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UNITED STATES OF AMERICA
CIVIL AERONAUTICS BOARD
WASHINGTON, D. C.

Effective: September 24, 1956
Adopted: September 20, 1956

SPECIAL CIVIL AIR REGULATION

REQUIREMENTS FOR PILOT ROUTE QUALIFICATIONS IN SCHEDULED
INTERSTATE AIR CARRIER OPERATIONS AND SCHEDULED AIR CARRIER
OPERATIONS OUTSIDE THE CONTINENTAL LIMITS OF THE UNITED STATES

Section 40.303 (c) of Part 40 of the Civil Air Regulations requires in part that each pilot in command make an entry into each regular, provisional, and refueling airport into which he is scheduled to fly. Section 41.50 of Part 41 of the Civil Air Regulations provides in part that a pilot in qualifying over a route shall make at least one round trip or two one-way trips over the route, including a familiarization flight at each regular, provisional, or refueling airport, with one of the air carrier's check pilots.

The Board, on September 23, 1955, promulgated Special Civil Air Regulation No. SR-413 and on December 23, 1955, promulgated Special Civil Air Regulation No. SR-414. These regulations permit air carriers, with the approval of the Administrator, to qualify their pilots at airports by means other than physical entry. SR-413 is applicable to scheduled air carrier operations outside the continental limits of the United States, whereas SR-414 is applicable to scheduled domestic air carrier operations. Both SR-413 and SR-414 terminate September 23, 1956.

The history of these special regulations began with the publication of Civil Air Regulations Draft Release No. 55-3 on January 20, 1955. This draft release was concerned with the overall problem of pilot airport and route qualification. Therein considerable emphasis was placed in particular on recent developments of motion picture panoramic views of airports and their environs which showed excellent promise of providing an effective means for insuring pilot airport qualification. The Board expressed the view that the regulations should be amended in a manner that would encourage further research and development of the visual training aids programs by various commercial sources and at the same time provide more acceptable airport qualification rules for use in the meantime. Furthermore, the Board stated that it would seem appropriate to permit methods of airport qualification other than physical entry, provided that such alternative methods had the approval of the Administrator.

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Following publication of Draft Release No. 55-3, the Board received petitions from several air carriers requesting permission to qualify their pilots on certain routes and at specified airports by means other than those presently required by §§ 40.303 (c) and 41.50 of Parts 40 and 41 as appropriate, of the Civil Air Regulations. These air carriers based their requests upon, among other things, the consideration that each had developed a comprehensive training program based on the use of color motion pictures or slides showing clear daylight views of the complete physical layout of the airports, surrounding terrain, obstructions, approaches to all runways, restricted areas, and conspicuous reference points that are of value to the pilot. Furthermore, it appeared that certain precautionary procedures would be employed to assure that the training programs would be effective and the operations would be conducted safely.

The Board considered that the programs developed by these air carriers would provide a timely opportunity for evaluating the use of pictorial means of airport and route qualification by industry and the Government, and that a Special Civil Air Regulation was the appropriate vehicle for permitting the controlled introduction of the new techniques. Accordingly, the Board promulgated SR-413 for air carriers conducting operations pursuant to Part 41 and SR-414 for those air carriers conducting their operations under Part 40. The Board made clear, however, that nothing in SR-413 and SR-414 was to be construed to prejudice final action by the Board on the proposals presented originally in Draft Release No. 55-3.

In view of the fact that Special Civil Air Regulations Nos. SR-413 and SR-414 will terminate on September 23, 1956, the Board, on June 15, 1956, requested the views of the Civil Aeronautics Administration (CAA), the Air Transport Association (ATA), and the Air Line Pilots Association (ALPA) with respect to the effectiveness of SR-413 and SR-414 and asked for any recommendations they might have concerning these special regulations.

In consideration of an evaluation made of the views and recommendations received from the CAA, ALPA, and ATA, the Board believed that the controlled introduction of new techniques of pilot airport qualification should be permitted to continue for another year. This would enable industry and the Government alike to obtain additional information and experience with respect to improving pilot airport qualifications and procedures.

Accordingly, the Bureau of Safety Regulation circulated Civil Air Regulations Draft Release No. 56-21 on August 13, 1956 (21 F.R. 6278). In this release the Bureau proposed to combine the authority presently contained in SR-413 and SR-414 into one Special Civil Air Regulation, the provisions of which would be uniformly applicable to Parts 40 and 41 air carriers desiring to employ means of pilot airport qualification other than those presently required by §§ 40.303 (c) and 41.50 of Parts 40 and 41, respectively. The substance of the proposal was

essentially the same as that contained in SR-413, with certain modifications and additions. This action was taken in cognizance of the Board's policy that the same standards should be applied to scheduled international and domestic operations, except where the inherent differences in the types of operations require differentiation.

In Draft Release 56-21 it was proposed that a pilot should be permitted to make an initial entry at an airport under day VFR without being accompanied by a pilot qualified at the airport only when such entry had the approval of the Administrator. The Board is of the opinion after evaluation of the comment received in response to this proposal and other information that such a procedure would be administratively burdensome. Furthermore, such a procedure appears to be unnecessary in view of assurance given the Board that the VFR minimums, both day and night, established by the Administrator for airports used by air carriers, including those minimums established for airports located in mountainous areas, are sufficiently high to permit a pilot to make a safe initial entry under VFR weather conditions unaccompanied by a pilot qualified at the particular airport involved. Accordingly, this regulation permits a qualifying pilot to make his initial entry without being accompanied by a pilot qualified at the airport when such entry is made under VFR weather conditions. This procedure is essentially the same as that authorized in Part 41 and SR-413.

It was further proposed to clarify the meaning of the words "other means" which the record showed had had significance only in two respects: (1) to permit pilot airport qualification by approved pictorial means and (2) to authorize the Administrator to find, on the basis of certain factors, that in the conduct of an air carrier's operations into an airport in close proximity to one at which the pilots are qualified, that the pilots involved are adequately qualified at the new airport even though they have not made an actual entry. Therefore, in this special regulation, the words "other means" are omitted and the two aforementioned situations are clearly spelled out as those to be covered by this regulation.

Various interested persons submitted additional suggestions for further revision of the special regulations or final amendment of § 40.303 (c). The Board is of the opinion, however, that an additional experimental period, particularly with respect to the use of pictorial means of airport qualification, would be in the public interest. It is believed that final amendments of Parts 40 and 41 or additional changes to the special regulations at this time would be premature.

It should be clearly understood that this temporary regulation will not relieve any air carrier of the responsibility of showing that each pilot in command is thoroughly qualified for the routes and airports which he is scheduled to serve. Furthermore, nothing in this regulation should be construed to prejudice final action by the Board on the proposals presented in Draft Release No. 55-3.

Interested persons have been afforded an opportunity to participate in the making of this regulation, and due consideration has been given to all relevant matter presented. Since it would not be in the public interest to permit existing authority to lapse for 30 days, and since this regulation is permissive and imposes no burden on any person, the Board finds that good cause exists for making this regulation effective on less than 30 days' notice.

In consideration of the foregoing, the Civil Aeronautics Board hereby makes and promulgates the following Special Civil Air Regulation, effective September 24, 1956:

Contrary provisions of Parts 40 and 41 of the Civil Air Regulations notwithstanding, an air carrier conducting scheduled interstate operations or scheduled operations outside the continental limits of the United States may, subject to the approval of the Administrator, comply with the following provisions in lieu of the applicable provisions of §§ 40.303 and 41.50:

(a) The air carrier shall be responsible that each pilot in command is thoroughly qualified for the route over which he is to fly aircraft in scheduled air transportation as a pilot in command. An air carrier shall not utilize a pilot as pilot in command until he has been qualified for the route on which he is to serve at least in accordance with paragraphs (b), (c), (d), and (e) of this regulation and the appropriate instructor or check pilot has so certified.

(b) Each such pilot shall demonstrate adequate knowledge concerning the subjects listed below with respect to the route to be flown. Those portions of the demonstration pertaining to holding procedures and instrument approach procedures may be accomplished in a synthetic trainer which contains the radio equipment and instruments necessary to simulate the navigational and letdown procedures approved for use by the air carrier:

- (1) Weather characteristics,
- (2) Navigational facilities,
- (3) Communication procedures,
- (4) Type of en route terrain and obstruction hazards,
- (5) Minimum safe flight levels,
- (6) Position reporting points,
- (7) Holding procedures,
- (8) Pertinent traffic control procedures, and
- (9) Congested areas, obstructions, physical layout, and all instrument approach procedures for each regular, provisional, and refueling airport approved for the route.

(c) Each such pilot shall make an entry as a member of the flight crew at each regular, provisional, and refueling airport into which he is scheduled to fly. Such entry shall include a landing and take-off. The qualifying pilot shall occupy a seat in the pilot compartment. He shall be accompanied by a pilot who is qualified at the airport.

(d) Such pilot shall not be required to meet the entry requirements of paragraph (c) of this regulation when:

(1) The initial entry is made under VFR weather conditions at the particular airport involved; or

(2) The air carrier shows that the pilot airport qualifications can be accomplished by an approved pictorial means; or

(3) The air carrier notifies the Administrator that it intends to conduct operations at an airport in close proximity to an airport into which the pilots involved are presently qualified by entry, and the Administrator finds that such pilots are adequately qualified at the new airport. The Administrator, in making such finding, shall take into consideration at least the familiarity of the pilots with the layout, surrounding terrain, location of obstacles, and instrument approach and traffic control procedures at the new airport.

(e) On routes on which navigation must be accomplished by pilotage and on which flight is to be conducted at or below the level of the adjacent terrain which is within a horizontal distance of 25 miles on either side of the center line of the route to be flown, the pilot shall be familiarized with such route by not less than two one-way trips as pilot or additional member of the crew over the route under VFR weather conditions to permit the qualifying pilot to observe terrain along the route.

This regulation supersedes Special Civil Air Regulations Nos. SR-413 and SR-414 and shall terminate September 23, 1957, unless sooner superseded or rescinded by the Board.

(Sec. 205 (a), 52 Stat. 984; 49 U.S.C. 425 (a). Interpret or apply secs. 601, 604, 52 Stat. 1007, 1010, as amended; 49 U.S.C. 551, 554)

By the Civil Aeronautics Board:

/s/ M. C. Mulligan

M. C. Mulligan
Secretary

(SEAL)