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**Abbreviations**

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>AAFI</td>
<td>Australian Association of Flight Instructors</td>
</tr>
<tr>
<td>AOPA</td>
<td>Aircraft Owners and Pilots Association</td>
</tr>
<tr>
<td>ASA</td>
<td>Aviation Safety Advisor</td>
</tr>
<tr>
<td>ATO</td>
<td>Approved Testing Officer</td>
</tr>
<tr>
<td>ATOM</td>
<td>Approved Testing Officer Manual</td>
</tr>
<tr>
<td>ATSB</td>
<td>Australian Transport Safety Bureau</td>
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<tr>
<td>CAAP</td>
<td>Civil Aviation Advisory Publication</td>
</tr>
<tr>
<td>CAO</td>
<td>Civil Aviation Orders</td>
</tr>
<tr>
<td>CAR</td>
<td>Civil Aviation Regulations 1988</td>
</tr>
<tr>
<td>CASA</td>
<td>Civil Aviation Safety Authority</td>
</tr>
<tr>
<td>CEO</td>
<td>Chief Executive Officer (of CASA)</td>
</tr>
<tr>
<td>CFI</td>
<td>Chief Flying Instructor</td>
</tr>
<tr>
<td>CIR</td>
<td>Command Instrument Rating</td>
</tr>
<tr>
<td>DAS</td>
<td>Director of Aviation Safety (of CASA)</td>
</tr>
<tr>
<td>FIR</td>
<td>Flight Instructor Rating</td>
</tr>
<tr>
<td>FCI</td>
<td>Flying Operations Inspector</td>
</tr>
<tr>
<td>FTE</td>
<td>Flight Training Examiner</td>
</tr>
<tr>
<td>FTNS</td>
<td>Flight Test Notification System</td>
</tr>
<tr>
<td>FTTO</td>
<td>Flight Training and Testing Office</td>
</tr>
<tr>
<td>GA</td>
<td>General Aviation</td>
</tr>
<tr>
<td>GAOOG</td>
<td>General Aviation Operations Group</td>
</tr>
<tr>
<td>GGM</td>
<td>Group General Manager</td>
</tr>
<tr>
<td>PDP</td>
<td>Professional Development Program</td>
</tr>
</tbody>
</table>
1. Executive Summary

The Flight Training and Testing Office became fully operational 12 months ago with the objective of improving aviation safety by improving flying training standards. To achieve this objective the decision was made for the Civil Aviation Safety Authority to recommence conducting industry flight tests, with a particular focus on initial issue Flight Instructor Ratings. Further, the management and oversight of industry Approved Testing Officers was to be improved.

This Post Implementation Review has found that the Flight Training and Testing Office and the Flight Training Examiners have had a positive effect on the standards of applicants trained for the issue of a Flight Instructor Rating.

The higher than anticipated fail rates recorded by industry Approved Testing Officers may support the hypothesis that the education, guidance and support provided by the Civil Aviation Safety Authority is positively affecting wider industry standards.

The objectives of the Flight Training and Testing Office have not been fully achieved, however, results from the first 12 months of operation are encouraging. Feedback from Approved Testing Officers and the flying training sector has been positive.

This Post Implementation Review report contains ten findings and recommendations identified to further enhance the processes and practices already commenced.
2. Findings and recommendations

The post implementation review has identified ten findings and recommendations, with further supporting detail contained in paragraphs 3 to 16. The findings and recommendations are:

Finding 1

The FTTO and FTEs have had a positive effect on standards for instructor training.

Recommendation 1

The FTTO should retain an emphasis on conducting initial issue instructor rating flight tests however, the requirement to continue to conduct the majority of such tests should be relaxed. This would enable the FTTO to conduct wider, targeted sampling of other types of licences and ratings to expand the positive effect on standards.

Finding 2

The majority of failed FIR applicants have poor theory knowledge.

Recommendation 2

Reintroduce the FIR theory examination, with a separate examination for aeroplane and helicopter applicants.

Finding 3

Many flying schools have difficulty in designing an appropriate FIR syllabus and course which meets CASAs requirements.

Recommendation 3

Develop guidance material in the form of a Civil Aviation Advisory Publication (CAAP) on FIR training to assist flying schools develop a standardised training course that meets CASAs requirements.

Conduct a series of workshops for flying schools conducting FIR training to provide feedback and guidance on FIR course content and conduct.
Finding 4

CAR 217 ATOs require training in their obligations as CASA ATOs and in standardisation of flight testing.

Recommendation 4

*Develop and conduct tailored training for CAR 217 ATOs.*

Finding 5

The ATOM has been positively received by industry and by CASA staff, with a number of flight testing areas identified as having no current guidance material.

Recommendation 5

*Expand the ATOM to ensure it is the single source document for all CASA flight testing guidance and include sections for:*

a. CAR 217 flight tests;

b. *Helicopter night vision goggles flight tests; and*

c. *Low level aerobatics flight tests.*

Finding 6

CAR 217 ATOs oversighted by ATOG do not use the FTNS.

Recommendation 6

*Extend the use of the FTNS to include Air Transport CAR 217 ATOs*

Finding 7

AIRS requires improvements to better support ATO and FTTO activities.

Recommendation 7

*Ensure proposed changes are implemented and appropriately resourced to ensure current ATO data is corrected.*
Finding 8

The volume of technical enquiries and amount of technical tasking and coordination is diverting the Team Leader from more strategic functions.

Recommendation 8

Create an additional position for a Technical Officer (similar to that recently advertised for the National Helicopter Office).

Finding 9

Inconsistencies exist in the management and oversight of CAR 217 ATOs.

Recommendation 9

Implement key FTTO philosophy and procedures for all CAR 217 ATOs.

Finding 10

This is an important efficiency and standardisation project, however, management of the project has been hampered by workload and competing priorities.

Recommendation 10

Transfer management of this project to the new Delegate Management Branch and reinvigorate it as a 2009-10 financial year project.
### 3. Terms of Reference

This Post Implementation Review (PIR) will review the effectiveness of CASA’s Flight Training and Testing Office (FTTO) and Flight Training Examiners (FTE) in relation to monitoring standards in the flying training sector.

The FTTO has been operational for 12 months.

This PIR is designed to meet the requirement specified in CASA’s Corporate Plan 2008-09 to 2010-11.

### 4. CASA’s Corporate Plan

Under the goal of achieving safety effectiveness the Corporate Plan identifies the continuation of flying training industry development as a specific initiative. The initiative is part of the strategy to identify and address the most significant safety-related trends and risk factors in the system of aviation safety in Australia.

The following key deliverables were assigned to the FTTO:

<table>
<thead>
<tr>
<th>Performance target</th>
<th>Action report</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>By December 2008</strong> establish the professional development program for flying training industry Approved Testing Officers</td>
<td><strong>Achieved.</strong> The first of 19 Professional Development Programs (PDP) for Approved Testing Officers (ATO) was conducted in August 2008.</td>
</tr>
<tr>
<td><strong>By June 2009</strong> review the operation of CASA Flight training examiners for effectiveness and to monitor industry flying training standards</td>
<td><strong>Open.</strong> This PIR is designed to meet this requirement and will be achieved upon acceptance of this report by the Director of Aviation Safety (DAS)</td>
</tr>
<tr>
<td><strong>By June 2009</strong> implement key Flying Training Panel initiative of Chief Flying Instructor training and development</td>
<td><strong>Achieved.</strong> The first of the Chief Flying Instructor (CFI) training programs was delivered in April 2009.</td>
</tr>
</tbody>
</table>
5. **Chronology**

A chronology outlining the development, implementation and operational phases of the *Flight Testing and Approved Testing Officer Management Programme* and the FTTO is shown at Appendix 1.

6. **Overview of standards related feedback**

In 2004 the Australian Transport Safety Bureau (ATSB) released a study of fatal General Aviation (GA) accidents over a 10 year period. CASA analysis determined that 43% of these accidents could be attributed to loss of control, which could be linked to basic flying training standards.

For a considerable period CASA had been receiving anecdotal feedback from a broad cross-section of the aviation industry indicating that flying training standards were declining. Little quantitative data, other than the analysis noted above, existed to support this view, however qualitative reports provided compelling information on individual instances of poor training and the display of poor airmanship. This information enabled a generalised view to be formed that improvements could be achieved in basic flying training standards.

The feedback highlighted the decline had occurred over several decades and was traced back, by many, to the period when the regulator ceased regularly conducting industry flight tests, and delegated all types of testing approvals, including Flight Instructor Ratings (FIR), to industry ATOs.

The only regular flight testing conducted by CASA for the last 10 – 15 years has been the conduct of FIR and Command Instrument Rating (CIR) renewals for ATOs.

The perception of degraded standards was highlighted during the pilot shortage of 1997-98, with a major regional airline formally reporting to CASA, deficiencies in aeronautical knowledge of applicants.

Notwithstanding the feedback noted above, it should be acknowledged that Australia has an enviable aviation safety record and a world class aviation system. The Australian flying training regime has produced significant quantities of highly qualified and proficient pilots. The introduction of competency based training and the Multi-crew Pilot Licence are examples of the leadership role Australia has in international flying training terms. A substantial number of overseas students either self-funded or airline sponsored, conduct flying training in Australia each year.
7. Analysis of the effect of FTEs and the FTTO on industry flying training standards

Prior to recommencing industry flight tests CASA did not monitor the pass/fail rate for any of the licence and rating flight tests. Consequently, an empirical datum was unavailable that would enable analysis of any differences between industry ATOs and CASA FTEs flight test results. An assumption was made that the fail rate could possibly be around 10 – 15%.

7.1 CASA conducted initial issue FIR flight tests

CASA is currently conducting 80% of initial issue Grade 3 Aeroplane and Grade 2 Helicopter FIR flight tests, meeting the CEO directive.

To date, 172 initial issue flight tests have been conducted with the current fail rate being 35%. Whilst this is still relatively high and indicates room for further improvement, it does represent a significant improvement over time (refer to Figure 1). October 2008 was the first month that the number of flight tests conducted by CASA was considered to form a valid sample size (>50 tests conducted). The fail rate in October 2008 was 57%.

![Figure 1 – Initial issue FIR flight test results from October 2008 to May 2009](image-url)
Subsequently, the majority of applicants are now passing their FIR flight test. Flying schools that have had applicants fail have generally responded positively to the feedback provided to them by CASA and have made improvements to the quality of their FIR training courses. CASA has had the opportunity to sample FIR “product” from virtually all flying schools who regularly conduct instructor training, and have sampled “product” from successive instructor courses. The FTTO has also deliberately employed a strategy to task FTEs to conduct flight tests outside of their nominal region to ensure no location specific bias is formed.

These statistics provide a reliable and valid status of current industry standards. The improvement observed over an eight month period represents tangible evidence of the positive effect FTEs and the FTTO are having on improving the standard of FIR applicants.

**Finding 1**

The FTTO and FTEs have had a positive effect on standards for instructor training.

**Recommendation 1**

The FTTO should retain an emphasis on conducting initial issue instructor rating flight tests however, the requirement to continue to conduct the majority of such tests should be relaxed. This would enable the FTTO to conduct wider, targeted sampling of other types of licences and ratings to expand the positive effect on standards.

**7.2 Flight test observations**

Results from CASA conducted FIR tests indicate 70% of applicants who fail do so in the ground component, with deficient theory knowledge contributing to the majority of ground component fails. The regulator previously required a FIR theory examination to be passed as part of an FIR course. This examination comprised two parts, with Part A containing general theory and Part B containing principles and methods of instruction. Feedback received from ATOs support the reintroduction of an FIR theory examination. Reintroduction of an examination would provide motivation for both flying schools and applicants to ensure theory knowledge was studied.

Whilst not all failed flight tests can be attributed to poor instruction of the applicant by the flying school, the initial failures have generally been linked to substandard training.
Of concern, a significant number of flight tests have not been able to commence as result of the applicant being deemed to not meet basic pre-requisites, or not having been taught in accordance with a syllabus that aligns to the syllabus of training outlined in part 40.1.7 and 40.3.7 of the Civil Aviation Orders (CAO). It is evident that a number of flying schools have not developed an appropriate syllabus, nor placed sufficient rigour in adherence to syllabus requirements.

**Finding 2**

The majority of failed FIR applicants have poor theory knowledge.

**Recommendation 2**

*Reintroduce the FIR theory examination, with a separate examination for aeroplane and helicopter applicants.*

**Finding 3**

Many flying schools have difficulty in designing an appropriate FIR syllabus and course which meets CASA’s requirements.

**Recommendation 3**

*Develop guidance material in the form of a Civil Aviation Advisory Publication (CAAP) on FIR training to assist flying schools develop a standardised training course that meets CASA’s requirements.*

*Conduct a series of workshops for flying schools conducting FIR training to provide feedback and guidance on FIR course content and conduct.*

7.3 **Results from industry conducted flight tests**

Data from the Flight Test Notification System (FTNS) enables the analysis of current pass/fail rates for each type of licence and rating tests, along with which flight test items are being recorded most as the cause for a fail assessment. Information on these tests is shown in Figures 2 to 6.
<table>
<thead>
<tr>
<th>PASS</th>
<th>FAIL</th>
<th>FAIL RATE %</th>
</tr>
</thead>
<tbody>
<tr>
<td>452</td>
<td>107</td>
<td>19%</td>
</tr>
</tbody>
</table>

Figure 2 – General Flying Progress Test results

<table>
<thead>
<tr>
<th>PASS</th>
<th>FAIL</th>
<th>FAIL RATE %</th>
</tr>
</thead>
<tbody>
<tr>
<td>351</td>
<td>101</td>
<td>22%</td>
</tr>
</tbody>
</table>

Figure 3 – Private Pilot Licence flight test results

<table>
<thead>
<tr>
<th>PASS</th>
<th>FAIL</th>
<th>FAIL RATE %</th>
</tr>
</thead>
<tbody>
<tr>
<td>364</td>
<td>94</td>
<td>21%</td>
</tr>
</tbody>
</table>

Figure 4 – Commercial Pilot Licence flight test results

<table>
<thead>
<tr>
<th>PASS</th>
<th>FAIL</th>
<th>FAIL RATE %</th>
</tr>
</thead>
<tbody>
<tr>
<td>428</td>
<td>100</td>
<td>19%</td>
</tr>
</tbody>
</table>

Figure 5 – Command Instrument Rating – Initial Issue flight test results
Whilst no previous data is available to enable a quantitative comparison, the current fail rate is higher than anticipated. Anecdotal feedback supports a hypothesis that this may, in part, be attributed to industry ATOs responding to the training provided during the Professional Development Programs (PDP). The training focussed on properly assessing published objective standards. Also observed was a genuine desire exhibited by ATOs to address the identified decline in training standards.

8. Professional Development Programs

Education of delegates is a fundamental aspect of the program.

The key objectives of the PDP are:

1. Improved safety through improved standards;
2. Standardisation of:
   a. Assessment of pass/fail standards;
   b. Conduct and sequence of flight tests; and
   c. Expected behaviours of ATOs as delegates of CASA.

CASR Part 61 will require ATOs (who will become Examiner Rating holders) to attend a PDP once every two years. By a direction to delegates, issued by the CEO under the provisions of subregulation 7(3) of the Civil Aviation Regulations 1988 (CAR) all ATOs, CASA FOIs and FTEs involved in non-CAR 217 flight testing, were required to attend a PDP prior to 30 June 2009, and thence once every two years.
Eighteen PDPs were scheduled to cater for the number of ATOs requiring training. Additionally, a tailored PDP was conducted for Aerial Agricultural ATOs and a further tailored PDP is scheduled in October 2009 for balloon ATOs. PDPs were conducted between August 2008 and June 2009, at the following locations:

<table>
<thead>
<tr>
<th>Location</th>
<th>Pax</th>
<th>Location</th>
<th>Pax</th>
<th>Location</th>
<th>Pax</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sydney</td>
<td>19</td>
<td>Brisbane</td>
<td>33</td>
<td>Adelaide</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>23</td>
<td></td>
<td>36</td>
<td></td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>37</td>
<td></td>
<td>46</td>
<td></td>
<td>24</td>
</tr>
<tr>
<td></td>
<td>79</td>
<td></td>
<td>115</td>
<td>Darwin</td>
<td>11</td>
</tr>
<tr>
<td>Melbourne</td>
<td>22</td>
<td>Perth</td>
<td>26</td>
<td>Albury</td>
<td>13</td>
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<tr>
<td></td>
<td>30</td>
<td></td>
<td>37</td>
<td>Tamworth</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>47</td>
<td></td>
<td>63</td>
<td>Cairns</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>99</td>
<td>Launceston</td>
<td>4</td>
<td>Aerial Ag</td>
<td>15</td>
</tr>
</tbody>
</table>

Total attendees were approximately 455. Significantly, 100% of the GA FOIs who were required to attend did so, which is a very positive result. Nevertheless, a number of industry ATOs did not attend a PDP, with the effect that their delegations are unable to be exercised post 30 June 2009.
Topics covered in the PDPs are shown in the timetable at Figure 7.

<table>
<thead>
<tr>
<th>DAY 1</th>
<th>DAY 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>FTTO Overview &amp; Philosophy</td>
<td>CIR Initial &amp; Renewal</td>
</tr>
<tr>
<td>ATO Manual</td>
<td>CIR Initial &amp; Renewal</td>
</tr>
<tr>
<td>Morning Tea</td>
<td>CIR Initial &amp; Renewal</td>
</tr>
<tr>
<td>Flight test notification system</td>
<td>CIR Initial &amp; Renewal</td>
</tr>
<tr>
<td>Legal awareness</td>
<td>CIR Initial &amp; Renewal</td>
</tr>
<tr>
<td>Lunch</td>
<td>CIR Initial &amp; Renewal</td>
</tr>
<tr>
<td>Flight Testing Principles and</td>
<td>FIR – Grades 1, 2 &amp; 3 Initial</td>
</tr>
<tr>
<td>Standardisation</td>
<td>&amp; Renewal</td>
</tr>
<tr>
<td>GFPT</td>
<td>FIR – Grades 1, 2 &amp; 3 Initial</td>
</tr>
<tr>
<td>CPL</td>
<td>&amp; Renewal</td>
</tr>
<tr>
<td>Afternoon Tea</td>
<td>FIR – Grades 1, 2 &amp; 3 Initial</td>
</tr>
<tr>
<td>PPL</td>
<td>&amp; Renewal</td>
</tr>
<tr>
<td>NVFR</td>
<td>FIR – Grades 1, 2 &amp; 3 Initial</td>
</tr>
<tr>
<td></td>
<td>&amp; Renewal</td>
</tr>
</tbody>
</table>

*Figure 7 – PDP timetable*

Each PDP participant was asked to complete a course evaluation form which provided an opportunity to rate each session and presenter on a 5 point scale, along with an opportunity to provide expanded comment. Feedback was overwhelmingly positive, with ratings predominately in the 3 and above range.

A sample of representative comments received are shown:

“Excellent – standardisation is imperative. Good discussion.”

“I was sceptical and over defensive towards it at first, however, great educational program. Highly valuable and worthwhile. Long overdue, thank you – great effort!”

“This has been a long time coming and should work well.”

Requests to attend PDPs were received from a large number of CAR 217 ATOs and their attendance highlighted the need for CASA to expand guidance material in the Approved Testing Officer Manual (ATOM) to cater for training
and checking activities and to develop a tailored education program for CAR 217 ATOs.

Planning has commenced for the second round of PDPs with a focus on oral questioning, flight test profile planning, and threat and error management assessment being identified as key themes. A two year schedule will be published within the next two months.

Finding 4

CAR 217 ATOs require training in their obligations as CASA ATOs and in standardisation of flight testing.

Recommendation 4

Develop and conduct tailored training for CAR 217 ATOs.


The ATOM was published on CASAs website in October 2008. Version 1.1 is the current version and was published in January 2009. Further amendments are planned over the next two months. The ATOM, with the concurrence of the Document Control Unit, is controlled by the FTTO.

The ATOM contains practical flight testing guidance and is considered to be CASAs flight testing policy and procedures manual for CASA FOIs, FTEs and industry ATOs. It has been designed to supplement the Flight Crew Licensing Procedures Manual and the Delegates and Authorised Persons Procedures Manual.

The following sections are currently under development and are expected to be published within the next several months:

1. ATO entry control procedures, including ATO pre-requisites;
2. Multi-engine Training Approval (META) flight tests; and
3. Instrument Rating Training Approval (IRTA) flight tests.

The FTTO intends to work with the Aerial Agriculture Association of Australian and the Professional Balloon Association of Australia to develop new sections to cover aerial application and balloon flight testing guidance.

The following flight testing areas have not been included in the ATOM, with requests from within CASA to include these in the ATOM to make this manual the single source document for all types of flight tests:

a. CAR 217 flight tests;
b. Helicopter night vision goggles flight tests; and

c. Low level aerobatics flight tests.

Finding 5

The ATOM has been positively received by industry and by CASA staff, with a number of flight testing areas identified as having no current guidance material.

Recommendation 5

Expand the ATOM to ensure it is the single source document for all CASA flight testing guidance and include sections for:

a. CAR 217 flight tests;

b. Helicopter night vision goggles flight tests; and

c. Low level aerobatics flight tests.

10. Flight Test Notification System

Sub-regulation 5.42 of the CAR 1988 requires CASA to be notified 24 hours prior to a flight test, with a flight test number issued and notated on the flight test form. Research indicated each CASA Region implemented different systems to meet this requirement. Further, CASA did not consistently track flight tests, nor capture sufficient data to permit trend analysis.

The FTNS was released on the CASA website on 23 February 2009, with in excess of 150 flight tests being notified on the first day of operation. The system introduces a standardised system for all ATOs to use. Most importantly, the FTNS permits data capture and analysis capability that CASA has not had in the past. In addition to tracking pass/fail results for each licence and rating type, the FTNS also permits analysis of individual ATOs, flying organisations and can be used to identify the common fail items. This will permit better feedback to ATOs and the industry, targeted education programs on common areas causing failure of flight tests and better oversight of ATOs. Examples of two types of flight test common fail items are shown at Figures 8 and 9.

ATOs of GAOG oversighted CAR 217 training and checking organisations are required to use the FTNS to notify flight tests, with an automatically generated email alert issued to the Team Leader Flying Operations of the relevant overseeing office. The FTNS could be used by all CAR 217 ATOs which would give CASA the ability to better monitor pilot proficiency standards and ATO activity rates.
Finding 6
CAR 217 ATOs oversighted by ATOG do not use the FTNS.

Recommendation 6
Extend the use of the FTNS to include Air Transport CAR 217 ATOs.

Common fail items

<table>
<thead>
<tr>
<th>Navigate aircraft</th>
<th>Navaid tracking</th>
</tr>
</thead>
<tbody>
<tr>
<td>Situation awareness maintained</td>
<td>Altitude maintained</td>
</tr>
<tr>
<td>Operational decisions made promptly &amp; safely</td>
<td>Command judgement &amp; traffic management</td>
</tr>
</tbody>
</table>

Figure 8 – Common fail items – Commercial Pilot licence flight tests

11. Interaction with AIRS

When commencing the program it was discovered that information on ATOs contained in AIRS was not robust. Consequently, a separate database of ATOs had to be established to support communications and the FTNS. Significant work with AIRS business analysts has been conducted to develop solutions that will ensure AIRS better supports ATO information which will enable interconnectivity with the FTNS. Further, this will enable ATO details on the website to be kept current. Further work will be required to ensure these changes are implemented effectively.
Additionally, future enhancements to the industry portal should as a stage 1 activity, include the ability to make on-line payments for flight tests. This would provide significant efficiencies for the FTTO.

Finding 7
AIRS requires improvements to better support ATO and FTTO activities.

Recommendation 7
Ensure proposed changes are implemented and appropriately resourced to ensure current ATO data is corrected.

12. Staffing
Current and projected activity indicates that the FTTO is under-resourced. The CASA restructure will provide additional staffing which will permit an expansion of FTTO activity. However, there remains a need for an additional staff member, in the form of a Technical Officer to support the Team Leader Flight Training and Testing in technically based administrative duties. It is envisaged that the Technical Officer would have some aviation experience which would be useful for tasking scheduling, dealing with the high volume general enquiries and other matters of a technical nature. This would enable the Office Coordinator to coordinate all finance, administrative functions and other administrative staff members. It would also enable the Team Leader to focus on strategic developments that have been identified as tasks the FTTO intends to undertake.

Finding 8
The volume of technical enquiries and amount of technical tasking and coordination is diverting the Team Leader from more strategic functions.

Recommendation 8
Create an additional position for a Technical Officer (similar to that recently advertised for the National Helicopter Office).

13. KPMG audit
The recent KPMG audit into ATO management revealed inconsistencies in the manner CASA manages and oversees ATOs. In particular, the management of CAR 217 ATOs was identified as requiring improvement.

Finding 9
Inconsistencies exist in the management and oversight of CAR 217 ATOs.

**Recommendation 9**

*Implement key FTTO philosophy and procedures for all CAR 217 ATOs.*

14. **AIRS ATO IoD Output Project**

The AIRS ATO Instrument of Delegation Output Project was transferred to the FTTO for management. The project aims to improve standardisation and processing time for issue of instruments of delegation by having a set of standard templates with instruments produced by AIRS.

Progress on this project has stalled, primarily due to workload issues associated with the Manager of the FTTO and also with the FOI subject matter expert. Further, extensive negotiations with Legal services Group will be required to progress this project.

**Finding 10**

This is an important efficiency and standardisation project, however, management of the project has been hampered by workload and competing priorities.

**Recommendation 10**

*Transfer management of this project to the new Delegate Management Branch and reinvigorate it as a 2009-10 financial year project.*

15. **Conclusion**

The FTTO has had a positive effect on flying training standards over the last 12 months, with this being particularly evident in the FIR qualification. ATOs have been provided with guidance, education and systems which provide a more comprehensive level of support than previously existed. ATOs have embraced the philosophy and direction articulated by the FTTO enthusiastically. Feedback to date has been positive and constructive.

More work remains to achieve the objectives set however, the first 12 months has set the correct direction. Significant achievements have been made since the original concept was approved in November 2007.

Particular acknowledgement must be made to the small FTTO team for their individual and collective efforts, professionalism and dedication demonstrated whilst discharging their duties.
16. Recommendation

I recommend that you note the contents of this Post Implementation Review report, review the findings and consider approving the recommendations.

Roger Weeks
Regional Manager – Sydney Region
Manager – Flight Training and Testing Office
General Aviation Operations Group

29 June 2009
Appendix 1

Chronology

2004  Australian Transport Safety Bureau (ATSB) releases study of fatal General Aviation (GA) accidents over a 10 year period. CASA analysis determines 43% of these accidents can be attributed to loss of control, which can be linked to basic flying training standards. The then Chief Executive Officer (CEO), Bruce Byron implements initiatives to re-engage with the flying training sector to improve safety and standards.

May-June 2007   CASA CEO gives an interview to Aircraft Owners and Pilots Association (AOPA) magazine and advises that CASA will commence conducting industry flight tests, with an emphasis on initial issue Grade 3 Flight Instructor Ratings (FIR).

August 2007  The then Group General Manager (GGM) of the General Aviation Operations Group (GAOG), Greg Vaughan assigns the project of developing the program outlined by the CEO to Roger Weeks, Regional Manager Sydney Region. Flying Operations Inspector (FOI) Kerry Nolan was also assigned to the task.

October 2007  Concept paper developed outlining the Flight Testing and Approved Testing Officer Management Program.

November 2007  Concept presented to the CEO, was approved and became a programme to be implemented, with a Corporate Plan deliverable to have commenced conducting flight tests by 30 June 2008, and that the majority of initial issue FIR tests were to be conducted by CASA.

January 2008  Additional assistance provided, with Section Head Ian Ogilvie and FOI Brian Fooks assigned to program development and implementation. An industry advisory committee was formed comprising ATOs Peter Franks, Brian Horton and Ray Cronin.

February 2008  Commenced industry consultation and communication briefings. Briefings conducted at Bankstown, Moorabbin, Adelaide, Perth, Albury, Tamworth, Brisbane, Cairns and Darwin. Industry associations and groups were also briefed including AOPA, Guild of Air Pilots and Air Navigators,
Royal Federation of Aero Clubs of Australia, Australian Association of Flight Instructors, Flying Training Panel, Standards Consultative Committee, Aviation Safety Forum, Aviation Safety Foundation of Australia, Pilot Shortage Workgroup and the Helicopter Association of Australia. Internally, CASA staff and groups were also briefed. The briefings were completed in May 2008.

February 2008  New positions of Team Leader Flight Training and Testing (TLFTT) and Office Coordinator created and advertised.

March 2008  New positions of FTE created and advertised. The process had been delayed due to industrial negotiations with the union over mandatory qualifications.

April 2008  Kerry Nolan appointed as TLFTT. Annette Munce appointed as Office Coordinator.

May 2008  Core Group of ATOs from around Australia appointed as contractors to CASA to assist deliver the program. The original group were Peter Franks, Graeme White, Chris Townsend, Peter Finch, Chris Jones, John Douglas, Tony Sacre and Mark Slade.

June 2008  Brian Fooks, Mike Nolan, Mathew Ford, Frank Page and Mike Pottier appointed as FTE’s. Helicopter FTE recruitment unsuccessful.

June 2008  Two week induction and standardisation exercise conducted as precursor to the FTTO becoming fully operational. Participants included the new FTEs, Core Group ATOs and Flying Training Role Specialist FOIs.

June 2008  CASA conducts the first initial issue FIR tests as part of the new programme.

July 2008  FTTO officially becomes operational.

August 2008  First ATO PDP conducted in Sydney. The program involved 19 PDPs delivered at the following locations, Sydney x 3, Brisbane x 3, Melbourne x 3, Perth x 2, Adelaide x 2, Darwin x 1, Cairns x 1, Surfers Paradise x 1, Tamworth x 1, Albury x 1, Launceston x 1.

September 2008  CEO first issues CASA Instrument 417/08 which directs delegates to attend PDPs and issues a range of instructions relating to the conduct of flight tests. This instrument has
subsequently been reissued with some minor amendments.

September 2008  Research visit to Transport Canada and the Federal Aviation Administration conducted by Roger Weeks and Kerry Nolan. Valuable information on how the Canadian and American flight test and delegation system is managed was gained.

September 2008  Industry briefings aimed at CFIs and instructors, particularly those conducting instructor training, are commenced. Briefings were held in Sydney, Melbourne, Brisbane, Adelaide and Perth.


December 2008  Standardisation and communication training conducted for FTEs.

December 2008  CEO assigns GAAP Training Review to the FTTO in the wake of a mid-air collision near Bankstown and a previous mid-air collision at Moorabbin. A multi-disciplinary team comprising FOIs, Aviation Safety Advisors (ASA), and FTEs was formed to conduct the review, with a report to the CEO required by 31 March 2009.

February 2009  Second helicopter FTE recruitment process unsuccessful. Position remained vacant.

February 2009  Internal audit into ATO management conducted by KPMG. Audit findings meeting held, KPMG advises preference that all ATOs be managed in a similar manner to the processes underway in the FTTO.

February 2009  Flight Test Notification System launched on CASA website.

March 2009  Standardisation training for FTEs, Core Group ATOs and Flying Training Role Specialist FOIs conducted.

March 2009  GAAP Training Review Report submitted to GGM GAOG and DAS. Eleven recommendations are made. Recommendations subsequently approved by DAS and report published on CASA’s website.

April 2009  Instructor rating flight test standardisation review and ATO surveillance training conducted with FTEs.
April 2009  New Core Group ATOs, Tub Matheson and Sandy Robinson appointed to replace Mark Slade, Tony Sacre and Peter Finch.

May 2009  Third helicopter FTE recruitment process unsuccessful. Position remains vacant.

June 2009  FTTO hosts a visit from New Zealand Civil Aviation Authority Examiner, John Parker, to discuss Threat and Error Management flight testing.

June 2009  Changes approved for AIRS as proposed by FTTO to ensure AIRS better supports the capture and search of ATO data.

June 2009  Preventing mid-air collision safety message, first outcome of the GAAP Training Review commences mail-out to all pilots.

June 2009  Standardisation training in multi-engine training approval flight testing conducted for FTEs.

June 2009  12 month post implementation review conducted.