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

February 19, 1963

FEDERAL AVIATION REGULATIONS DRAFT RELEASE NO. 63-6

SUBJECT: Instrument Rating Experience Requirements

The Flight Standards Service of the Federal Aviation Agency has under consideration amendments to Part 61 /New/ of the /New/ Federal Aviation Regulations to revise the minimum experience requirements for an instrument rating. 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 should be received on or before April 29, 1963.

George C. Price

Director,
Flight Standards Service

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FEDERAL AVIATION AGENCY

FLIGHT STANDARDS SERVICE

[14 CFR Part 61 [New]]

[Regulatory Docket No. 1615; Draft Release No. 63-6]

NOTICE OF PROPOSED RULE MAKING

Revision of the Minimum Aeronautical Experience Requirements for an Instrument Rating

The Federal Aviation Agency has under consideration a proposal to amend Part 61 [New] of the Federal Aviation Regulations by revising the instrument experience and minimum flight time required for the issuance of an instrument rating.

Interested persons are invited to participate in the making of the proposed rule by submitting such written data, views or arguments as they may desire. Communications should identify the regulatory docket and draft release numbers and be submitted in duplicate to the Federal Aviation Agency, Office of the General Counsel: Attention Rules Docket, Room A-103, 1711 New York Avenue, N.W., Washington 25, D.C. All communications received on or before April 29, 1963, will be considered by the Administrator before taking action upon the proposed rule. The proposals contained in this notice may be changed in the light of comments received. All comments submitted will be available, both before and after the closing date for comments, in the Rules Docket for examination by interested persons.

Section 61.35 [New] states the experience requirements that an applicant for an instrument rating must meet. It provides among other things that an applicant for an instrument rating who holds a private pilot certificate must meet the flight time requirements specified for a commercial pilot in § 61.115(a)(1) and (2) [New]. Moreover, § 61.29 [New] requires a private pilot who has graduated from a flying school certificated under Part 141 [New] to meet, upon applying for an instrument rating, the flight time requirements specified for a commercial pilot in § 61.115 [New] (except paragraph (a)(3)).

The minimum flight time required for private pilots who apply for instrument ratings was established at a time when, because of the operational limitations of most aircraft used in general aviation, many private pilots were restricted in their flying activity to local pleasure and sightseeing flights, or cross-country flights of a relatively short duration. Today, however, general aviation pilots have available a variety of aircraft, many of which offer speed and performance capabilities that equal or exceed those of some of the old transport type aircraft still being used in commercial operations. In fact, many of the new aircraft currently being employed in general aviation compare favorably with several of the modern transport type aircraft, particularly with regard to the controls, accessories, instruments, and radio installations. In utilizing these aircraft, the modern day private pilot acquires a depth of experience that formerly was not available to private pilots. Moreover, due to the broad scope of general aviation activities and the upgrading of the private pilot eligibility requirements, the private pilot of today is better able to qualify for an instrument rating than in the past. In view of this, it is considered that it is no longer necessary to require private pilots to meet the flight time requirements for a commercial pilot certificate in order to qualify for an instrument rating. Therefore, it is proposed to revise § 61.29 [New] and § 61.35 [New] to delete the requirement that the holder of a private pilot certificate must meet the flight time requirements of § 61.115 [New] in order to qualify for an instrument rating. Since applicants for an instrument rating will still be required to pass a practical test, the Agency will be able to adequately insure that they meet the minimum level of skill required for safe operations.

In addition to the changes discussed above, it is proposed to revise the instrument experience requirements for an instrument rating.

Developments in aircraft, their instruments, radios, and electronic navigational devices, have provided the pilot with more efficient tools with which to conduct instrument flight. Also, there has been an increase in the number of ground facilities available for use in air navigation and in the complexity of IFR and air traffic control procedures. Moreover, the number of aircraft operating under instrument conditions has also increased. Due to these factors, a higher degree of proficiency on the part of each pilot is necessary than was formerly required.

Therefore, in order to insure that each pilot authorized to operate under instrument conditions is qualified to perform safely, it is proposed to revise paragraph (c) of § 61.35 [New] by increasing the number of hours of instrument flight instruction required for an instrument rating from 10 hours to 15 hours; and by requiring the performance of certain additional flight maneuvers, including a cross-country flight of at least 200 nautical miles while operating in accordance with an approved IFR flight plan and the performance of various instrument approach procedures. Under the proposed rule, use of VHF navigation facilities for at least one leg of the cross-country flight would be required. Since the amendment proposed here would make better use of the trainee's time, it is not considered necessary to increase the total number of hours of instrument time required for an instrument rating beyond the 40 hours now required.

The proposal to revise the instrument experience requirements was an agenda item of the Air-Share meetings. The response of the industry was generally in agreement with the suggested need to upgrade the minimum requirements for an instrument rating. However, this notice is being published in order that all interested persons will have an opportunity to comment on the proposals.

In consideration of the foregoing, it is proposed to amend Part 61 [New] of the Federal Aviation Regulations (14 CFR Part 61 [New]) as follows.

These amendments are proposed 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 the last sentence of paragraph (a) of § 61.29 to read as follows: "However, if he applies for a flight instructor certificate, he must hold a commercial pilot certificate, or a private pilot certificate and meet the requirements of § 61.115 (except paragraph (a)(3) thereof)."

2. By revising § 61.35 to read as follows:

§ 61.35 *Instrument rating: experience requirements.*

(a) An applicant for an instrument rating must hold a private or commercial pilot certificate issued to him under this Part and meet the requirements of paragraphs (b) and (c) of this section.

(b) An applicant for an instrument rating must pass a written test on—

(1) This subchapter as it applies to flight under IFR conditions;

(2) Radio navigation systems and procedures, instrument landing systems and procedures, and radio communication procedures; and

(3) Meteorology, including the characteristics of air masses and fronts and the weather associated with them, elementary principles of forecasting, and the availability, evaluation, and utilization of meteorological reports.

(c) An applicant for an instrument rating must have at least 40 hours of instrument time under actual or simulated conditions (including time acquired in a synthetic trainer). This must have included at least 20 hours in flight, of which at least 15 hours were instrument flight instruction given by a person holding a flight instructor certificate with an instrument rating. The required instrument flight instruction shall include at least—

(1) An instrument approach down to the published minimums at two different locations, at least one of which must have a VOR or ILS facility that is used for the approach;

(2) Two instrument approaches made in accordance with a clearance from air traffic control and including transition from en route airways instrument flight to the approach fix, or facility from which the approach will commence; and

(3) One flight of at least 200 nautical miles on Federal airways while operating in accordance with the provisions of an approved IFR flight plan.

The flight required by paragraph (c)(3) of this section shall include at least two compulsory reporting points and utilize VHF navigation facilities for at least one leg of the course. During the flight at least one instrument approach shall be made down to the published minimums, at a location where the trainee has not previously made an instrument approach.

George F. Pickett

Director,
Flight Standards Service.

Issued in Washington, D.C., on February 19, 1963.