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

March 28, 1962

CIVIL AIR REGULATIONS DRAFT RELEASE NO. 62-13

SUBJECT: Revalidation of Airman Certificates and Periodic Renewal Thereafter

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The Federal Aviation Agency has under consideration amendments to Parts 20, 21, 22, 24, 25, 26, 27, 34, 35, and 51 to provide for revalidation of all currently valid airman certificates and to provide for periodic renewal of all airman certificates thereafter. 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 Agency 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 May 30, 1962.

Administrator

FEDERAL AVIATION AGENCY

FLIGHT STANDARDS SERVICE

[14 CFR Parts 20, 21, 22, 24, 25, 26, 27, 34, 35 and 51]

[Regulatory Docket No. 1127; Draft Release No. 62–13]

NOTICE OF PROPOSED RULE MAKING

Revalidation of Airman Certificates and Periodic Renewal Thereafter

Notice is hereby given that there is under consideration a proposal to amend Parts 20, 21, 22, 24, 25, 26, 27, 34, 35 and 51 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 May 30, 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 at any time.

The Agency is considering a program of revalidation and recurrent renewal of all airman certificates. The essential details of the program and an explanation of the reasons it is being proposed are contained in the Agenda for the Regional Air-Share Meetings scheduled for April 1962, as Item No. 1, which is reprinted herein.

Because of the long lead time required before any such system could be placed in operation, and of the consequent need to initiate preliminary planning and development substantially in advance of implementation, it has been determined to broaden the area of comment and consideration beyond the forum of the Air-Share meetings. The object is to obtain as full public participation as possible so that consideration may be given thereto and may be reflected in the planning and development work. We particularly are aware that there is a substantial segment of affected persons, including airline pilots, flight engineers, and air-traffic control-tower operators in addition to general aviation pilots and mechanics, who would not normally participate in, and hence be reached by the Air-Share proceedings.

Written comments received in response to this notice will be considered together with those received in the Air-Share meetings.

"Item 1. EXPIRATION AND RENEWAL PROGRAM FOR ALL AIRMAN CERTIFICATES

History

"Before 1942, all airman certificates expired periodically unless the holder's certificate was endorsed by an inspector on the basis of a showing of recent experience, or, in some cases, by reexamination if recency was lacking.

"Draft Release No. 6 was issued December 23, 1941, proposing to eliminate the requirement for periodic endorsement of pilot certificates; and Part 20 was thus amended March 27, 1942. The need for the amendment was justified on the basis of a large increase in airmen, and on the fact that it would be '. . . nearly impossible for our present inspection staff or any proposed augmented staff . . .' to continue the program of periodic endorsement of pilot certificates. The problem of gathering meaningful statistics needed for orderly functioning of the Agency was compromised by providing for certain statistical information on the medical form.

"Other parts were amended June 29, 1942, to provide for indefinite duration of airman certificates. Holders of certificates not subject to medical requirements were required to submit a report during the month of January of each year, to fulfill the statistical needs of the Agency. However it was found that the information was of limited use, and the requirement for submitting the annual report was deleted by amendments dated December 28, 1950. The deficiency lay in the complexity of unmechanized analyzing and sorting, and the uneconomic heavy staffing needed to correlate the data.

"It has thus been necessary, in spite of the rapidly increasing numbers of airmen, to defer the important task of getting and correlating airman data until efficient means for getting and using the data had been developed. The systems for doing so are now available, and may be put into effect with a minimum of bother or annoyance to the certificate holder.

Objectives

"A record system, using modern electronic analyzers, may be adapted to an economical program of sorting and analyzing data when the method of issuing and renewing certificates is related to a single certificate containing all authorized airman privileges. By using the holder's social security number, airman identification can be improved. Reasonably current addresses will be available; and an accurate file of names and addresses of current airmen will enable the Administrator to use direct mailing programs economically for the dissemination of safety information.

"More direct information about persons currently engaged in airman activities, and the extent of their engagement and the subareas of their activities will give useful and practical data that may properly be used in reviewing regulatory needs, enforcement requirements and accident trends.

"Orderly periodic expiration of airman privileges will also relieve the burdens placed irregularly upon airmen when it is necessary, as it has been in the past, to expire all, or certain classes of certificates to reissue in conformance with certain regulatory changes, such as reissued pilot certificates, reissued certificates with rotorcraft ratings, reissued flight instructor certificates.

"The system will permit a general 'housecleaning' to eliminate inactive certificate holders from the Agency work program; thus giving more accurate and realistic data to justify work planning, public service and budgetary requirements. The more realistic the data, the more economically the work program can be developed, or, on the other hand, the more readily safety deficiencies may be recognized and correcting programs justified.

The Program

"(a) *Exchange of existing certificates.*

"(1) Revalidation is a term we use here for the process of exchanging existing certificates for the new single certificate containing all authorized airman privileges and fitting the airman record into the revised airman records system.

"(2) For holders of certificates that *do not* require a current medical certificate, revalidation would be made upon application without a showing of recent experience. Revalidation of certificates that require a medical certificate would be made at the time of the next medical examination within the 2-year validation period without a showing of recent experience. The holder of both kinds of certificates would have them revalidated at the time of his next medical examination within the 2-year period; but if he elects not to take a medical examination, he could have his 'nonmedical' certificates revalidated upon application

"(3) All current airman certificates would have to be revalidated by reissuance. A grace period of two years would be allowed for this purpose, after which any certificate that has not been reissued would expire, and any later reissuance would be in the same manner as described in item (b)(8) below.

"(b) *Duration and renewal of all airman certificates.*

"(1) Each airman certificate that has been revalidated or has been issued after the effective date of the "renewal" amendment would be valid for two years; and renewable at any time up to four years.

"(2) If an airman certificate privilege is not renewed within a 4-year period, the certificated privilege would expire and could be reissued only in accordance with item (b)(8) below.

"(3) All airmen privileges would be specified on a single airman certificate.

"(4)) All certificated privileges that require a medical certificate would be renewed at the time of undergoing and passing the prescribed medical examination. Completion of the application for renewal and medical examination, and meeting the physical requirements would be the basis for renewal of those certificated airman privileges.

"(5) All certificated privileges that do not require a medical certificate would be renewed by submitting an application for renewal. The applicant would have to meet presently prescribed recent experience requirements for each authorized airman privilege that does not require a medical certificate. The application would be accepted by the Agency upon the applicant's statement that he does meet the recent experience requirements.

"(6) If the certificate holder is authorized privileges, some of which require a medical certificate, and some of which do not, all privileges would be renewable at the time of next medical examination. If a medically renewable privilege is not renewed within the valid period of the privileges (there may be good reason, such as being out of the country and not being able to reach an FAA medical examiner, or temporary physical incapacity), the nonmedical privileges could then be renewed in the same manner as though no medically renewable privileges were authorized. If the medical examination is completed within the following 2 years, (so that the total does not exceed 4 years from time of issuance or last renewal of medically certificated privileges), then all the privileges authorized would be renewed at the same time, if the applicant at that time meets the recent experience requirements for the nonmedical privileges.

"(7) In certain instances, both medical and recent experience would be required such as for flight instructors.

"(8) A person whose certificated airman privilege has expired (if it has not been renewed within a 4-year period) would reapply for a new authorization to exercise the privilege. He could submit evidence of his previous certification and experience as an airman in place of submitting evidence of aeronautical experience required for orginal certification. He would be subject to reexamination up to complete examination for original issuance. However, the Agency would issue standards for the guidance of inspectors in deciding on the extent and scope of examination necessary. These standards would be related to the length of time the airman has been inactive, his total experience, the degree of change in written examination standards since last examined, the relative extent of technological changes in aircraft since the applicant was last active, and similar consideration.

Future Changes

"Very possibly the requirements will change; but the data on hand acquired through this system will permit rule changes to be made on the basis of known factors rather than estimated and sometimes controversial factors.

"We agree there are some inconsistencies in the standards for renewal presented here; however, the major need for the program at the present time is to get facts that will enable us to evaluate aviation safety as related to the recent experience of airmen on the basis of known factors; we must first start from a broad platform with minimum burden to airmen. If the specific information gathered through the statistical data obtainable shows a safety need, for instance, to expire a privilege that has not been exercised by an airman, such as a multiengine rated pilot who has not flown a multiengine airplane in 10 years, then action should definitely be taken to do this. If the data shows that recent experience provisions are too high or too low, without respect to airman renewals, then these should be changed. The important thing is that we expect to be able to get significant and substantial data that will support safety action by the Agency."

The format of any final rules adopted pursuant to this proposal will be subject to such changes as may be necessary for recodification under the Agency's recodification program recently announced in Draft Release No. 61-25 (26 F.R. 10698).

These amendments are proposed under the authority of sections 313a, 601, 602, 607 of the Federal Aviation Act of 1958, (72 Stat. 752, 775, 776, 779; 49 U.S.C. 1354, 1421, 1422, 1427).

N. E. HALABY,
Administrator.

Issued in Washington, D.C., on March 28, 1962.