jodi George, Office of the Chief Counsel, HCC-32, (202) 366-1346; Federal Highway Administration, 400 Seventh Street, SW., Washington, DC

20590. *For ITS America*: Mr. Roy Courtney, ITS America, Suite 800, 400 Virginia Avenue, SW., Washington, DC 20024 (202) 484-4847.

SUPPLEMENTARY INFORMATION:

Electronic Access

An electronic copy of this document may be downloaded from the Government Printing Office's Electronic Bulletin Board Service at (202) 512-1661. Internet users may reach the **Federal Register's** home page at: <http://www.nara.gov/fedreg> and the Government Printing Office's database at: <http://www.access.gpo.gov/nara>.

Internet users can access all comments received by the U.S. DOT Dockets, Room PL-401 by using the universal resource locator (URL): <http://dms.dot.gov>. Please follow the online instructions for more information and help. The paper "TEA-21 Critical Standards: Proposed Criteria and List of Critical Standards" is available at the U.S. DOT's ITS home page at <http://www.its.dot.gov>.

Background

A primary goal of the ITS Standards Program, as indicated under section 5206 of TEA-21, is to promote and ensure interoperability in the implementation of intelligent transportation system technologies. A number of standards are especially critical to ensuring national ITS interoperability or enabling the development of other standards. Actions to establish critical standards are required by TEA-21. Specifically, section 5206(b) of TEA-21 requires the Secretary of Transportation (Secretary) "not later than June 1, 1999" to "submit a report [to the Congress] identifying which [ITS] standards are critical to ensuring national interoperability or critical to the development of other standards and specifying the status of the development of each standard identified."

In responding to this requirement, the U.S. DOT has developed a discussion paper that contains proposed criteria for identifying critical ITS standards, along with a draft list of standards. The paper "TEA-21 Critical Standards: Proposed Criteria and List of Critical Standards" reflects preliminary discussions with members of the standards community and the ITS America. Key points from the paper and a list of proposed critical standards are included in this notice. The list of ITS standards from which critical standards will be selected is posted on the U.S. DOT ITS Joint Program Office's home page in text or may be obtained by contacting Mike

Schagrin as listed above in the caption **FOR FURTHER INFORMATION CONTACT.**

Conformity Requirements is Not a Subject of This Notice

In addition to the requirement for identifying critical standards, section 5206(e)(1) of TEA-21 requires the Secretary to "ensure that intelligent transportation system projects * * * conform to the national architecture, applicable standards or provisional standards, and protocols * * *" This TEA-21 conformity requirement is distinct and apart from the requirement to develop critical standards. Whereas only some ITS standards may be identified as critical, all ITS standards are subject to the conformity requirement. The conformity requirement is not a subject of this notice.

Requirement for Critical Standards List and Interim Standards Where Necessary

The U.S. DOT views the identification of "critical" standards as one of its top priorities. A number of ITS standards are especially critical for ensuring national ITS interoperability, and as noted above, the U.S. DOT is currently taking action to identify them. Under section 5206(a)(3) of TEA-21, the U.S. DOT is sponsoring the accelerated development of many ITS standards through the use of recognized standards development organizations (SDOs). It is clear that the Congress recognized the value in using an industry driven standards development process, but possibly feared this mechanism could take too long to be useful in the face of rapid deployment, and/or that U.S. DOT had very little leverage to resolve development activity that resulted in deadlock. The strategy devised by the Congress to deal with this concern was to signal industry that it had until January 2001 to come to agreement on its own, on critical standards, or the Congress would require the U.S. DOT to set the standards for industry. We believe this requirement will be effective in both expediting the standards development process and motivating otherwise deadlocked interests to find solutions before the Secretary must impose them.

Recognizing that not all standards are critical to national interoperability, the Congress is directing the Secretary to identify which standards would be targeted for intervention if the deadline in the TEA-21 is not met. The approach being taken by the U.S. DOT to develop this list of critical standards involves a three-step process as follows:

1. The U.S. DOT develops a proposed set of criteria to be used to select critical standards, required for national interoperability and the development of other standards. The criteria and the resulting list of "critical" standards will be disseminated through a number of forums, including this notice.

2. The ITS America convenes an advisory group representing interested stakeholders from the public and private sectors and conducts a workshop to provide an evaluation of U.S. DOT's proposed approach and its recommendations for both the criteria and the resulting list of standards. These recommendations are to be provided to the U.S. DOT by February 1999.

3. Taking into consideration the comments and recommendations received, the U.S. DOT will prepare the final report outlining the critical standards and present to the Congress by June 1, 1999.

Based on the standards development activity to date, it is anticipated that most critical standards will be completed well before the January 2001 deadline. Where a stalemate exists however, the Secretary is required to select a provisional standard. For those standards well along in the process, the Secretary has the option of waiving the provisional standard requirement, as allowed under section 5206(d) of TEA-21. At any time, the Secretary is also allowed to withdraw a waiver. Notice of any waiver granted, or withdrawn, by the Secretary will be published in the **Federal Register**, as required by TEA-21. In all other respects, the U.S. DOT intends to treat critical standards in the same manner as other (i.e., "non-critical") ITS standards.

Proposed Criteria and List of Critical Standards

Criteria for identifying critical ITS standards have been developed by the U.S. DOT based on detailed consideration of the statutory notions of "criticality" reflected in TEA-21 (i.e., standards that are "critical to ensuring national interoperability" or "critical to the development of other standards"). For simplicity, such critical standards are referred to as "national standards" and "foundation standards," respectively. These concepts are further defined below in the effort to establish objective criteria that logically and unambiguously lead to selection of critical standards.

National standards are those ITS standards that ensure "national interoperability." Whereas there may be other desirable national attributes or outcomes in addition to interoperability, such as economy of scale and the

resultant lower product costs or creation of a competitive marketplace with multiple choices for users, TEA-21 bases "critical" standards solely on national interoperability. In reality, few ITS services require standardized national-level interoperability. In other words, there are services that do not justify a single national hardware or software standard or, otherwise, require a direct interface to a system that is not buffered, translated, or interpreted.

Considering the various systems and interfaces of an ITS, those requiring national interoperability appear most related to the mobile element (e.g., automobile; truck; personal communications device). Unlike in fixed systems, the hardware and software of mobile systems cannot easily be adaptable to communicate with different fixed systems as the mobile unit travels. Using this somewhat bottom-up strategy and considering the practicalities related to mobile operation, ITS and interfaces that require interoperability on a national level are for services that are vehicle-oriented and services that are accessed using personal communications systems.

In considering the requirement for national interoperability for mobile systems, only the communications interface between the vehicle and the infrastructure is important. Such things as the vehicular components may, or

may not, be standardized; they are only required to support a standardized communications interface to the roadside. To illustrate this criterion of national (i.e., critical) standards, examples of mobile user-services might include:

1. Private automobiles, through the use of in-vehicle systems, maintaining the capability of obtaining traveler information as it travels across the nation.

2. Commercial vehicles electronically send identification information that results in proper payment of tolls, recording of taxes, and relaying of inspection information in any State.

Foundation standards are necessary for the development of other standards. However, simply defining "foundation standards" as standards that apply to the development of other standards is not sufficiently precise for defining critical standards. For example, an existing "family of standards" (e.g., NTCIP—National Transportation Communications for ITS Protocol) uses a single "overview" standard that underpins the remaining standards in the family. However, such overview standards are simply one piece in the framework of standards for a particular service. Within the framework or family of standards, all standards are important and essentially critical; they are all needed to provide the complete service.

Standards that are of greater applicable importance to the

development of other standards include such things as "data dictionary templates" (that provide the basic structure for designing the various data dictionaries) and "location referencing standards" (that are an integral part of the content portion of many application message lists). These types of standards are used by, and are essential for, other standards—across multiple ITS application areas. The foundation standard criterion therefore lends itself to the identification of critical foundation standards as those standards that are essential to the development of other standards, across multiple ITS application areas.

List of Proposed Critical Standards

By applying the criteria outlined above to ITS standards currently under development, the U.S. DOT has identified a proposed list of standards as critical, for the purposes of seeking public input. The following table lists the standards that meet the proposed criteria for criticality as "national" or "foundation" standards. The list is ordered alphabetically by title. The table gives the name of each standard, the objectives of the development project, the name of the lead standards development organization,¹ which critical criterion the standard meets, the specific reason the standard is critical, and the current status² of the standard.

PROPOSED LIST OF CRITICAL STANDARDS

Title of standard	Project objective	Lead SDO	Type of criticality	Rationale	Status
Advanced Traveler Information System (ATIS) Data Dictionary [SAE J2353].	Develop a minimum set of medium-independent data elements needed by potential information service providers to deploy ATIS services, and provide the basis for future interoperability of ATIS devices.	SAE	National	Enables service providers with conforming products to provide travel information to mobile users throughout the Nation.	In ballot.
Advanced Traveler Information System (ATIS) Message Set [SAE J2354].	Provide a basic message set using the data elements from J2353 needed by potential information service providers to deploy ATIS services, and provide the basis for future interoperability of ATIS devices.	SAE	National	Enables service providers with conforming products to provide travel information to mobile users throughout the Nation.	In ballot.

¹ Standards Development Organizations. AASHTO is the American Association of State Highway and Transportation Officials, ASTM is the American Society for Testing and Materials, IEEE is the Institute of Electrical and Electronics Engineers, ITE is the Institute of Transportation Engineers,

NRSC is the National Radio Systems Committee, and SAE is the Society of Automotive Engineers.

² Standards whose status is "draft" are under pre-ballot review by the standards committees of the standards development organizations. "In ballot" standards are currently being balloted by the standards committees, or have passed committee

ballot and are being balloted at another level within the standards development organizations.

"Approved" standards passed ballot in their respective standards development organizations and are awaiting further approval and/or publication of the standard.

PROPOSED LIST OF CRITICAL STANDARDS—Continued

Title of standard	Project objective	Lead SDO	Type of criticality	Rationale	Status
ATIS Message Structure for High Speed FM Subcarrier [SAE J2369].	Develop a general framework allowing cooperative transmission of ATIS data via FM Subcarrier. Create a preliminary coding and message structure for link travel time and network support functions for deployment of the standard modulation selected to meet ITS requirements. Establish efforts to develop additional messages beyond link travel times, e.g., transit schedules.	SAE	National	Allows mobile users with conforming products to access traveler information services uniformly throughout the Nation.	In ballot.
ATMS Data Dictionary (TMDD)—Sections 1 and 2 (Links/Nodes/Events) [TM 1.01].	Develop functional-level data dictionary for Advanced Traffic Management Systems. Section 1 describes and standardizes roadway links and nodes in accordance with location referring message standard. Section 2 includes data elements for incidents and traffic disruptive roadway events.	ITE	Foundation	ATMS data dictionary is used by traveler information systems that provide services to mobile users throughout the Nation. Provides location referencing and roadway basis for other sections of the TMDD. Used by traveler information systems to describe roadway.	In ballot.
ATMS Data Dictionary (TMDD)—Sections 3 and 4 (DMS/Video/Control/Etc.) [TM 1.02].	Develop functional-level data dictionary for Advanced Traffic Management Systems. Section 3 includes data elements for traffic control, traffic detectors, actuated signal controllers, traffic modeling, vehicle probes, and ramp metering data. Section 4 includes data elements for dynamic message signs, video and camera control, parking management, and weather stations.	ITE	Foundation	ATMS data dictionary is used by traveler information systems that provide services to mobile users throughout the Nation.	In ballot.
High Speed Subcarrier (HSSC) Layer 1.	Develop a high speed FM subcarrier signaling system for wide-area data transfer for multiple applications, including traffic data for travelers and vehicles.	NRSC	National	Allows traveler information system messages to be broadcast to the traveler (i.e., vehicle) nationally.	Draft.
Information Service Provider-Vehicle Location Referencing Standard [SAE J1746].	A standard location referencing format for information service provider to vehicle and vehicle to information service provider. This standard will reflect the cross-streets profile of the current location referencing message set document.	SAE	National, Foundation.	Assures consistency in location referencing and uniform processing for mobile users nationally; may interface with international standards.	In ballot.
Message Sets for DSRC, Electronic Toll and Traffic Management and Commercial Vehicle Operations [IEEE P1455].	Develop a standard for exchanging DSRC information in bidirectional message transmissions and device control, interfacing with, but independent of the ASTM DSRC standards.	IEEE	National	Provides message sets for other ITS user services, such as electronic toll and traffic management and commercial vehicle operations.	In ballot.

PROPOSED LIST OF CRITICAL STANDARDS—Continued

Title of standard	Project objective	Lead SDO	Type of criticality	Rationale	Status
Message Sets for Incident Management: Emergency Management System to Traffic Management System and Emergency Telephone System (or 911) [IEEE P1512].	Develop an extensible interface to other DSRC areas, such as electronic toll and traffic management and commercial vehicle operations. To standardize the form and content of the incident management messages sets for emergency management systems (EMS) to traffic management systems (TMS) and from emergency management systems to the emergency telephone system (ETS) or (E911).	IEEE	National	Assures consistency in communications to mobile users throughout the Nation; allows incident management messages to be shared among different ITS systems.	Draft.
National Transportation Communications for ITS Protocol (NTCIP) Profile for Center-to-Center Communications-CORBA.	Address real time peer-to-peer exchange (including some remote control/command capability) between transportation management centers and systems such as traffic operations centers, transit operations centers, emergency management centers, and traveler information systems using Common Object Request Broker Architecture.	AASHTO	National	Assures data exchange among traffic centers, emergency management centers, traveler information systems, and transit management centers.	Draft.
National Transportation Communications for ITS Protocol (NTCIP) Profile for Center-to-Center Communications-DATEX-ASN.	Address real time peer-to-peer exchange (including some remote control/command capability) between transportation management centers and systems such as traffic operations centers, transit operations centers, emergency management centers, and traveler information system using a predefined message transfer approach.	AASHTO	National	Assures data exchange among traffic centers, emergency management centers, traveler information systems, and transit management centers.	Draft.
NTCIP—Global Object Definitions [TS 3.4].	Identify and define those object definitions that may be supported by multiple device types, such as actuated signal controllers and variable message signs.	AASHTO	Foundation	Assures that all objects (values and functions) are consistent in other NTCIP standards and in transit communications interface profiles (TCIP) standards.	Published.
NTCIP—Simple Transportation Management Framework [TS 3.2].	Specify a set of rules and protocols for organizing, describing and exchanging transportation management information between transportation management applications and transportation equipment such that they interoperate.	AASHTO	National	Assures uniform information exchange among transportation management applications and equipment that sends or receives the information.	Approved.
On-Board Land Vehicle Mayday Reporting Interface [SAE J2313].	Develop a common specification which prescribes various protocol methods enabling vendors with different communication methods to speak with response agencies in a standard format.	SAE	National	Provides message and information between emergency management centers and mobile users nationally.	In ballot.

PROPOSED LIST OF CRITICAL STANDARDS—Continued

Title of standard	Project objective	Lead SDO	Type of criticality	Rationale	Status
Standard for Data Dictionaries for Intelligent Transportation Systems [IEEE P1489].	Address message content for national consistency. Specify a common set of meta entities and meta attributes for ITS data dictionaries, as well as associated conventions and schemas, that enable describing, standardizing, and managing all ITS data. The consistent use of common structures and associated conventions and schemas, data and information can be unambiguously exchanged among various ITS functional subsystems through their specific application systems.	IEEE	Foundationl	Sets requirements for the attributes to be used by all ITS data dictionaries for unambiguous data transfer.	In ballot.
Standard Specification on Dedicated Short-Range Communications (DSRC) Data Link Layer [ASTM2].	Develop a specification for the protocol (data link) communications for DSRC. Support both active and backscatter transponders.	ASTM	National	Allows DSRC systems to communicate between roadsides and vehicles nationally.	In ballot.
Dedicated Short-range Communications (DSRC) Physical Layer—902–928 MHz [ASTM1].	Develop a specification for the radio frequency characteristics (physical layer) for DSRC operation in the range of 902 to 928 MHz. Support both active and backscatter transponders.	ASTM	National	Allows DSRC systems to communicate between roadsides and vehicles nationally.	In ballot.
Template for ITS Message Sets [IEEE P1488].	Develop a standard for an ITS Message Set Template.	IEE	Foundation	Describes the structure and content of message sets for exchange between traffic centers, emergency management centers and traveler information systems in a consistent and uniform manner.	Draft.

(Authority: 23 U.S.C. 315; sec. 5206(c), Pub. L. 105–178, 112 Stat. 107, 456 (1998); 49 CFR 1.48)

Issued on: December 16, 1998.

Kenneth R. Wykle,

Federal Highway Administrator.

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DEPARTMENT OF TRANSPORTATION

Surface Transportation Board

[STB Docket No. AB–557X; STB Docket No. AB–290 (Sub-No. 187X)]

Trustees of the Cincinnati Southern Railway—Abandonment Exemption—in Hamilton County, OH; The Cincinnati, New Orleans & Texas Pacific Railway Company—Discontinuance of Service Exemption—in Hamilton County, OH

Trustees of the Cincinnati Southern Railway (CSR) and The Cincinnati, New Orleans & Texas Pacific Railway Company (CNO&TP) have filed a notice of exemption under 49 CFR 1152 Subpart F—*Exempt Abandonments and Discontinuances* for CSR to abandon and CNO&TP to discontinue service over a 1.2-mile line of railroad between Stations 722+19 and Stations 71+11 in

Cincinnati, Hamilton County, OH.¹ The line traverses United States Postal Service Zip Code 45202.

CSR and CNO&TP have certified that: (1) no local traffic has moved over the line for at least 2 years; (2) any overhead traffic has been rerouted over other lines; (3) no formal complaint filed by a user of rail service on the line (or by a state or local government entity acting on behalf of such user) regarding cessation of service over the line either is pending with the Surface Transportation Board (Board) or with any U.S. District Court or has been decided in favor of complainant within the 2-year period; and (4) the requirements at 49 CFR 1105.7 (environmental reports), 49 CFR 1105.8

¹ CNO&TP's lease and operation of CSR's line was approved by the Interstate Commerce Commission in *The Cincinnati, New Orleans and Texas Pacific Railway Company—Ex-Mod. Of Lease—Cincinnati Southern Railway*, Finance Docket No. 21666 (Sub-No. 1) (ICC served Nov. 13, 1987).