FEDERAL AVIATION AGENCY
FLIGHT STANDARDS SERVICE
Washington 25, D. C.

January 29, 1962

CIVIL AIR REGULATIONS DRAFT RELEASE NO. 62-4

SUBJECT: To Relocate the Requirement for Dual Instrument Instruction Before Solo From Private Pilot Experience Requirements to Presolo Requirements

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The Flight Standards Service of the Federal Aviation Agency has under consideration amendments to Part 20 of the Civil Air Regulations to remove the dual instrument instruction before solo required as a prerequisite for a private pilot certificate, and to add, instead, dual instrument instruction before solo as a student pilot presolo requirement in airplanes. The reasons therefor are set forth in the explanatory statement of the attached proposal which is being published in the Federal Register as a notice of proposed rule making.

The Flight Standards Service desires that all persons who will be affected by the requirements of this proposal be fully informed as to its effect upon them and is therefore circulating copies in order to afford interested persons ample opportunity to submit comments as they may desire.

Because of the large number of comments which we anticipate receiving in response to this draft release, we will be unable to acknowledge receipt of each reply. However, you may be assured that all comment will be given careful consideration.

It should be noted that comments should be submitted, preferably in duplicate, to the Docket Section of the Federal Aviation Agency, and in order to insure consideration must be received on or before April 9, 1962.

George C. Prill

Director,
Flight Standards Service

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FEDERAL AVIATION AGENCY
FLIGHT STANDARDS SERVICE

[14 CFR Part 20]
[Regulatory Docket No. 1050; Draft Release No. 62–4]

NOTICE OF PROPOSED RULE MAKING

To Relocate the Requirement for Dual Instrument Instruction Before Solo From Private Pilot Experience Requirements to Presolo Requirements

Pursuant to the authority delegated to me by the Administrator (14 CFR 405.27), notice is hereby given that there is under consideration a proposal to amend Part 20 of the Civil Air Regulations as hereinafter set forth.

Interested persons may participate in the making of the proposed rules by submitting such written data, views, or arguments as they may desire. Communications should be submitted, preferably in duplicate, to the Docket Section of the Federal Aviation Agency, Room C–226, 1711 New York Avenue, N.W., Washington 25, D.C. All communications received on or before April 9, 1962, will be considered by the Administrator before taking action on the proposed rules. The proposal contained in this notice may be changed in the light of comments received. All comments submitted will be available in the Docket Section for examination by interested persons when the prescribed date for return of comments has expired.

Section 20.34 of the Civil Air Regulations prescribes the aeronautical experience required for an applicant for a private pilot certificate. Paragraph (d) of this section specifies that an applicant shall have had flight instruction by reference to instruments, integrated with the dual flight instruction in primary flight maneuvers given before and after solo. This requirement was adopted through Amendment 20–12 to Part 20 of the Civil Air Regulations which was made effective on March 16, 1960. The preamble to the amendment states its objectives, and concludes that the changes constitute part of the Agency's program to improve the competence of the student pilot as well as the private pilot.

One of the primary objectives expressed was that of applying the knowledge gained through research in primary flight training conducted at West Virginia University. This research demonstrated that students who learn to observe and use flight instruments from the beginning of their flight training are much more proficient in holding attitude, altitude, headings, and airspeeds in normal VFR flight. Later observations by inspectors of the Agency have verified the effectiveness of the program in this respect.

However, the intent of applying the benefits of this program to improve the competence of student pilots is not technically carried out by relating the presolo phase of integrated instrument instruction to private pilot requirements.

It is therefore proposed to make presolo dual instrument instruction a prerequisite for a student pilot solo flight in an airplane within § 20.23 instead of a prerequisite for obtaining a private pilot certificate under § 20.34. This change will better carry out the objective expressed in the preamble to Civil Air Regulations Amendment 20–12.

The changes proposed in § 20.23 would require redesignation of the text in the present section as paragraph (a) and the redesignation of the present paragraphs as subparagraphs. These changes are required so that a new paragraph may be added to the section. This new paragraph (b), gives information about who may give dual instrument flight instruction, and the equipment required, which was previously contained in § 20.34(d). In addition to this new paragraph, the other proposed change in text in § 20.23 is in paragraph (a)(2), which corresponds to present paragraph (b). This change would add a requirement for dual instrument flight instruction to the presolo requirements currently specified. In addition, certain minor editorial corrections have been made in the section. Since the directions for these changes and redesignations would be complicated, the entire section is being repeated in the proposed amendment.

Section 20.34 would be amended by deleting paragraphs (d) and (e) and adding a new paragraph (d). In addition to the material previously included in paragraph (e), this new paragraph will specify the dual flight instruction required after the first solo cross-country flight as a prerequisite for a private pilot certificate.

These changes will not affect the present reference in § 20.34–1 to § 20.34(d). The latter paragraph was added by Civil Air Regulations Amendment 20–12, effective March 16, 1960, without changing the reference in § 20.34–1, which after such date should properly have been to § 20.34(e).

In consideration of the foregoing, it is proposed to amend Part 20 of the Civil Air Regulations (14 CFR Part 20) as follows:

1. By amending § 20.23 to read as follows:

20.23 *Requirements for solo flight.*

(a) A student pilot may not operate an airplane in solo flight until:

(1) He is familiar with the general and visual flight rules of Part 60 of this chapter (Civil Air Regulations);

(2) He has received dual instruction in such preparatory and flight procedures as preflight inspection, starting, warming up, operating, and stopping the engine; taxiing, takeoffs, landings, and parking; traffic pattern procedures; level flight, turns, climbs, and glides, both by visual reference outside the airplane and solely by reference to instruments; and stalls and emergency landings; and

(3) His student pilot certificate has been endorsed by an appropriately rated flight instructor who has examined him and found him to have complied with the provisions of subparagraphs (1) and (2) of this paragraph and otherwise to be competent to make solo flights.

(b) The dual instruction in the control of an airplane solely by reference to instruments, required by paragraph (a)(2) of this section, shall be given by the holder of a flight instructor certificate with an airplane rating. The airplane shall be equipped with at least a sensitive altimeter, a turn-and-bank indicator, and a means for simulating instrument flight conditions.

2. By amending § 20.34 by deleting paragraphs (d) and (e) and adding a new paragraph (d) to read as follows:

20.34 *Aeronautical experience.* * * *

(d) Three hours of dual instruction after the first solo cross-country flight, which shall include a review of the procedures and maneuvers previously learned, and additional instruction in preparation for the private pilot flight test, including control of the airplane solely by reference to instruments. The dual instruction in the control of the airplane, solely by reference to instruments, shall be given in accordance with the requirements of § 20.23(b).

(Secs. 313(a), 601, 602; 72 Stat. 752, 775, 776; 49 U.S.C. 1354(a), 1421, 1422)

George C. Pratt

Director,
Flight Standards Service

Issued in Washington, D.C., on January 29, 1962.