

Title:	<b>Opinion and Instruction Document – Sailplane Regulation</b>
Package Number	<b>0157-3</b>
Package Title	GA Pilot Licensing and Training Simplification Project (1)
Headline Purpose:	Simplify and optimise the regulations for GA pilot licensing and training (sailplanes)
Proposed action:	Amend UK Regulation (EU) 2018/1976 (the “Sailplane Regulation”) as proposed by the CAA GA Licensing and Training Simplification Project.

**The proposed amendments listed in this Opinion and Instruction Document (OID) serve only to convey a policy opinion recommended by the CAA to the Secretary of State.**

**Any changes to regulations will be published on [legislation.gov.uk](https://www.legislation.gov.uk) and subsequently in the [Aviation Regulatory Library](#), once they have passed into law.**

## Policy Objective

1. Simplify and optimise the regulations governing licensing and training for General Aviation (GA) pilots.
2. Improve stakeholder understanding of the licensing system, reduce cost and deliver time saving benefits to the CAA in reduced processing effort and a reduction in related queries.
3. Further to appropriate consultation, this Opinion and Instruction Document (OID) sets out the CAA’s opinion for the applicable amendments to UK Regulation (EU) 2018/1976 (“the UK Sailplane Regulation”). These amendments have now been submitted to the Department for Transport (DfT) for sponsorship through the legislative process.

## Background

In 2020, the CAA consulted on opportunities for regulatory reform after the UK left the system of regulation managed by the European Aviation Safety Agency (EASA). The consultation was published in [CAP 1985](#) and the Consultation Response Document (CRD) in [CAP 2146](#). A key area identified for further analysis and reform was flight crew licensing for GA pilots, giving rise to the Licensing and Training Simplification (LTS) project.

The LTS project commenced in 2021 and has developed proposals for:

- Reforming the Private Pilot Licences (PPL) for aeroplanes and helicopters that comply with International Civil Aviation Organisation (ICAO) standards;
- Reforming and consolidating the aeroplane and helicopter pilot licences that do not comply with international standards. Such ‘sub-ICAO<sup>1</sup>’ licences are designed for flight in UK airspace only and are subject to certain limitations;
- Better integration of the syllabus for the sub-ICAO<sup>1</sup> licence with that for the ICAO PPL, to allow a more proportionate progression from one to the other;
- Appropriate reforms for sailplanes and balloons, including commercial passenger ballooning operations which are a significant element of UK ballooning; and
- Reviewing the requirements for the validity and maintenance of aircraft class ratings.

To implement the above, amendments are proposed to:

- UK Regulation (EU) 1178/2011 (“the UK Aircrew Regulation”);
- UK Regulation (EU) 2018/395 (“the UK Balloon Regulation”);

<sup>1</sup> Sub-ICAO licences refers to those not issued in accordance with ICAO Standards and Recommended Practices and are normally limited to flight within the UK, except when permission has been given by a foreign state.

- UK Regulation (EU) 2018/1976 (“the UK Sailplane Regulation”); and
- The Air Navigation Order 2016 (“ANO 2016”).

A CAA consolidated version of the assimilated Sailplane Regulations is available here: [Sailplanes Rulebook \(caa.co.uk\)](https://www.caa.co.uk/Rulebook).

To enable CAA to conduct the General Aviation Pilot Licensing Review the date for compliance by sailplane pilots with the Sailplane Regulations was extended to 30 September 2025, by the Aviation Safety (Amendment) Regulation 2023 (Statutory Instrument 2023 No.588) – see articles 3b3 and 3c2 of the Sailplane Regulation.

The CAA established a working group covering each category of aircraft to review the retained regulations and to consider options for deregulation and simplification. The working group covering the Sailplane Regulations developed a paper setting out all the proposals which was used to develop the second phase consultation.

The feedback from the consultation shows significant support for the proposals in the consultation. These proposals have been used to develop this Opinion and Instruction Document.

The CAA have prepared an OID for each of the relevant regulations. This OID addresses a package of changes applicable to the UK Sailplane Regulation.

#### Summary of proposals

- Training organisations

The Sailplane Regulations require an Approved and/or Declared Training Organisation (ATO/DTO) as the established training organisations which can deliver both theoretical knowledge and flight training for a licence, rating, certificate or privilege. However, within the Gliding community there is already an established governance structure of Gliding Clubs which provide this theoretical knowledge and flight training.

The CAA wishes to establish the definition of a ‘Gliding Club’, as any member club of the British Gliding Association (BGA) created with the aim of promoting aerial sport and leisure aviation. This is so that BGA member clubs can provide training without having to apply to the CAA for a separate approval or make a declaration as an ATO or DTO – the CAA has assurance that an established training structure, safety culture and governance is in place for gliding clubs affiliated to the BGA.

- Theoretical knowledge

The CAA has considered the regulations associated with the theoretical knowledge examinations, with the aim of removing any unnecessary validity periods or regulations that could be a disincentive to completing the course. The BGA will continue to deliver theoretical knowledge exams for the Part SFCL system.

The CAA are proposing making the validity periods for the theoretical knowledge examinations more proportionate and align with what the candidate will be undertaking. For example, the regulations currently state: ‘an applicant is considered to have successfully completed the required theoretical knowledge examination for the Sailplane Pilot Licence (SPL) if they have passed all the required theoretical knowledge examination papers within the period mentioned in paragraph (2)’. This does not align with the actual examinations taken for the SPL, which is a singular examination paper covering all the subject areas as required.

The CAA also propose a rolling 18-month validity period for theoretical knowledge examinations, rather than the current fixed period. This will allow for a proportionate solution should a candidate find themselves just outside the 18-month period. In addition, the validity periods have been examined as

appropriate, and the CAA propose removing the forfeiture of exams if a student fails an examination within four attempts.

- Sailplane Towing Rating

The CAA are proposing the removal of the requirement for the Sailplane Towing Rating when conducted in Touring Motor Glider Class of aircraft. This will align with the similar proposal for Part-FCL of the UK Aircrew Regulation (EU) 1178/2011, to remove the towing rating for aeroplanes. The safety considerations behind this de-regulatory proposal have been identified and appropriate mitigation is in place, as although this will remove the requirement for the applicant to apply to the CAA for the rating to be endorsed on their licence, this does not remove the requirement for the pilot to undergo flight training and to demonstrate competence to the gliding club senior glider towing pilot. This will align both Part FCL/SFCL with the requirements of licences issued under the Air Navigation Order, which have never had an applicable Sailplane Towing Rating, despite sailplane towing activities occurring.

Removal of this rating will also make it easier for gliding clubs to deliver club-based training for pilots to be able to tow sailplanes across a wider variety of aircraft that are classed as non-part 21. This situation is becoming more frequent as these non-part 21 aircraft are becoming increasingly popular as towplanes as they include newer economical microlight aeroplanes. Non part 21 aircraft under current regulations are not automatically permitted for flight training for FCL licences and ratings without an individual CAA evaluation in accordance with DTO.GEN.240. Removing the rating would allow both part 21 and non-part-21 aircraft to be used for sailplane towing training. This policy change restores sailplane towing to local BGA/Gliding Club oversight as was the case prior to FCL and is already the case for ANO licences, which have never required a sailplane towing rating.

- Flight Instructors/Examiners

The CAA supports sailplane pilots in building experience towards becoming a Flight Instructor (Sailplanes), by proposing a pre-Flight Instructor (FI), instructor qualification. It is proposed that this be referred to as the Basic Instructor Certificate BI(S). This will follow a similar system to that of which the British Gliding Association currently has where new instructors can learn to teach and fly from the instructor's seat whilst delivering the first few simple exercises of the SPL syllabus and gain valuable experience before moving onto the much more complex FI(S) course.

The training course, privileges and recency requirements will align with the existing Basic Instructor Certificate outlined in the BGA Gliding Rules and Requirements. The CAA have also examined instructional areas related to Aerobatic and Self Launching privileges. Some changes to FI(S)s delivering instructor courses and FE(S)s are also considered with respect to the introduction of the BI(S) certificate.

## What legal powers are being used to achieve the change?

Changes to UK Regulation (EU) 2018/1976 will be made under powers in Articles 23, 27 and 127 of UK Regulation (EU) 2018/1139 ("the UK Basic Regulation").

## Further considerations

1. Article 3b(3) of the Regulations provides that holders of national licences for sailplanes shall be allowed to continue to exercise the privileges of their licences until 30<sup>th</sup> September 2025, and by that date, the CAA shall convert those licences into Part-SFCL licences and associated ratings. The CAA regards the existing BGA Certificates as being "national licences" for this purpose and therefore BGA certificate holders can continue to exercise their privileges until 30 September 2025, after which they will then be required to hold a Part-SFCL SPL to exercise their BGA certificate "privileges" on Part 21 sailplanes and TMGs.

2. If the proposed changes do not happen, then some individuals who transfer from a BGA Certificate to a Part-SFCL SPL, may lose privileges that they have been exercising for a considerable time under their BGA Certificate.
3. If the proposed changes do not happen, then gliding clubs will have to get approval or declare as an ATO or DTO respectively. This will cause significant workload for both the gliding clubs and the UK CAA for clubs to continue normal operations.
4. If the proposed changes do not happen, the CAA will not have met the stated project objective of reviewing General Aviation Pilot Licensing which is what the results in the comment response document of CAP2532 expressed a desire for.

Failure to implement changes will result in continued complexity, imposing a continued burden on the aviation community, the CAA's Shared Services Centre and other policy officials involved in this area.

**Affected Law (and, if Applicable, UK AMC)**

<p>What is the existing UK legal framework which is relevant here?</p>	<ol style="list-style-type: none"> <li>1. UK Basic Regulation (UK Reg (EU) No. 2018/1139</li> <li>2. UK Sailplane Regulation (UK Reg (EU) No. 2018/1976)</li> </ol> <p>No changes to the ANO are proposed other than including a reference to the Sailplane Regulation in Schedule 1</p> <p>UK Sailplane Regulation (UK Reg (EU) No. 2018/1976), Annex III (Part-SFCL)</p> <p>Article 2                  Article 3a                  Article 3b                  SFCL.015                  SFCL.030                  SFCL.130                  SFCL.135                  SFCL.150                  SFCL.155                  SFCL.200                  SFCL.205                  SFCL.210                  SFCL.215                  SFCL.300                  SFCL.310- NEW                  SFCL.315                  SFCL.320SFCL.325                  SFCL.330                  SFCL.340 NEW                  SFCL.350                  SFCL.355 NEW                  SFCL.360                  SFCL.365 NEW                  SFCL.415                  SFCL.430                  SFCL.460</p>
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Are any consequential amendments needed to other pieces of law?	See OID for Air Navigation Order 2016
If the change proposed is to assimilated EU Implementing Rules made under the UK Basic Regulation is there any UK Acceptable means of compliance (AMC), Guidance Material (GM) Certification Specification CS that will be changed/newly adopted as a consequence if the law is changed as proposed?	Yes - AMC/GM to UK Sailplane Regulation (UK Reg (EU) No. 2018/1976).  The CAA will develop and consult separately on the AMC
If the change is to ANO will the CAA be amending any CAA Policy documents?	Please see <a href="#">OID 157-4</a> for details of CAA policy documents to be created or amended.
Does this proposal relate to an international treaty obligation (e.g. an ICAO SARP)?	No
Is a consultation required?	Yes  Consultation 1: <a href="#">CAP2335: General Aviation Pilot Licensing and Training Simplification: High Level Principles Consultation   Civil Aviation Authority (caa.co.uk)</a>  Comments Response Document: <a href="#">CAP2532: GA Pilot Licensing &amp; Training Simplification Phase 1 Strategic Direction - Consultation Response Document   Civil Aviation Authority (caa.co.uk)</a>  Consultation 2: <a href="#">CAP 2974F General Aviation Pilot Licensing Review Phase 2: Detailed Proposals Sailplanes and powered sailplanes A consultation</a>  Comment Response Document: <a href="#">CAP3032F Sailplanes Consultation Response Document</a>
Does the Proposal have an impact on Other Government Departments	No
Is an Impact Assessment necessary?	Impact anticipated to be less than £10m.  De-Minimis Options Assessment and De-Minimis Impact Assessment will be prepared by CAA and has been worked on in co-operation with DfT.
<u>When is it intended that these provisions should be brought into force?</u>	21 days from laying of the SI.
<u>Has an SI "slot" been identified?</u>	SI slot agreed with DfT, Spring 2025
Will there be any criminal offences?	We do not believe any new criminal offences are required since requirements (and associated offences) for pilots to be in possession of an appropriate licence (or comply with an exception) are already in the ANO 2016.

If so, is a Justice Impact Test required?	No
What is the intended extent of the provision?	<u>Pilots flying UK registered aircraft, pilots holding licenses issued by the UK CAA.</u>
<u>Are there any devolved issues?</u>	<u>No devolved issues.</u>
Are any transitional provisions needed? If so, what are they?	There are no transitional arrangements required based on a Spring 2025 SI slot. Although the CAA will publish an updated conversion report, covering BGA Certificate holders transferring to the Part-SFCL SPL. The current implementation date for SFCL of 30 <sup>th</sup> September 2025 remains unchanged.

### Suggested Changes to existing wording of Law

***Note for external readers:***

***The substance of the amendments detailed below have already been the subject of consultation. These proposals are therefore published for information purposes only. The amendments set out in this section constitute only the CAA’s opinion on possible amendments to the relevant legislation. While it is anticipated that any amendments enacted will broadly reflect the CAA’s proposals, all amendments to legislation are subject to a drafting process by Government. The proposals may therefore not be the final wording of UK law.***

# SFCL Policy Proposals and Keeling Schedule

When text is to be omitted:

- Text is in red and is ~~struck through~~

When new text is to be inserted:

- Text is inserted in blue underlined text.

Please see detailed drafting instructions / keeling schedule for UK Regulation (EU) 1178/2011 below.

## Policy- Amendment to Regulations

Potentially affected provisions: Article 2, Article 3a SFCL 030, 125, 130, 135, 150, 155, 200, 205, 210, 215, 315, 320, 330, 350, 360, 430, 460

Proposed change	Regulatory changes
Add Term 'Gliding Club' to list of definitions in Article 2 of Sailplane UK Regulations (EU) 2018/1976	Article 2 & 3a SFCL 030, 130,135,150,155,200,205,210,215,315,320,330,350,360,430,460 and any consequential new IR for Basic Instructor Certificate Adding to all references to ATO/DTO the word 'Gliding Club'. Consequential changes to Aircrew Regulations 1178/2011 Article 10a
Defining 'Gliding Club' as a club affiliated to the British Gliding Association (BGA), which is created with the aim of promoting aerial sport and leisure aviation'?	Article 2 cover regulations 2018/1976

## Policy Discussions:

### Conversion reports:

The CAA proposes including provisions in Article 3b(3) for the Conversion Report capture what were the requirements of Regulation (EU) 1178/2011, article 4, paragraphs (4) and (5). The amendment would include the following:

Such a report shall:

- a) Be established by the CAA.
- b) Describe the requirements on the basis of which the pilot licences were issued;
- c) Describe the scope of the privileges that were given to the pilots –;
- d) Indicate for which requirements in Annex III (Part-SFCL) to which credit is to be given;
- e) Indicate any limitations that need to be included on the Part-SFCL licences and any requirements the pilot has to comply with in order to remove those limitations.

This amendment is required because:

- a) the conversion report requirements in Regulation (EU) 1178/2011 article 4 paragraphs (4) and (5) were repealed when that regulation was retained into UK law, and are consequently missing from the assimilated UK Regulation (EU) 1178/2011; and
- b) the use of a conversion reports is referred to in the current Sailplane Regulation as well as in the proposed drafting in subsequent sections below, and the absence of a clear definition is susceptible to legal challenge and is therefore suboptimal.

Article 3b(3) currently contains a reference to Regulation (EU) 1178/2011 article 4 paragraphs (4) and (5). However, when this regulation was retained into UK law following EU exit, those two paragraphs were repealed such that they are missing from the applicable assimilated UK regulation. This amendment corrects that error by removing this reference and combines with the proposed amendment to cover regulation article 2(13) described in Section 1 above to define conversion reports accordingly in its place. In addition the change from 'must' to 'may' within Article 3b(3) enables the CAA to continue to accept licence conversions from BGA qualifications, post 30<sup>th</sup> September 2025.

#### Adding the term 'Gliding Club':

When the Aircrew Regulation was amended in 2019, Article 10a was amended to incorporate the Declared Training Organisation in Annex VIII (Part-DTO), as an alternative to Approved Training Organisations in Annex VII (Part-ORA).

The scope of the training courses which could be offered by the DTO, was set out in DTO.GEN.110 for aeroplanes, helicopters, sailplanes and balloons.

The CAA proposes adding a definition to Article 2 of 'Gliding Club' to enable BGA Clubs to operate without becoming ATO/DTOs. This allows them to continue to operate within their current operational structure whilst retaining an assured level of governance standard that gliding clubs have within such as a Chairman, Chief Flying Instructor, Safety Officer etc. This structure is led by the British Gliding Association and hence the definition includes a requirement to be an affiliated club so that there is assurance.



The exact definition of ‘Gliding Club’ has varied slightly since the consultation CRD to make clearer the requirement for the club to be a member club of the British Gliding Association, however this is not a change in the original policy intention.

Non-BGA Organisations will still have to follow an ATO/DTO setup as will be the case for any operation based outside the United Kingdom regardless of status.

For the Sailplane Regulations, all references to ATO or DTO will need to have ‘Gliding Club’ inserted in addition, except for any reference to the Banner Towing Rating for which there is no established practice of this occurring at BGA Clubs, so will remain for ATOs and DTOs only.

**Proposed amendments:**

## Article 2 Definitions

For the purposes of this Regulation, the following definitions and, unless terms are defined otherwise in this Article, the definitions of Article 2 of Regulation (EU) No 1178/2011 apply:

Draft amendment	Explanation
<a href="#">(15) ‘Gliding Club’- any member club of the British Gliding Association (BGA) created with the aim of promoting aerial sport and leisure aviation.</a>	New addition to definitions

## Article

3a

3(c)- the holder of an authorisation who applies for the issue of an SPL shall receive credits for training conducted on the basis of a recommendation from an approved training organisation (‘ATO’) , [a Gliding Club](#) or a declared training organisation (‘DTO’);

## Article 3b

Draft amendment	Explanation
<p><b>Cover regulation, Article 3b:</b></p> <p>3. Holders of national licences for sailplanes shall be allowed to continue to exercise the privileges of their licences until 30<sup>th</sup> September 2025. By that date, the CAA <del>shall</del> <u>may</u> convert those licences into Part-SFCL licences and associated ratings, privileges and certificates in accordance with the elements laid down in a conversion report <del>that complies with the requirements of Article 4(4) and (5) of Regulation (EU) No 1178/2011.</del></p> <p><u>The conversion report shall:</u></p> <p><u>(a) be established by the CAA;</u></p> <p><u>(b) describe the national requirements on the basis of which the pilot licences were issued;</u></p> <p><u>(c) describe the scope of the privileges that were given to the pilots;</u></p> <p><u>(d) indicate for which requirements in Annex III (Part-SFCL) credit is to be given; and</u></p> <p><u>(e) indicate any limitations that need to be included on the Part-SFCL licences and any requirements the pilot has to comply with in order to remove those limitations.</u></p>	<p>Change of wording to allow CAA</p> <p>Removal of reference to repealed regulations within Regulation (EU) 1178/2011 further to policy intention mentioned above.</p>

## PART SFCL:

### SFCL.030

#### Practical Skill Test

Applicants for a skill test ~~shall~~ must be recommended for the skill test by the ATO, ~~or the~~ DTO or a Gliding Club that is responsible for the training undertaken by the applicants, once the training is completed. The training records ~~shall~~ must be made available to the examiner by ATO, ~~or the~~ DTO or a Gliding Club.

### SFCL.130 SPL – Training course and experience requirements

(a) Applicants for an SPL shall complete a training course at an ATO, ~~or the~~ DTO or a Gliding Club.

### SFCL.150 SPL – Sailplane and TMG privileges

(b)

(1) completed at an ATO, ~~or a~~ DTO or a Gliding Club the training elements specified in point SFCL.130(a)(2)(v);

(e)

(1) completed at an ATO, ~~or a~~ DTO or a Gliding Club the training elements specified in point SFCL.130(a)(2)(iv) and at least 15 launches and landings in a sailplane, excluding TMGs; and

(f) The completion of the training as specified in paragraphs (b)(1) and (e)(1) shall be entered in the logbook of the pilot and signed by the head of training of the ATO, ~~or the~~ DTO or the Gliding Club that is responsible for the training.

### SFCL.155 SPL Launching methods

(b) The completion of the training as specified in paragraph (a) shall be entered in the logbook of the pilot and signed by the head of training of the ATO, ~~or the~~ DTO or the Gliding Club that is responsible for the training, as applicable.

### SFCL.200 Aerobatic Privileges

(b)

(2)

(ii) a training course at an ATO, ~~or a~~ DTO or a Gliding Club including:

(c)

(2)

(ii) completed a training course at an ATO, ~~or a~~ DTO or a Gliding Club including:

(f) The completion of the training course as specified in paragraphs (b)(2)(ii) and (c)(2)(ii) and, as applicable, the inclusion of training specified in paragraph (d), shall be entered in the logbook and signed by the head of training of the ATO, ~~or the~~ DTO or the Gliding Club that is responsible for the training.

## SFCL.210 TMG Night Rating

(b) Applicants for a TMG night rating shall first complete a training course at an ATO, ~~or a~~ DTO or a Gliding Club. The course shall comprise:

## SFCL.215 Sailplane cloud flying privileges.

(b)

(2) a training course at an ATO, ~~or a~~ DTO or a Gliding Club including:

(d) The completion of the training course as specified in paragraphs (b)(2) or (c)(2), as applicable, shall be entered in the logbook and signed by the head of training of the ATO, ~~or the~~ DTO or the Gliding Club that is responsible for the training.

## Policy- Flight Training syllabus and requirements

Potentially affected provisions: SFCL.015, SFCL.205 (*Crossover Aircrew Regulations 1178/2011 FCL.805*)

Proposed change	Regulatory changes
Removing six month application requirement and replace with validity period of skill test.	Amend SFCL.015 (g)
Removal of Sailplane Towing Rating with respect to TMGs.	SFCL.205 Crossover 1178/2011 FCL.805

### Discussion:

The removal of the six-month application requirement is designed to remove an unnecessary regulatory requirement that exists in SFCL.015(g). It is reasonable to assume that most applicants apply straight away after the skill test for the initial issue of a SPL, but in limited circumstances this may not always happen. In making this change it will need to be made clear that the validity of any privileges is based on the date of the test or assessment, so a delay in applying for these privileges will reduce the amount of time the pilot has to exercise these privileges, up to and including another skill test being required should the applicant not apply within the validity period of the test.

As most of the sailplane towing is done under Part FCL/Aircrew Regulations using aeroplanes, the policy of the sailplane towing rating has been reviewed through the aeroplane consultation in 8.10 on Page 52 of CAP2974A. There is no requirement in the ANO 2016 for a licence holder to have a specific rating to conduct sailplane towing.

However, Part FCL and SFCL currently applies a requirement for a rating. It is widely seen in the sailplane community that this is an unnecessary requirement, and that training can be delivered (as it was prior to the aircrew regulations) at a local level by senior tug pilots or tug masters following the BGA's own syllabus. Several comments have been received in both the Aeroplane and Sailplane consultations regarding a removal of the rating. There is a dependency that exists between the Sailplane Regulations and Aircrew regulations on Sailplane Towing by SPL holders in TMGs, as a result a gathered approach will need to be taken to make the necessary changes and the same decision taken in respect to both regulations.

*Note- As referred elsewhere in this document, the terms 'Gliding Club' and 'Sailplane Basic Instructor (BI(S)) are added.*

### Proposed amendments:

#### SFCL.015 Application for and issue, revalidation and renewal of an SPL as well as associated privileges, ratings and certificates

(a)(1)(iii) the issue of a sailplane flight instructor ('FI(S)') certificate or sailplane basic instructor (BI(S)) certificate;

~~(g) Applicants shall apply for the issue of an SPL and associated ratings, privileges or certificates not later than six months after having successfully completed the skill test or assessment of competence.~~

(g) Applicants apply for the issue of an SPL and associated ratings, privileges or certificate. After successful completion of the skill test or assessment of competence, the validity period of any privileges will be based on the date of the initial skill test or assessment of competence

#### SFCL.205 ~~Sailplane towing and~~ Banner towing rating

(a) SPL holders who have privileges to fly TMGs shall tow ~~sailplanes or~~ banners only if they hold an appropriate ~~sailplane towing or~~ banner towing rating in accordance with this point.

~~(b) Applicants for a sailplane towing rating shall have completed:~~

~~(1) at least 30 hours of flight time as PIC and 60 take-offs and landings in TMGs, after obtaining TMG privileges;~~

~~(2) a training course at an ATO or a DTO, including:~~

~~(i) theoretical knowledge instruction on sailplane towing operations and procedures.~~

~~(ii) at least 10 training flights towing a sailplane, including at least 5 dual training flights;~~

~~(iii) in the case of an SPL holder with privileges restricted to TMG in accordance with point SFCL.150(d), five familiarisation flights in a sailplane which is launched by an aircraft.~~

(b) Applicants for a banner towing rating shall have completed:

(1) at least 100 hours of flight time and 200 take-offs and landings as PIC on TMGs, after obtaining TMG privileges;

(2) a training course at an ATO, ~~or a~~ DTO or Gliding Club, including:

(i) theoretical knowledge instruction on banner towing operations and procedures;

(ii) at least 10 instruction flights towing a banner, including at least five dual flights.

(c) Applicants for ~~a sailplane towing rating or~~ a banner towing rating in accordance with this point who already hold a ~~sailplane towing or banner towing~~ rating in accordance with point FCL.805(b) of Annex I

(Part-FCL) to Regulation (EU) No 1178/2011 or who have fulfilled all the requirements for the issue of that rating, as applicable, shall:

(1) receive full credit towards the requirements in paragraph ~~(b) or~~ (c) for obtaining ~~the sailplane towing or~~ the banner towing rating, ~~as applicable~~, if their relevant ~~towing~~ rating as specified in paragraph (d) includes privileges for towing with TMGs; or

(2) have completed at least three dual instruction flights covering the ~~full sailplane towing or~~ banner towing training syllabus, ~~as applicable~~, in TMGs.

(d) The completion of the training course as specified in paragraphs (b)(2) and (c)(2) ~~and (d)(2)~~ shall be entered in the logbook and signed by the head of training of the ATO, ~~or~~ the DTO or the Gliding Club or the instructor who is responsible for the training, as applicable.

(e) To exercise the privileges of the ~~sailplane towing or~~ banner towing rating, the holder of the rating shall complete a minimum of five tows during the last two years.

~~(g) If a holder of the sailplane towing rating does not comply with the requirement in paragraph (f), before resuming the exercise of his or her privileges, he or she shall complete the missing tows with or under the supervision of an instructor.~~

## **Policy- Theoretical knowledge syllabus and requirements**

Potentially Affected Provisions: SFCL.135

<b>Proposed change</b>	<b>Regulatory changes</b>
Merge theoretical examination subjects that have overlapping areas. (Flight Performance & Planning)	SFCL.135 (a)(2)- Full subject list
Amend 18-month validity period to rolling validity.	SFCL.135 (c)(2)
Change validity after successfully completing exams from 24 to 36 months.	SFCL.135 (d)
Changing process if candidate fails an examination 4 times.	SFCL.135 (c)(3)

*Note- As referred elsewhere in this document, the terms 'Gliding Club' are added.*

### **Policy Discussion:**

In compliance with ARA FCL.300 it has been determined that the current BGA Theoretical Examination system is fit for purpose for the delivery of SPL examinations in paper form so therefore does not require a change and examinations will be delivered close to current practice.

It is determined that the current content of the examination means that there is an overlap of content within the AMC and as a result the subject of Flight Performance and Planning can be removed with learning objectives transitioned to Air Law, Navigation and Aircraft General Knowledge examinations.

The CAA proposes changing the validity period specified in (c)(2) to an 18 month 'rolling validity', to reduce the burden on applicants who are completing their training over a longer period. It is also proposed that the validity period of a complete set of exams for the SPL is 36 months rather than 24, to reduce burden of applicants.

The CAA proposes changing the requirement at SFCL.135 (c)(3) to a more proportionate requirement. Several options were suggested but the most common was to remove the 4-attempt rule entirely if examinations are completed within a rolling 18-month period as per (c)(2). This is a simple policy change by deletion of SFCL.135 (c)(3).

### **Proposed amendments:**

#### **SFCL.135 SPL Theoretical knowledge examination**

(a) Theoretical knowledge Applicants for an SPL shall demonstrate a level of theoretical knowledge that is appropriate to the privileges sought through examinations on the following:

(1) common subjects:

(i) air law;

(ii) human performance;

(iii) meteorology;

(iv) communications;

(2) specific subjects concerning sailplanes:

(i) principles of flight;

(ii) operational procedures;

~~(iii) flight performance and planning;~~

(iv) aircraft general knowledge related to sailplanes;

(v) navigation.

(b) Responsibilities of the applicant [...]

(2) The applicant shall take the theoretical knowledge examination only if recommended by the ATO<sub>1</sub> ~~or~~ the DTO or the Gliding Club that is responsible for his or her training and once he or she has completed the appropriate elements of the training course of theoretical knowledge instruction to a satisfactory standard.

(3) The recommendation by the ATO<sub>1</sub> ~~or~~ the DTO or the Gliding Club shall be valid for 12 months. If the applicant has failed to take at least one theoretical knowledge examination paper within this validity period, the need for further training shall be determined by the ATO<sub>1</sub> ~~or~~ the DTO or the Gliding Club, based on the needs of the applicant.

(c) Pass standards

(1) A pass in a theoretical knowledge examination subject paper shall is to be awarded ~~to the applicant~~ when the applicant achieves achieving at least 75 % of the marks allocated to that paper. ~~No penalty marking shall be applied.~~

(2) ~~Unless otherwise specified in this Annex,~~ The an applicant is considered to have successfully completed the required theoretical knowledge examination for the SPL if: ~~he or she has passed all the~~

~~required theoretical knowledge examination papers within a period of 18 months counted from the end of the calendar month when the applicant first attempted to take the examination.~~

(i) All subjects within the examination have been passed in accordance with (1); and

(ii) On the day of the most recent subject pass, all other subjects were passed either on that day or within the 18 months prior to that day.

Or

(ii) All subjects were passed within and including the 18 months prior to and including the date on which the most recent subject last examination was passed.”.

~~(3) If an applicant has failed to pass one of the theoretical knowledge examination papers within four attempts or has failed to pass all papers within the period mentioned in paragraph (2), he or she shall retake the complete set of theoretical knowledge examination papers.~~

~~(3) Before retaking the theoretical knowledge examinations, the applicant shall undertake further training at an ATO<sub>i</sub> or a DTO. The extent and scope of the training needed shall be determined by the ATO<sub>i</sub> or a DTO based on the needs of the applicant.~~

If an applicant needs to retake a theoretical knowledge subject due to a failed attempt, or because an examination was not taken and passed within the 18-month period referred to in (2), further training at an ATO, a DTO or a Gliding Club must be undertaken, prior to retaking the subject. The extent and scope of the training needed must be determined by the ATO, the DTO or the Gliding Club, based on the needs of the applicant.”

(d) Validity period

The successful completion of the theoretical knowledge examinations shall be valid for a period of ~~24~~ 36 months, counted from the day when the applicant successfully completed the theoretical knowledge examination, in accordance with paragraph (c)(2).

## Policy- Instructor/Examiner Requirements

Potentially Affected Provisions: SFCL.015, SFCL.315, SFCL.415 + new IRs in Subpart FI

Consultation topic	Regulatory changes
Creation of a Basic Instructor privilege within SFCL	Significant additions within Subpart FI setting out the ‘Basic Instructor’ authorisation, privileges, prerequisites, training, restrictions and revalidation requirements.  Modification to: SFCL.300, SFCL.315, SFCL.325, SFCL.330, SFCL.415  Creation of SFCL.310, 340, 355, 365  Credit report changes to enable transition to/from FI(S) and other instructor qualifications.

Amend requirement for Instructors to hold advanced aerobatic rating.	SFCL. 315
Amend privileges for Instructors to include self-launch in the launching methods.	SFCL. 315

*Note- As referred elsewhere in this document, the terms 'Gliding Club' are added.*

### **Policy Discussion:**

1. The CAA wishes to create a more proportionate mechanism for sailplane pilots to build experience towards becoming a Flight Instructor (Sailplanes), by proposing a pre-Flight Instructor (FI), instructor qualification. It is proposed that this be referred to as the Basic Instructor Certificate BI(S). This would follow a similar system to that of which the British Gliding Association currently has where new instructors can learn to teach and fly from the instructor's seat, obtaining privileges to deliver the first few simple exercises of the SPL syllabus and gain valuable experience before moving onto the much more complex FI(S) course.

The Basic Instructor Certificate that is proposed is a brand-new qualification for SFCL and is the biggest change in this specific sailplane rulemaking task. The regulation suite proposed subject to consultation is based closely on the current British Gliding Association Basic Instructor Rating requirements and policy which has existed for several decades albeit without any formal reference in legislation or CAA oversight. Due to the differences in privileges from FI(S) there will need to be several subsections created within Subpart FI to facilitate the necessary requirements and framework for this new certificate, the BI(S) will also make use of other existing implementing rules where appropriate. The consultation results mean that further discussion between the CAA/BGA has taken place as well as utilising internal SME input to develop the implementing rules. Further development of AMC is also taking place as part of this project.

The following will need to be new sections of SFCL Subpart FI to facilitate the Basic Instructor Certificate.

- SFCL.310 Basic Instructor Certificate requirements and privileges
- SFCL.340 Basic Instructor Assessment of Competence
- SFCL.355 Basic Instructor Privilege Limitations
- SFCL.365 Basic Instructor Recency Requirements

The following existing sections will need to be amended to facilitate the Basic Instructor Certificate.



- SFCL.300
- SFCL.315
- SFCL.325
- SFCL.330
- SFCL.415

There should be a pathway for other non-sailplane Flight Instructor Certificate holders to have some credit towards the Basic Instructor Certificate and allow credit for Basic Instructor Certificate holders to move forwards towards FI(S). Credit reports issued by the CAA will be required to facilitate the conversion of BGA Basic Instructors to SFCL Basic Instructor certificate during the transition period.

The CAA will also produce a suitable credit report to ensure that current BGA Basic Instructor Rating holders can apply for the SFCL Basic Instructor Certificate to be on their licence either at SPL initial issue on conversion from BGA qualifications or subsequently when the new Basic Instructor Certificate legally comes into force. Credit considerations are also required for other Instructor Ratings.

The CAA have determined the requirements for conduct of assessments in relation to examiners. Currently only an examiner qualified in accordance with SFCL.415 (c) can do instructor assessments but it is proportionate to keep closer to current practice to permit examiners qualified in accordance with SFCL.415 to conduct tests to avoid unnecessary burden on the Sailplane examining system as long as they hold privileges to instruct for either the BI(S) or FI(S) courses.

In addition, the CAA proposes defining the instructor requirements to deliver training towards the BI(S) certificate by creating a specific FI(S) privilege. This privilege will be assessed by a FI(S) qualified in accordance with SFCL.315 (7) nominated by the ATO, DTO or Gliding Club. FI(S) qualified in accordance with SFCL.315(7) will automatically have privileges to instruct for the BI(S) certificate.

2. The changes to instructor requirements on Aerobatic rating and Self Launch rating are textual changes to simplify/clarify proportionate requirements for these disciplines. In the case of self-launching, the CAA propose a clarification for instructor privileges to deliver this training.

For aerobatics, currently aerobatic instructors must be qualified in both basic and advanced aerobatics to instruct, despite most aerobatics happening in the basic category. This is deemed disproportionate and based off the consultation response the CAA propose permitting instructors to instruct at either just basic level or if they so wish, advanced levels if they complete the additional training.

## **Proposed Amendments:**

### **SFCL.300 Flight Instructor Certificate**

#### **(a) General**

An instructor shall only carry out flight instruction in a sailplane if he or she:

(1) holds:

- (i) an SPL including the privileges, ratings and certificates for which flight instruction is to be provided;
- (ii) a sailplane flight instructor (FI(S)) certificate appropriate to the instruction carried out, and issued in accordance with this Subpart;

(iii) a sailplane basic instructor (BI(S)) certificate issued in accordance with this subpart.

(2) is entitled to act as PIC in the sailplane during flight instruction.

## SFCL.310 BI(S) certificate requirements and privileges

(1) Applicants for a BI(S) certificate shall:

(a) be at least 16 years of age;

(b) comply with the requirements of point (a)(1)(i) and (2) of point SFCL.300

(c) have completed 50 hours pilot in command on sailplanes

(d) have completed a basic instructor certificate training course in accordance with point SFCL.330

(e) have passed an assessment of competence in accordance with point SFCL.340

(2) The privileges of the BI(S) certificate are limited to the conduct of instruction in the following flight exercises towards the issue of an SPL:

(a) Familiarisation with the sailplane

(b) Emergency Procedures

(c) Initial air experience; and

(d) Effects of controls

## SFCL.315 FI(S) certificate – Privileges and conditions

(a)(3)(i) In the case of aerotow or self-launch, at least 30 launches.

(a)(4)(iii) demonstrated the ability to instruct on TMGs to an FI(S) who is qualified in accordance with paragraph (7) and nominated by the head of training of the ATO, ~~or~~ the DTO or the Gliding Club;

(a)(5) basic aerobatic, advanced aerobatic or sailplane cloud flying privileges ~~or the sailplane towing~~ or the banner towing rating, provided that the applicant:

(i) in the case of instruction for basic aerobatic or advanced aerobatic privileges, ~~holds advanced aerobatic privileges in accordance with point SFCL.200(c);~~ holds the aerobatic privilege for which flight instruction will be provided in accordance with SFCL.200 (b) and (c).

(a)(5)(ii) has demonstrated the ability to instruct for the relevant privileges or rating to an FI(S) who is qualified in accordance with paragraph (a)(7) and nominated by the head of training of the ATO, ~~or~~ the DTO or Gliding Club;

(a)(6)(ii) has demonstrated the ability to instruct on TMGs at night to an FI(S) who is qualified in accordance with paragraph (7) and nominated by the head of training of the ATO, ~~or~~ the DTO or the Gliding Club;

(a)(7) an FI(S) certificate, provided that the applicant has:

- (i) completed at least 50 hours or 150 launches of flight instruction in sailplanes;
- (ii) in accordance with the procedures established for that purpose by the CAA, demonstrated the ability to instruct for the FI(S) certificate to an FI(S) who is qualified in accordance with this paragraph and nominated by the head of training of the ATO, ~~or~~ the DTO or the Gliding Club;

(a)(8) a BI(S) certificate, provided that the applicant has:

- (i) completed at least 50 hours or 150 launches of flight instruction in sailplanes;
- (ii) in accordance with the procedures established for that purpose by the CAA, demonstrated the ability to instruct for the BI(S) certificate to an FI(S) who is qualified in accordance with (a)(7) and nominated by the head of training of the ATO, the DTO or the Gliding Club;
- (iii) Applicants who have met the requirements of (a)(7) are entitled to instruct towards the issue of the BI(S) certificate.

## SFCL.320 FI(S) certificate – Prerequisites and requirements

Applicants for an FI(S) certificate shall:

- (d) have completed an instructor training course in accordance with point SFCL.330 at an ATO, ~~or a~~ DTO or a Gliding Club; and

## SFCL.325 FI(S) and BI(S) competencies and assessment

Applicants for an FI(S) certificate or BI(S) certificate ~~shall~~must be trained to achieve the following competencies:

- (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; and
- (j) report outcome.

## SFCL.330 FI(S) and BI(S) Training courses

- (a) Applicants for an FI(S) certificate shall first pass a specific pre-entry assessment at an ATO, ~~or a~~ DTO or a Gliding Club, which shall take place within the 12 months preceding the start of the training course, to assess their ability to undertake the course.
- (b) The FI(S) training course shall include:
  - (1) on sailplanes, excluding TMGs:
  - (i) the elements specified in point SFCL.325;

- (ii) 25 hours of teaching and learning;
  - (iii) 30 hours of theoretical knowledge instruction, including progress tests;
  - (iv) at least six hours, of which a maximum of three hours may be completed in TMGs, or 20 launches of flight instruction;
- (2) additionally, if the privileges of the FI(S) certificate will include the privileges as specified in point SFCL.315(a)(4) and (a)(6), at least six hours of dual flight instruction on TMGs.

(c) The BI(S) course must include:

(1) on sailplanes, excluding TMGs:

(i) the elements specified in point SFCL.325:

(ii) 4 hours theoretical knowledge training covering the teaching and learning elements.

(iii) at least 1 hour, of which a maximum of 30 minutes may be completed in TMGs including at least 6 launches of flight instruction;

~~(d)~~ Applicants who already hold an instructor certificate in accordance with Annex III (Part-BFCL) to Regulation (EU) 2018/395 or with Annex I (Part-FCL) to Regulation (EU) No 1178/2011 shall be fully credited towards the requirements in paragraph (b)(1)(ii) and (c)(1)(ii).

~~(e)~~ When applying for an FI(S) certificate, a pilot who holds or has held an FI(A), (H) or (As) shall be credited with 18 hours towards the requirements in paragraph (b)(1)(iii).

## SFCL.340 BI(S) Assessment of Competence

(a) Applicants for the issue of a BI(S) certificate must pass an assessment of competence to demonstrate to an examiner qualified in accordance with point SFCL.415 (a)(ii) or SFCL.415 (c) the ability to instruct a student pilot within the privileges described in SFCL.310(b).

(b) The assessment shall include:

(1) the demonstration of the competencies described in point SFCL.325, during pre-flight, post-flight and theoretical knowledge instruction;

(2) oral theoretical examinations on the ground, pre-flight and post-flight briefings, and in-flight demonstrations in sailplanes;

(3) exercises adequate to evaluate the instructor's competencies.

(c) The assessment of competence for the initial issue of a BI(S) certificate shall be conducted in sailplanes, excluding TMG

## SFCL.350 FI(S) Restricted Privileges

(a) An FI(S) shall have his or her privileges limited to conducting flight instruction under the supervision of an unrestricted FI(S) nominated by the ATO, ~~or~~ the DTO or the Gliding Club for this purpose, in the following cases:

(4) for basic aerobatic, advanced aerobatic or sailplane cloud flying privileges or ~~for the sailplane towing~~ ~~or~~ banner towing rating.

## SFCL.355 BI(S) privilege limitations

(a) A BI(S) certificate holder must have their privileges limited to conducting flight instruction under the supervision of an unrestricted FI(S) nominated by the ATO, the DTO or the Gliding Club for this purpose.

## SFCL.360 FI(S) certificate – Recency requirements

(a) An FI(S) certificate holder ~~shall~~ must only exercise the privileges of ~~his or her~~ their certificate if before the planned exercise of those privileges he or she has:

(1) within the last three years, completed:

(i) instructor refresher training at an ATO, ~~or a~~ DTO or a Gliding Club, or the CAA during which the holder shall receive theoretical knowledge instruction for refreshing and updating the knowledge relevant for sailplane instructors; and

(2) within the last nine years and in accordance with the procedures established for that purpose by the CAA, demonstrated the ability to instruct on sailplanes to an FI (S) who is qualified in accordance with point SFCL.315(a)(7) and nominated by the head of training of an ATO, ~~or a~~ DTO or a Gliding Club.

(c) If the FI(S) certificate holder has failed to complete the instruction flight under supervision to the satisfaction of the FI(S) in accordance with paragraph (a)(2), he or she shall not exercise the privileges of the FI(S) certificate until he or she has successfully completed an assessment of competence in accordance with point SFCL.345.

## SFCL.365 BI(S) recency requirements

(a) A BI(S) certificate holder must only exercise the privileges of their certificate if before the planned exercise of those privileges they have, within the last two years, completed:

(i) at least 20 hours or 40 launches as pilot in command in sailplanes.

(ii) demonstrated the ability to instruct on sailplanes to an FI(S) who is qualified in accordance with point SFCL.315(a)(7) or SFCL.315(a)(8) and nominated by the head of training of an ATO, a DTO or a Gliding Club, in accordance with the procedures established for that purpose by the CAA.

(b) If the BI(S) certificate holder has failed to complete the instruction flight under supervision to the satisfaction of the FI(S) in accordance with paragraph (a)(2), he or she shall not exercise the privileges of the certificate until they have successfully completed an assessment of competence in accordance with point SFCL.340.

(c) To resume the exercise of the privileges of the BI(S) certificate, a BI(S) certificate holder who does not comply with all the requirements in paragraph (a) must comply with the requirements of paragraph (a)(1)(i) and of point SFCL.340.

## SFCL.415 FE(S) certificate – Privileges and conditions

~~Subject to compliance of the applicant with point SFCL.420 and with the following conditions, an FE(S) certificate shall be issued upon application with privileges to conduct:~~

The privileges of the holder of an FE(S) certificate are to conduct:

(a)(i) skill tests and proficiency checks for the SPL; ~~and provided that the applicant has completed, on sailplanes, excluding TMGs, 300 hours of flight time as a pilot, including 150 hours or 300 launches of flight instruction;~~

(a)(ii) Where the FI(S) has privileges in SFCL.315(a)(7) or (8) to conduct an assessment of competence for the BI(S) certificate,

provided that the applicant has completed, on sailplanes, excluding TMGs, 300 hours of flight time as a pilot, including 150 hours or 300 launches of flight instruction;

### SFCL.430 FE(S) certificate – Standardisation course

(a) Applicants for an FE(S) certificate shall take a standardisation course which is provided either by the CAA or by an ATO, ~~or a~~ DTO or a Gliding Club and approved by the CAA.

### SFCL.460 FE(S) certificate – Validity, revalidation and renewal

(b)

(1) during the validity period of the FE(S) certificate, completed an examiner refresher course which is provided either by the CAA or by an ATO, ~~or a~~ DTO or a Gliding Club and approved by the CAA, during which the holder shall receive theoretical knowledge instruction for refreshing and updating the knowledge relevant for sailplane examiners;

## Glossary

AAIB	Air Accident Investigation Branch
AMC	Acceptable Means of Compliance
ANO	Air Navigation Order 2016
BGA	British Gliding Association
BI(S)	Basic Instructor Certificate
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
ORA	Organisation Requirements for Aircrew
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

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