

Participation in ICAO PERSONNEL TRAINING AND LICENSING PANEL (PTLP)

Prepared by Ausra Straume, Presented by David Perks

SUMMARY

The Personnel Training and Licensing Panel (PTLP) established to enable the coordinated review and development of personnel training and licensing requirements within and across technical disciplines.

1. INTRODUCTION

1.1. PTLP undertake specific studies and develop ICAO provisions related to aviation personnel training and licensing, including studies to ensure that proposed amendments to the applicable provisions reflect current and emerging requirements, improvements in training tools and technologies, new training methodologies while reviewing automation dependency and possible mitigations.

2. ACTIVE WORK PROGRAMME ITEMS:

- CBTA implementation for all personnel licences
- Qualification criteria for flight simulation training devices (FSTDs)
- Air Traffic Controller Licenses and Ratings
- Women and minority and ethnic groups in aviation professions
- Automation Dependency
- Aircraft Maintenance Personnel Licences
- Electronic Personnel Licence
- Simulation training devices (STDs) guidance for ATCO and AMTEM
- English Language Proficiency

3. DISCUSSION**3.1. WG-2 - CBTA** (CBTA implementation for all personnel licences)
CBTA Proposed Amendments to Annex 1 and PANS-TRG

- **Advanced CBTA.** CBTA that enables States to exercise flexibility in the experience or, in the case of flight crew, flight instruction, required for the issuance of a licence or rating.

The term “advanced CBTA” is introduced to specify training and assessment that uses the CBTA methodology and enables the issuance of a licence or rating without the applicant having to meet all or some of the time-based requirements specified in Annex 1.

Potential text in Annex 1:

1.2.8.2 Where approved by the State, approved training may concurrently qualify as time-based experience if: a) it is delivered in an operational environment or a maintenance environment for the issuance of an aircraft maintenance (technician/engineer/mechanic) licence or rating; or b) it is delivered in an operational environment for the issuance of an operational air traffic controller licence or rating.

Rationale: 1.2.8.2 is added to clarify that it is appropriate to credit certain training for air traffic controllers and aircraft maintenance personnel as experience.

1.2.8.4.1 Where a State allows alternative requirements as provided for in this Annex based on the applicant having successfully completed advanced CBTA, States shall require the associated CBTA programme to be conducted within an approved training organization that has been approved in accordance with Section 10 of Appendix 2.

- **PTLP CBTA STRATEGY**

The following strategy for an effective review and implementation by States and International Organization is proposed:

PHASE 1: CBTA and regulatory expertise support to Panels Provide CBTA and personnel licensing expertise to support other expert groups during inter-panel coordination for the Annex 1 and PANS-TRG proposals. This phase will occur during any coordination slots of the timeline in Appendix C.

PHASE 2: Awareness Campaign Support an Awareness Campaign to enable regulatory personnel from States in their understanding of the proposals after the issue of the State Letter requesting comments on the Annex 1 and PANS TRG amendment proposals. This phase will start as early as possible after the issuance of the related State Letter.

PHASE 3: CBTA Implementation Campaign Upon adoption of the Annex 1 and PANS-TRG proposals by the Council, support ICAO in enacting a CBTA Implementation Campaign (training, workshops, symposium) to assist States who wish to integrate CBTA into their national regulatory framework and training stakeholders who wish to develop CBTA programmes.

Next PTLP Working Group of the Whole Meeting will take place in 8-16 May 2025. The work will continue on those topics:

CBTA implementation for all personnel licences:

- Review of the study report with additional inputs received by States on any current or planned States or Industry CBTA implementations.

- Review and resolution of comments from other expert groups on PTLP/4 proposals for amendment to Annex 1 and PANS-TRG.
- Review and agree on proposals for amendment to CBTA-related SARPs of Annex 1 for FOO/FD and ATCO.
- Review and agree on the PANS-TRG clarification and advanced amendments for all aviation professions and agree to proceed with coordination with other expert groups.
- Review of “bad/smart ATO” proposed provisions to ensure correct implementation of advanced CBTA provisions.
- Review of phase 1 of the CBTA strategy as required.
- Continue discussing the development of the Manual on Pilots Competency-based Training and Assessment (Doc XXXX).
- If the ANC approves the WPE: Discuss the ninth competency Application of Knowledge (KNO) for potential inclusion in PANS-TRG competency frameworks.

3.2. WG-7 – ATCOs

Air Traffic Controller Licences and Ratings:

- Review and agree on the proposal for amendment to Annex 1 related to ATCO training and licensing related to the Appendix F of the PTLP/5 meeting report.
- Continue discussing items listed in Appendix F of the PTLP/5 meeting report requiring further investigation.

APPENDIX F

RECOMMENDATIONS FOR NEXT STEPS FOR JOB CARD PTLP.003.04

1. Recommendations for progressing each topic area:

Appendix	Topic	Confidence	Recommended to progress onto next step
A	Minimum age requirement	High	Annex 1 PfA
B	Minimum knowledge requirement	High	Annex 1 PfA
C	Student controller	High	Annex 1 PfA
D	Minimum experience requirements	Medium	Further investigation required
E	Requirements for personnel conducting assessments	Medium	Further investigation required
F	Split of training to licensing route - initial and unit training phases	Medium	Further investigation required
G	Introduction of a unit endorsement	Medium	Further investigation required
H	Simulation Training Devices in ATC training	High	Annex 1 PfA
I	ATCO On-the-Job Training Instructor (OJTI) rating	High	Annex 1 PfA
J	Miscellaneous text	Medium	Further investigation required

Confidence level: Indicates a level of confidence that a topic area has been sufficiently investigated and that an Annex 1 proposal for amendment is necessary and possible.

A HIGH level of confidence leads to a recommendation that the next step is to draft the Annex 1 proposal for amendment.

A MEDIUM level of confidence leads to a recommendation that the next step is to further investigate the topic area until such time as a determination can be made as to whether an Annex 1 proposal for amendment is necessary.

3.4. WG-4 – WMEG (Women, minority and ethnic groups in aviation professions)

- Review and agree on the study report prepared by WG4 and its recommendations to ICAO.
- Discuss and agree to incorporate the proposed changes to competency frameworks in PANS-TRG to remove any potential biases.

3.5. WG-9 – EPL (Electronic Personnel Licence):

- Review and agree on the EPL guidance document 10190.
- Continue discussing the potential proposal for amendment to Annex 1 related to EPL.

3.6. WG-3 – FSTD&STD

Simulation training devices (STDs) guidance for ATCO and AMTEM:

- Review comments from ATMOPSP on the STD feasibility study.
- Review and agree on the STD feasibility study report for the AMTEM and complete the WPE.
- Identify required proposals for amendments to Annex 1 or updates to guidance to address the STD feasibility study recommendations.

3.7. WG-5 – ELP (English Language Proficiency)

PROPOSED AMENDMENT TO DOC 9835 MANUAL ON THE IMPLEMENTATION OF ICAO LANGUAGE PROFICIENCY REQUIREMENTS

Problem statement - inconsistency in implementation and potential gaps in ICAO provisions related to English language proficiency of licenced aviation personnel results in safety issues in certain regions.

While there is a high level of implementation of the language proficiency requirements, several reports/statistics indicate that the same ICAO proficiency rating scale level does not necessarily correspond to the same English language proficiency leading to safety risks during international air transport operations. The English language proficiency assessment outcomes may differ due to the differences in tests and associated methodologies that arise from varied applications of ICAO language proficiency requirements. Consistency of language proficiency assessment for all aviation personnel is necessary to avoid disparities of the ability to speak and understand the language used for radiotelephony communications and mitigate safety risks during international civil air transport operations. Based on first analysis performed by the PTLP, this issue should be explored to propose new or updated criteria defining the necessary components to reach a consistent and harmonized implementation of the English language proficiency requirements. The personnel training and licensing exploratory meeting recommended that the criteria for testing-teams qualification, the language testing organizations require a more detailed specification.

Amendment proposal - Review and update Doc 9835 chapter 6 to include the criteria for testing-teams qualification and language testing organizations.

NEW JOB CARD– LANGUAGE PROFICIENCY REQUIREMENTS – GUIDANCE FOR LTO APPROVAL AND OVERSIGHT

Problem statement - The current lack of guidance to States for the approval and oversight is contributing to weakening the safety barriers of civil air transport operations related to language proficiency.

Various applications of Doc 9835 guidance by language testing organizations are a contributing factor to the fact that language proficiency assessment outcomes may differ from each other. This is identified as mainly due to differences in tests and associated methodologies, but to a great extent, is also due to a lack of guidance on approval and oversight. Consistent language proficiency assessment outcomes for all aviation personnel are necessary to ensure effective and safe radiotelephony communications during civil air transport operations. Current guidance on language proficiency requirements in Doc 9835 is not providing sufficient support to States for the approval and oversight of language testing organizations (LTOs) nor for overseeing own language testing (when using own resources) to enable stability, consistency and therefore trust in language proficiency assessment results.

NEW JOB CARD –LANGUAGE PROFICIENCY REQUIREMENTS – TEST DESIGN

Problem statement - The absence of a standardized approach to test design, stemming from varying interpretations of the guidance material in ICAO Doc 9835, has resulted in the development of numerous tests worldwide that yield results that are neither comparable nor aligned on a global scale.

Language proficiency tests lack harmonization among States, and some are ineffective in assessing the communicative skills necessary for safe radiotelephony communications due to their design approach. The way Doc 9835 is set up makes it possible for testers to choose what they attend to and what they do not, and this causes the lack of harmonization. Some paragraphs in Doc 9835 contradict the requirements in Annex 1, paragraph 1.2.9.1 while others present ambiguities within themselves. With a clearer and unambiguous guidance in Doc 9835, test developers and States will be able to resort to a more uniform approach to test design, aligned to how language is used in real-world radiotelephony communications. Consistency of language proficiency assessment outcomes for all aviation personnel is necessary to avoid disparities of the ability to speak and understand the language used for radiotelephony communications in the same operational level of the ICAO language proficiency rating scale.

Job Card Proposal - pending approval by the ANC (Air Navigation Commission in ICAO).

English Language Proficiency rating scale:

Discussion:

A presentation was provided to support working paper on review and possible revision of the ICAO Rating Scale and of the Provisions for the Implementation of ICAO Language Proficiency Requirements which proposed a new job card to review and amend Annex 1, Attachment A ICAO Language Proficiency Rating Scale.

A view was expressed that there was a difference between language proficiency requirements in Annex 1 and communication competency in PANS-TRG for different disciplines. Another view was expressed that rate of speech as described in Annex 10 was an important component that was not included in the ICAO Language Proficiency Rating Scale. It was supported to update the ICAO Language Proficiency Rating Scale.

Another position was that assessment of language proficiency should not be limited to CBTA methodology and should also retain conventional methods. However, it was noted that some of the observable behaviours for the communication competency would be applicable to demonstrating language proficiency. A further position was that the rating scale needed to be aligned with Doc 9835 and PANS TRG.

The panel noted that AN-Conf/14-WP/66 Experience to Improve English Radiotelephony Communication Proficiency under Non-Routine Situations for Non-English Speakers presented similar concerns.

Job Card Proposal - pending approval by the ANC (Air Navigation Commission in ICAO).

Language Proficiency Requirements – guidance for LTO approval and oversight:

Pending job card approval by the ANC (Air Navigation Commission in ICAO).

OTHER BUSINESS:

The panel also discussed a working paper on Streamlining PANS-TRG, which proposed that the content of PANS-TRG be limited to CBTA and those licenses specifically identified in Annex 1. It was indicated that while CBTA methodology may be appropriate for training of other non-licensed personnel, PANS-TRG was not the appropriate document for such material since training requirements for those personnel were not indicated in an Annex. It was noted that this approach would align PANS-TRG with the purpose and expectations of PANS. It was also noted that to implement this approach, some material currently in PANS-TRG would need to be removed and relocated to guidance, as appropriate. The panel noted that the ATSEP information in PANS-TRG would need to be relocated to the Manual on Air Traffic Safety Electronics Personnel Competency-based Training and Assessment (Doc 10057).

4. RECOMMENDATIONS

4.1. It is recommended that this report be accepted as information paper.

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