

Rules and Regulations

Federal Register

Vol. 90, No. 182

Tuesday, September 23, 2025

This section of the FEDERAL REGISTER contains regulatory documents having general applicability and legal effect, most of which are keyed to and codified in the Code of Federal Regulations, which is published under 50 titles pursuant to 44 U.S.C. 1510.

The Code of Federal Regulations is sold by the Superintendent of Documents.

DEPARTMENT OF TRANSPORTATION

Federal Aviation Administration

14 CFR Part 25

[Docket No. FAA–2025–2416; Special Conditions No. 25–884–SC]

Special Conditions: H4 Aerospace (UK) Ltd, The Boeing Company Model 757–200 Series Airplane; Seats With Non-Traditional, Large, Non-Metallic Panels

AGENCY: Federal Aviation Administration (FAA), DOT.

ACTION: Final special conditions; request for comments.

SUMMARY: These special conditions are issued for The Boeing Company (Boeing) Model 757–200 series airplane. This airplane, as modified by H4 Aerospace (UK) Ltd (H4 Aerospace), will have a novel or unusual design feature when compared to the state of technology envisioned in the airworthiness standards. This design feature is associated with seats that include non-traditional, large, non-metallic panels. The applicable airworthiness regulations do not contain adequate or appropriate safety standards for this design feature. These special conditions contain the additional safety standards that the Administrator considers necessary to establish a level of safety equivalent to that established by the existing airworthiness standards.

DATES: This action is effective on H4 Aerospace on September 23, 2025. Send comments on or before November 7, 2025.

ADDRESSES: Send comments identified by Docket No. FAA–2025–2416 using any of the following methods:

- *Federal eRegulations Portal:* Go to www.regulations.gov and follow the online instructions for sending your comments electronically.
- *Mail:* Send comments to Docket Operations, M–30, U.S. Department of Transportation (DOT), 1200 New Jersey

Avenue SE, Room W12–140, West Building Ground Floor, Washington, DC 20590–0001.

- *Hand Delivery or Courier:* Take comments to Docket Operations in Room W12–140 of the West Building Ground Floor at 1200 New Jersey Avenue SE, Washington, DC, between 9 a.m. and 5 p.m., Monday through Friday, except Federal holidays.

- *Fax:* Fax comments to Docket Operations at 202–493–2251.

Docket: Background documents or comments received may be read at www.regulations.gov at any time. Follow the online instructions for accessing the docket or go to Docket Operations in Room W12–140 of the West Building Ground Floor at 1200 New Jersey Avenue SE, Washington, DC, between 9 a.m. and 5 p.m., Monday through Friday, except Federal holidays.

FOR FURTHER INFORMATION CONTACT: Alan Sinclair, Cabin Safety, AIR–624, Technical Policy Branch, Policy and Standards Division, Aircraft Certification Service, Federal Aviation Administration, 2200 South 216th Street, Des Moines, Washington 98198; telephone (206) 231–3215; email alan.sinclair@faa.gov.

SUPPLEMENTARY INFORMATION: The FAA has published substantially identical special conditions in the **Federal Register** for public comment in several prior instances with no substantive comments received. Therefore, the FAA finds, pursuant to 14 CFR 11.38(b), that new comments are unlikely, and notice and comment prior to this publication are unnecessary.

Privacy

Except for Confidential Business Information (CBI) as described in the following paragraph, and other information as described in title 14, Code of Federal Regulations (14 CFR) 11.35, the FAA will post all comments received without change to www.regulations.gov, including any personal information you provide. The FAA will also post a report summarizing each substantive verbal contact received about these special conditions.

Confidential Business Information

Confidential Business Information (CBI) is commercial or financial information that is both customarily and actually treated as private by its owner.

Under the Freedom of Information Act (FOIA) (5 U.S.C. 552), CBI is exempt from public disclosure. If your comments responsive to these special conditions contain commercial or financial information that is customarily treated as private, that you actually treat as private, and that is relevant or responsive to these special conditions, it is important that you clearly designate the submitted comments as CBI. Please mark each page of your submission containing CBI as “PROPIN.” The FAA will treat such marked submissions as confidential under the FOIA, and the indicated comments will not be placed in the public docket of these proposed special conditions. Send submissions containing CBI to the individual listed in the For Further Information Contact section above. Comments the FAA receives, which are not specifically designated as CBI, will be placed in the public docket for these proposed special conditions.

Comments Invited

The FAA invites interested people to take part in this rulemaking by sending written comments, data, or views. The most helpful comments reference a specific portion of the special conditions, explain the reason for any recommended change, and include supporting data.

The FAA will consider all comments received by the closing date for comments. The FAA may change these special conditions based on the comments received.

Background

On September 3, 2021, H4 Aerospace (UK) Ltd applied for a supplemental type certificate for installing seats that include non-traditional, large, non-metallic panels in a Boeing 757–200 series airplane. The Boeing Model 757–200 series airplane, currently approved under Type Certificate No. A2NM, is a twin-engine transport category airplane, with seating provisions for up to 239 passengers and a maximum take-off weight of 220,000 pounds.

Type Certification Basis

Under the provisions of title 14, Code of Federal Regulations (14 CFR) 21.101, H4 Aerospace must show that the Boeing Model 757–200 series airplane, as changed, continues to meet the applicable provisions of the regulations listed in Type Certificate No. A2NM or

the applicable regulations in effect on the date of application for the change, except for earlier amendments as agreed upon by the FAA.

If the Administrator finds that the applicable airworthiness regulations (e.g., 14 CFR part 25) do not contain adequate or appropriate safety standards for the Boeing Model 757–200 series airplane because of a novel or unusual design feature, special conditions are prescribed under the provisions of § 21.16.

Special conditions are initially applicable to the model for which they are issued. Should the applicant apply for a supplemental type certificate to modify any other model included on the same type certificate to incorporate the same novel or unusual design feature, these special conditions would also apply to the other model under § 21.101.

In addition to the applicable airworthiness regulations and special conditions, the Boeing Model 757–200 series airplane must comply with the exhaust-emission requirements of 14 CFR part 34, and the noise-certification requirements of 14 CFR part 36.

The FAA issues special conditions, as defined in 14 CFR 11.19, in accordance with § 11.38, and they become part of the type certification basis under § 21.101.

Novel or Unusual Design Features

The Boeing Model 757–200 series airplane will incorporate the following novel or unusual design feature:

Seats that incorporate non-traditional, large, non-metallic panels in lieu of the traditional metal frame covered by fabric.

Discussion

In the early 1980s, the FAA conducted extensive research on the effects of post-crash flammability in the passenger cabin. As a result of this research and service experience, the FAA adopted new standards for interior surfaces associated with large surface-area parts. Specifically, the rules require measurement of heat release and smoke emission (part 25, Appendix F, parts IV and V) for the affected parts. Heat release has been shown to have a direct correlation with post-crash fire-survival time. Materials that comply with the standards (i.e., § 25.853 entitled “Compartment interiors” as amended by Amendment 25–61 and Amendment 25–66) extend survival time by approximately two minutes over materials that do not comply.

At the time these standards were written, the potential application of the requirements of heat release and smoke emission to seats was explored. The seat

frame itself was not a concern because it was primarily made of aluminum and included only small amounts of non-metallic materials. The FAA determined that the overall effect of these materials on survivability was negligible, whether or not the non-metallic materials met the heat-release and smoke-emission requirements. The requirements, therefore, did not address seats. The preambles to both the Notice of Proposed Rule Making (NPRM) No. 85–10 (50 FR 15038, April 16, 1985), and the Final Rule at Amendment 25–61 (51 FR 26206, July 21, 1986), specifically note that seats were excluded because the recently-adopted standards for flammability of seat cushions will greatly inhibit involvement of the seats in a cabin fire.

Subsequently, the Final Rule at Amendment 25–83 (60 FR 6615, March 6, 1995) clarified the definition of minimum panel size: “It is not possible to cite a specific size that will apply in all installations; however, as a general rule, components with exposed-surface areas of one square foot or less may be considered small enough that they do not have to meet the new standards. Components with exposed-surface areas greater than two square feet may be considered large enough that they do have to meet the new standards. Those with exposed-surface areas greater than one square foot, but less than two square feet, must be considered in conjunction with the areas of the cabin in which they are installed before a determination could be made.”

On October 17, 1997, the FAA issued Policy Memorandum PS–ANM100–97–112–39, “Guidance for Flammability Testing of Seat/Console Installations,” (<https://drs.faa.gov/browse>). That memo was issued when it became clear that seat designs were evolving to include large, non-metallic panels with surface areas that would impact survivability during a cabin fire event, comparable to partitions or galleys. The memo noted that large-surface-area panels must comply with heat-release and smoke-emission requirements, even if they were attached to a seat. If the FAA had not issued such policy, seat designs could have been viewed as a loophole to the airworthiness standards that would result in an unacceptable decrease in survivability during a cabin fire event.

In October 2004, the FAA focused attention on the appropriate flammability standards for passenger seats that incorporated non-traditional, large, non-metallic panels in lieu of the traditional fabric-covered metal. The FAA reviewed this design and determined that it represented the kind

and quantity of material that should be required to pass the heat-release and smoke-emissions requirements. The FAA determined that special conditions would be issued to apply the standards defined in § 25.853(d) to seats designed with large, non-metallic panels.

These special conditions contain the additional safety standards that the Administrator considers necessary to establish a level of safety equivalent to that established by the existing airworthiness standards.

Applicability

As discussed above, these special conditions are applicable to the Boeing Model 757–200 series airplane as modified by H4 Aerospace. Should H4 Aerospace apply at a later date for a supplemental type certificate to modify any other model included on Type Certificate No. A2NM to incorporate the same novel or unusual design feature, these special conditions would apply to that model as well.

Conclusion

This action affects only a certain novel or unusual design feature on one model of airplane. It is not a rule of general applicability and affects only the applicant who applied to the FAA for approval of these features on the airplane.

List of Subjects in 14 CFR Part 25

Aircraft, Aviation safety, Reporting and recordkeeping requirements.

Authority Citation

The authority citation for these special conditions is as follows:

Authority: 49 U.S.C. 106(f), 40113, 44701, 44702, and 44704.

The Special Conditions

■ Accordingly, pursuant to the authority delegated to me by the Administrator, the following special conditions are issued as part of the type-certification basis for Boeing Model 757 series airplanes modified by H4 Aerospace (UK) Ltd.

1. Except as provided in paragraph 3 of these special conditions, compliance with 14 CFR part 25, Appendix F, parts IV and V, heat release and smoke emission, is required for seats that incorporate non-traditional, large, non-metallic panels that may either be a single component or multiple components in a concentrated area in their design.

2. The applicant may designate up to and including 1.5 square feet of non-traditional, non-metallic panel material per seat place that does not have to comply with special condition (1). A

triple-seat assembly may have a total of 4.5 square feet excluded on any portion of the assembly (*e.g.*, outboard-seat place 1 square foot; middle, 1 square foot; and inboard, 2.5 square feet).

3. Seats do not have to meet the test requirements of 14 CFR part 25, Appendix F, parts IV and V, when installed in compartments that are not otherwise required to meet these requirements.

Issued in Kansas City, Missouri, on September 18, 2025.

Patrick R. Mullen,

Manager, Technical Policy Branch, Policy and Standards Division, Aircraft Certification Service.

[FR Doc. 2025–18359 Filed 9–22–25; 8:45 am]

BILLING CODE 4910–13–P

DEPARTMENT OF ENERGY

Federal Energy Regulatory Commission

18 CFR Part 40

[Docket Nos. RM24–4–000 and RM20–19–000; Order No. 912]

Supply Chain Risk Management Reliability Standards Revisions; Equipment and Services Produced or Provided by Certain Entities Identified as Risks to National Security

AGENCY: Federal Energy Regulatory Commission.

ACTION: Final action; notice terminating proceeding.

SUMMARY: The Federal Energy Regulatory Commission (Commission) directs the North American Electric Reliability Corporation (NERC), the Commission-certified Electric Reliability Organization, to develop new or modified Reliability Standards that address the sufficiency of responsible entities' supply chain risk management plans related to the identification of and response to supply chain risks. Further, the Commission directs NERC to develop modifications related to supply chain protections for protected cyber assets. This final action also terminates a related notice of inquiry.

DATES: This action is effective November 24, 2025.

FOR FURTHER INFORMATION CONTACT:

Simon Slobodnik (Technical Information), Office of Electric Reliability, Federal Energy Regulatory Commission, 888 First Street NE, Washington, DC 20426, (202) 502–6707, simon.slobodnik@ferc.gov
Alan Rukin (Legal Information), Office of the General Counsel, Federal

Energy Regulatory Commission, 888 First Street NE, Washington, DC 20426, (202) 502–8502, alan.rukin@ferc.gov

SUPPLEMENTARY INFORMATION:

Order No. 912

Final Rule

(Issued September 18, 2025)

1. Pursuant to section 215(d)(5) of the Federal Power Act (FPA),¹ the Commission directs the North American Electric Reliability Corporation (NERC), the Commission-certified Electric Reliability Organization (ERO), to submit new or modified Reliability Standards within 18 months of the date of issuance of this final rule that address ongoing risks to the reliability and security of the Bulk-Power System posed by gaps in the Critical Infrastructure Protection (CIP) Reliability Standards related to supply chain risk management (SCRM) (collectively, the SCRM Reliability Standards).² The new or modified Reliability Standards must address the: (A) sufficiency of responsible entities' SCRM plans related to the identification of and response to supply chain risks, and (B) applicability of SCRM Reliability Standards to protected cyber assets (PCA).³

2. While the final rule largely adopts the Notice of Proposed Rulemaking's⁴ (NOPR) proposals, in response to concerns raised in NOPR comments and a Commission staff-led workshop, we decline to direct NERC to require responsible entities to validate data received from vendors. However, we encourage entities to voluntarily implement this security practice as appropriate.

3. As explained in the NOPR, while the currently effective SCRM Reliability Standards provide a baseline of

¹ 16 U.S.C. 824o(d)(5); *see also* 18 CFR 39.5(f).

² The phrase “SCRM Reliability Standards” as used in this final rule includes Reliability Standards CIP–005–7 (Electronic Security Perimeter(s)), CIP–010–4 (Configuration Change Management and Vulnerability Assessments), and CIP–013–2 (Supply Chain Risk Management).

³ PCAs are defined as “[o]ne or more Cyber Assets connected using a routable protocol within or on an Electronic Security Perimeter that is not part of the highest impact BES Cyber System within the same Electronic Security Perimeter. . . .” Electronic Security Perimeters are defined as “[t]he logical border surrounding a network to which BES Cyber Systems are connected using a routable protocol.” *See* NERC, *Glossary of Terms Used in NERC Reliability Standards* (July 2024), https://www.nerc.com/pa/Stand/Glossary%20of%20Terms/Glossary_of_Terms.pdf (NERC Glossary).

⁴ *Supply Chain Risk Mgmt. Reliability Standards*, Notice of Proposed Rulemaking, 89 FR 79794 (Oct. 1, 2024), 188 FERC ¶ 61,174, at PP 12–19 (2024) (NOPR).

protection against supply chain threats, there are increasing opportunities for attacks posed by the global supply chain.⁵ For example, using the global supply chain, adversaries have inserted counterfeit and malicious software, tampered with hardware, and enabled remote access. Therefore, we are taking action in this final rule to address the increasing threat environment and the need for improved mitigation strategies. Directing NERC to address the identified gaps in the SCRM Reliability Standards enhances the security posture of the Bulk-Power System.

I. Background

A. Section 215 of the FPA and Mandatory Reliability Standards

4. Section 215 of the FPA provides that the Commission may certify an ERO, the purpose of which is to establish and enforce Reliability Standards, which are subject to Commission review and approval. Reliability Standards may be enforced by the ERO, subject to Commission oversight, or by the Commission independently.⁶ Pursuant to section 215 of the FPA, the Commission established a process to select and certify an ERO,⁷ and subsequently certified NERC as the ERO.⁸

B. SCRM Reliability Standards

5. The supply chain refers to the sequence of processes involved in the production and distribution of, *inter alia*, industrial control system hardware, software, and services.⁹ Such supply chains are complex, globally distributed, and interconnected systems with geographically diverse routes that consist of multiple tiers of suppliers who collectively build components necessary to deliver final products to customers. Further, the origins of products or components may be intentionally or inadvertently obscured. Certain foreign suppliers may also be subject to policies or laws that compel those suppliers to covertly provide their

⁵ *Id.*

⁶ 16 U.S.C. 824o(e).

⁷ *Rules Concerning Certification of the Elec. Reliability Org. & Procs. for the Establishment, Approval, & Enft of Elec. Reliability Standards*, Order No. 672, 71 FR 8662 (Feb. 17, 2006), 114 FERC ¶ 61,104, *order on reh'g*, Order No. 672–A, 71 FR 19814 (Apr. 18, 2006), 114 FERC ¶ 61,328 (2006).

⁸ *N. Am. Elec. Reliability Corp.*, 116 FERC ¶ 61,062, *order on reh'g & compliance*, 117 FERC ¶ 61,126 (2006), *aff'd sub nom. Alcoa, Inc. v. FERC*, 564 F.3d 1342 (D.C. Cir. 2009).

⁹ *See, e.g., Revised Critical Infrastructure Prot. Reliability Standards*, Order No. 829, 81 FR 49878 (July 29, 2016), 156 FERC ¶ 61,050, at P 4 (2016) (discussing the reliability concerns posed by the supply chain).