



# Explanatory Note to Decision 2021/003/R

## Acceptable Means of Compliance and Guidance Material to Regulation (EU) No 139/2014

### ISSUE 1, AMENDMENT 5

RELATED NPA/CRD 2018/14 — RMT.0703 AND RMT.0704

#### EXECUTIVE SUMMARY

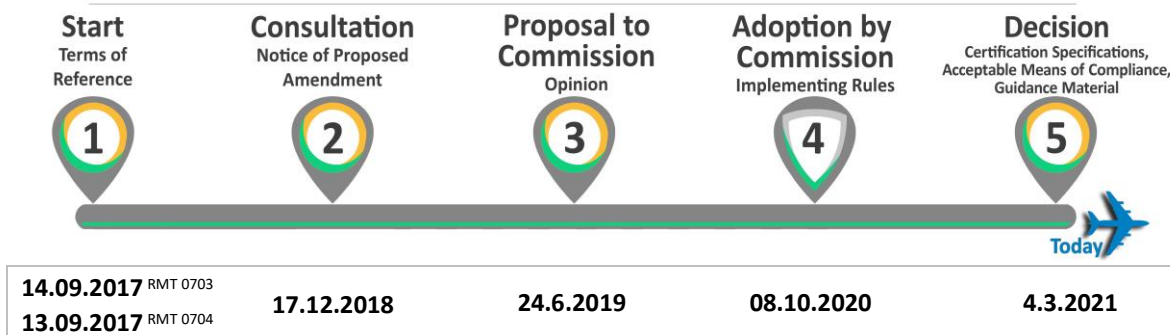
The objective of this Decision is to maintain a high level of safety by contributing to the mitigation of the safety risks associated with runway safety, from an aerodrome’s perspective. Moreover, this Decision aims at transposing the relevant International Civil Aviation Organization (ICAO) provisions (ICAO Annex 14 Volume I ‘Aerodrome Design and Operations’ 8<sup>th</sup> Edition; ICAO Doc 9981 ‘Procedures for Air Navigation Services – Aerodromes’ 2<sup>nd</sup> Edition; ICAO Annex 15 ‘Aeronautical Information Services’ 16<sup>th</sup> Edition) to the EU regulatory framework, but also at maintaining a level playing field, and ensuring the harmonised implementation of the provisions of Regulation (EU) No 139/2014, as amended by Regulation (EU) 2020/2148, which was adopted following the publication of EASA Opinion No 03/2019.

This Decision amends the Acceptable Means of Compliance (AMC) and Guidance Material (GM) to Annex I (Definitions), Annex II (Part-ADR.AR), Annex III (Part-ADR.OR) and Annex IV (Part-ADR.OPS) to Regulation (EU) No 139/2014.

The amendments of the AMC and GM cover a variety of areas, such as the authorisation of drivers at aerodromes, and the authorisation, operation and maintenance of vehicles at aerodromes including their marking and lighting. They also cover the area of communications, the control of pedestrians at the aerodrome, and the implementation of the new Global Reporting Format (GRF) of runway surface conditions. Moreover, the amendments to AMC and GM cover also other areas, such as, training and proficiency check programmes, handover of activities and the provision of relevant information, notice to airmen (NOTAM) origination, aerodrome winter operations, aerodrome maintenance, aircraft towing and FOD control programme, as well as changes to existing requirements related to surface movement guidance and control systems (SMGCS).

<b>Action area:</b>	Aerodromes		
<b>Related rules:</b>	AMC and GM to Annex I (Definitions), Annex II (Part-ADR.AR), Annex III (Part-ADR.OR) and Annex IV (Part-ADR.OPS) to Regulation (EU) No 139/2014		
<b>Affected stakeholders:</b>	Aerodrome operators, aircraft operators, general aviation (GA), air navigation service providers (ANSPs), national aviation authorities		
<b>Driver:</b>	Safety	<b>Rulemaking group:</b>	No <sup>RMT.0703</sup> / Yes <sup>RMT.0704</sup>
<b>Impact assessment:</b>	Yes	<b>Rulemaking Procedure:</b>	Standard

#### ● EASA rulemaking process



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## 1. About this Decision

The European Union Aviation Safety Agency (EASA) developed ED Decision 2021/003/R in line with Regulation (EU) 2018/1139<sup>1</sup> ('Basic Regulation') and the Rulemaking Procedure<sup>2</sup>.

This rulemaking activity is included in the European Plan for Aviation Safety (EPAS) [2020-2024](#) under rulemaking task (RMT).0703, which includes also RMT.0704. The scope and timescales of the task were defined in the related Terms of Reference<sup>3</sup>.

The draft text of this Decision was developed by EASA with regard to RMT.0703, and in regard to runway surface condition assessment and reporting, it was based on the input of Rulemaking Group (RMG) RMT.0704. All interested parties were consulted through Notice of Proposed Amendment (NPA) 2018-14<sup>4</sup>. The proposed amendments to the AMC & GM received 1 167 comments from all interested parties, including industry and national aviation authorities, amounting to around 65,5 % of all comments received in the context of the NPA 2018-14 consultation.

The comments related to runway surface conditions assessment and reporting (RMT.0704) were reviewed with the support of a Review Group (RG) while the rest of the comments received have been reviewed by EASA. The comments received and the EASA responses to them are presented in Comment-Response Document (CRD) 2018-14<sup>5</sup>. Based on the comments received, EASA published Opinion No 03/2019 on 24 June 2019, which was addressed to the European Commission. The related Regulation (EU) 2020/2148 was adopted on 8 October 2020<sup>6</sup>. The regulatory impact assessment, as presented in NPA 2018-14, has also been reviewed and remained unchanged because the adopted Regulation and the AMC & GM have not been changed substantially, compared with the NPA 2018-14 proposal.

The final text of this Decision regarding the AMC and GM has been developed by EASA, based on the review and analysis of the relevant comments received during the consultation.

The major milestones of this rulemaking activity are presented on the title page.

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<sup>1</sup> Regulation (EU) 2018/1139 of the European Parliament and of the Council of 4 July 2018 on common rules in the field of civil aviation and establishing a European Union Aviation Safety Agency, and amending Regulations (EC) No 2111/2005, (EC) No 1008/2008, (EU) No 996/2010, (EU) No 376/2014 and Directives 2014/30/EU and 2014/53/EU of the European Parliament and of the Council, and repealing Regulations (EC) No 552/2004 and (EC) No 216/2008 of the European Parliament and of the Council and Council Regulation (EEC) No 3922/91 (OJ L 212, 22.8.2018, p. 1) (<https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1535612134845&uri=CELEX:32018R1139>).

<sup>2</sup> EASA is bound to follow a structured rulemaking process as required by Article 115(1) of Regulation (EU) 2018/1139. 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>).

<sup>3</sup> <https://www.easa.europa.eu/document-library/terms-of-reference-and-group-compositions/tor-rmt0703>  
<https://www.easa.europa.eu/document-library/terms-of-reference-and-group-compositions/tor-rmt0704>

<sup>4</sup> In accordance with Article 115 of Regulation (EU) 2018/1139 and Articles 6(3) and 7 of the Rulemaking Procedure.

<sup>5</sup> <https://www.easa.europa.eu/document-library/comment-response-documents/crd-2018-14>

<sup>6</sup> Commission Delegated Regulation (EU) 2020/2148 of 8 October 2020 amending Regulation (EU) No 139/2014 as regards runway safety and aeronautical data (OJ L 428, 18.12.2020, p. 10) (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32020R2148&qid=1612952743835>).



## 2. In summary — why and what

### 2.1. Why we need to amend the AMC & GM

This Decision amends existing and adds new AMC & GM to Regulation (EU) No 139/2014 to support the implementation of the amendments to the regulatory framework introduced through Regulation (EU) 2020/2148.

The amended and the newly introduced AMC and GM will facilitate the implementation of the evolved framework by the aerodrome operators concerned and their competent authorities.

The AMC and GM annexed to this Decision were consulted as part of NPA 2018-014, and were subsequently reviewed as part of the NPA comments' review, before being published, for information, along with Opinion No 03/2019. Thus, the reasoning behind these AMC and GM was described in the explanatory notes of NPA 2018-014 and subsequently adjusted in the explanatory notes of the CRD related to this rulemaking activity.

For these reasons, this explanatory note focuses only on the changes performed to the draft AMC and GM which were published, for information, along with Opinion No 03/2019. These limited changes were triggered as a result of the amendments to the associated draft implementing rules, in the context of the adoption process of the amending Regulation (EU) 2020/2148.

### 2.2. What we want to achieve — objectives

The overall objectives of the EASA system are defined in Article 1 of the Basic Regulation. This Decision will contribute to the achievement of the overall objectives by addressing the issues outlined in Section 2.1.

The explanatory note of Opinion No 03/2019 presents in Section 2.2 the specific objectives of the regulatory proposals this Decision is related to. The specific objectives of this Decision are therefore directly linked to the objectives of these proposals and they additionally aim at complementing or amending the existing AMC & GM to Regulation (EU) No 139/2014, taking into account, the amendments introduced through Regulation (EU) 2020/2148 and the need to address certain issues such as language proficiency requirements, vehicle driver training, maintenance of visual aids, runway surface conditions assessment and reporting, which are related to runway safety. They also take into account relevant ICAO provisions (Annex 14 (Volume I), PANS-Aerodromes, Annex 15, and PANS-ATM), and recommendations contained in the European Action Plans for the Prevention of Runway Incursions and Excursions (EAPPRI, EAPPRE), as well as safety recommendations issued by safety investigation authorities.

### 2.3. How we want to achieve it — overview of the amendments

This Decision introduces amendments to the AMC & GM of Regulation (EU) No 139/2014 covering a variety of areas related to runway safety.

In particular, AMC and GM are provided to support the implementation of the new GRF of runway surface conditions.

In addition, the AMC and GM provide means for the authorisation of drivers operating at aerodromes, including, where necessary, the demonstration of language proficiency. The amendments also address the area of communications, as well as the control of pedestrians at the aerodrome. Moreover, the



amendments contain AMC and GM related to the operation of vehicles at aerodromes, and the conformance and maintenance of such vehicles with the relevant requirements.

The amendments to the AMC & GM cover also other areas, such as the handover of activities and the provision of relevant information to personnel, NOTAM origination, aerodrome snow plan, aircraft towing and FOD control programme, changes to existing requirements related to SMGCS, as well as aerodrome maintenance.

As stated in Section 2.1, a limited number of changes to the content of the AMC and GM was a result of the changes to the text of the draft legal provisions during the adoption process of Regulation (EU) 2020/2148. This concerns the following:

- renumbering of the AMC and GM associated with ADR.OR.D.017 on the training and proficiency check programmes, as well as the addition of a new AMC;
- renumbering of GM associated with ADR.OPS.A.057 on the origination of NOTAM;
- amendment to the AMC on the training of personnel conducting inspections in the movement area (ADR.OPS.B.015), and the addition of new GM in order to be better linked with the content of ADR.OR.D.017, in a manner similar to other AMC and GM (e.g. foreign object debris (FOD), personnel originating NOTAM, etc.);
- renumbering of the AMC and GM related to language proficiency by vehicle drivers which is now foreseen in ADR.OPS.B.029. Moreover, a new AMC related to ADR.OPS.B.029 has been added in order to facilitate the assessment that a State needs to perform in the case it decides that the English language proficiency for drivers operating on the manoeuvring area may not be required for radio communication purposes with the air traffic services unit of an aerodrome;
- renumbering of the AMC and GM related to the provisions of ADR.OPS.B.030 on aerodrome SMGCS; and
- rearrangement of the AMC and GM related to the maintenance of vehicles foreseen in ADR.OPS.C.007 due to the changes to the relevant implementing rules.

Furthermore, a new point (e) has been added in AMC2 ADR.OPS.D.085(f), which had also been included in the already published EDD 2020/021/R, to ensure that the language proficiency assessment of personnel providing taxi instructions to aircraft through radiotelephony at the apron is conducted using the language rating scale in AMC1 ADR.OPS.B.029(b).



### 3. References

#### 3.1. Related 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, 14.2.2014, p. 1)

#### 3.2. Related 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'

#### 3.3. Other reference documents

- 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'
- NPA 2018-14 'Runway safety'
- Opinion No 03-2019 'Runway safety'
- ICAO Annex 14 to the Convention on International Civil Aviation, Aerodromes, Volume I – Aerodrome Design and Operations, eighth Edition, July 2018
- ICAO Doc 4444, 'Procedures for Air Navigation Services, Air Traffic Management', Sixteenth Edition, 2016.



#### 4. Related document

CRD 2018-14 'Runway safety'

