

General Aviation Pilot Licensing Review Phase 2: Detailed Proposals

Sailplanes and powered sailplanes

A consultation

CAP 2974F



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Summary

Background and how to respond

- In October 2022, we published <u>CAP 2335</u> (General Aviation Pilot Licensing & Training Simplification Phase 1: Strategic Direction) as part of a 3 Phase program to simplify training and licensing for the UK's General Aviation (GA) Sector.
- 2. The subsequent GA community response (<u>CAP2532</u>) showed strong support in several key areas for updating our current legislation with regards to Licensing and Training.
- 3. This consultation explores the following key areas in more detail, to ensure that we are working towards the goals of the community whilst maintaining legislative compliance within these areas.
- 4. By potentially consolidating licences with similar privileges and ensuring progression pathways where possible, it is hoped that the General Aviation community will have better access to licences and ratings to enable progression and proficiency.
- 5. This document will cover each key area and specific proposals as detailed below. Sub-Group consultations for aeroplanes, balloons and airships, gyroplanes and helicopters will be issued separately.
- 6. This consultation closes on **22nd May 2024**. Please submit responses via our website: https://consultations.caa.co.uk.
- 7. The outcome of the consultation will help finalise the proposals for the simplification of licencing and training. The final proposals and legal drafting will be developed with the Department for Transport and presented for legislative amendment in Spring 2025.

Specific proposals

Training Syllabus

- Define and include 'Gliding Club' in the definition of a training organisation in Article 2 of <u>UK Sailplane Regulation (EU) 2018/1976</u>.
- Remove validity periods for the application requirement, for a rating, licence, or certificate, and replace with the validity period of the skill test/assessment of competence.

- Develop procedures and privileges to authorise student pilots undergoing Sailplane Pilots Licence (SPL) training to exercise limited privileges without the supervision of an instructor before they meet all the requirements that are necessary for the issue of an SPL.
- Amend Acceptable Means of Compliance (AMC) for powered sailplanes to include partial engine failure.

Theoretical Knowledge

- Allow the British Gliding Association (BGA) to continue delivering SPL examinations rather than transition to CAA eExams.
- Merge examination subjects that have overlapping areas and amend the syllabus in AMC and Guidance Material (GM) accordingly.
- Amend validity periods in which to complete exams to a rolling 18-month validity period.
- Change the 24-month period, in which to submit an application, following successful completion of the theoretical knowledge examinations, to 36 months.
- Seek to find a proportionate solution if a candidate fails an examination four times rather than having to retake all exams.

Instructors

- Seek to develop and define a Basic Instructor privilege within SFCL, similar to that of the current BGA Basic Instructor rating.
- Amend the privileges of the Flight Instructor to remove the requirement for the Flight Instruction to hold advanced aerobatic privileges if instructing for basic aerobatic privileges.
- Amend the privileges of the Flight Instructor to include self-launch in the launching methods.

Examiners

Work with the BGA and the gliding community to develop procedures to allow Flight Examiners to issue Temporary Certificates as is currently allowed within the regulations.

Introduction

- 1.1 The CAA is now continuing with the project to simplify General Aviation (GA) flight crew licensing and training, and this paper consults on a detailed proposals for sailplanes. Similar consultations are being undertaken for balloons and airships, aeroplanes, helicopters, and gyroplanes.
- 1.2 We undertook a first strategic phase of this project looking at the broad licensing architecture for the different aircraft categories, culminating in the public consultation <u>CAP 2335</u> in October to December 2022. That consultation elicited 1,246 responses, and we published <u>Consultation Response Document CAP2532</u> setting out its detailed findings.¹
- 1.3 This consultation explores these key areas in more detail, to ensure that we are working towards the goals of the community whilst maintaining legislative compliance within these areas. We have been working with the sailplane community to develop the proposals set out in the below chapters.
- 1.4 Among the vast majority who favoured continued implementation of the SPL, most who left a verbatim comment argued that the Part-SFCL system is already well understood by the UK gliding community, with many asserting that it is a far more advanced and internationally recognised regime than the self-regulatory certificates.
- 1.5 We will therefore proceed with implementing this regulation as already decided. The original December 2023 deadline has now been formally extended until 30 September 2025. Details of which can be found in the assimilated <u>Sailplane</u> Operations and Flight Crew Licensing UK Regulation (EU) 2018/1976, Article 3b(3).²

¹ For more information on this project, see our dedicated project microsite on the CAA website: https://www.caa.co.uk/general-aviation/pilot-licences/licensing-training-simplification/

² All UK regulations can be found on the CAA website: https://www.caa.co.uk/uk-regulations/

About you

In accordance with our public law obligations, we welcome and will equally weight all submissions to this consultation. However, to help us better understand the results of any technical questions, we would like to know if you participate in aviation and in what capacity (select all that apply to you):

- Qualified sailplane pilot or student pilot.
- Sailplane instructor or examiner
- Other GA aircraft flight crew licence holder or student e.g. PPL(G), PPL(H), NPPL(A) etc
- Other aviation flight crew licence holder eg CPL(H), ATPL, military
- Other aviation licence holder, e.g. other aircrew, air traffic controller, aircraft maintenance etc
- Aircraft operator or training organisation management
- GA-related industry, e.g. insurance, manufacturer, distributor. Please specify:
- Position within a government, regulatory or related body
- Position within an aviation representative or professional body
- Frequent passenger in a GA aircraft
- None of the above, but I consider myself affected by GA licensing; e.g. local resident, etc
- None of the above: I do not participate in this part of aviation, but have an interest in these issues

Is your response a formal submission on behalf of an organisation?	
■ No	
Yes: organisation:	
We would normally only expect only one formal submission to be made per organisation	

Next steps

- 2.1 We will analyse the results of the consultation and use them to embark on four broad work strands:
 - a) Preparing and publishing a Consultation Response Document (CRD) that sets out the results of this consultation and our decisions arising from it. We aim to do this by mid-2024.
 - b) Preparing legislative instructions to the Department for Transport (DfT) to amend the rules in the assimilated UK Sailplane Regulation (EU) 2018/1976. We have arranged a legislative slot to enact an amendment to this secondary legislation currently scheduled for 2025, and so we intend to submit our instructions to them during the second half of 2024.
 - c) Develop and consult on the Regulation's Acceptable Means of Compliance (AMC) and Guidance Material (GM). This can be amended by the CAA rather than through legislation. We would envisage reconvening the working group to develop the details for the AMC/GM we propose to change, possibly running a short consultation in autumn 2024 with a view to enacting these provisions through a CAA Official Record Series 9 Decision that would be published when the legislative changes are enacted.
 - d) Work within the CAA and the community to implement all the changes in time for the legislation/AMC/GM enactment and any transition period that could follow before it comes into force.

Working group process

Process

- 3.1 We have held multiple working groups, hereafter referred to as the group, with external stakeholders. There were 6 work strands identified that required discussion.
- 3.2 The work strands identified were as follows:
 - a) Practicalities of implementing Part-SFCL SPL for the CAA and wider gliding community.
 - Review the assimilated UK Sailplane Regulation (EU) 2018/1976 and associated UK Aircrew Regulation (EU) 1178/2011 to identify amendments.
 - c) Review the syllabus and theoretical knowledge examination for the BGA Gliding Certificate and the SPL.
 - d) Review the flight training syllabus and the Skill Test standard for the SPL.
 - e) Incorporate partial power failure into the syllabus for powered sailplanes.
 - f) Review the requirements for Instructors and Examiners.
- 3.3 The group investigated the background of each work strand and the deliverables of the project in more detail.

Practicalities of implementing Part-SFCL SPL

- 3.4 The group considered the current process, forms, and guidance available to the community to see if improvements could be made, including:
 - Helping develop communications for the gliding community regarding implementation of Part-SFCL by 30 September 2025.
 - Ensuring the forms associated with the application for the SPL are still suitable.
 - c) Identify changes to help the process for existing qualified BGA Gliding Certificate holders to apply for an SPL.

- 3.5 The group discussed implementation of the assimilated UK Sailplane Operations and Flight Crew Licensing Regulation (EU) 2018/1976³, the licensing part of which was enacted into UK law in March 2020. It culminates in the final in-force deadline which is in statute in article 3b(3) of that Regulation. This deadline was previously set for 2021 but has since been moved back to 30th September 2025 to give the community time to implement.
- 3.6 It is important to emphasise that effective on that deadline, only licences issued under UK Part-SFCL SPL with appropriate ratings, privileges, and certificates, will be valid to exercise privileges in Part-21 sailplanes and motor gliders.
- 3.7 Therefore, after this date, the holder of a BGA Gliding Certificate will no longer be permitted to act as Pilot in Command (PIC) when flying a UK registered Part 21 sailplane.
- 3.8 The group strongly advise that qualified BGA Gliding Certificate holders wishing to continue exercising privileges in Part-21 sailplanes to proceed with conversion as soon as possible and well ahead of the September 2025 deadline. This also avoids any processing or administrative delays. As the deadline draws nearer particularly in 2025, we will not be able to guarantee processing applications in time for the deadline, and we cannot take responsibility for any gaps in privileges caused by any processing delays.
- 3.9 The credit report and application form had already been updated with the implementation of the Sailplane Regulations, so no further changes were identified.
- 3.10 The BGA and the CAA agreed that a clearer communications message on the transfer to SPL would be necessary. This will include:
 - a) The BGA adding reminders and articles about the transfer in community publications.
 - b) The BGA will be encouraging gliding clubs to communicate with club members.
 - c) The CAA will publish Skywise reminders throughout 2024 and 2025 and is also considering publishing a podcast in 2025, to highlight the deadline and the process to gain a Part SFCL licence.

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³ Hereafter referred to as 'the Sailplane Regulation'

Amendments to regulations

- 4.1 The group undertook a review of the Sailplane Regulation and compared against the existing BGA Gliding Certificate and the Standards and Recommended Practices of ICAO Annex 1, to identify an area for improvement.
- 4.2 The group also wanted to consider areas in the assimilated <u>UK Aircrew</u>

 <u>Regulation (EU) No 1178/2011</u> that affect gliding such as Annex 1 (Part-FCL),

 Annex IV (Part MED) and Annex VIII (Part DTO).
- 4.3 This group was also asked to explore improvements to the training syllabus, including cover partial power failure situations. This is in response to the AAIB Safety Recommendation SR-2022-005 stemming from the accident of a Grumman AA-5 G-BBSA:
 - 'It is recommended that the UK Civil Aviation Authority require ab initio pilots to undergo training in the management of partial power loss situations in single engine fixed-wing aeroplanes.'
- In Articles 3 and 3d of the cover regulations <u>UK (EU) 2018/1976</u> to Part-SFCL, reference is made to a training organisation. This is defined in Article 2 of UK (EU) 1178/2011 as an Approved or Declared Training organisation (ATO or DTO). We propose that the term Gliding Club also be added and defined in Article 2 of UK (EU) 2018/1976. We propose that 'Gliding Club' is defined as a 'club affiliated to the British Gliding Association (BGA), which is created with the aim of promoting aerial sport and leisure aviation'.
- 4.5 Adding this definition will allow an amendment to the regulations that refer to a training organisation to include the term 'Gliding Club'. For example, SFCL.030 Practical Skill Test, says that a recommendation for the skill test is made by the training organisation that is responsible for the training and shall retain the training records.

Question

Do you agree with adding the term 'Gliding Club' to the list of definitions in Article 2 of the assimilated Sailplane Regulations UK (EU) 2018/1976?

Yes No Undecided No view/don't know

Do you agree that the definition of a 'Gliding Club' is 'a club affiliated to the British Gliding Association (BGA), which is created with the aim of promoting aerial sport and leisure aviation'?

Yes No Undecided No view/don't know

- 4.6 Article 3 of the cover regulations to Part-SFCL allows the CAA to authorise student pilots who are following a training course to gain a SPL to exercise limited privileges without the supervision of an instructor before they meet all the requirements that are necessary for the issue of an SPL.
- 4.7 The scope of the authorisation would be based on a safety assessment by the CAA, it would be limited to:
 - The whole or part of the national territory of the United Kingdom, and
 - Sailplanes that are registered in the United Kingdom.
- 4.8 We would look to ensure that holders of this authorisation would receive a credit towards gaining the SPL based on these solo flights.
- 4.9 This proposed authorisation would look to replicate current practices within the BGA Gliding Certificate Bronze Endorsement.
- 4.10 We will need to work with the BGA and the Gliding community to develop the procedures and the privileges associated with this authorisation.

Question

Do you agree that we should look to develop the procedures and privileges to authorise student pilots who are following a training course to gain a SPL to exercise limited privileges without the supervision of an instructor before they meet all the requirements that are necessary for the issue of an SPL?

Yes No Undecided No view/don't know

Do you have any comments?

4.11 The group discussed allowing student pilots to undertake authorised, supervised solo flights and applying for the licence having made a Pilot Medical Declaration (PMD), this was already included in the consultation on changes to the PMD in CAP2604.

Flight Training syllabus and requirements

- One area the group focused on, was to remove unnecessary validity periods, where deemed appropriate, from the regulation. For example, SFCL.015(g) says that applicants for a licence, rating or certificate shall apply no later than six months after having successfully completed the skill test or assessment of competence for the specific licence, rating or certificate.
- In the case of a skill test for the issue of a licence, once endorsed this is valid for 24 months and can be maintained in accordance with the recency requirements in SFCL.160.
- 5.3 In most cases, once the applicant has passed the skill test or assessment of competence for issue of a licence, rating or certificate the applicant will apply as quickly as possible to gain these privileges.
- We are proposing to remove the six-month requirement and replace it with the validity period of the relevant skill test or assessment of competence.
- Applicants will need to be made aware that any specific validity periods endorsed in the licence will be based on the date that they have passed the specific skill test or assessment of competence, rather than the date the licence is issued.
- 5.6 If the applicant leaves it sufficiently long enough for that validity period to expire then they will need to retake the skill test or assessment of competence again before we can issue the licence, rating or certificate.

Question

Do you agree that we remove the validity periods, where necessary, and replace with the validity period of the skill test or assessment of competence?

Yes No Undecided No view/don't know

5.7 As part of the review, we considered the flight training syllabus and experience requirements for the SPL. Given the work that had already been accomplished in the development of SFCL, there were no changes identified.

Do you agree that the flight training syllabus and experience requirements for the SPL are acceptable?

Yes No Undecided No view/don't know

- We have identified changes to the syllabus for the SPL with TMG extension to incorporate the additional elements covering training for partial power failure, these are detailed in Chapter 7.
- The group asked that we review the requirement for the Sailplane Towing Rating. This subject has been covered in the aeroplane consultation.

Question

Is there anything else you would like to highlight with respects to the flight training requirements and syllabus?

Do you have any comments?

Theoretical knowledge syllabus

- 6.1 The group conducted a detailed comparison of the current BGA Gliding
 Certificate Bronze Endorsement theoretical knowledge syllabus and examination
 system with SFCL to ensure that it complied with the regulations and the
 obligations on public bodies when candidates are conducting examinations.
- The CAA have a stated objective to move more services on to a digital format, this is further supported by the Government review of public bodies, which made recommendations in 2023 for the CAA to move more services online. We wanted to ensure that the current examination system used by the BGA, was robust and fit for purpose and where possible used a digital platform.
- 6.3 The review of the current BGA Gliding Certificate Bronze Endorsement theoretical knowledge syllabus and examinations show that it meets our obligations and complies with the relevant regulations on the delivery of theoretical knowledge examinations. Therefore, we will not be proposing to incorporate the theoretical knowledge examinations for the SPL in the CAA eExams system.

Question

Do you agree that we allow the theoretical knowledge examinations for the SPL to be delivered by the existing BGA system, rather than incorporate in the CAA eExams system?

Yes No Undecided No view/don't know

- The current BGA theoretical knowledge examination covers all the subject areas as detailed in SFCL.135, but is delivered in a single examination, which is sat over a number of days/sittings and the record is maintained by the gliding club.
- As this is delivered in a single examination, we can review the syllabus to ensure that any overlapping areas are addressed. A review showed that we can move the learning objectives associated with flight performance and planning to air law, navigation, and aircraft general knowledge examinations.
- 6.6 Changes to the associated Acceptable Means of Compliance (AMC) and Guidance Material (GM) will be considered in detail in a further consultation later in the year.

Do you agree that we look to merge examinations subjects as stated in paragraph 6.5 that have overlapping areas and amend the syllabus and AMC and GM appropriately?

Yes No Undecided No view/don't know

- As the theoretical knowledge examination is delivered in a single examination, we are considering amending the 18-month validity period, in which all examinations need to be completed within.
- We are therefore considering a requirement to complete all sections of the examination within a rolling 18-month period. If a student pilot finds that one section is outside of the 18-month period, they only need to retake that section rather than retake the whole examination.

Question

Do you agree that we amend the 18-month validity period?

Yes No Undecided No view/don't know

6.9 We are also considering changing the validity period after the theoretical knowledge exams are successfully completed, to give applicants more time to apply for a licence. It is proposed that the validity period for a successfully completed theoretical knowledge exam will be 36 months instead of the current 24 months.

Question

Do you agree that we should change the validity period after successfully completing the theoretical knowledge exams from 24 months to 36 months?

Yes No Undecided No view/don't know

- 6.10 If an examination candidate fails to pass a section within four attempts, they forfeit any examination section passes they have already and can only start again, after a period of theoretical knowledge training.
- 6.11 We would like to see what alternative options there are instead of requiring all examination sections to be retaken.

Question

Do you have any suggestions how we could replace the requirement to retake all the examinations where a candidate has failed to pass a section within four attempts?

Powered sailplane partial power failure

- 7.1 Following accidents involving partial engine failure after take-off, the UK Air Accident Investigation Branch has recommended that the CAA explores proposals to include training to cover partial power failure situations.
- 7.2 For sailplanes, this applies to powered sailplanes, namely Touring Motor Glider (TMG), Self-Launching Sailplanes (SLS) and Self-Sustaining Sailplanes (SSS). For TMGs, AMC1 SFCL.150(b) Exercise 9/10 (ii) currently describes 'engine failure after take-off'. Engine emergencies in TMGs are usually practiced as total engine failure at various stages of flight including take-off. Experience (inc BGA tug aircraft occurrence data) indicates that partial engine failure is more likely to occur.
- 7.3 The best way to avoid any sort of engine problem in the air is to avoid it happening in the first place. Known TMG partial engine failure accidents could have been prevented during the ground run if routine power checks had detected inadvertent carburettor heat application or incorrect propeller pitch setting. In these cases, correct use of checklists is an effective barrier.
- 7.4 The general advice following engine failure after take-off in a TMG is to maintain a safe speed and land essentially straight ahead, with some more gentle manoeuvring possible in certain circumstances in a TMG compared with a single-engine piston aeroplane. Reasonable glide performance and airbrakes are very useful in this situation and pre-briefed (eventualities) turning back to the airfield may be possible in favourable conditions as height is gained.
- 7.5 For SLS, AMC2 SFCL.130 SPL Exercise 11c: Self-launch (x) currently describes 'power failures and procedures'. Many of the issues involving total or partial engine failures in SLS (such as a DG800 powered sailplane) are similar to those of the TMG. There are a couple of important additional considerations. There will be an immediate tendency for the sailplane to pitch up as thrust from the high thrust line is lost. This must be counteracted by the pilot to maintain a safe speed. In addition, the extra drag of the extended engine and/or propeller must be considered when deciding whether to land ahead, continue climb on reduced power, or to return to an airfield.
- 7.6 For SSS, there is not currently anything within AMC to describe power loss/failure.

- 7.7 SSS power systems are low powered and designed to operate at full power (i.e., no controllable throttle). They do not suffer significant pitch change on start/stop. With their powerplant extended and not running there is a drag penalty that generally results in a glide angle similar to a low performance training glider. The most likely partial engine failure scenario involving a SSS is a failure to run at full RPM. The AFM describes reduced glide performance with engine extended and not running, recommended minimum height above ground to begin the engine start, and to select a safe out-landing field before attempting an engine start.
- 7.8 We are proposing to include partial power failure within AMC for powered sailplanes (TMG and SLS). We would also like to develop Guidance Material regarding partial power failure for SSS.

Do you agree that we should amend AMC for powered sailplanes (TMG and SLS) to include partial power failure?

Yes No Undecided No view/don't know

Instructor/examiner requirements

- 8.1 The BGA currently utilises a Basic Instructor rating, which allows a qualified BGA Gliding Certificate holder, with the required experience, to be trained and supervised to safely deliver a limited number of flight training exercises. This Basic Instructor rating presents an opportunity for pilots to develop valuable rear seat and other relevant experience ahead of stepping up to complete the BGA Instructor training course for the Assistant and then Full Instructor.
- We are proposing to develop a similar Basic Instructor privilege within SFCL, which would allow the holder to deliver flight instruction covering a similar section of the syllabus as the current BGA Basic Instructor rating.

Question

Do you agree that we work with the BGA and the gliding community to develop a Basic Instructor privilege within SFCL, similar to the BGA Basic Instructor rating?

Yes No Undecided No view/don't know

- 8.3 In developing the Basic Instructor privilege, we will need to consider the prerequisites (SFCL.320), course requirements (SFCL.330), assessment of competence standards (SFCL.345) and the restrictions (SFCL.350).
- 8.4 It is proposed that Basic Instructors will meet the FI (S) competencies listed (SFCL.325).
 - a) Prepare resources
 - b) Create a climate conducive to learning
 - c) Present knowledge
 - d) Integrate threat and error management (TEM) and crew resource management (CRM)
 - e) Manage time to achieve training objectives
 - f) Facilitate learning
 - g) Assess trainee performance
 - h) Monitor and review progress
 - i) Evaluate training sessions

j) Report outcome

Question

Do you agree that Basic Instructors should meet the FI(S) competencies listed in SFCL.325?

Yes No Undecided No view/don't know

8.5 It is proposed that the Basic Instructor privilege shall be limited to specific flight training exercises only, like that of the current BGA Basic Instructor Rating.

Namely Exercises 1, 2, 4 and 5 of the SPL course (SFCL.130).

Question

Do you agree that the Basic Instructor privilege should be limited to Exercises 1, 2, 4 and 5 of the SPL Course?

Yes No Undecided No view/don't know

- 8.6 The basic aerobatic privilege is an excellent tool for improving pilot handling skills. The number of pilots interested in and qualified to fly advanced aerobatics in sailplanes is small, as are the number of sailplanes which are permitted to fly advanced exercises.
- 8.7 For a Flight Instructor to offer flight training for the basic or advanced aerobatic privileges (SFCL.200), the instructor must hold advanced aerobatic privileges (SFCL.315 FI(S) (5)(i)).
- We are proposing to amend this so that an instructor offering to instruct for basic aerobatic privileges only requires to hold basic aerobatic privileges themself.

Question

Do you agree that we amend the privileges of the Flight Instructor to remove the requirement for the Flight Instruction to hold advanced aerobatic privileges if instructing for basic aerobatic privileges?

Yes No Undecided No view/don't know

8.9 We are proposing to amend the wording in the Flight Instructor privileges and conditions with respect to launching methods (SFCL.315(a)(3)(i)) to include self-launch.

Do you agree that we amend the privileges of the Flight Instructor to include self-launch in the launching methods?

Yes No Undecided No view/don't know

8.10 There is provision within ARA.FCL.215 (d) to develop procedures to allow Flight Examiners to issue Temporary Certificates where the applicant has passed a skill test (except for initial licence issue) or assessment of competence and has applied for a rating or certificate to be endorsed, so that the applicant can, for a short period of time, exercise those privileges.

Question

Do you agree that we work with the BGA and the gliding community to develop those procedures to allow Flight Examiners to issue Temporary Certificates?

Yes No Undecided No view/don't know

Question

Is there anything else you would like to highlight with respects to the flight instructor and examiner requirements?

Do you have any comments?

Appendix a Abbreviations

AAIB Air Accident Investigation Branch

AMC Acceptable Means of Compliance

ANO Air Navigation Order 2016

ARA Authority Requirements for Aircrew

ATO Approved Training Organisation

BGA British Gliding Association

CAA Civil Aviation Authority

CRD Comments Response Document

DfT Department for Transport

DTO Declared Training Organisation

EASA European Aviation Safety Agency

FCL Flight Crew Licensing

FE(S) Sailplane Flight Examiner

FI(S) Sailplane Flight Instructor

GA General Aviation

GM Guidance Material

ICAO International Civil Aviation Organisation

NPPL National Private Pilot Licence

PPL Private Pilot Licence

SFCL Sailplane Flight Crew Licensing

SLS Self-Launching Sailplane

SPL Sailplane Pilot Licence

SSS Self-Sustaining Sailplane

TMG Touring Motor Glider