

PEL 1.5.001		PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

1. Objective

- 1.1. The purpose of this document is to provide information and guidance to the Israeli Licensing Authority on the implementation of the Annex 1 Standards related to the approval of flight crew training organizations.
- 1.2. This manual should be used in conjunction with ANR.PEL — *Personnel Licensing*.

2. General

2.1. Characteristics of an approved training organization (ATO)

2.1.1. An ATO is an organization staffed, equipped and operated in a suitable environment offering flight crew training and/or synthetic flight instruction and, if applicable, theoretical knowledge instruction for specific flight training programmes approved by the Licensing Authority. These specific training programmes may take advantage of the reduced experience requirements provided in INAR — *Personnel Licensing* for certain pilot licences and ratings. It is distinguished from a non-approved training organization by the approval process and the oversight provided by the Licensing Authority.

2.2. Obtaining an ATO approval

2.2.1. The Licensing Authority should receive an application proposal for obtaining an ATO approval. The contents of the application proposal will normally include the following:

- Organizational structure;
- Designated accountable manager;
- Qualifications of instructors and key personnel;
- Description of facilities, including classrooms, briefing rooms and operations facilities;
- Maintenance facilities (where appropriate);
- List of aircraft types and/or flight simulation devices;
- Description of training programmes including manuals, curricula, outlines and courseware;
- Procedures and documentation;
- Availability of training equipment and facilities;
- Renewal procedures (if appropriate);
- Description of Quality Assurance System;
- Copy of proposed ATO Training and Procedures Manual; and

PEL 1.5.001	 רשות התעופה האזרחית Civil Aviation Authority	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

- Listing of sites or airports where training flights may commonly originate.

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PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

2.3. Licensing Authority's review and approval process

2.3.1. The Licensing Authority will review the application proposal. Once it is assessed as satisfactory, the authority will normally conduct a site visit prior to final approval. Upon successful completion of the process, the Licensing Authority will issue the approval. This will consist of an approval certificate and additional documentation specifying the terms of the approval.

2.3.2.

2.4. Definitions

2.4.1. **Accountable Manager.** The manager who has corporate authority for ensuring that all training commitments can be financed and carried out to the standard required by the CAAI, and any additional requirements defined by the ATO. The accountable manager is normally the Head of Training, and may delegate to another person within the organization the day-to-day management but not the overall approval management responsibility. The accountable manager will be the primary point between then CAAI and the ATO for regulatory matters.

2.4.2. **Approved training.** Training conducted under special curricula and supervision approved Israel that, in the case of flight crew members, is conducted within an approved training organization.

2.4.3. **Approved training organization.** An organization approved by Israel in accordance with the requirements of INAR— *Personnel Licensing*, to perform flight crew training and operating under the supervision of Israel.

2.4.4. **Finding.** A finding is a conclusion by the operator's audit personnel that demonstrates non-conformity with a specific standard.

2.4.5. **Policy.** A document containing the organization's position or stance regarding a specific issue.

2.4.6. **Procedure.** A way of documenting a process.

2.4.7. **Process.** A set of interrelated or interacted activities which transform inputs into outputs.

2.4.8. **Quality.** The totality of features and characteristics of a product or service that bear on its ability to satisfy stated or implied needs.

PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

- 2.4.9. **Quality assurance.** All the planned and systematic actions necessary to provide adequate confidence that all training activities satisfy given standards and requirements, including the ones specified by the approved training organization in relevant manuals.
- 2.4.10. **Quality audit.** A systematic and independent examination to determine whether quality activities and related results comply with planned arrangements and whether these arrangements are implemented effectively and are suitable to achieve objectives.
- 2.4.11. **Quality inspection.** That part of quality management involving quality control. In other words, inspections accomplished to observe events/actions/documents, etc., in order to verify whether established operational procedures and requirements are fulfilled during the accomplishment of the event or action, and whether the required standard is achieved. Student stage checks and skill tests are quality inspections, and they are also quality control functions.
- 2.4.12. **Quality Manager (QM).** The manager responsible for the monitoring function and for requesting remedial action. The Quality Manager is responsible directly to the Head of Training.
- 2.4.13. **Quality manual.** The document containing the relevant information pertaining to the approved training organization's Quality Assurance System.
- 2.4.14. **Quality of training.** The outcome of the training that meets stated or implied needs within the framework of set standards.

3. Reference Material, Forms & Job-Aids

3.1. Reference Material

- 3.1.1. AP 1.5.016 – ATO Training and Procedures Manual
- 3.1.2. AP 1.5.018 – ATO Quality System

3.2. Forms

3.3. Job-Aids

4. Process

PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

4.1. The Training and Procedures Manual

The Training and Procedures Manual describes the way the organization conducts its activities. As such it is a document which is essential for the organization as it provides the management and line personnel with clear guidance on the policy of the organization as well as the procedures and processes which are used to provide training. It is also an essential document for the Licensing Authority. During the approval process, it allows CAAI to assess whether the way the organization is planning to operate is in line with the existing requirements and accepted practices. Once the training organization is functioning, a large part of the surveillance activities of the Licensing Authority will be to ensure that the organization is functioning as specified in the Training and Procedures Manual.

4.1.1. It is important that the contents of all operational documents, including the Training and Procedures Manual, be consistent with each other, and consistent with regulations, manufacturer requirements and Human Factors principles. It is also necessary to ensure the manual is used consistently across all departments within the organization. An integrated approach, recognizing operational documents as a complete system, is the key to success.

4.1.2. The following guidelines are intended for anyone involved in the design, development, maintenance or review of a Training and Procedures Manual. They are closely based on the ICAO guidelines on the development of a flight safety documents system, which are contained in Annex 6 — *Operation of Aircraft, Part I — International Commercial Air Transport — Aeroplanes*, Attachment H.

4.1.3. Contents

4.1.3.1 The content of the Training and Procedures Manual is spelled out in general terms in AP 1.5.016 provides a detailed list which expands on the Standards and which suggests a structure for the manual. Depending on the size and scope of training provided by the organization, some of the elements contained in AP 1.5.016 can be combined or subdivided further.

4.1.4. Organizing the manual

4.1.4.1 A Training and Procedures Manual should be organized according to criteria relating to information, importance and use. The information should be structured and sequenced so that operational personnel can access it easily. These principles will help determine whether to issue the

PEL 1.5.001		PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

manual as a single document or in separate parts. When the Training and Procedures Manual is organized in separate parts, it should include a master index to help locate information included in more than one part. The master index should be placed in the front of each document.

4.1.4.2 The manual should be internally consistent with the training organization's philosophies, policies, procedures and processes.

4.1.5. Design

4.1.5.1 The structure of the manual should be easy to understand, appropriate for the information documented and clearly identified through headings and other formatting devices. The document structure should be identified at its beginning by explaining organizing elements such as headings, the numbering scheme, main parts of the document and other sources of coding or grouping.

4.1.5.2 Precise language should be used wherever possible. Consistent terms for common items and actions should be maintained throughout the manual. Terms must be clear and easily understood.

4.1.5.3 Writing style, terminology, formatting, and use of graphics and symbols should be consistent throughout the document. This includes the location of specific types of information and consistent use of units of measurement and codes.

4.1.5.4 The manual should include a glossary of terms, acronyms, abbreviations and associated definitions. The glossary should be updated on a regular basis to ensure access to the most recent terminology.

4.1.5.5 For ease of amendment and distribution, the revision process should be kept in mind when designing the manual.

4.1.5.6 The Training and Procedures Manual should comply with the requirements of the training organization's quality assurance system.

4.1.6. Validation

4.1.6.1 The Training and Procedures Manual should be reviewed and tested under realistic conditions before its use. The validation process should include using the critical aspects of the information contained in the manual to verify its effectiveness. Routine interaction among groups within the organization should be included in the validation process.

4.1.6.2 A final review of the manual should ensure that all required topics have been addressed with an appropriate level of detail for users. The final review should also

PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

confirm compliance with safety regulations, manufacturers' recommendations and the organization's philosophy, policies, procedures and processes.

4.1.7. Deployment and feedback

4.1.7.1 The training organization should monitor use of the Training and Procedures Manual after its release. This will ensure appropriate and realistic use of the manual, based on the operational environment, in a way that is operationally relevant and beneficial to the personnel for whom it is intended. This monitoring should include a formal feedback system to obtain input from principal users of the manual and other persons who would be affected by a new or revised policy, procedure or process.

4.1.8. Amendment

4.1.8.1 The training organization should develop an effective information gathering, reviewing, distribution and revision control system to process information obtained from all sources relevant to the organization. Sources include, but are not limited to the Licensing Authority, safety regulators, manufacturers and equipment vendors.

Note. — Manufacturers provide information for the operation of specific aircraft that emphasizes the aircraft systems and procedures under conditions that may not fully match the requirements of the training organization. Training organizations should ensure that such information meets their specific needs and those of the Licensing Authority.

4.1.8.2 The training organization should also develop an information review, distribution and revision control system to process information resulting from changes that originate within the organization. This includes changes to:

- The organization's policies, procedures and practices;
- The response to operating experience;
- The scope of training provided;
- The content of training programmes;
- Results stemming from the installation of new equipment;
- An approval document or operating certificate; and
- The purpose of maintaining standardization and human factors principles.

PEL 1.5.001	 רשות התעופה האזרחית Civil Aviation Authority	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

4.1.8.3 The Training and Procedures Manual should be reviewed in association with other operational documents that form the organization's flight safety documents system:

- On a regular basis (at least once a year);
- After major events such as mergers, acquisitions, rapid growth, downsizing, etc.;
- After technology changes, e.g. the introduction of new equipment; and
- After changes in safety regulations.
- At the direction of the CAAI.

PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

4.1.8.4 Permanent changes to the Training and Procedures Manual should be communicated through a formal amendment process. The manual should be amended or revised as necessary to ensure that the information contained is kept up-to-date.

4.1.8.5 Distribution of amendments and revisions should include a tracking system. The tracking system should include some form of log combined with a procedure to ensure that all amendments are furnished promptly to all organizations or persons to whom the manual has been issued, including the CAAI.

4.2. Quality System

4.2.1. Objective of a quality assurance system

4.2.1.1 The objective of a quality assurance system is to ensure the achievement of results that conform to the standards set out in the ATO's manuals and in requirements and documents issued by the Licensing Authority, thus promoting continual improvement in the quality of training provided.

4.2.1.2 Quality is an outcome of a number of processes: establishing standards; planning activities and documenting procedures to support such standards; training the personnel involved before implementing the documented procedures; and measuring the outcomes of the activities to ensure that they meet the standards and expected results. If any non-conformities are found, corrective actions are taken to improve processes and procedures.

4.2.1.3 The instructions and information contained in the following paragraphs provide guidance on the quality assurance system that each ATO should establish in accordance with Appendix 2 to Annex 1.

4.2.2. Elements of a quality assurance system

4.2.2.1 In a quality assurance system of an ATO, the following elements should be clearly identifiable:

- The organization's training policy;
- The training and flight safety standards;
- The allocation of responsibility;
- The resources, organization and operational processes;
- The system to ensure conformity of training with the policy and flight safety standards;
- The system for identifying deviations from policy and standards and taking corrective action; and

PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

- the evaluation and analysis of experiences and trends concerning policy, training and flight safety standards, in order to provide feedback into the system for the continual improvement of the quality of training.

4.2.3. The quality assurance system of the ATO

- 4.2.3.1 Details on the contents of a quality assurance system for an approved training organization can be found in AP 1.5.018.

4.3. Facilities needed by an ATO

- 4.3.1. An ATO should have access to facilities appropriate to the size and scope of the intended operations provided in an environment conducive to learning. Typically these will include:

4.3.1.1 Flight operations:

- Flight operations room or area
- Flight planning room or area
- Adequate briefing room(s)
- Facilities for instructors

4.3.1.2 Knowledge instruction:

- Classrooms
- Suitable demonstration equipment
- Library
- Radio-telephonic and language training and testing area (if appropriate).

4.4. ATO staffing

- 4.4.1. Each ATO should have an accountable executive and key personnel. Depending on the size and scope of the organization and the requirements of the Licensing Authority, some of the key positions may be combined. Typical key positions include:

- Accountable manager
- Head of training
- Chief ground instructor
- Chief flight instructor
- Maintenance manager
- Instructors ground and flight (synthetic or aircraft)
- Quality manager.

PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

4.5. Record-keeping

4.5.1. Accurate and complete record-keeping is an important aspect of complying with the approval. It is also an essential tool for the ATO to ensure the continuity and consistency of its training.

4.5.2. The record-keeping system of an ATO should have the following characteristics:

4.5.2.1 **Completeness.** The records kept by the training organization should be sufficient to provide documentary evidence of each training action and allow the reconstruction of the training history of each student or instructor in the organization.

4.5.2.2 **Integrity.** It is important to maintain the integrity of records in ensuring that they are not removed or altered. A backup system of the records is also necessary to ensure continuity in case of a major disaster.

4.5.2.3 **Accessibility.** Accessible to the CAAI or other regulatory agencies.

4.5.3. Each training organization should also establish rules on archiving personal records that are non-active. The rule on archiving records should also be consistent with the national requirement and the requirements contained in Annex 1.

4.6. Oversight exercised by the Licensing Authority

4.6.1. Oversight is the responsibility of the Licensing Authority. Its purpose is to ensure that the ATO is operating within the terms of its approval. It includes a review of the ATO's quality assurance system, its administrative, technical and training records, as well as its operational activities. Oversight is an ongoing function that may also include consideration of records held by the Licensing Authority, for example, flight test and examination results, in addition to on-site inspections, audits and surveillance.

4.6.2. The main elements of the ATO activities that are subject to the Licensing Authority's oversight are the following:

- Staff adequacy in terms of number and qualifications;
- Instructors' validity of licences and ratings;
- Aircraft, student and personnel Logbooks and records;

PEL 1.5.001	 <small>רשות התעופה האזרחית Civil Aviation Authority</small>	PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

- Training aircraft registration, associated documents and maintenance records;
- Flight training simulation devices' qualification and approval;
- Facilities adequate for the courses to be conducted and for the number of students on each course;
- Documentation: documents related to the courses, updating systems, training and operations manuals;
- Training records and checking forms;
- Flight instructions including pre-flight briefing, and actual flight de-briefing;
- Flight instructor training and evaluation arrangements;
- Quality assurance system;
- Evaluation and checking.

4.7. Authorized evaluations and checks carried out by the ATO

4.7.1. Licensing Authorities issued separate guidance on evaluation and checking of flight crews. The Licensing Authority is responsible for ensuring that appropriate procedures are in place for the conduct of licensing and rating tests or checks. It is always desirable to avoid situations where the person giving the instruction is also responsible for evaluating the student on completion of the instruction. Ideally, the evaluation function for the purpose of the issue of a licence or rating should be carried out by evaluators who are independent from the ATO that conducts the training.

4.7.2. At the discretion of the Licensing Authority, it may be appropriate for the ATO to designate evaluators in accordance with criteria approved by the Licensing Authority. Such an arrangement should only be considered when the ATO can demonstrate a high level of compliance through its quality assurance system.

4.8. APPROVAL OF FOREIGN ATOS

4.8.1. Need for approval

There is often a need for a Licensing Authority to approve ATOs that are located outside the national territory. This is sometimes driven by cost considerations or simply because the Israeli market is not sufficient to support certain types of specialized aviation training locally.

4.8.2. Approval procedure

In principle, there is no difference between the approval of

PEL 1.5.001		PEL Handbook
ATO Certification		Revision 1
		01 AUG 10

training organizations based abroad and those based in Israel. The principles and procedures that are described in this document fully apply to foreign ATOs. In practice, there are difficulties to ensure proper oversight of ATOs located abroad. To overcome these difficulties, Israel has found it convenient to rely on the approval and oversight system of the host State to issue the approval using a process that is similar to the validation of pilot licences. This approach is efficient but requires the States that accept the approval given by another State to fully understand the conditions and the regulatory basis of the original approval. This may lead to the establishment of supplementary conditions.

5. Task Outcomes

5.1. Nature of the approval given to a training organization

5.1.1. The granting of approval by the Licensing Authority authorizes the ATO to conduct the training courses specified in the terms of approval document.

5.2. Renewal of the approval

5.2.1. Israel issue a training organization approval that contains an explicit period of validity.

5.3. Changes in the scope of the approval

5.3.1. Flight crew training is a dynamic activity, and it is likely that ATOs will ask regularly for a change in the scope of their approval; for instance, they may want to provide new training or change a training programme to take advantage of new training equipment or facilities. In such a case, the applicant should provide the supporting information to the Licensing Authority that shall assess it using the applicable Standards of NAR and the relevant part of this guidance material.