



Explanatory Note to Decision 2015/023/R

Crew resource management (CRM) training

‘AMC and GM to Part-CC – Amendment 1’

RELATED NPA/CRD 2014-17 — RMT.0411 (OPS.094) — 25.9.2015

EXECUTIVE SUMMARY

This Decision addresses a safety issue related to crew resource management (CRM) training. The Safety Recommendations linked to this issue were addressed during the development of this proposal.

The objective of this proposal is to establish and maintain a high uniform level of safety in air operations by reviewing, amending and expanding the Acceptable Means of Compliance (AMC)/Guidance Material (GM) on CRM training.

This Decision introduces new items to be incorporated in the present applicable framework for CRM training for cabin crew to modernise the scheme.

The proposed amendments are considered to establish a more practicable and more effective framework for CRM training for cabin crew. These amendments will provide operators with more reliable tools to mitigate further CRM-related risks and hazards and, therefore, are expected to increase safety during all phases of flight.

This Decision is related to Part-CC of Commission Regulation (EU) No 1178/2011. In addition, Decision 2015/023/R amends the AMC/GM to Commission Regulation (EU) No 965/2012 as regards CRM training.

Applicability		Process map	
Affected regulations and decisions:	Decision 2012/005/R (Part-CC)	Concept Paper:	No
Affected stakeholders:	Air operators; training organisations; personnel/licence and certificate holders; EASA Member States	Terms of Reference	12.11.2012
Driver/origin:	Safety; stakeholder request	Rulemaking group:	Yes
Reference:	Safety Recommendations SPAN-2011-026; SPAN-2011-027; FRAN-2012-042; FRAN-2012-043; FRAN-2012-044; FRAN-2012-021; FRAN-2013-019	RIA type:	Light
		Technical consultation during NPA drafting:	No
		Publication date of the NPA:	26.6.2014
		Duration of NPA consultation:	3,5 months
		Review group:	Yes
		Focussed consultation:	No
		Publication date of the Opinion:	N/A



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1. Procedural information

1.1. The rule development procedure

The European Aviation Safety Agency (hereinafter referred to as the 'Agency') developed this Decision in line with Regulation (EC) No 216/2008¹ (hereinafter referred to as the 'Basic Regulation') and the Rulemaking Procedure².

This rulemaking activity is included in the Agency's [4-year Rulemaking Programme](#) under RMT.0411 (OPS.094). The scope and timescale of the task were defined in the related Terms of Reference (see process map on the title page).

The draft AMC/GM have been developed by the Agency based on the input of the Rulemaking Group RMT.0411 (OPS.094). All interested parties were consulted through NPA 2014-17 'Crew resource management (CRM) training'³, which was published on 26 June 2014. 406 comments were received from interested parties including industry, national aviation authorities, training organisations and aviation associations.

The Agency has reviewed the comments received on the NPA. The comments received and the Agency's responses thereto are presented in the related Comment-Response Document (CRD) 2014-17.

The final text of this Decision has been developed by the Agency based on the input of the Review Group NPA 2014-17 (RMT.0411 (OPS.094)).

The process map on the title page summarises the major milestones of this rulemaking activity.

1.2. Structure of the related documents

Chapter 1 contains the procedural information related to this task. Chapter 2 explains the core technical content. Chapter 3 summarises the findings from the Regulatory Impact Assessment. The text of the AMC is annexed to the ED Decision.

¹ Regulation (EC) No 216/2008 of the European Parliament and the Council of 20 February 2008 on common rules in the field of civil aviation and establishing a European Aviation Safety Agency, and repealing Council Directive 91/670/EEC, Regulation (EC) No 1592/2002 and Directive 2004/36/EC (OJ L 79, 19.3.2008, p. 1).

² The Agency is bound to follow a structured rulemaking process as required by Article 52(1) of the Basic Regulation. Such process has been adopted by the Agency's Management Board and is referred to as the 'Rulemaking Procedure'. See Management Board Decision 01-2012 of 13 March 2012 concerning the procedure to be applied by the Agency for the issuing of Opinions, Certification Specifications and Guidance Material (Rulemaking Procedure).

³ <http://www.easa.europa.eu/document-library/notices-of-proposed-amendment/npa-2014-17>.



2. Explanatory Note

2.1. Overview of the issues to be addressed

In many incidents and accidents, human factors are a significant contributing factor. Human factors encompass CRM which is described as the effective utilisation of all available resources (e.g. human resources, hardware, and information) to achieve safe and efficient operation. The objective of CRM is to enhance the communication and management skills of the crew members concerned. Emphasis is placed on the non-technical aspects of crew performance.

As described in more detail in the NPA, the analysis performed by several organisations (International Civil Aviation Organization (ICAO), UK Civil Aviation Authority (UK CAA), European Helicopter Safety Team (EHEST)) indicate that there is a need to develop and enhance CRM capabilities. To fulfil this need, appropriate CRM training has to be provided. One major prerequisite for more practicable and more effective CRM training is a further improved European Union applicable framework, which is the subject of the present rulemaking task.

When envisaging the present rulemaking task, the Agency saw no need to amend the Implementing Rules on CRM training. Instead, the Agency amended the AMC/GM associated with the Implementing Rules.

In detail, the Agency incorporated the following new items in the AMC:

- threat and error management;
- resilience development; and
- surprise and startle effect.

This Decision is related to Part-CC of Commission Regulation (EU) No 1178/2011⁴. In addition, another Decision has amended the AMC/GM to Part-ARO, Part-ORO and Part-SPA of Commission Regulation (EU) No 965/2012⁵ as regards CRM training.

2.2. Objectives

The overall objectives of the EASA system are defined in Article 2 of the Basic Regulation. This proposal will contribute to the achievement of the overall objectives by addressing the issues outlined in this chapter.

The specific objective of this proposal is to establish and maintain a high uniform level of safety in air operations by reviewing, amending and expanding the AMC/GM on CRM training. This includes, as mentioned above, its modernisation by incorporating new items.

⁴ Commission Regulation (EU) No 1178/2011 of 3 November 2011 laying down technical requirements and administrative procedures related to civil aviation aircrew pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 311, 25.11.2011, p. 1). Commission Regulation (EU) No 965/2012 of 5 October 2012 laying down technical requirements and administrative procedures related to air operations pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 296, 25.10.2012, p. 1).

⁵ Commission Regulation (EU) No 965/2012 of 5 October 2012 laying down technical requirements and administrative procedures related to air operations pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 296, 25.10.2012, p. 1).



2.3. Outcome of the public consultation

During the public consultation phase no main topics of discussion were identified related to the CRM training table for the cabin crew initial training course.

2.4. Summary of the Regulatory Impact Assessment (RIA)

The complete RIA related to the present rulemaking task can be found in Chapter 4 of the NPA. The options identified in the RIA are as follows:

- Option 0: **Baseline option** (no change to the AMC/GM; risks remain as outlined in the issue analysis);
- Option 1: **Encourage operators** to develop alternative means of compliance; and
- Option 2: **Review and amend** the AMC/GM on CRM training, as appropriate.

The most important impacts identified in the RIA for each option are the safety and the economic impacts.

In the RIA, it is concluded that Option 2 is the preferred one. The main reason is that this option is the only one which is expected to contribute to a higher reduction in the existing safety risks, when compared to Options 0 and 1, while also providing for a standardised application of the CRM training. Option 2 is the preferred one although the costs for operators are expected to be higher when compared to the other two options. In addition, costs are foreseen for competent authorities as well. However, these costs for operators and competent authorities are reasonable, as it has been confirmed by the majority of the Agency's Rulemaking Group members.

Option 0 would lead to no change concerning the safety risks, while Option 1 would only result in a minor reduction in the safety risks. Therefore, these options have not been considered further.

2.5. Overview of the amendments

NPA 2014-17 provides a detailed description of the amendments originally proposed by the Agency. Following the comments received, the Agency amended the AMC as follows:

AMC1 Appendix 1 to Part-CC(3)

'instructional or' has been added in (a).

The final text is provided in a separate Annex to this Decision.



3. References

3.1. Related regulations

- Commission Regulation (EU) No 1178/2011 of 3 November 2011 laying down technical requirements and administrative procedures related to civil aviation aircrew pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 311, 25.11.2011, p. 1)
- Commission Regulation (EU) No 965/2012 of 5 October 2012 laying down technical requirements and administrative procedures related to air operations pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 296, 25.10.2012, p. 1)

3.2. Affected decisions

- Decision 2012/005/R of the Executive Director of the Agency of 19 April 2012 on Guidance Material to Regulation (EU) No 1178/2011 of 3 November 2011 laying down technical requirements and administrative procedures related to civil aviation aircrew pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council ('Guidance Material to Part-CC) (available at <http://www.easa.europa.eu/document-library/agency-decisions/ed-decision-2012005r>)

