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A. Background

Since September of 1987, the FAA has been conducting a regulatory review of parts 61, 141, and 143 of the Federal Aviation Regulations (FAR). These regulations pertain to certification and training requirements for pilots, flight instructors, and ground instructors and the operation of pilot schools that are approved by the FAA. This regulatory review is being undertaken in response to advancements in aviation technology, training, and changes in the National Airspace System (NAS) that have occurred since the last major revisions to these parts in the early 1970's. The FAA has received numerous petitions for exemption and letters from the public suggesting changes to the current regulations. To date, there have been 41 amendments and approximately 3,616 exemption actions to parts 61 and 141. Recommendations and comments from the National Transportation Safety Board (NTSB), the public, and the FAA have also demonstrated the need for the regulatory review. A major goal of the review is to identify differences between the rules and the level of training

demanding of pilots in today's aviation environment.

In support of this regulatory review, the FAA completed a historical review of parts 61, 141, and 143 in January 1988. During this review, the FAA also received input from pilot schools and college and university aviation departments operating under parts 61 and 141. Three major areas were identified during this review: first, issues of immediate concern recommended by the NTSB and public comments; second, the requirements for aircraft operations in today's environment; and finally, the requirements for pilots in the year 2010 and beyond. Accordingly, the regulatory review was divided into three phases corresponding to the needs identified above. The final rule for Phase 1, Amendment Nos. 61-90 and 141-4 (56 FR 11308; March 15, 1991; effective on April 15, 1991), contained the following:

1. New requirement to obtain training and a flight instructor endorsement to serve as pilot in command of a tailwheel airplane;

2. New requirement to obtain training and a flight instructor endorsement to serve as pilot in command of a pressurized airplane capable of high altitude flight above 25,000 MSL;

3. New requirement for an applicant to complete a training curricula and receive a flight instructor endorsement prior to qualifying in an airplane that requires a type rating;

4. New requirement to permit completion of a phase of the WINGS program as satisfactory completion of a biennial flight review (BFR);

5. New requirement for pilot applicants to receive ground training on stall awareness, spin entry, spins, and spin recovery techniques;

6. New requirement for pilot applicants to receive flight training on flights at slow airspeeds with realistic distractions and the recognition of and recovery from stalls;

7. New requirement for flight instructor applicants to receive and demonstrate actual spin training;

8. New requirement for flight instructor applicants to perform a spin demonstration on retests when the reason for the failure was due to deficiencies of knowledge or skill relating to stall awareness, spin entry, spins, or spin recovery techniques;

9. New requirement that FAA inspectors and designated pilot examiners may accept instructor endorsements for the spin demonstration on practical tests for flight instructor applicants;