

**Balloon flight crew training and licensing TWG**  
**Aviation Safety Advisory Panel Technical Working Group**  
**Tasking Instructions**

*The balloon flight crew training and licensing Technical Working Group is established and operates in accordance with the Terms of Reference of the Aviation Safety Advisory Panel (ASAP) dated June 2025 (or as amended).*

### **Background**

As part of ongoing regulatory reform CASA is proposing to transition balloon flight crew training and licensing from the current CAR Legislative framework into CASR. CASA is proposing to develop the policy in consultation with an ASAP TWG. Once the policy is settled CASA will continue to engage with the TWG to develop the required regulations and MOS.

The need for reform is illustrated by these facts:

- Current CAR rules for the commercial pilot (balloon) licence were drafted over 40 years ago.
- CASR Part 131 (Balloons and hot air airships) commenced on 2 December 2021; the Part 131 Manual of Standards (MOS) commenced on 12 November 2024.
- CASA assumed the administration of private/recreational balloon activities from the Australian Ballooning Federation (ABF) in December 2023.
- The current regulatory mechanisms and competency basis for private and commercial balloon pilot licensing is inconsistent with other categories of aircraft.
- Systems are outdated – for example Issuing a commercial pilot (balloon) licence (CP(B)L) and an instructor rating still relies on an authorised balloon testing officer (approved by legal instrument renewed every three years) using the old Form 214 'sticky label' entry in the pilot's logbook.
- No digital licence is available for a CP(B)L or the PP(B)P.
- The private pilot balloon authorisation issued by CASA under CAO 95.54 is a permit because the current CASR definition of licence does not accommodate Part 131 aircraft.
- Competency standards have not been published for any Part 131 aircraft pilot authorisation.

### **Aim**

1. CASA proposes to develop a policy for a CASR Private Pilot Licence (Balloon) and a Commercial Pilot Licence (Balloon) with provision for ratings and endorsements.
2. CASA proposes to develop a policy for competency-based balloon flight crew training.

The balloon flight crew training and licensing TWG will:

- Provide industry sector insight and understanding of current needs and challenges.
- Provide current, relevant technical expertise for the development, analysis and review of legislative and non-legislative solutions to identified issues.

Three stages involving at least three meetings are proposed.

#### **Stage 1**

- To examine the scope of the policy proposed by CASA
- To provide advice on the scope of the policy for flight crew training and licensing topics proposed
- To advise if other flight crew training and licensing topics should be included

#### **Stage 2**

- To examine the details of the flight crew training proposals
- To provide advice and suggestions on the proposed topics
- To agree on the register of issues arising

#### **Stage 3**

- To examine the details of the flight crew licensing proposals
- To provide advice and suggestions on the proposed topics
- To agree on the register of issues arising

## TWG outcomes

1. The TWG is to evaluate whether the draft balloon flight crew training and licensing policy is practical, acceptable and will be implementable by the Australian balloon industry.

TWG meetings will be scheduled in consultation with members, a closing summary will be shared with the TWG once all feedback from the TWG has been collated and processed.

## Roles and responsibilities

CASA	Technical Working Group Members
<ul style="list-style-type: none"><li>• Organise meetings and workshops, and produce agendas, papers and supporting materials.</li><li>• Facilitate meetings and workshops.</li><li>• Record insights and findings.</li><li>• Communicate openly and consistently with working group members about project status and issues.</li><li>• Respect the time of all working group members by minimising work required to achieve outcomes.</li></ul>	<ul style="list-style-type: none"><li>• Commit to supporting the project objectives and timeline.</li><li>• Engage and collaborate constructively at all times.</li><li>• Prepare for working group activities by reviewing agendas, papers and supporting materials.</li><li>• Provide timely and considered advice in meetings, and between meetings as required.</li><li>• Respond to requests for feedback on draft materials within agreed timeframes.</li></ul>

## Behaviour

TWG meetings are a place for constructive collaboration. Behaviour likely to disrupt the collaborative nature of the group will not be tolerated. The ASAP secretariat may eject members from the meeting in the event of such behaviour.

## Confidentiality

All discussions and materials from TWG meetings should be treated as confidential. Premature dissemination of information may dilute TWG processes, particularly if discussion points remain unsettled or documents are not ready for public consultation.

## Reporting arrangements

At the conclusion of the meeting, or soon thereafter, recommendations and reports of the TWG will be provided to the Chair of the ASAP, through the Secretariat.

## Consensus

A key aim of the Technical Working Group is that a consensus be reached, wherever possible, in the finalisation and preparation of advice for the Aviation Safety Advisory Panel and CASA.

Consensus is understood to mean agreement by all parties that a specific course of action is acceptable. Achieving consensus may require debate and deliberation.

## Membership

Members of the TWG will be appointed by the ASAP Chair, following ASAP processes. Requests for changes to the membership will be made to the Chair of the ASAP, through the Secretariat.

## Attendance and travel

Meetings will be facilitated using videoconferencing to allow for increased member attendance at all meetings. This will be coordinated by the ASAP Secretariat or CASA working group lead as required.

## TWG decision making

A key aim of the ASAP is that a consensus be reached, wherever possible, in the provision of advice to the CEO/DAS. TWGs will follow the same consensual principles as the ASAP.

Consensus is understood to mean agreement by all parties that a specific course of action is acceptable. Achieving consensus may require debate and deliberation.

Consensus can be unanimous or near unanimous, the Chair will determine how best to proceed and discuss with the CEO on outcomes where divergent views appear. Consensual outcomes include:

- 1) full consensus, where all members agree fully in context and principle and fully support the specific course of action
- 2) general consensus, where there may be disagreement, but the group has heard, recognised and acknowledged and reconciled the concerns or objections to the general acceptance of the majority of the group. Although not every member may fully agree in context and principle, a majority of members support the overall position and agree not to object to the proposed recommendation – any relevant information supporting the differing perspectives will also be presented in the meeting records.
- 3) dissent, where differing views about the preferred course of action are maintained. This occurs when members do not agree with the recommendation or cannot reach agreement on a recommendation.

If necessary, the ASAP and TWGs will determine if consensus is reached by way of voting. Members will also have the opportunity to confirm their views are accurately represented in meeting reports before they are published.

Where there is full consensus, the report, recommendation or advice should expressly state that every ASAP or TWG member was in full agreement with the advice.

Where there is general consensus, the nature and reasons for any concern by members that do not fully agree with the majority recommendation should be included with the advice.

Where there is dissent, the advice should explain the issues and concerns and why an agreement was not reached. If a member does not concur with one or more of the recommendations, that person's dissenting position should be reflected.

When possible, the ASAP or TWGs should be given the opportunity to reconsider the report or advice, including any dissenting views, to see if there might be scope for further reconciliation of any disagreements.