1. Objective

1.1. The need to have proper authorization to carry out certain functions in aviation has been an accepted principle since the early days of aviation. The first pilot licnce was issued on January 1909 only a few years after the first powered flight took place, and the first international licensing standards were published 10 years later in 1919.

1.2. Today, the action of personnel licensing is based on principles laid down in the *Convention on International Civil Aviation* (referred hereafter as the *Convention*) and on the International Standards and Recommended Practices contained in Annex 1 (Personnel Licensing) to the *Convention*.

1.3. The basic principles of personnel licensing established by the *Convention* are the following:

1.3.1. The State of Registry of an aircraft is the State that has the responsibility for the licensing of the flight crew (Article 32a). This responsibility can be transferred to the State of the Operator when an agreement under Article 83bis of the Convention exists between the State of the Operator and the State of Registry.

1.3.2. A State can render valid for use on aircraft on its own registry licnces issued by other ICAO Contracting States (Article 32a).

1.3.3. ICAO Contracting States recognize licnces issued by other ICAO Contracting State provided that the licnce is issued in full compliance with ICAO Standards and used on an aircraft registered in the State which has issued or validated the licnce (Article 33).

1.3.4. Each Licnce should be endorsed with the points on which the standards are not met (Article 39), and

1.3.5. International flight by holder of endorsed licnce shall be undertaken only with the authorization of States which airspace is used (article 40).

1.4. In addition, the *Convention* contains several articles which are not specifically directed at personnel licensing but which are nevertheless relevant.

1.4.1. Contracting States can inspect, without undue delay, the aircraft, certificates and other documents prescribed by this *Convention* of foreign aircraft (Article 16); and

1.4.2. Each State endeavors to follow ICAO Standards to the highest practicable degree and undertakes to notify ICAO of any difference that may exist between its own national regulation and ICAO Standards (Articles 37 and 38).

2. General

2.1. Definition of Personnel Licensing

ICAO defines Personnel Licensing as follows: "A licnce is the mean by which a State authorizes a licnce holder to perform specific activities which, unless performed properly, could jeopardize the safety of aviation. The licnce provides the evidence that the issuing State is satisfied that the holder has demonstrated an internationally acceptable degree of competency"

2.1.1. The first part of the definition indicates clearly that Personnel Licnces only cover activities which are critical to the safety of aviation. The second part of the definition indicates that the licnce provides evidence of competency; however, the competency itself is the result of the selection and training and not of the licnce.

2.1.2. Annex 1 to the Convention specifies International Standards and Recommended Practices (SARPs) covering the minimum and broad requirements for personnel licensing. The aim of Annex 1 is to standardize practices and procedures so that a State can issue licnces based on a common standard. By accepting and adopting the provisions of Annex 1, each Contracting State will contribute to the idea expressed in Article 37 of the Convention which states 'inter alia': - "Each Contracting State undertakes to collaborate in securing the highest practicable degree of uniformity in regulations, standards, procedures and organization in relation to aircraft, personnel, airways and auxiliary services in all matters in which such uniformity will facilitate and improve air navigation."

2.1.3. In the sense in which it is used here, licensing is the process of giving official authorization to a person to perform specific activities that are otherwise prohibited either by law or by custom and which, unless performed properly, could jeopardize the safety of international aviation. The licnce provides evidence that the issuing State is satisfied that the individual licnce holder has demonstrated an internationally acceptable degree of competency. The action of licensing, therefore, consists in the granting of privileges to applicants who meet the

prescribed requirements. The term "licnce" is commonly used to describe the authorization given when the licensing processes have been completed. Those rights that the holder of a licnce enjoys, and which are denied to 'non-licnced' individuals, are referred to in Annex 1 as "privileges". Depending on the type of licnce issued these may or may not have a time limitation imposed. They may or may not be limited with respect to the functions to be performed and they may depend on certain conditions to be observed prior to the exercise of certain privileges. Such conditions, if they exist, can be termed the "obligations of the licnce holder". It will be shown later how such obligations are usually expressed in the States' own laws and regulations.

2.2. **The components of Israel Personnel Licensing system**

Before issuing or validating a licnce, Israel Licensing Authority must satisfy itself that the applicant meets in all respects, the standards of experience, knowledge and proficiency and other requirements, so as to be competent to perform the authorized activities or privileges granted by the licnce. In addition, many licnces require the applicant, or holder, to meet certain standards in regard to medical fitness. In order to carry out its responsibility for ensuring that the applicant does meet all of these conditions, Israel has established its own licensing system. Israel Personnel Licensing system is made of two basic components (1) a regulatory structure and (2) an organization that has the technical capacity and the authority to put the regulation into effect. The subsequent directives will address in some details the two basic components of Israel's Personnel Licensing System.

3. Reference Material, Forms & Job-Aids

3.1. Reference Material

3.1.1. Chicago Convention

3.1.2. Annex 1 to the Chicago Convention

4. Israel Licensing Authority

4.1. **General**

The Civil aviation administration of Israel is referred to throughout this document as the Civil Aviation Authority (CAA or CAAI). The senior official, acting as head of the CAA, is referred to throughout this document as the Director or Director General (DG).

Annex 1 makes reference to a Licensing Authority which is "The

Authority designated by a Contracting State as responsible for the licensing of personnel". In Israel, the Licensing Authority referred to in Annex 1 is the Civil Aviation Authority. The terms of reference of the Director should include responsibility for the licensing of aviation personnel working with aircraft registered in Israel. This responsibility is delegated to a greater or lesser degree to a licensing office acting under the Director who carries out the functions and administrative processes leading up to the issue of a Personnel licnce, rating or other certificate. The head of Personnel Licensing Office is referred to throughout this document as the Chief of Personnel Licensing.

In this manual the term PEL Office will be used when referring to the Office responsible for the licensing functions and processes detailed in the following texts.

4.2. Tasks of a Personnel Licensing Office

To discharge its responsibilities, the PEL Office has to carry out many tasks which are normally organized around five major functional areas: Examinations (Flight Crew, Aircraft Maintenance, Parachute Rigger, Flight Dispatcher and Air Traffic Controller), Licensing, Training, Regulatory and Administration. The organizational structure is based on these functions.

4.2.1. The examination tasks

The examination tasks of a PEL office are the most complex, as they require a high level of experience and expertise in the various areas of licensing. Executing the tasks also requires the highest technical and ethical integrity as well as good judgment. Because such specialized high-level skills are often scarce, Israel use staff from the Operations, Airworthiness and Infrastructure Division to carry out examinations, and in particular, flight and skill examinations. The tasks related to the examination function include:

- Designing the written examinations of flight crew members, aircraft maintenance personnel, air traffic controllers and other ground operation personnel who intend to issue/ renew licnces or add new aircraft types, ratings or authorizations to their licnce;
- Reviewing, evaluating and marking written tests;
- Carrying out oral examinations of different specialties, as required;
- Carrying out flight tests and simulator tests and generating the required test reports;
- Carrying out different types of skill tests for the different specialties and generating the necessary test reports;

- Carrying out the necessary medical tests, and issuing the appropriate medical certificates; and
- Participating in committees assigned for skill surveillance and control over the licnce holders or trainees to conduct field competency checks.

4.2.2. Licensing tasks

The Licensing tasks cover all of the routine tasks associated with the physical issuance and maintenance of Personnel Licnces and includes:

- Drafting detailed procedures for licensing Staff;
- Evaluating the foreign licnces and certificates, and take appropriate action;
- Reviewing the flight crew, maintenance personnel, air traffic controllers and ground operators' limitations and recent experience, and take the necessary action upon it;
- Reviewing and studying the application for a licnce and related documentation and recommend actions to be taken from appropriate sections; and
- Issuing and renewing different licnces, adding ratings as applicable and issuing temporary approvals or special authorizations.

4.2.3. The training tasks

The training tasks of a PEL office covers the activities related to the certification and approval of training school and training programs and include:

- Studying the PEL training Standards and making the necessary recommendations for improvement of in-country and abroad training issues;
- Developing and executing plans for the surveillance of the different aviation training activities;
- Establishing and maintaining personnel training records;
- Studying and surveying training curriculum and programs submitted for approval and take appropriate action;
- Certifying the different training schools and training sections at operators and maintenance organizations, air traffic control units, as well as manufacturers and other approved agencies, if any;
- Certifying and surveying the different Simulators; and
- Certify and survey aircraft and airports used by the training schools.

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4.2.4. The regulatory tasks
The regulatory tasks cover the development and maintenance of the regulatory support of Personnel licensing and include:

- The drafting and amendment of rules and regulations relating to the training and licensing of aviation personnel;
- The enforcement of licensing laws and regulations; and
- The development of procedures.

4.2.5. The administrative tasks
The administrative tasks of a PEL office include:

- Providing an efficient and secure record system which maintains up-to-date records of licensing and certification actions;
- Maintaining the PEL office library;
- Provisioning of necessary PEL office supplies, equipment and facilities;
- Ensuring that all regulatory material and PEL documents held by staff are kept updated;
- Drafting and promulgation of examination schedules in co-operation with the Chief Examiners;
- Printing and collating examination papers, and distribute them in order to meet the published scheduled times;
- Handling routine correspondence in respect to requests for study guidance material, dates of examinations, application forms, and examination fees;
- Dealing with the public when necessary on matters related to:
  o Scheduled examinations;
  o Requests for explanatory pamphlets and any queries related to examination administration; and
  o All matters appropriate to licnce or rating or examination applications;
- Handling routine correspondence in respect to applications for licnces or ratings, flight tests or any other routine clerical matters requiring action;
- Processing all licnce;
- Completing licnce forms and prepare licnces for official signature; and
- Supervising the PEL computer system.

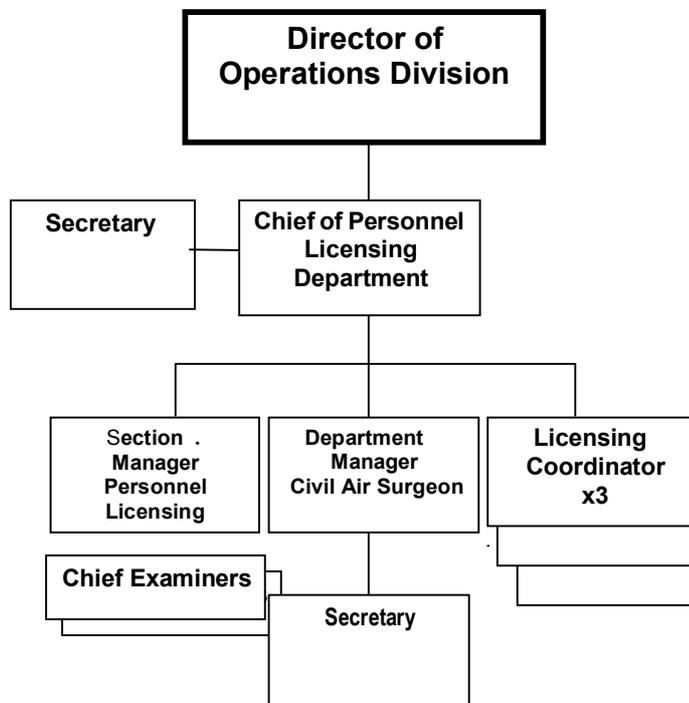4.2.6. The organizational structure of a PEL Office
In order to function effectively, The PEL office must be

suitably organized and staffed with qualified personnel. The size of the office will depend on the size and complexity of civil aircraft operations. It is also possible, depending on the number of licnces and ratings issued, for licensing activities to be combined with those of other sections of the CAA. However, whether the licensing functions are fully discharged by a fully developed personnel licensing office or outsourced by a basic licensing office several essential functions remain the responsibility of the CAA.

4.2.7. Israel PEL Office
Israel PEL Office has the authority and the capacity to discharge all the tasks and functions described in paragraph 1.2.2. The office is organized around the functions described earlier in this paragraph. In some cases it is more efficient not to fully staff the various examinations units and to rely as examiner on the inspector of the flight operation division, the airworthiness and the infrastructure division.

4.2.7.1 In special cases, PEL office may designate the authority of conducting written and skill examinations to outside bodies. The organizational chart below describes Israel PEL Office:

```
                    ┌─────────────────────┐
                    │    Director of      │
                    │ Operations Division │
                    └──────────┬──────────┘
                               │
   ┌───────────┐      ┌────────┴──────────┐
   │ Secretary │──────│ Chief of Personnel│
   └───────────┘      │    Licensing      │
                      │    Department     │
                      └────────┬──────────┘
                               │
        ┌──────────────────────┼──────────────────────┐
   ┌─────────────┐     ┌─────────────┐       ┌──────────────┐
   │  Section .  │     │ Department  │       │  Licensing   │
   │  Manager    │     │  Manager    │       │ Coordinator  │
   │  Personnel  │     │ Civil Air   │       │     x3       │
   │  Licensing  │     │  Surgeon    │       └──────────────┘
   └──────┬──────┘     └──────┬──────┘
   ┌──────┴────────┐          │
   │Chief Examiners│     ┌────┴──────┐
   └───────────────┘     │ Secretary │
                         └───────────┘
```

4.3. Staffing and Qualifications of key Personnel

The granting of licnce privileges to civil aviation personnel cannot be done satisfactorily if the qualifications of the person making the judgment are not equal to, or better than, the licnce applicant. Israel may delegate some of the PEL activities to different approved personnel and/or organizations to seek their assistance in certain specialties in order to fulfill those requirements that cannot be satisfactorily carried out by the PEL office resources.

The key personnel in the PEL office are:

- The **Chief of Personnel Licensing** should be a person who has the technical qualifications as a pilot, navigator, airworthiness engineer or air traffic control officer, and a technical background in the other areas of licensing concern. A thorough knowledge of the licencing regulations, licensing practices and procedures together with administrative ability and leadership qualities would enable him to discharge the duties of the PEL office as delegated by the Director.

- **Chief Examiners** should have extensive experience as an authorized Examiner in his specialty as well as a thorough knowledge of the licensing regulations, licensing practices and procedures together with administrative ability and leadership qualities.

- The **Head of the Licensing** should have extensive experience as authorized and/or licnced personnel in his specialty as well as a thorough knowledge of the licensing regulations, licensing practices and procedures together with administrative ability and leadership qualities.

- The **Head of the Training** should have extensive training experience as authorized Instructor in his specialty, as well as a thorough knowledge of the licensing regulations, licensing practices and procedures together with administrative ability and leadership qualities.

- The **Head of the Administrative** should have extensive experience in business administration as well as a thorough knowledge of the licensing regulations, licensing practices and procedures together with leadership qualities.

- Appendix A contains Job descriptions for the Chief of Personnel Licensing, the Chief Examiner, the examiners and the Training school inspectors.

4.4. Administrative Support Personnel

Many of the tasks associated with Personnel Licensing are of an administrative nature. The qualifications required for

administrative support personnel are similar to other administrative functions. Personnel should be familiar with office equipment and the procedures in use. The administrative support staffs play an important role in the efficiency and integrity of Israel Personnel Licensing system. It is therefore essential to ensure that administrative staff has the personal integrity and the required knowledge to discharge their responsibilities. Ideally each new staff member should be trained on the specific tools and procedures of the personnel licensing office and be familiarized with the concept and rules governing personnel licensing. It is recognized that it is not always possible to provide formal training on the subject and that most of administrative staff receive their training on the job. It is nevertheless important to ensure that training is actually taking place and this could easily be achieved by a training checklist identifying all of the items on which training should take place and where each item is checked out by the supervisor and trainee when the training on this item is complete.

4.5. Staff Training

In order to ensure the proficiency of the personnel licensing staff: - Israel has established training programs for their personnel licensing Staff to provide them with the initial, specific and recurrent training required in their specialty, along with special training on related Standards and internal procedures and any special means of application used.

4.6. **Facilities and equipment**

The facilities and equipment of Israel Personnel Licensing Office provide:

4.6.1. *Easy access by public:* Israel PEL Office is totally segregated from the other offices of the civil aviation authority with an independent entry in order to permit access to the public with the minimum level of security possible. The public area include a sitting area where the customers can fill documents and forms, wait for their turn or while their documents are processed.

4.6.2. *Provide a good working environment to the staff:* Israel PEL office provides reasonably quiet surroundings for the work of preparing examination questions, executing other technical work required and easy access to document.

4.6.3. *Keep confidential records in a secure way:* Most of the documents held in Personnel Licensing Office are of a confidential nature and proper measures are taken to ensure the security of the documents and control their

access. The paper records be kept in lockable cabinets that is located in a secure area. The right of access to the various documents, in electronic or paper format, is granted

only to PEL staff member. This is especially true for examination texts, and their confidentiality preserved at all stages from drafting through printing, packaging and storing, to dispatch and use. Electronic records are kept secure by scheduled backup and they are kept confidential by restricting access to the file only to authorized personnel.

4.6.4. The licensing process requires extensive communication with applicants, operators, training schools, service providers and Civil Aviation Authorities of others States. The PEL Office have easy access to phone (both national and international), fax and email facilities. An Internet connection is also available to provide not only email capability but access to up-date information such as access to foreign regulations and procedures which are often necessary during the licensing process. A Web site providing all the relevant information (rules, procedures, fees, working hours, form, addresses) can be found under the following address: http://caa.gov.il

4.7. Record keeping

4.7.1. *Content and integrity of records.*
Israel licensing authority maintain records that support every licensing action taken by the Authority for each applicant or licnce holder. The main characteristics of the record keeping system are:

4.7.1.1 **Completeness.**

The records kept by the licensing Authority provide documentary evidence of each licensing action and allow the reconstruct the history of each licnce issued

4.7.1.2 **Integrity:**

The integrity of records is that they are not removed or altered. Each record entered in the file properly minuted and proper procedures exist to control who has access to the files. This applies to both paper and computerized records.

4.7.1.3 **Easy access for authorized personnel:**

The information contained in the licensing records is easily accessible to the staff of Licensing Authority. This is a requirement which conflicts with those necessary to maintain the integrity of the records and a proper compromise is being made.

4.7.1.4 **Organization of records:**

The record held by a licensing authority include a written registry of licnce, complemented by individual files which contained a summary of all licensing action taken and all the personal records of the applicant, such as medical assessment, flight and written test results or correspondence in chronological order. A computerized system is also available to complement the paper-based records.

A backup of the essential information, such as Personnel Licensing Registry, with the details of all licnces and rating **issued is kept.**

4.7.1.5 **Archival:**

Israel Licensing Authority is archiving personal records that were scanned to the computerized system or personal records that are non-active. Those records are being kept for at least 5 years before they are destroyed.

4.8. PEL / CAAI Library and reference documentation

Examiners and Flight Testing Officers have access regulatory documents, appropriate and updated technical textbooks. The Chief of Personnel Licensing and the Chief Examiners, Instructors and Inspectors of the PEL office have access also to a sets of ICAO documents and, as required, other States' regulatory material and other necessary technical documentation.

4.9. Delegation of Authority

4.9.1.   General

The *Convention on International Civil Aviation* allocates to the State of Registry certain functions that the State is entitled and obligated to discharge. However, in some

special cases Israel may not find it possible or convenient to fulfill directly some of the PEL obligations. In those cases Israel may enter in some agreements with other Contracting States, Organizations or service providers to fulfill some of its obligations.

The major reasons for which Israel licensing Authority want wish to delegate some of its functions to another Contracting State or a service provider are:

- The absence of the necessary human, technical or material resources; or
- When aircraft on the National Registry are leased abroad. In this situation, Israel may find it more convenient to delegate some of its functions to the State of the Operator that has easier access to the aircraft and their crew.

4.9.1.1 Some other reasons may also exist but it is important to understand that, in most cases, Israel Licensing Authority *can only delegate functions and that it retains its responsibility for the personnel licensing* even when it has delegated functions.

The only situation when Israel can delegate its Personnel Licensing responsibilities is when those responsibilities are delegated to other Contracted States under the provisions of Article 83bis of the Chicago Convention and which is described in paragraph 4.9.3.

4.9.2.   Delegation of Personnel Licensing Functions to another State.
Not Applicable

4.9.3.   Delegation of Personnel Licensing responsibilities and function to another State under Article 83bis of the Chicago Convention

4.9.3.1 Article 83bis of the Chicago Convention allows the transfer of some responsibilities, including flight crew licensing, from the States of Registry to the State of the Operators. It is the only case where the Convention provides a mechanism that allows the States of Registry to transfer its responsibility and not only its functions.

4.9.3.2 Article 83bis is an important tool in facilitating the control and oversight of leased aircraft. However it has not been designed and it cannot be used as a mechanism to delegate globally the licensing responsibility from one State to another State as the transfer of responsibility can only take place from the State of Registry to the State of the Operator.

4.9.4.   Delegation of some Personnel Licensing Activities to Service Providers

4.9.4.1 States can also delegate some of their licensing activities to service providers. For instance, several ICAO Contracting States have delegated or contracted out their written and/or skill examination to companies that have the required expertise. The scope of the delegation depends on the States. In some States, the delegation is limited to the delivery of the Written Examination while in others the contractor provides the full examination system. The reasons for delegating such functions can either be the lack of expertise within the CAA or that such an arrangement allows the provision of a better and/or more efficient service to the customer.

4.9.4.2 As in the case of agreements between States, the State Licensing Authority retains its responsibility for the personnel licensing functions even when it delegates some

of its functions. The delegation of function can be made through an agreement, a contract, an authorization or any appropriate means, but it is important that the respective responsibilities of the party, the regulations that will be used to discharge the functions, the type of service (content and timeliness) provided to the State of Registry, quality control arrangement and the financial aspect, be clearly defined.

4.9.4.3 The contractual arrangements between a Civil Aviation Authority and a Service provider are usually fairly detailed as all the aspects of the delegation of function. As a result, it is not possible to provide a complete example but Appendix C contains an outline of an actual instrument of delegation between a Licensing Authority and a company that provides examination and flight-testing services.

4.9.5. Delegation of Licensing Functions to Independent Organization.

4.9.5.1 Israel has delegated parts the supervision of recreational flying activities, including the qualification of pilots, to independent bodies such an Aerial Sport Federation. Such delegation of functions is in most cases, compatible with the State obligation with regard to the Chicago Convention. The flying authorizations issued by the independent bodies should be limited to the national airspace;

4.9.5.1.1. These activities do not constitute a hazard to international aviation Under ANR.PEL.8(b) Israel has delegated the supervision of powered parachutes flying activities, including the qualification of pilots, to the Powered Parachute Association.

4.9.6. Delegation of Functions and Responsibilities
Not Applicable

4.10. Which activities require a licnce?

4.10.1. ICAO licnces

4.10.1.1 What is an ICAO licnce?
The aviation community often makes reference to an "ICAO licnce" and this has led some persons to believe that ICAO issues licnces. This is not the case. The clause "ICAO licnce" is an informal but widely used way of referring to Licnces that are issued by ICAO Contracting States on the basis of Standards and Recommended Practices of Annex 1 - Personnel Licensing. In the context of this manual, this includes all the Personnel Licnces for which provisions exist in Annex 1.

4.10.1.2 Licnces for Flight crew members
Article 32 a) of the Chicago Convention requires that the flight crew members of every aircraft engaged in international aviation be provided with a licnce by the State of Registry of the aircraft which is flown. As a result, States shall implement flight crew licnces as soon as they have aircraft on its registry. That is not to say that States have to implement all the licnces that are provided for in Annex 1; they need only implement the licnces that are needed to support their own national aviation activities. For instance, the large numbers of States that do not have any glider or free balloon activities do not need to establish the corresponding licnce, as long as the need does not exist.

4.10.2. The flight crew licnces implemented by Israel are the following:

- *Licnce for Pilot* (Annex 1, Chapter 2)
  o Private pilot (airplane and helicopter)
  o Commercial pilot (airplane and helicopter);
  o Airline transport pilot (airplane and helicopter);
  o Student pilot
  o Glider Pilot
  o Sports Pilot
- Licnces for Flight crew member other than pilot (Annex 1, Chapter 3)
  o Flight Engineer; and
  o Flight Navigator.

4.10.3. Israel also provides for a series of ratings (class, type, instrument and instructor) that complement the flight crew licnces.

4.10.4. Licnces for personnel other than flight crew members
Annex 1 also includes requirements for the following licnces for personnel other than flight crewmember:

- Aviation maintenance technician;
- Air traffic controller and associated ratings;
- Flight operations officer/Aircraft dispatcher;
- Aeronautical station operator;
- Aeronautical station operator;
- Parachute rigger;
- Senior parachute rigger

4.10.4.1 It is important to note that, even when a licnce is not required, Annex 1 requires the individual performing the function without a licnce to meet the same requirements as their licnce counterpart. This is in line with the basic licensing philosophy of ICAO where the licnce is a way to provide the evidence of the competency but where the competency itself is the result of training.

4.11. Non-ICAO Licnces

4.11.1. General
The Convention and Annex 1 requirements do not cover all activities, and when they do, the requirements apply only to international flight. To cover activities that are not addressed by ICAO, Israel decided to establish licnces on a national basis. These national licnces are sometimes referred to as non-ICAO Licnces.

4.11.2. Typical non-ICAO licnces
In spite of the differences that might exist between ICAO contracting States when it comes to the issuance of non-ICAO licnces, such licnces can be grouped into three different categories:

4.11.2.1 Recreational flying activities
The ICAO requirements for the private pilot have been designed to ensure that the holder of such a licnce is competent to undertake international flight. Several States find that the need exists for a less demanding pilot licnce for people who only seek flying privileges for recreational local activities on ultra-light aircraft or on simpler general aviation airplanes. In such cases, States generally issue

licnces which are purely based on national requirements and which can only be used for their National airspace.

    4.11.2.2   As an alternative to issuing non-ICAO licnces, some States have delegated the supervision of recreational activities to independent governing bodies such as an Aerial Sport Federation. These governing bodies have the responsibility of ensuring that pilots are and remain competent, generally through a set of training requirements and a system of authorization. The delegation of supervision sometimes includes gliding and ballooning for which ICAO licensing standards exist. The advantage of this arrangement is that it reduces the administrative burden of a full-licensing system. The inconvenience is that authorizations issued by the governing body are only valid for their national airspace.

4.11.3. Aircraft Categories not included in Annex 1

In some cases, the volume and type of activities conducted with a specific category of aircraft has not been deemed sufficient to justify the development of international standards for their flight crews. A typical example is a Powered parachute. In such a situation, a State shall issue a national licnce but, as the licnce is not recognized internationally, the licnce holder needs to obtain the authorization of each of the States whose airspace is used before entering such airspace.

4.11.4. ***Activities not covered by ICAO licensing standards***

As indicated earlier, some States issue licnces for a large number of categories of Personnel. This directive provides some guidance on how to decide whether a specific activity requires a licnce. It is also worthwhile to note that ICAO Annexes requires some categories of Personnel to meet some international training Standards without requiring a licnce. A typical example is the safety function of cabin crew for which training and competency requirements exist in Annex 6 but for which no licensing requirements exist.

4.11.5. Status of non-ICAO licnces

Non-ICAO licnces, whether they are issued directly or through delegation of supervision, do not benefit from the international recognition provided by the Chicago Convention and, consequently, are valid only in the airspace of the issuing State. International flights with such licnces can only be undertaken with the authorization of States whose airspace is used. It is therefore important that the issuing State ensures that the licnce holders are fully aware that their licnces are valid only in their national territory, and, as domestic activities and international flights

often share the same airspace, to ensure that their "National" activities do not constitute a hazard to international aviation.

4.12. How to issue a licnce: Direct Issuance and Validation

4.12.1. General

Article 32 a) of the Convention states that "The pilot of every aircraft and the other member of the operating crew shall be provided with certificates of competency and licnces issued or rendered valid by the State in which the aircraft is registered." As a result, Contraction States can either issue their own licnces or validate licnces issued by other Contracting States to fulfill their Personnel Licensing obligations. This article clearly establishes that a licnce or a validation grants the same privileges, and, the responsibility of Contracting States is the same whether it issues its own licnce or validates a foreign licnce.

There are, nevertheless, significant differences between the procedures used for the issuance and validation of personnel licnces. This chapter analyzes the characteristics of each option and provides guidance on how to use them best.

4.12.2. Issuance of Licnces by Israel

The issuance of a licnce requires Israel to ensure that the applicant meet all the requirements contained in their national regulations and in the relevant provisions of Annex 1. These requirements generally cover a combination of age, knowledge, experience, skill, training and medical fitness. Annex 1 does not specify the way in which the demonstration of compliance with the requirements should be made other than to say that it has to be done in a manner acceptable to the Licensing Authority. There are many ways of demonstrating compliance with the Personnel Licensing requirements, but acceptance by a Licensing Authority falls into two different groups:

4.12.2.1 Direct Issuance of Licnces

When Israel establishes its own system of ensuring compliance with each of the Personnel Licensing requirements before issuing a licnce, the process is referred to as a ***direct issuance of licnce***, or in short ***issuance of a licnce***. The methods of ensuring compliance can be diverse and include direct examination by States, reliance on a delegated examiner, or acceptance of an examination system run by a company or another State. However, the basic criteria for direct issuance of Licnces is that the State has a system to ensure compliance with ***each*** of the requirements.

4.12.3. Conversion of Licnces
Not Applicable. Israel does not convert foreign licnces.

4.12.4. Validation of Licnces
The validation of a foreign licnce is defined in Annex 1 as "the action taken by a Contracting State, as an alternative to issuing its own licnce, in accepting a licnce issued by any other Contracting State as the equivalent of its own licnce". Contrary to a conversion, a validation cannot be used without the supporting licnce. The validity of the validation is always conditional to the continuing validity of the supporting licnce.

4.12.5. Characteristics of direct issuance and validation of licnces

From the Licensing Authority point of view, the main difference between direct issuance and validation of licnces is the manner in which the competency of the applicant is assessed for the issue or renewal of a licnce. These differences are summarized in the following table:

	Direct issuance	Validation
Issuance	• No prerequisite to hold a licence • The Licensing Authority has established a system of ensuring compliance with all the requirements (age, knowledge, experience, skill, instruction, medical) before issuing a licence	• The applicant must hold a licence issued by another ICAO Contracting State • Issuance of a validation certificate accepting a licence issued by any other Contracting State as the equivalent of its own licence
Maintenance of validity	• The licence must be maintained valid in accordance with the national requirements	• The supporting licence must be maintained valid in accordance with the requirements of the issuing State • The validation certificate may be more restrictive (in term of duration and privileges) than the supporting licence
Extension of privileges	• Additional ratings can be added in accordance with the national requirements	• Additional ratings need to be added to the supporting licences before they can be taken into account in the validation (a validation certificate cannot provide more privileges than the supporting licence)

4.12.6. How to choose between direct issuance and validation
Each of the two methods can be used to provide personnel with licnces, and most States with a large Personnel System will use them concurrently.

4.12.6.1 The "*Direct Issuance of Licnce*" is the method that provides the highest level of control to States. It requires States to develop the proper regulations and procedures and to establish a system of assessing the knowledge, instruction, medical fitness and skill of the applicants of rating.

4.12.6.2 The "*Validation of licnce*" does not require the organization of a system for assessing the competency of the applicants. It does, however, require the establishment of a system of assessment of the licnce supporting the validation of the licnce, to assess its validity and privileges, and to ensure that it is genuine and complies with ICAO Standards. The table below provides some of the advantages and drawbacks of direct issuance, conversion and validation of licnces, and describes the situation where each option is best suited.

	Direct issuance	**Validation**
Advantage	• The personnel licensing process is completely controlled by the State • Can be tailored to the specific needs of the State	• The only requirement for the State issuing the validation is to ensure that the supporting licence is genuine and valid and that the privileges and validity to be granted do not exceed those of the original licence
Inconvenient	• Requires a system to ensure compliance of applicant and licence holder with the requirements for issuing a licence or a rating and for maintaining them valid	• The validity and the privileges of the validation cannot exceed those of the supporting licence • Need to maintain the supporting licence valid in accordance with the requirements of the issuing State • It is more difficult to add new privileges to the validation, as they have to be incorporated first on the supporting licence
Best suited	• When the state issues a sufficient number (e.g. more than 100 active licences) of licences at the same level (i.e. PPL, CPL or ATPL) in the same category (i.e. Airplane or Helicopter)	• To provide short term authorization to fly aircraft on the national registry to holder of licence issued in other Contracting States

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4.12.7. Responsibility of the State issuing and validating licnce

It is important to note that approach that is chosen by the licensing authority (direct issuance, conversion or validation) does not change the responsibility of a State vis-à-vis its obligation under the Chicago Convention. By issuing a licnce or a validation or converting a licnce, a State certifies to all the other ICAO Contracting States that the person is competent to exercise the privileges of the licnces and that he or she meets all the applicable ICAO and national requirements. It is therefore important, even when the licensing action is based on a licnce issued by another contracting states, that the Licensing Authority ensures that all applicable requirements are met. Detailed procedures to that effect are proposed in part II of this manual.

APPENDIX A
Job Descriptions

1. Chief, Personnel Licensing

1.1. Responsibilities

1.1.1. Develop and maintain Standards, recommended practices and procedures relating to the licensing of flight crew, aircraft maintenance engineers, air traffic controllers, dispatchers and other specialties. Ensure that those Standards recommended practices and procedures are in compliance with ICAO and, where appropriate compatible with foreign licensing practices.

1.1.2. Have promulgated in Civil Aviation Regulations, Civil Aviation Directives and Civil Airworthiness Requirements the approved licensing standards as amended from time to time and ensure that guidance material is published in Aviation Information Pamphlet.

1.1.3. Ensure that approved standards are being complied with and sound practices and procedures are being applied by regular inspections by staff of approved training schools.

1.1.4. Enforcement of Civil Aviation Regulations, Civil Aviation Orders and Civil Airworthiness Requirements relating to the licensing and maintenance of competency of flight crew, aircraft maintenance engineers, air traffic controllers, dispatchers and other specialties, and the recommending of action to suspend, cancel or amend licnces when appropriate.

1.1.5. Ensure that staffing, facilities and training are adequate and prepare forecasts to facilitate the continued proper functioning of the Personnel Licensing Office.

1.1.6. Regularly advise the Flight Safety Director of the state of work and significant events and developments within the Personnel Licensing Office

1.1.7. Maintain liaison with the Division Managers (Operation, Airworthiness and others) on licensing standards and facilitate the inspection functions of their staff at the Unit charged with their duties.

1.1.8. Ensure that the licensing activities are coordinated with other units of the Civil Aviation Department.

1.1.9. Ensure that departmental officers and other persons approved to conduct flight tests on behalf of the Director are properly appointed, briefed and supplied with adequate guidance and documentation to carry out their tasks and

ensure that an efficient recording system of such designated persons is maintained.

1.1.10. Arrange for the issue and amendment of Aviation training school Certificates, Operations Specifications, Approved Persons Lists, Aerodrome Licnces and such other licnces or certificates as may from time to time be allocated and ensure the maintenance of registers of such licnces, certificates and lists.

1.1.11. Maintain liaison with overseas aviation authorities and the International Civil Aviation Organization on matters concerning standards applicable to flight crew, aircraft maintenance engineers, air traffic controllers, dispatchers and other specialties licnces and ratings and to examination and test standards and techniques.

1.1.12. Deputize for the Flight Safety Director when so directed.

1.1.13. Initiate and direct study and research into flight crew, aircraft maintenance engineers, air traffic controllers, dispatchers and other specialties licensing matters.

1.1.14. Perform such duties as may from time to time be directed.

1.1.15. Properly discharge all delegated powers.

2. Chief Examiner

2.1. Responsibilities:

2.1.1. Direct, maintain and develop as required an organization for the examination of applicants for the various categories of personnel licnces and ratings provided for in the Civil Aviation Regulations and Directives.

2.1.2. Direct the preparation and review of detailed prescriptions and conditions of examination for the various categories of personnel licnces and ratings provided for in the Civil Aviation Orders consistent with the privileges granted therein.

2.1.3. Direct the preparation and review and arrange for the publication of information circulars and requirements relating to the grant of personnel licnces and ratings and instructor approvals and certificates of competency provided for in the Civil Aviation Directives.

2.1.4. Direct the staff of examiners in the preparation of examination question papers and in the marking of candidates' scripts to ensure that standards consistent with current practices and the privileges granted by the licnces or ratings in question are established and maintained.

2.1.5. Initiate and maintain, where appropriate, liaison with overseas aviation authorities with a view to exchanging information concerning content of examination curricula and examining techniques and standards pertinent to the maintenance of effective licensing standards and adherence to the ideals of the International Civil Aviation Organization.

2.1.6. Establish and maintain a system for ensuring that oral written and skill examining techniques are effective and compatible with the current aviation environment/

2.1.7. Establish and maintain an efficient clerical system for the preparation and grant of licnces, approvals and certificates to successful candidates.

2.1.8. Direct the staff of examiners in assessing the extent of examination to be undertaken by applicants for validation of foreign licnces/approvals.

2.1.9. In respect of approved training schools and approved courses:

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- Establish and maintain requirements for approval as provided for in the Civil Aviation Directives;
- Direct the evaluation of applications for approval;
- Establish and maintain standards of knowledge and instructing skill for instructors approved to instruct thereat consistent with the standard and scope of the requirement of the rating in question;
- Direct the examination and audition of instructors seeking approval; and
- Direct the regular inspection of premises and records of approved training schools for compliance with standard requirements and recommend such action as considered necessary in cases of non-compliance therewith;

2.1.10. Direct the evaluation of manufacturers' training course examinations and the examination of training courses approved or required by overseas civil aviation authorities with a view to granting exemption from type examination to applicants for ratings.

2.1.11. Direct the evaluation of applications for exemption from type examination from applicants who have completed an approved course of training.

2.1.12. Direct the evaluation of training courses and testing methods of applicants for certificates of competency for welding and non-destructive testing.

2.1.13. Develop, maintain, and direct standards appropriate for the approval of amateur-built aircraft stage inspectors.

2.1.14. Develop and maintain effective liaison with other organizations conducting training and/or examination of civil aviation personnel and tradesmen.

2.1.15. Maintain a program of visits to approved training schools/organizations for the purpose of observing first hand current training and internal practices and to maintain rapport with instructors.

2.1.16. Establish and maintain standards of knowledge and lecturing skill for instructors approved to lecture thereat consistent with the standard and scope of the requirements of the licnce or rating in question;

2.1.17. Direct the regular inspection of premises and records of schools holding approval for compliance with standard requirements and recommend such action as considered necessary in cases of non-compliance therewith.

2.1.18. Maintain close liaison with examination supervisors to ensure that the supervision is adequate and correct and that a system of reporting on the conduct of examinations is maintained.

2.1.19. Provide training for examiners to ensure their effectiveness in their allotted duties.

2.1.20. Act as deputy to the Chief, Personnel Licensing.

3. Examiner

   3.1. Responsibilities:

   3.1.1.   Prepare and periodically review the syllabi for licnce and rating examinations for the personnel in his field of specialty, defining the qualifying conditions and standards.

   3.1.2.   Produce and arrange for the publication of pamphlets and information circulars for the guidance of applicants for licnces and ratings.

   3.1.3.   Prepare examination question papers for licnce and rating examinations and mark the candidates' answer papers.

   3.1.4.   Maintain a statistical review to determine the effectiveness of the licnce and rating examinations.

   3.1.5.   Evaluate the technical knowledge qualifications presented in support of applications for exemption from examination for licnces and ratings.

   3.1.6.   Evaluate the technical knowledge content of foreign licnce and rating qualifications.

   3.1.7.   Assess the extent of the technical knowledge examinations to be taken by applicants for the validation of foreign licnces and ratings.

   3.1.8.   Brief and liaise with examination supervisors and supervise examinations if required.

   3.1.9.   Carry out such other duties as may from time to time be directed.

4. Training school inspector

4.1. Responsibilities:

4.1.1.   Evaluate ground training curricula and study material submitted by approved training schools/organizations in support of applications for approval to conduct

4.1.2.   Orally examine in their specialist subjects and audition in the classroom, ground instructors seeking approval to instruct at approved training schools;

4.1.3.   Inspect the training facilities and methods at approved training schools; and

4.1.4.   Determine the strengths and weaknesses of ground training programs, skill training programs, OJT training and flight training at approved training schools and recommend the remedial action to be taken to maintain standards and improve course design.

4.1.5.   Carry out such other duties as may from time to time be directed.

APPENDIX B

Example of agreement between two States

1. The text reproduced below an example of an agreement between two States on the delegation of some Personnel Licensing Authority.

MEMORANDUM OF UNDERSTANDING BETWEEN THE CIVIL AVIATION AUTHORITY OF STATE A AND THE CIVIL AVIATION AUTHORITY OF STATE B FOR THE REGULATORY OVERSIGHT OF TRAINING ORGANIZATIONS IN STATE A AND THE PROVISION OF TRAINING WITHIN THE STATE B FOR THE ISSUE OF A STATE A JAR-FCL LICNCE

Background

1.   The Joint Aviation Requirements - Flight Crew Licensing (JAR-FCL) require that the State of Licnce Issue shall be the State under whose authority the training and testing for the licnce and initial medical certification were carried out. With the agreement of the JAR-FCL Committee a JAA Member State may make an arrangement with one other JAA Member State to enable some, but not all, requirements to be fulfilled either within that State or within a training organization approved by that State.

The Memorandum

2.   The *State B* Civil Aviation Authority (*State B CAA*) and the *State A* Civil Aviation Authority have agreed that certain requirements for the issue of a JAR-FCL licnce or rating by *State A*, as State of Licnce Issue, may be carried out at training organizations approved by *State B CAA*. This Memorandum details the arrangements that will be put in place to enable such activity. The Memorandum is not intended to create legal relations and either party shall assume no legal obligation. The Memorandum may be varied at any time by the mutual consent of both parties.

3.   The arrangements will be confined to the following activities:
  • **An applicant for a JAR-FCL Commercial Pilot's Licnce, Airline Transport Pilot's Licnce, Instrument Rating or Instructor Rating to be issued or included in a licnce by *State A CAA* may undergo theoretical knowledge and flight**

training at any organization approved by the *State B CAA* to conduct such training;

• The *State B CAA* may conduct theoretical knowledge examinations for licnces and the Instrument Rating within the *State B* or by arrangement in *State A* for applicants for pilots' licnces to be issued by *State A*. The results of such examinations will be advised to *State A CAA*;

• Examiners authorized by *State B CAA* may conduct skill tests either within the S*tate B* or in *State A* for licnces and ratings to be issued by *State A CAA*;

• If requested to do so by *State A CAA*, the *State B CAA* may approve and maintain regulatory oversight of training organizations located within *State B*;

• If requested to do so by *State A CAA*, the *State B CAA* may assist or offer advice in the regulatory oversight of registered facilities offering training for the Private Pilot's Licnce located within and registered with *State A*.

Conditions Applied to the Memorandum

4.   The Memorandum is subject to the following conditions:

- **Training and testing carried out under the above arrangements may be credited towards the requirements for the issue of a JAR-FCL licnce or rating by *State A CAA* as State of Licnce Issue;**

- ***State A CAA* will retain responsibility for the initial medical assessment of applicants for a JAR-FCL licnce where training is to be carried out under the above arrangements. The *State B CAA* will recognize without formality a JAR-FCL Class 1 or 2 medical assessment by *State A CAA* as proof of medical fitness to undergo training, including solo flying, within *State B*;**

- **When requested to do so, and provided the individual candidate has consented, *State B CAA* will provide or make available to *State A CAA* all available documentation required for the issue of a JAR-FCL licnce, for those students undergoing training, skill testing and theoretical knowledge training, at organizations approved by the *State B CAA*, and the results of such tests and examinations as required for the issue of a licnce by *State A CAA***

Financial Considerations

5.   **The *State B CAA* will, if applicable, apply the appropriate charges for the approval and/or regulatory oversight of training organizations and registered facilities in accordance with the *State B CAA* published Scheme of Charges applicable at the time. These charges will be levied on and be payable by the organization or individual applying for approval. Additional costs associated with travel and subsistence will be charged on a full cost recovery basis to the organization or individual seeking approval or requesting facilities such as examination sittings outside the UK.**

6.   **Individual applicants for theoretical knowledge examinations and skill testing by *State B CAA* will be required to meet the costs of such examinations and tests as detailed**

in the *State B CAA* published Scheme of Charges.

7.   No financial consideration will be involved between *State B CAA* and *State A CAA* under these arrangements except that *State B CAA* may not agree to undertake a task requested by *State A CAA* in circumstances where it is unable to charge an applicant for or holder of an approval, licnce etc unless *State A CAA* undertakes to meet the charges of *State B CAA* for the task.

Effective Date and Validity of the Memorandum

8.   This Memorandum shall have effect from the date of signature and may be terminated at any time by either party at any time without notice but each shall use reasonable endeavors to provide appropriate notice to the other so as to enable *State A CAA* to undertake any necessary additional task

APPENDIX C

Delegation of Some Personnel Licensing Activities to a Service Provider

An instrument of delegation from an Authority to a Service provider is usually a large document which covers all the aspects of the delegation. Because of the size of an actual document of delegation, it is not possible to provide a complete sample. The following is the outline of an actual instrument of delegation between a Licensing Authority and a company that provides examination and flight-testing services.

INSTRUMENT OF DELEGATION

SCHEDULE 1

SECTION A – GENERAL

1. Interpretation
2. Term of Delegation
3. Conflict of Interest
4. Safety Audit
5. Charges
6. Change of Shareholding
7. Confidentiality
8. Examination and Flight Testing Activities
9. Limitations on the Delegate
10. Amendments to the Exposition
11. Developmental Activities
12. Service Charter

Section B - Delegation Requirements

13. Facility Requirements
14. Personnel Requirements
15. Equipment and Material
16. Examination Activity Procedures
17. Flight Testing Activity Procedures
18. Internal Quality Assurance Procedures

SECTION C -OPERATING REQUIREMENTS

19. Continuing Compliance
20. Certification of Examination Results

21. Certification of Flight Testing Results

22. Records of Personnel

23. Examination and Flight Testing Activity Records

24. Reporting to the Director

25. Examination Types

26. Flight Test Types

SCHEDULE 2 - CONDITIONS OF DELEGATION

1. **Facility Requirements**
2. **Personnel Requirements**
3. **Examination and Flight Testing Activity Procedures**
4. **Certification of Examination and Flight Testing Results**
5. **Written Examination Duration**
6. **Independent Assessment of Complaints**