



Australian
Industry and
Skills Committee

AVIATION COMMERCIAL PILOT REGULATORY UPDATE

Case for Change

Name of allocated IRC: Aviation Industry Reference Committee

Name of the SSO: Australian Industry Standards

1. Administrative information

For a list of the products proposed to be reviewed as part of this project, please see **Attachment A**.

Name of IRC(s):	Aviation Industry Reference Committee
Name of SSO:	Australian Industry Standards

1.1 Name and code of Training Package(s) examined to determine change is required

AVI Aviation Training Package.

2. The Case for Change

For information on the job roles to be supported through the proposed qualifications updates, enrolments data, completion rates, and the number of RTOs delivering these qualifications please see **Attachment B**.

2.1 Rationale for change

Stalling and spinning are aerodynamic phenomena which remain common causes of fatalities due to departures from controlled flight in all categories of aeroplanes. Unrecognised stall or poor recovery technique continue to be contributing factors even in transport category accidents.

Stall - spin related accidents continue to account for approximately one-quarter of all fatal general aviation accidents worldwide, including many during dual flight training. Most unintentional spins other than during dual instruction, occur at altitudes too low for recovery, generally on climb after take-off and turns onto final approach.

The purpose of spin avoidance and stall recovery training, whether for introductory training or as part of upset prevention and recovery training, is to prepare pilots to fly at speeds below the speed for minimum drag. It also enables skills and knowledge to recognise and recover from approaching stall and full stall, including wing drop at the stall in the context of situations in which it is most likely to occur.

This Case for Change proposes a review of three aviation Units of Competency that contain aspects of 'spinning', in particular 'incipient spin' to address changes to regulations published in 2021.

CASA amended Part 61 Manual of Standards (MOS) Schedule 2 Competency standards and Schedule 5 Flight testing standards. This was brought about by the publication of an Advisory Circular (AC) 61-16 v1.0 - Spin avoidance and stall recovery training.

Given the safety risks associated with the application of spinning, it is critical that this is addressed to ensure that training and assessment is appropriate and is consistent with the regulations and standards. Flight/Flight training safety

This Case for Change is focused on reviewing existing AVI Aviation Training Package products, relevant to the areas of Commercial Pilot Licence - Aeroplane and Aerobatic Pilot.

2.2 Evidence for change

CASA Advisory Circular AC 61-16 v1.0 provides important information regarding advanced stall training.

It responds to the risks associated with advanced stalling training when conducted in aircraft that are not certified for intentional spinning, raised in ATSB Aviation safety Investigation number: AO-2017-096 - Collision with terrain involving Diamond DA40, VH-MPM, 42 km west of Southport Aerodrome, Queensland, on 26 September 2017 and subsequent Safety Advisory Notice to industry stakeholders - Is incipient spin training permitted in your aircraft?

The AC clarifies the difference between **wing drop at the stall** and the **incipient phase of a spin** and provides background for the interpretation of aircraft flight manual manoeuvre limitations with respect to spinning. It also provides guidance on acceptable methods of training and testing stalls with a wing drop and spin avoidance.

<https://www.casa.gov.au/files/advisory-circulars-61-16-spin-avoidance-stall-recovery-trainingpdf>

2.3 Consideration of existing products

This Case for Change is proposing the review of existing units in the Training Package Products only.

2.4 Approach to streamlining and rationalisation of the training products being reviewed

This project does not contain Training Package products that require streamlining or rationalisation. This Case for Change will only address the regulatory update relating to flight training safety.

3. Stakeholder consultation

3.1 Stakeholder consultation undertaken in the development of Case for Change

For a full list of industry-specific stakeholders that actively participated in the stakeholder consultation process undertaken to develop the Case for Change, please see Attachment C.

Key individual and group stakeholders who were consulted or provided information in the development of this Case for Change during or industry engagement period from March 1- 26.

The information contained within the Case for Change, was made available to State Training Authorities for comment and feedback through the Australian Industry Standards website and registered stakeholder communications.

Development of the Case for Change involved consultation with stakeholders via the following communication mechanisms:

- Stakeholder webinars
- Face to Face meetings (Virtual)
- AIS Website
- Stakeholder networks
- Teleconferences
- Emails

Stakeholders include industry representatives from across the states and include rural, regional and remote. Our targeted communications strategy including recording registrants for the aviation webinar on March 15 showed the breath of engagement. The following feedback was provided post webinar to AIS

- *Totally agree with a review in light of the spate of accidents involving stall/spin situations. **(Regional RTO NSW)***
- *I believe that this proposal needs:
1. an additional unit of competency modified, and
2. to be expanded to redevelop the qualification as relevant to the trainee, RTO and industry.*

The unit is "AVIY0033 - Operate aircraft using aircraft flight instruments". Element 7 "Perform steep turns" is an additional requirement that, if not executed correctly, could lead to a potential spin. There is no requirement to train or assess a commercial pilot student to this standard in the Part 61 Manual of Standards. I am not aware of any school actually teaching or assessing steep turns under instrument flight.

*The overall proposal (and my above suggestion) should be implemented as quickly as possible. **(Flight Training RTO, VIC)***

*We support the Commercial Pilot Regulatory Case for Change based on feedback from the Aviation sector in WA. **(Industry Advisory Body, WA)***

3.2 Evidence of Industry Support

For a list of the issues raised by stakeholders during consultation and the IRC's response to these, please see Attachment D.

Evidence from industry and the aviation regulator CASA supports the review of three Units of Competency that contain 'incipient spin' and replace with CASA approved terminology that is consistent with industry practice. Given the safety risks associated with the application of spinning, it is critical that this is addressed to ensure that training and assessment is appropriate and consistent with the regulations and standards.

Please see attachment D.

3.3 Proposed stakeholder consultation strategy for project

Note: For a full list of industry-specific stakeholders who are planned to be contacted to participate in the stakeholder consultation process undertaken for this project, please see Attachment E.

Key Industry stakeholders have been identified in consultation with industry regulators, associations, and the Aviation IRC. AIS, on behalf of the Aviation IRC, will promote the opportunity to contribute through stakeholder webinars, the AIS website, EDM's, AIS newsletter and public notifications. Stakeholders will also be notified of key milestones throughout the life of the project, including requests for feedback on draft materials.

Stakeholder engagement and consultation will occur over the life of the project via a combination of the following methods:

- Direct engagement: Face to face consultations, Site visits, Phone, emails, video/teleconferencing
- Industry forums and conferences
- Webinars
- Online feedback mechanisms
- STA direct engagement

Given the size of Australia and that all stakeholders are not centrally located in major cities, a range of consultation strategies will be used so stakeholders in rural, regional and remote areas, and in smaller jurisdictions have multiple avenues to provide feedback. The project will leverage CASA and Airline Associations to ensure maximum reach on consultation.

4. Licencing or regulatory linkages

The flight crew licence is the first qualification obtained by a pilot and indicates the level of training and assessment completed.

A Part 61 flight crew licence lists each licence level and the associated aircraft category rating. For example, a commercial pilot licence (CPL) aeroplane (A) or CPL helicopter (H).

A pilot's competency is determined through a combination of training and assessment. The level of complexity and depth of knowledge increases depending on the licence level, rating or endorsement a candidate is working towards.

5. Project implementation

5.1 Prioritisation category

To ensure that the relevant Units of Competency are consistent with recent CASA regulation change (Part 61 Manual of Standards (MOS) Schedule 2) the IRC recommends a Fast Track prioritisation category. This will mean a separate release of the Aviation Training Package.

5.2 Project milestones

Key project milestones include:

- AISC project approval – June 2021
- Technical Advisory Committee (TAC) formed – July 2021
- Draft 1 consultation – August – September 2021
- Stakeholder validation – September – October 2021
- Quality Assurance – October – November 2021
- Final consultation with states and territories – November - December 2021
- CfE submitted for approval – 31 December 2021.

5.3 Delivery or implementation issues

Some of the delivery and implementation issues which have been raised by stakeholders include the following:

- Engaging learners is practical flight training components may be an issue for learners who cannot access resources and facilities as they need to
- Consistent training delivery – maintaining consistency in training delivery and assessment is an issue in many programs. It is expected that RTOs will apply the appropriate volume of learning to the courses they deliver

How issues will be considered as part of the update/review: Where appropriate advice and suggestions will be provided in the Companion Volume Implementation Guide. In addition, links to key resources will also be included.

6. Implementing the Skills Minister's Priority reforms for Training Packages (2015 and October 2020)

Training delivery information is provided within the supporting Companion Volume Implementation Guide. This will be updated with any new information related to the changes.

This new qualification will support recognition of Aeroplane Pilots within multiple sectors.

This project is a change to two Units of Competency in the qualification based on a regulatory update. The qualification meets individuals operating as a pilot in any sector to transfer acquired skills and knowledge into multiple sectors and/or operating environments.

This Case for Change proposes a review of the Diploma of Aviation (Commercial Pilot Licence - Aeroplane) only. Aviation Skill Sets continue to be available to the aviation industry who use them as appropriate.

This Case for Change was agreed to by the Aviation IRC

Name of Chair

Stephen Leahy

Signature of Chair



Date

27 May 2021

Attachment A: Training Package components to change

SSO: Australian Industry Standards

Contact details: David Dixon - Chief Operating Officer

Date submitted: 20 May 2021/ Amended 27 May 2021

Project number	Project Name	Qualification/ Unit / Skillset	Code	Title	Details of last review (endorsement date, nature of this update transition, review, establishment)	Change Required
4	Commercial Pilot: Review of Units of Competency to address changes in Part 61 manual of Standards	Qualification	AVI50219Y	Diploma of Aviation (Commercial Pilot Licence - Aeroplane)	13/Aug/2019 - Review	Update
4	Commercial Pilot: Review of Units of Competency to address changes in Part 61 manual of Standards	Unit	AVIY0046Y	Execute advanced aeroplane manoeuvres and procedures	13/Aug/2019 - Review	Update
4	Commercial Pilot: Review of Units of Competency to address changes in Part 61 manual of Standards	Unit	AVILIC0003Y	Licence to operate a commercial aeroplane	13/Aug/2019 - Review	Update
4	Commercial Pilot: Review of Units of Competency to address changes in Part 61 manual of Standards	Unit	AVIY0017Y	Control aircraft in advanced flight manoeuvres	01/Mar/2016 - Transition	Update and relocate orphan unit to elective bank of AVI50219

Attachment B: Job role, enrolment information, the number of RTOs currently delivering these qualifications

Please set out the job roles to be supported through the updated qualifications, enrolment data over the past three years in which data is available for each qualification, completion rates for each qualification, and the number of RTOs delivering these qualifications.

Job role	Qualification to be updated to support the job role	Enrolment data (for the past three years)	Completion rates (for the past three years)	Number of RTOs delivering (for the past three years)
	AVIY0046Y Execute advanced aeroplane manoeuvres and procedures	4851	2097	43
	AVILIC0003Y Licence to operate a commercial aeroplane	3243	1368	42
2311, Air Transport Professionals	AVI50219Y Diploma of Aviation (Commercial Pilot Licence - Aeroplane)	6531	1531	42
	AVIY0017Y Control aircraft in advanced flight manoeuvres	0	0	0

Attachment C: List of stakeholders that actively participated in the consultation process of the Case for Change

Name of stakeholder	Title	Organisation	Organisation type (e.g. Employer, peak body, union, RTO, regulator)	Jurisdiction/town/city (e.g. NSW/Sydney)
Gordon Brown	Manager Product Design and Development	Aviation Australia	RTO	National
Leif Mawson	Technical Training Manager	Aviation Australia	RTO	National
Steve Rumbell	Assessment Manager	Aviation Australia	RTO	National
Kellie Rowing	Company Secretary	Aviation Australia	RTO	National
Ryan Feuk	Lead Teacher	Box Hill Tafe	RTO	State (VIC)
Roger Crosthwaite	Branch Manager Flight Standards	Civil Aviation Safety Authority(199)	Regulator	National
Charles Galea	Military Aircraft Maintenance Licencing & Training	Defence Aviation Safety Authority	Regulator	National
Amanda El Bahou	Manager L&D design & Technology	Qantas	Employer	QLD / Brisbane
Kim Tolmie	RTO Manager	Toll Helicopters	Employer RTO	National
Jack Boutros	Campaigner	Transport Workers Union	Union	National
Ian Ryan	Instructor and Charter Pilot	Tristar Aviation Company Pty Ltd	Employer RTO	State (VIC)
Alison Hollands	CMM	VU Polytechnic	RTO	State (VIC)

Attachment D: Issues Raised by Stakeholders during consultation on the development of the Case for Change

Stakeholder Type	Issues Raised	IRC's Response to Issues Raised
Industry Reference Committee (IRC) Representatives	There were no issues raised at this time	N/A
Peak Industry Bodies	There were no issues raised at this time	N/A
Employers (Non-IRC)	Strategies to help pilots that have been out of work due to the pandemic back to work as a pilot?	<p>The IRC has reviewed the level of Skill Sets as micro credential that can be undertaken where this is needed. The current level of Skill Sets addresses a number of areas.</p> <p>One aspect to assist in is the aspect of Recognition of Prior Learning (RPL) as a mechanism to transition pilots to other occupation areas.</p>
Regulators	There were no issues raised at this time	N/A
Registered Training Organisations (RTOs)	Why would a student pilot choose to complete a Diploma of Aviation (Commercial Pilot - Aeroplane) instead of simply doing a commercial pilot licence at their non-RTO flying school? (RTO Stakeholder)	<p>The Aviation is reviewing this area with CASA.</p> <p>The key benefits of formal VET training are:</p> <ul style="list-style-type: none"> • Integrated training of theory and flying • Qualified teachers as per RTO Standards 2015 • Gaining a formal qualification and a pathway to further credentials in aviation • Employers regard the formal qualification higher because it proves academic ability and further trainability (generally)

	<p>I believe the qualification should be reworked similarly to the Certificate IV in Aviation (Aviation Supervision). That is, there should be a number of specialisations within the Diploma of Aviation into areas that are relevant to the industry - especially including "soft skills" such as dealing with customers, accounting or money handling, operating to a tight schedule and basic maintenance.</p> <p>Please consider modifying AVIY0033, and please consider reviewing and redeveloping the Diploma of Aviation (Commercial Pilot - Aeroplane) as a matter of urgency. (Flight Training RTO, Vic)</p>	<p>The Aviation IRC will review the details in this feedback as part of a full review on this qualification.</p>
<p>Training Boards/Other</p>	<p>There were no issues raised at this time</p>	<p>N/A</p>
<p>State and Territory Training Authorities (STAs)</p>	<p>Proposed revision of unpackaged unit</p> <p>The intention to revise three (3) units of competency, two of which are packaged in the Diploma of Aviation (Commercial Pilot Licence - Aeroplane), with the remaining unit packaged in a Skill Set only. The unit <i>AVIY0017 Control aircraft in advanced flight manoeuvres</i> has not been delivered and is not on the Scope of Registration of any RTO. This lack of usage calls in to question the value of revising an unused and unpackaged unit of competency, particularly in the context of the AISC Zero Enrolment initiative.</p> <p>Please advise the rationale and associated evidence for revising a unit that has not been delivered and is not packaged in a qualification and therefore does not contribute to a vocational outcome.</p> <p>Additional Comment</p> <p>The Case for Change indicates a potential review by CASA to address issues which are outside the scope of the training package, including where training can be occurring on</p>	<p>In relation to <i>AVIY0017 Control aircraft in advanced flight manoeuvres</i>, it is correct to say this unit is not on an RTO scope or has had enrolments in last number of years. It was not identified on the list of products for deletion in the recent Department rationalization scheme. The unit is in only one Aviation Skill Set which is about to be deleted as part of this scheme thus making it an orphan unit.</p> <p>As a solution The Aviation IRC can add it to the elective bank of AVI50219 - Diploma of Aviation (Commercial Pilot Licence - Aeroplane) Or delete it? Or leave as an orphan and it will be picked up in next raft of deletions given its status.</p> <p>Reference to aircraft instances involving spinning errors will be edited out to make the point more generic to safety of and orientate towards the regulatory change.</p>

	<p>inappropriately rated aircraft and where training for a licence occurs separately from the VET system, which is currently allowable. This is the appropriate avenue to address these issues and it cannot be expected that the training package will address safety issues that are occurring outside the VET system. It is suggested that better clarity for the AISC would occur if the information within the Case for Change regarding issues that are outside of the training package are removed or identified as such within the Case for Change.</p>	
Unions	<p>There were no issues raised at this time</p>	<p>N/A</p>

Attachment E: List of stakeholders to be contacted as part of the development of the Case for Endorsement

Name of stakeholder	Title	Organisation	Organisation type (e.g. Employer, peak body, union, RTO, regulator)	Jurisdiction/town/city (e.g. NSW/Sydney)
Gordon Brown	Manager Product Design and Development	Aviation Australia	RTO	National
Leif Mawson	Technical Training Manager	Aviation Australia	RTO	National
Steve Rumbell	Assessment Manager	Aviation Australia	RTO	National
Kellie Rowing	Company Secretary	Aviation Australia	RTO	National
Ryan Feuk	Lead Teacher	Box Hill Tafe	RTO	State (VIC)
Roger Crosthwaite	Branch Manager Flight Standards	Civil Aviation Safety Authority(199)	Regulator	National
Charles Galea	Military Aircraft Maintenance Licencing & Training	Defence Aviation Safety Authority	Regulator	National
Amanda El Bahou	Manager L&D design & Technology	Qantas	Employer	QLD / Brisbane
Kim Tolmie	RTO Manager	Toll Helicopters	Employer RTO	National
Jack Boutros	Campaigner	Transport Workers Union	Union	National
Ian Ryan	Instructor and Charter Pilot	Tristar Aviation Company Pty Ltd	Employer RTO	State (VIC)
Alison Hollands	CMM	VU Polytechnic	RTO	State (VIC)

The Case for Endorsement development will also involve contacting stakeholders from the following organisational types across all states and territories within Australia as required:

- Industry Reference Committee (IRC) Representatives
- Employers (Non-IRC)
- Peak Industry Bodies
- Unions
- Other regulators as relevant
- RTOs
- Other/Consultants