



Terms of Reference for rulemaking task RMT.0703

Runway safety

ISSUE 1

Issue/rationale

Runway-safety-related occurrences mainly involve runway incursions and excursions. The International Civil Aviation Organization (ICAO) as well as the European Aviation Safety Agency (EASA) have identified such occurrences as high-risk areas.

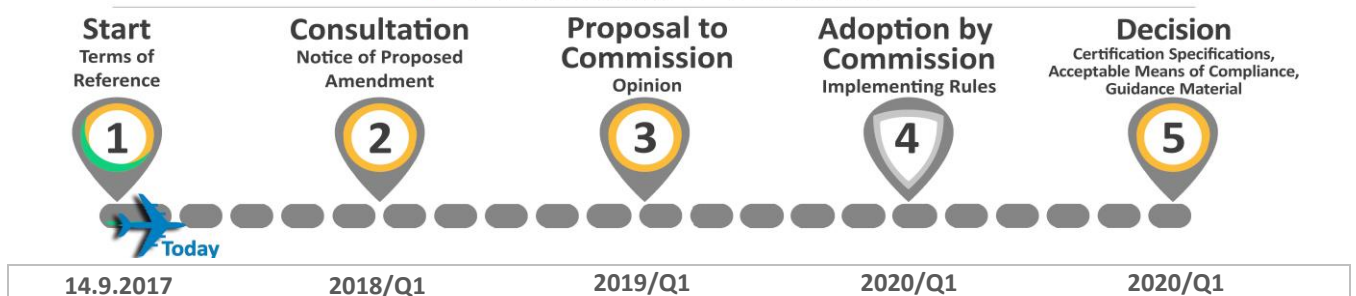
Various initiatives have been launched to address these issues, both at international and European level. In Europe, the European Action Plans for the Prevention of Runway Incursions (EAPPRI) and Excursions (EAPPRE) contain several recommendations to competent authorities, EASA, aerodrome operators, and other service providers with a view to mitigating these risks. ICAO has also taken initiatives of a similar nature.

In the aerodromes domain, Regulation (EU) No 139/2014, the related AMC/GM, and CS-ADR-DSN already cover many of these recommendations. However, some of them have not been fully addressed yet. In addition, some relevant ICAO provisions have also not been yet transposed into the EU aerodromes regulatory framework.

It is therefore proposed to tackle the remaining recommendations and relevant ICAO provisions through safety promotion, amendments to AMC/GM to Regulation (EU) No 139/2014, to CS-ADR-DSN and, if necessary, to said Regulation.

Action area:	Runway safety		
Affected rules:	<ul style="list-style-type: none"> — Regulation (EU) No 139/2014, if necessary; — related AMC/GM; and — CS-ADR-DSN (CS and GM) 		
Affected stakeholders:	Aerodrome operators; national aviation authorities (NAAs)		
Driver:	Safety	Rulemaking group:	No
Impact assessment:	Light	Rulemaking Procedure:	Standard

• EASA rulemaking process milestones



1. Why we need to change the rules — issue/rationale

Both the ICAO Safety Report 2016¹ and the EASA Annual Safety Review 2016² have identified runway safety as a priority safety issue. Furthermore, runway safety has been included in the European Plan for Aviation Safety (EPAS) 2017–2021³.

Due to the complexity of the issue, which is also owing to the many interfaces between the various organisations in an aerodrome's operating environment, the application of a multidisciplinary approach, at different levels, has been identified as the most suitable way forward.

EAPPRI⁴ and EAPPRE⁵ contain several recommendations to competent authorities, aerodrome operators, and EASA with a view to mitigating these risks. Similar material exists at ICAO level.

In short, appropriate aerodrome design as well as robust aerodrome operational procedures, tailored to the operating environment, are an extra defence for mitigating such risks.

In the aerodromes domain, Regulation (EU) No 139/2014⁶, the related AMC/GM, and CS-ADR-DSN have already addressed many of these recommendations.

However, some of these recommendations as well as relevant ICAO material have not been yet transposed into the EU aerodromes regulatory framework. The following is a list of the main issues:

- the development of various aerodrome operational procedures that may contribute to the mitigation of such risks (e.g. protection of air traffic control (ATC) tower visibility, aircraft-towing procedures, foreign object debris (FOD) management etc.);
- radio communication needs and the related procedures on the ground;
- the improvement of the situational awareness of pilots and drivers, as well as of the air traffic services (ATS) personnel capability to monitor the aircraft movement by correctly using existing technology (i.e. use of aircraft transponders at aerodromes equipped with suitable systems); and
- maintenance activities (e.g. runway markings removal).

EASA has also reviewed several safety investigation reports on different occurrences that took place in the last years, which also provided similar indications.

This regulatory activity aims at mitigating runway safety risks associated with runway incursions and excursions, by reviewing the non-addressed recommendations and relevant ICAO aerodromes provisions. This should be achieved taking also into consideration lessons learnt from the investigation of occurrences. In this context, the purpose of RMT.0703 is to identify the best way to integrate all those elements into the EU aerodromes regulatory framework.

¹ http://www.icao.int/safety/Documents/ICAO_SR%202016_final_13July.pdf

² http://www.easa.europa.eu/system/files/dfu/209735_EASA_ASR_MAIN_REPORT.pdf

³ http://www.easa.europa.eu/system/files/dfu/EPAS_2017-2021.pdf

⁴ <http://www.eurocontrol.int/sites/default/files/publication/files/european-action-plan-prevention-runway-incursions2.0.pdf>

⁵ <http://www.eurocontrol.int/sites/default/files/publication/files/2012-european-action-plan-prevention-runway-excursions.pdf>

⁶ Commission Regulation (EU) No 139/2014 of 12 February 2014 laying down requirements and administrative procedures related to aerodromes pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 44, 14.2.2014, p. 1) (<http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1499172574917&uri=CELEX:02014R0139-20170221>).



This will lead to the creation of additional safety defences contributing, inter alia, to the prevention of pilot errors and of other personnel operating airside.

2. What we want to achieve — objective

The overall objectives of the EASA system are defined in Article 2 of Regulation (EC) No 216/2008⁷. This RMT will contribute to the achievement of the overall objectives by addressing the issues outlined in Chapter 1.

Runway safety is amongst the strategic priorities of EASA. The specific objective of this RMT is to introduce the necessary regulatory changes that would function as additional risk controls, in order to further reduce the number of runway-safety-related occurrences, in accordance with the EASA priorities.

3. How we want to achieve it

During the development of the draft rules and the impact assessment (IA), EASA will:

- review the requirements of Regulation (EU) No 139/2014 and the related AMC/GM, as well as the runway-safety-related CS.ADR.DSN (CS and GM), against the EAPPRI/EAPPRE recommendations and relevant ICAO material, taking into account lessons learnt from safety investigations; and
- determine the best approach, by exploring all possible options to cover any identified gaps: safety promotion, amendment to AMC/GM to Regulation (EU) No 139/2014, runway-safety-related CS.ADR.DSN (CS and GM) and, if necessary, changes to said Regulation.

4. What are the deliverables

The deliverables of this RMT are the following:

- a notice of proposed amendment (NPA) containing proposed amendments to Regulation (EU) No 139/2014, the related AMC/GM, and possibly CS-ADR-DSN (CS and GM), as well as a 'light' IA;
- a comment-response document (CRD) to the NPA;
- an opinion with the draft new/amended implementing rules (IRs);
- a decision with the new/amended AMC/GM; and
- possibly a decision with the amended CS-ADR-DSN.

Safety promotion material is also an option.

⁷ Regulation (EC) No 216/2008 of the European Parliament and of 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) (<http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1467719701894&uri=CELEX:32008R0216>).



5. How we consult

The standard rulemaking procedure⁸ will be used, involving the NPA public consultation. A focused consultation with the stakeholders concerned may be considered, if needed, during the review of the comments received on the NPA.

6. Interface issues

This RMT should take into account the progress and results of:

- RMT.0464 ‘Requirements for air traffic services’, as the provision of those services is closely interfacing with the relevant aerodrome operational procedures and related facilities;
- RMT.0704 ‘Runway surface condition assessment and reporting’; and
- RMT.0379 ‘All-weather operations’.

7. Profile and contribution of the rulemaking group

N/a.

8. Reference documents

8.1. Affected regulations

Commission Regulation (EU) No 139/2014 of 12 February 2014 laying down requirements and administrative procedures related to aerodromes pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 44, 14.2.1014, p.1)

8.2. Affected decisions

- Decision 2014/012/R of the Executive Director of the Agency of 27 February 2014 adopting Acceptable Means of Compliance and Guidance Material to Regulation (EU) No 139/2014 ‘AMC/GM for Aerodromes — Initial Issue’
- Decision 2014/013/R of the Executive Director of the Agency of 27 February 2014 adopting Certification Specifications and Guidance Material for Aerodromes Design ‘CS-ADR-DSN — Initial issue’

8.3. Reference documents

- ICAO Annex 14 to the Convention on International Civil Aviation, Aerodromes, Volume I — Aerodrome Design and Operations, 7th Edition, July 2016
- ICAO Doc 9870, Manual on the Prevention of Runway Incursions, 1st Edition, 2007
- ICAO Runway Safety Team Handbook, 2nd Edition (unedited), June 2015

⁸ EASA is bound to follow a structured rulemaking process as required by Article 52(1) of Regulation (EC) No 216/2008. Such a process has been adopted by the EASA Management Board (MB) and is referred to as the ‘Rulemaking Procedure’. See MB Decision No 18-2015 of 15 December 2015 replacing Decision 01/2012 concerning the procedure to be applied by EASA for the issuing of opinions, certification specifications and guidance material (<http://www.easa.europa.eu/the-agency/management-board/decisions/easa-mb-decision-18-2015-rulemaking-procedure>).



- European Action Plan for the Prevention of Runway Excursions (EAPPRE), Edition 1.0, January 2013
- European Action Plan for the Prevention of Runway Incursions (EAPPRI), Edition 2.0, April 2011
- European Plan for Aviation Safety (EPAS) 2017–2021, 6th Edition, 24 January 2017

