



EUROPEAN AVIATION SAFETY AGENCY
AGENCE EUROPÉENNE DE LA SÉCURITÉ AÉRIENNE
EUROPÄISCHE AGENTUR FÜR FLUGSICHERHEIT

Flying in IMC

Regulatory Impact Assessment

NPA 2011-16

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R.6.2. Impact Assessment, Consultation and
Publication

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Why Regulatory Impact Assessment (RIA)?

..... opening the black box!



Why Regulatory Impact Assessment (RIA)?

- The European Union is committed to “Smart regulation”
 - To improve the regulatory environment and thus the competitiveness of the European economy
 - Ensure that tax payers money is spend effectively
- Regulatory Impact Assessment (RIA)
 - **Supports better quality of policies/laws**
 - Enables better-informed policy decisions
 - Takes into account stakeholder input
 - Improves **transparency of decision-making**
 - Ensures subsidiary and proportionality



RIA is to
support in a **transparent** way
the decision-making process
by providing an evidence-based **rationale** for the
decision

For this reason RIA is part of each Agency NPA



NPA 2011-16 – Flying in IMC

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Summary RIA

Full RIAs



NPA 2011-16 – Flying in IMC

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The content of a RIA

1 Process/Scope

2 Analyse the issue

3 Define objectives

4 Develop Options

5 Analyse impacts

6 Compare options



The content of a RIA

1 Intro/Process

2 Analyse the issue

3 Define objectives

4 Develop Options

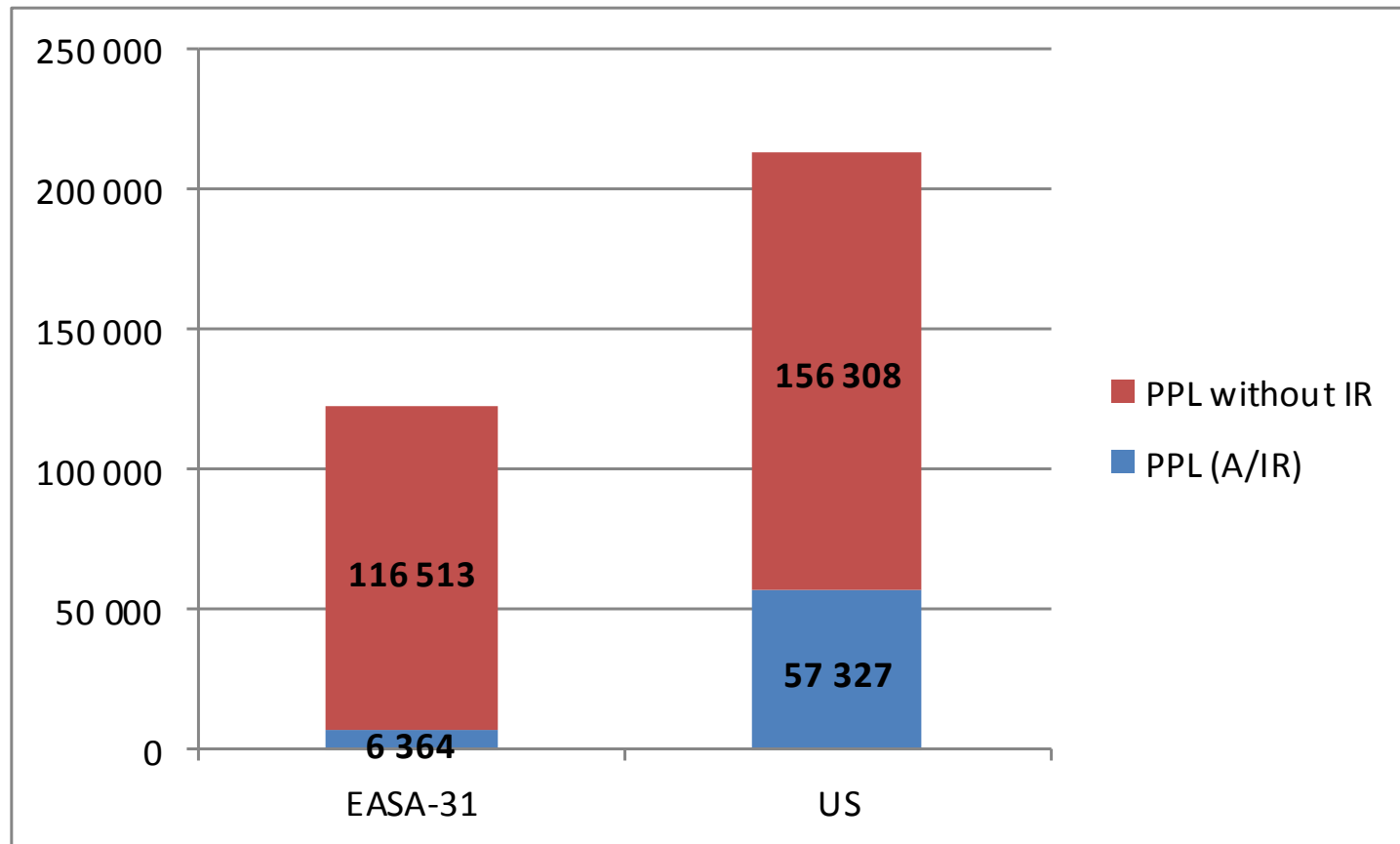
5 Analyse impacts

6 Compare options

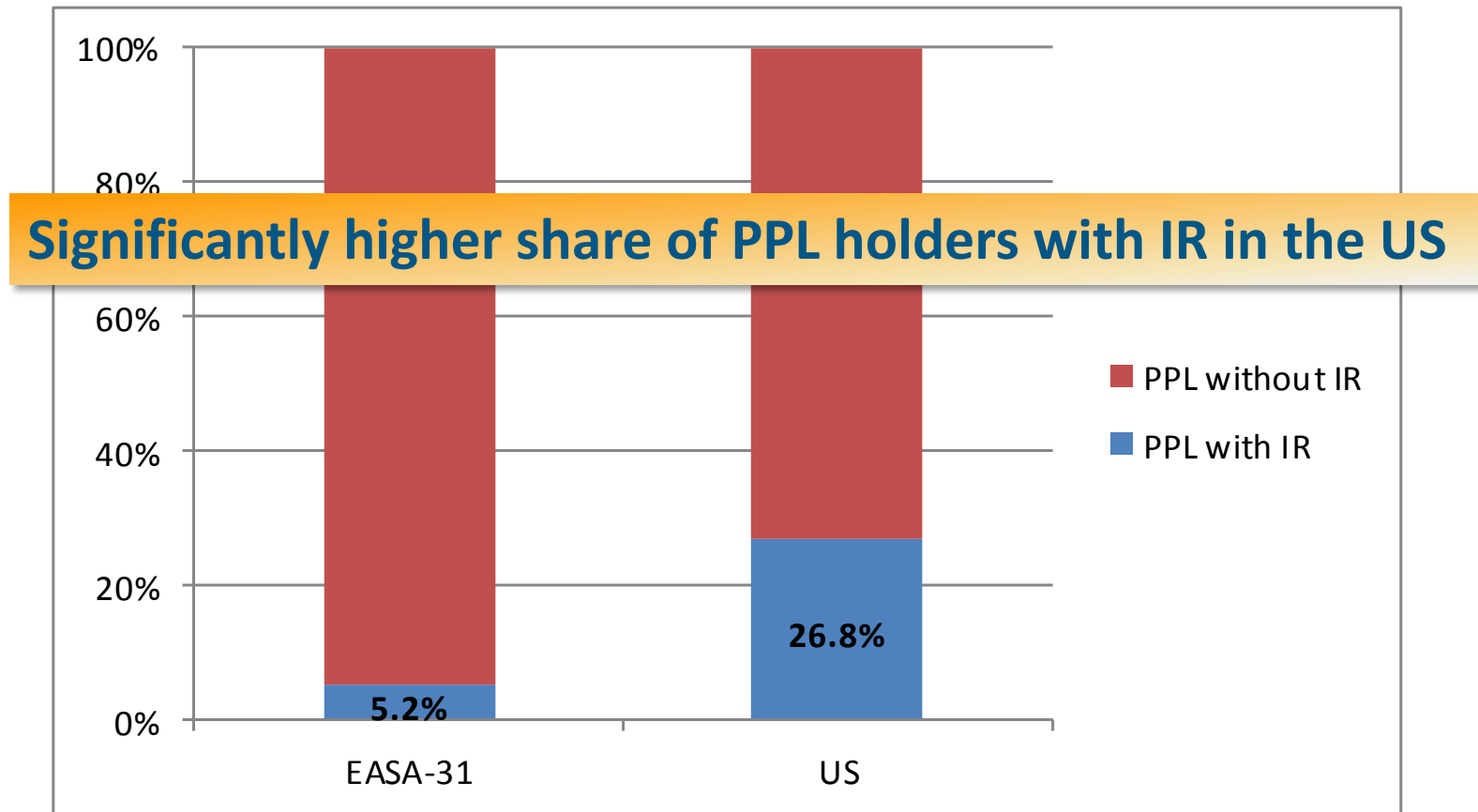
- Concern: the current JAR-FCL scheme for instrument ratings is not proportionate to the risks of non-commercial operators with non-complex aircraft
- FAA rules are perceived as more appropriate

Let's look at some evidence

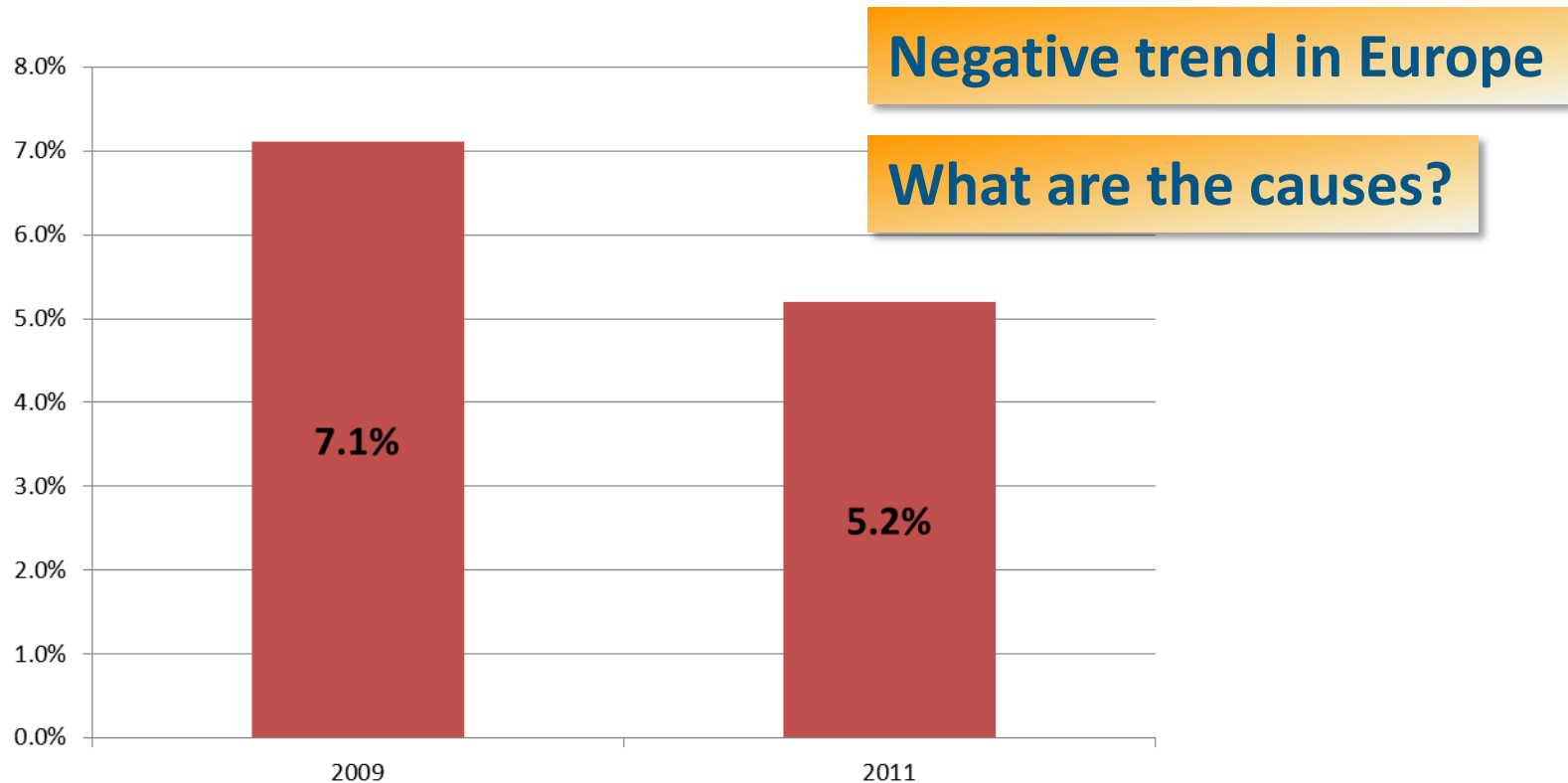
Number of PPL holders in Europe and the US (2011)



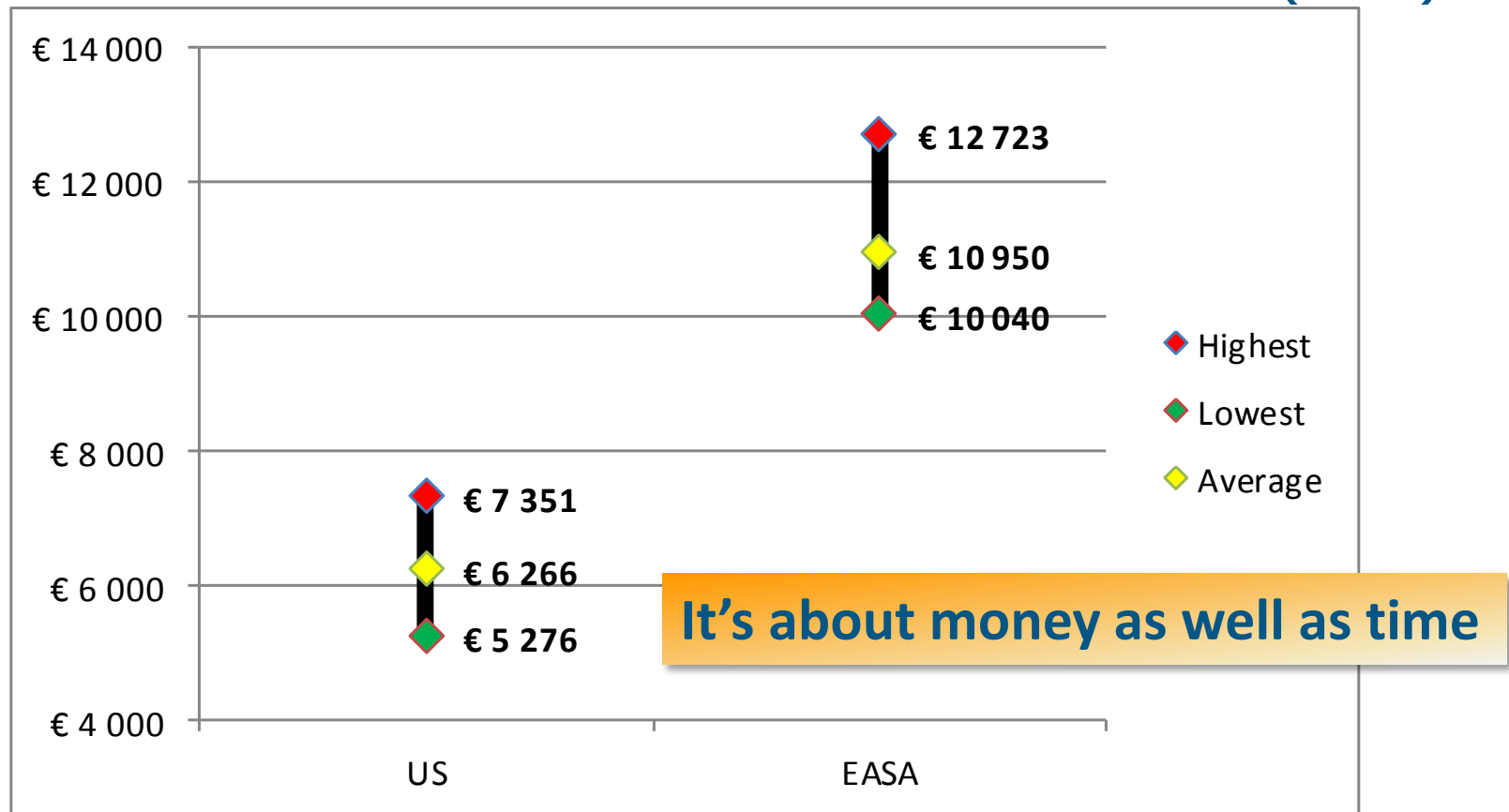
Share of PPL holders with IR in Europe and the US (2011)



Recent development in the share of IR holders in Europe



Costs of FAR 61.65 and JAR-FCL IR courses (SEP)



- What about safety?
 - Stakeholders' assessment and the Agency's own safety analysis both confirmed that:
 - Qualification in instrument flying appears to be an effective way of avoiding accidents in bad weather conditions

In other words: More accessible IR means more PPL holders with IR which in turn means overall a higher level of safety



The content of a RIA

1 Intro/Process

2 Analyse the issue

3 Define objectives

The specific objective is therefore to improve access to the instrument rating for PPL and CPL holders and thus increase the level of safety

6 Compare options



The content of a RIA

1 Intro/Process

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Develop options

- Basic characteristics of the options are:
 - Pre-requisites and crediting
 - Flight instruction
 - Theoretical knowledge instruction
 - Skill test
 - Privileges



Identification of options – Options 0 and 1

- Option 0 – No regulatory change
 - JAR-FCL rules would continue to apply in the EASA system
- Option 1 – En-route IR
 - Reduced requirements:
 - Prior flying experience
 - Instrument flight instruction
 - Theoretical knowledge
 - Reduced privileges:
 - No take-off and approach in IMC



Identification of options – Options 2 and 3

- Option 2 – Accessible IR (competency-based IR)
 - Reduced requirements:
 - Prior flying experience
 - Instrument flight instruction, higher share allowed in the simulator
 - Theoretical knowledge
 - Same final skill test as in Part-FCL → Full approach and landing privileges

- Option 3 – Combination of options 1 and 2



The content of a RIA

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Methodology and data requirements

➤ Applied methodology

- Multi-Criteria Analysis (MCA): Scoring system to allow comparison
- High, medium and low impacts (1, 3 and 5)



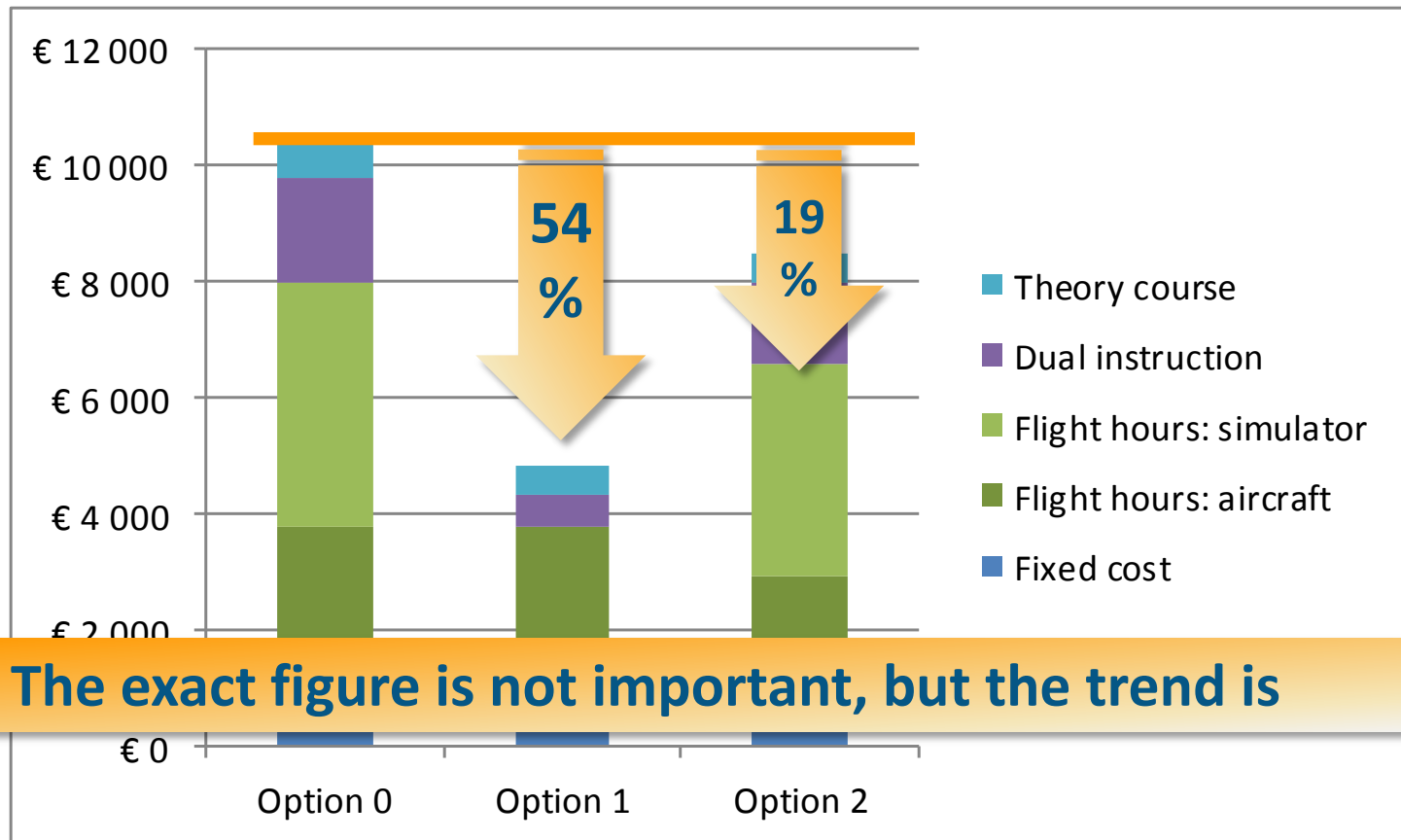
Analysis of impacts – Economic impact

- Option 0 – No regulatory change
 - Negative trend in the number of IR holders
 - Negative effects for aero clubs, flight schools and businesses relying on general aviation
- Key questions to predict possible impacts of the new proposals
 - How much cheaper and less time-intensive the new IRs would be?
 - How many more IR holders could be expected?



Analysis of impacts – Economic impact

Cost elements of an IR training





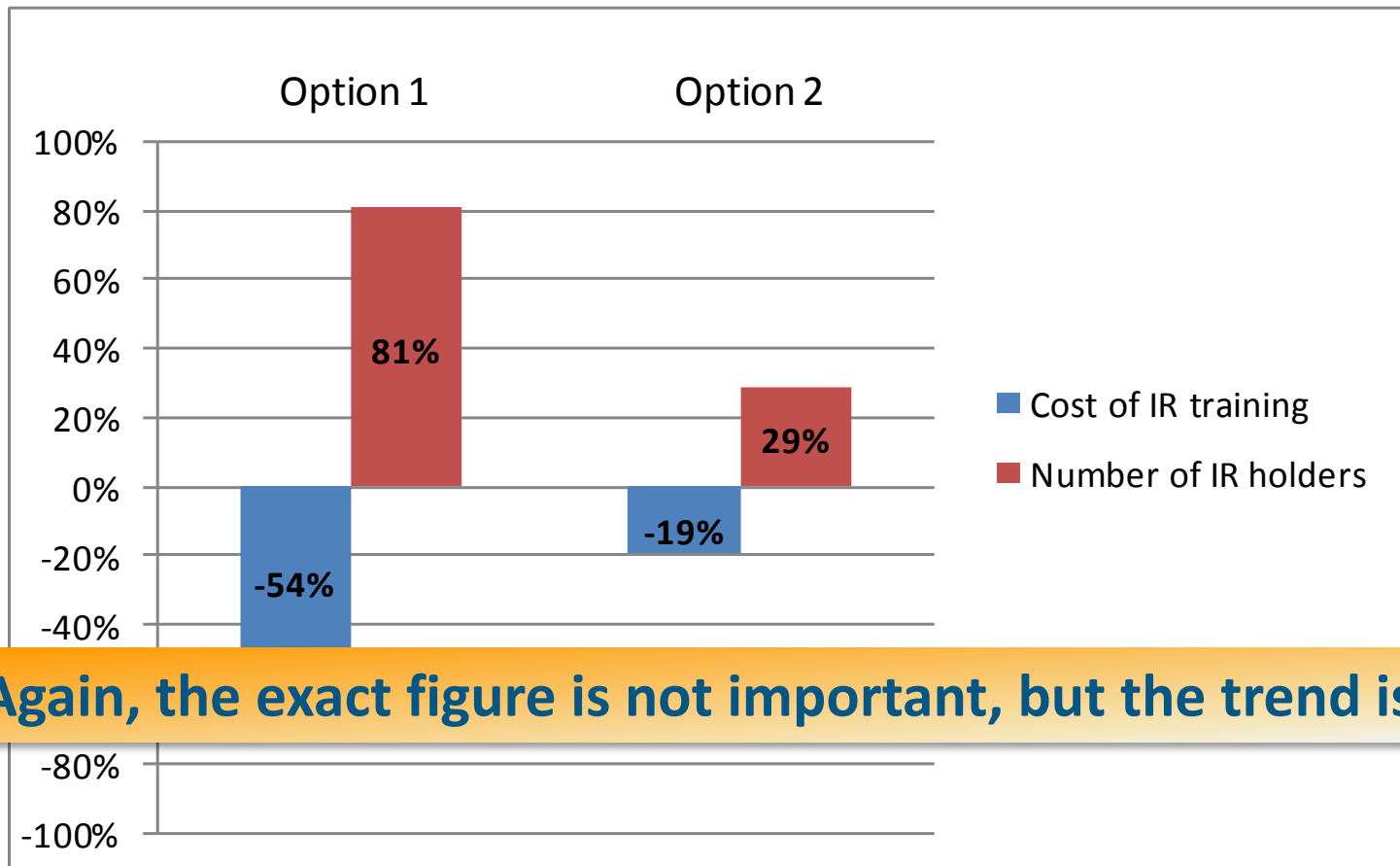
Analysis of impacts – Economic impact

- The largest share of the costs are variable costs depending on the number of
 - Flight hours
 - Dual instruction hours
 - Compulsory classroom instruction hours
- The Agency estimates that
 - 1% decrease in the cost of training
 - results in a 1.5% increase in the number of IR holders



Analysis of impacts – Economic impact

Change in IR training costs and number of IR holders





Analysis of impacts – Economic impact

- Important explanatory factors for the demand of IR training besides its price are the
 - Length,
 - Relevance, and
 - Flexibility of the training

- Option 0 – No regulatory change
 - Decrease in the number and share of IR holders continue
 - Low negative economic impact (-1)



Analysis of impacts – Economic impact

- Option 1 – En-route IR
 - Cost of training would be cut by more than half
 - Number of IR holders would increase from 6,400 to 11,500
 - Low positive economic impact (+1)
 - Option 2 – Accessible IR
 - Almost 20% decrease in costs
 - More than 8,200 IR holders (+1)
 - Option 3 – Combination of options 1 and 2
 - Positive impacts of both options 1 and 2 (+3)
 - There is a range of plausible estimates between 80% and
- Again, the exact figure is not important, but the trend is**



Analysis of impacts - Safety

- Option 0 – No regulatory change
 - Safety risk would remain (-3)

- Option 1 – En-route IR
 - Higher number of pilots with IR
 - More restricted range of skills than full IR-rated pilots mitigated by reduced privileges (no approach or landing)
 - Low positive safety impact (+1)



Analysis of impacts - Safety

- Option 2 – Accessible IR
 - Increased number of pilots with IR
 - No restrictions for flight phases
 - Low positive safety impact (+1)

- Option 3 – Combination of options 1 and 2
 - Largest increase in the number of IR holders
 - Medium positive safety impact (+3)



Conclusion and preferred option

Objectives / Criteria	Weights	Scores (unweighted)				Scores (weighted)			
		Option 0	Option 1	Option 2	Option 3	Option 0	Option 1	Option 2	Option 3
Safety	3	-1	1	1	3	-3	3	3	9
Environment	2								
Social	1		1	1	3		1	1	3
Economic	1	-1	1	1	3	-1	1	1	3
Proportionality	1	-1	1	1	3	-1	1	1	3
Regulatory co-ordination and harmonization	1								
Total						-5	6	6	18



Key messages

- RIA supports the decision-making process by structuring the analytical process for developing smart rules
- RIA ensures that all important aspects are duly considered
- The RIA provides an transparent and evidence-based look into the future: the best estimate
- RIA is intended so make considerations in the rulemaking group and Agency decisions more transparent: “Open the black box”
- The RIA is intended to support stakeholders in the commenting to the NPA



Key messages

.....opening the black box !





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Thank you for your attention

Comments and questions welcome

Your safety is our mission.
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