Advance Copy

TITLE 14 - AERONAUTICS AND SPACE

CHAPTER I - FEDERAL AVIATION AGENCY

[Regulatory Docket No. 1050; Amendment 61-2 ]

PART 61 - CERTIFICATION: PILOTS AND FLIGHT INSTRUCTORS [New]

MS-110

Relocation of the Requirement for Instrument Flight Instruction Before Solo From the Private Pilot Experience Requirements to Presolo Requirements

The purpose of this amendment is to make the present presolo instrument flight instruction requirement a prerequisite for solo flight in an airplane instead of a prerequisite for a private pilot certificate. This action was published as a Notice of Proposed Rule Making (27 F.R. 1073) and circulated as Civil Air Regulations Draft Release 62-4, dated January 29, 1962. The references in the draft release were to §§20.23 and 20.34 of the Civil Air Regulations. However, these sections have been recodified and the substance thereof incorporated into §61.63 [New] and §61.85 [New] of Part 61 [New] of the Federal Aviation Regulations.

§61.63 sets forth the requirements that a student pilot must meet before he may solo an aircraft. In the case of the airplane category, the student pilot is required to have, among other things, flight instruction in "level flight, turns, climbs, and glides." This section does not require that the student have instrument flight instruction in these flight maneuvers. However, §61.85 requires, as a prerequisite to qualifying for a private pilot certificate, that the applicant must have had instrument flight instruction "integrated with the flight instruction in primary flight maneuvers given before and after solo." Thus, a literal interpretation of these sections would place the Agency in the position of permitting a student pilot to solo without receiving instrument instruction, but refusing him a private pilot certificate because his instrument instruction was not received before he soloed.

As stated in the draft release, when the regulations were amended to require presolo instrument flight instruction the purpose was to improve the proficiency of student pilots by integrating instrument instruction with the flight instruction in primary flight maneuvers. However, this intent was not carried out effectively, since the requirement for presolo instrument instruction was related only to the private pilot experience requirements. Therefore, in order to insure that the instrument instruction would be integrated with flight instruction in all the primary flight maneuvers, the draft release proposed amending the regulations to make instrument instruction a prerequisite to solo flight.

Comments received in response to the draft release indicate general agreement as to the value of instrument instruction, but disagreement as to whether or not it should be required as a prerequisite to solo flight. Those commenting in favor of the proposal did so on the basis that instrument instruction obtained before solo would increase safety. Those commenting in opposition to the proposal stated that it would require instrument flight training not presently required and not justified by safety considerations. Also, there were a few comments requesting that no action be taken on the proposal until a general review had been made of private and student pilot experience requirements.

After an evaluation of all the comments received it is still believed that the proposed amendment is necessary to clarify the present intent of the regulations and to provide for the improved proficiency of student pilots.

However, the Agency has initiated a review of the present private and student pilot experience requirements to reevaluate in the light of past experience the effectiveness of this requirement, and, if necessary, an appropriate notice of proposed rule making will be issued.

Interested persons have been afforded an opportunity to participate in the making of this amendment (27 F.R. 1073), and due consideration has been given to all relevant matter presented.

In consideration of the foregoing, Part 61 /New/ of the Federal Aviation Regulations (14 CFR Part 61 /New/) is amended as follows, effective May 2, 1963

This amendment is made under the authority of §§313(a), 601, and 602 of the Federal Aviation Act of 1958 (49 U.S.C. 1354, 1421, and 1422).

1. By revising §61.63 to read as follows:

§61.63 Requirements for solo flight.

(a) A student pilot may not operate an aircraft in solo flight until -

(1) He is familiar with the general and visual flight rules of Part _____ of this chapter /present Part 60/;

(2) He has had -

(i) In the case of an airplane category, flight instruction from a holder of a flight instructor certificate with an airplane rating in preparatory and flight procedures such as preflight inspection, starting, warming up, and operating and stopping the engine; in taxiing, takeoff, landing, and parking; in traffic pattern procedures; in level flight, turns, climbs, and

glides, by both visual reference outside the airplane and by referring solely to flight instruments; and in stalls and emergency landings;

(ii) In the case of a rotorcraft category, flight instruction (from an appropriately rated flight instructor) in preparatory and flight procedures such as preflight inspection, starting, warming up, and operating and stopping the engine; taxiing, takeoff, hovering (helicopter class only), landing, and parking; in traffic pattern procedures; and in emergency procedures including engine failure; or

(iii) In the case of a glider category, flight instruction (from an appropriately rated flight instructor or a commercial glider pilot) in takeoff, landing, glide, and gliding turns; and in recovery from stalls entered into from all normally anticipated attitudes; and

(3) An appropriately rated flight instructor (or a commercial glider pilot in the case of gliders), finds that the student has complied with this section and is otherwise able to make solo flights, and had endorsed his student certificate to that effect.

The instrument flight instruction required by subparagraph (2)(i) of this paragraph shall be given in an airplane equipped with at least a sensitive altimeter, turn and bank indicator, and a means of simulating instrument flight.

(b) This section does not apply to student lighter-than-air pilots.

2. By amending paragraph (a) of §61.85 by -

(a) Deleting subparagraph (a)(5) and adding the word "and" immediately after the semicolon in subparagraph (a)(3); and

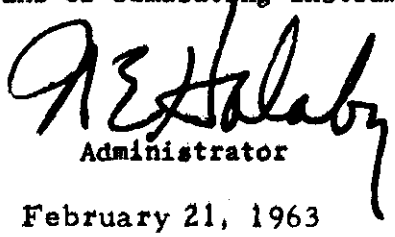
(b) Revising subparagraph (a)(4) and the last sentence of paragraph (a) to read as follows:

§61.85 Airplane rating: aeronautical experience.

(a) * * *

(4) At least 3 hours of flight instruction, from a holder of a flight instructor certificate with an airplane rating, after his first solo cross-country flight, including a review of procedures and maneuvers previously learned, additional instruction in preparation for the private pilot flight test, and flight instruction in primary flight maneuvers in controlling the airplane solely by reference to flight instruments.

The instrument instruction required by subparagraph (4) of this paragraph shall be given in an airplane equipped with at least a sensitive altimeter, turn and bank indicator, and a means of simulating instrument flight.



Administrator

Issued in Washington, D. C., on February 21, 1963