



Explanatory Note to Decision 2015/010/R

Requirements on Air Traffic Controller licensing

RELATED NPA/CRD 2012-18 — OPINION No 11/2013 — RMT.0153 (ATM.003(A)) & RMT.0154 (ATM.003(B)) — 13.3.2015

EXECUTIVE SUMMARY

This Decision addresses the licensing and medical certification of air traffic controllers by providing the necessary acceptable means of compliance (AMC) and guidance material (GM) for the related Implementing Rule. The adoption of the said AMC and GM constitutes the final outcome of the rulemaking task RMT.0153 (ATM.003(a)) & RMT.0154 (ATM.003(b)).

The specific objective of this rulemaking task is to ensure and maintain the high and uniform level of safety while facilitating the mobility of air traffic controllers and the Functional Airspace Blocks (FAB) integration via the European Union-wide recognition of licences and the establishment of common training standards. It also establishes the necessary synergies for aero-medical examiners and centres involved in the medical certification of pilots and air traffic controllers. A smooth transition towards the common qualification and training requirements and to the supporting uniform licensing scheme is ensured by a flexible opt-out time frame. Despite the required initial investments, the harmonised European Union regulatory system will in the long term provide for cost-effectiveness and will contribute to the reduction of regulatory tasks at national level.

This Decision proposes the necessary set of supporting AMC and GM for the domains covered by the Implementing Rule. These AMC and GM aim to facilitate the uniform implementation of the Implementing Rule requirements by providing suitable tools for the regulated persons and organisations and to allow for tailored solutions adapted to the local environment and operational needs. They will also greatly facilitate the preparation of national authorities for the standardisation inspections.

The AMC and GM have been developed concurrently with the related Implementing Rule. NPA 2012-18 underwent extensive public consultation, including a public workshop organised by the Agency. During the consultation the Agency received 2 926 comments, out of which 624 referred to the AMC and GM. The comments were reviewed and responded to with the contribution of experts who participated in the drafting and of individuals and organisations who were not members of the initial Rulemaking Group. Following the assessment of the comments and reactions, the Agency published Opinion No 11/2013 on the licensing and medical certification of air traffic controllers, accompanied by the proposed draft Commission Regulation, as well as the draft AMC and GM resulting from the public consultation for information.

Based on the said Opinion, the European Commission adopted Commission Regulation (EU) 2015/340 of 20 February 2015.

With a view to providing AMC and GM fully coherent with the text of the rule as adopted, the Agency undertook the necessary adaptations. Stakeholders, who contributed to the drafting and subsequent review of that material, were consulted to ensure their agreement on the changes.

Applicability		Process map	
Affected regulations and decisions:	Rules for air traffic controllers' licences and certain certificates pursuant to Regulation (EC) No 216/2008	Concept Paper:	No
Affected stakeholders:	Air traffic controllers; aero-medical examiners; aero-medical centres; EASA; national supervisory authorities; air navigation service providers; air traffic controller training organisations	Rulemaking group:	Yes
Driver/origin:	Legal obligation (Article 8c of Regulation (EC) No 216/2008)	Terms of Reference:	26.8.2010
Reference:	Commission Regulation (EU) No 805/2011; Annex 1 to the Convention on International Civil Aviation (Chicago Convention); EUROCONTROL Specification for the ATCO Common Core Content Initial Training — Edition 1.0 — Edition date: 21.10.2008; EUROCONTROL Guidelines for the Requirements for European Class 3 Medical Certification of Air Traffic Controllers	RIA type:	Full
		Technical consultation during NPA drafting:	Yes
		Publication date of the NPA:	12.11.2012
		Duration of NPA consultation:	>3 months
		Focussed consultation:	Yes
		Publication date of the Opinion (RMT.0153):	3.12.2013



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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 ED Decision 2015/010/R 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 Rulemaking Programme](#) under RMT.0153 (ATM.003(a)) & RMT.154 (ATM.003(b)). The scope and timescale of the task were defined in the related Terms of Reference ATM.003(a)&(b). The process map on the title page contains the major milestones of this rulemaking activity.

The final text of this Decision with the Acceptable Means of Compliance (AMC) and Guidance Material (GM) has been developed by the Agency, based on the input of the Rulemaking Group ATM.003 and on focussed consultation, together with the relevant Implementing Rule in order to ensure the highest level of consistency.

All interested parties were consulted through NPA 2012-18 on the licensing and medical certification of air traffic controllers³, published on 22 November 2012. In total, interested parties, including industry, national aviation authorities, social partners, submitted 2 926 comments, out of which only 624 were related to the AMC/GM subject to this Decision. The distribution of the comments is shown in Table 1 and Figure 1 below.

		Pages	Segment	Segments commented	Comments	Users
NPA 2012-18 (A)	Explanatory Note	73	70	51	328	50
NPA 2012-18 (B.I)	Draft Cover Regulation and IR Part-ATCO, Part-ATCO.AR and Part-ATCO.OR	54	83	81	1 332	60
NPA 2012-18 (B.II)	Part-ATCO.MED	19	38	37	406	36
NPA 2012-18 (B.III)	Appendices to Part-ATCO, Part-ATCO.AR and Part-ATCO.OR	113	87	81	209	20
NPA 2012-18 (B.IV)	AMC/GM to Part-ATCO, Part-ATCO.AR and Part-ATCO.OR	45	44	35	323	38
NPA 2012-18 (B.V)	AMC to Part-ATCO, SUBPART D, Section 2 (Initial training)	299	89	89	179	7
NPA 2012-18 (B.VI)	AMC/GM to Part-ATCO.MED	28	41	34	122	25
NPA 2012-18 (C)	Regulatory Impact Assessment	105	17	6	27	10
Total		736			2 926	

Table 1: Distribution of comments received to NPA 2012-18 (through the sub-NPAs)

¹ 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).

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 concerning the procedure to be applied by the Agency for the issuing of opinions, certification specifications and guidance material (Rulemaking Procedure), EASA MB Decision No 01-2012 of 13 March 2012.

³ In accordance with Article 52 of the Basic Regulation and Articles 5(3) and 6 of the Rulemaking Procedure.



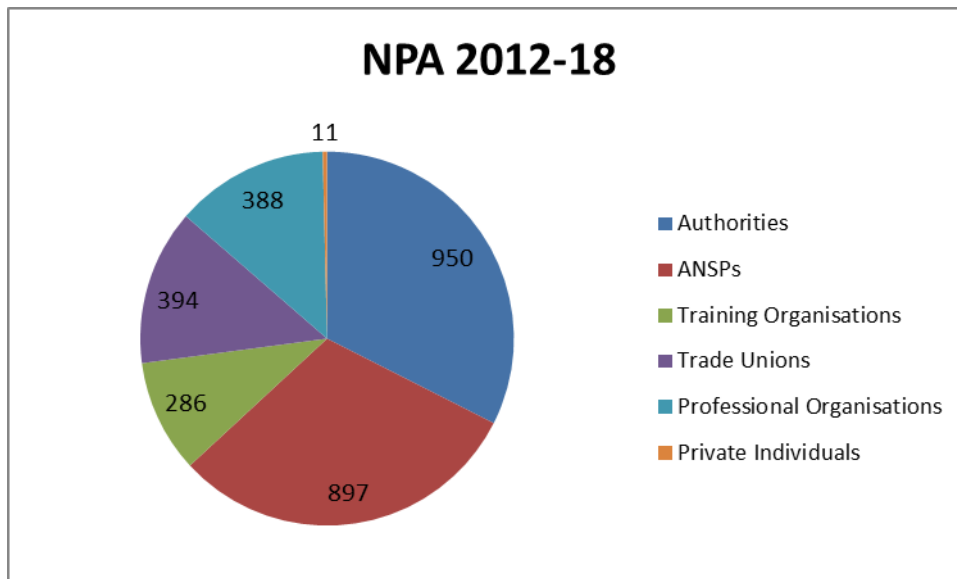


Figure 1: Distribution of the comments received according to stakeholder sectors

The related Comment-Response Document (CRD) was published on 1 October 2013. It provided the full set of individual comments received to NPA 2012-18, and the responses provided thereto, together with the proposed resulting text to facilitate the evaluation of the changes proposed in the light of the responses to the comments.

Out of the 2 926 comments received, 60 % have been accepted or partially accepted, while only 28 % have not been accepted. The distribution of the responses in CRD to NPA 2012-18 is shown in Figure 2 below.

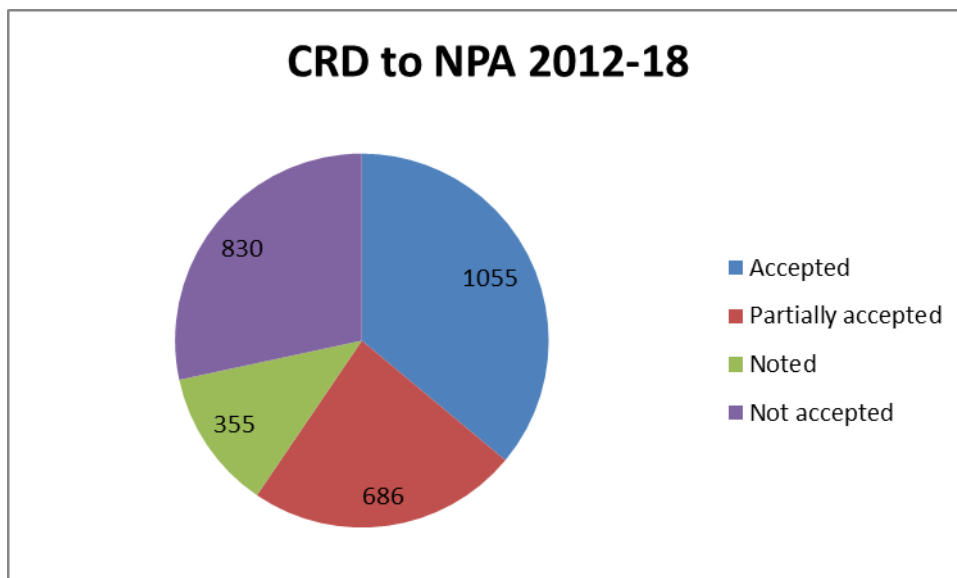


Figure 2: Distribution of the responses in CRD to NPA 2012-18

Stakeholders were invited to provide reactions to the CRD by 15 November 2013 regarding possible misunderstandings of the comments received and the responses provided.

Within the set time frame the Agency received 199 reactions to CRD to NPA 2012-18. Reactions in general showed that stakeholders were to a large extent satisfied with the review undertaken by the Agency and supported the modifications introduced compared to the first draft issued via the NPA. Where reactions highlighted misunderstandings or pointed out that the proposed text was not well understood, the Agency proceeded to further clarification either at rule level or via additional AMC/GM. Many reactions also acknowledged positively the efforts made by the Agency when establishing the compromise solutions and the responses to the comments, which the Agency noted with satisfaction.

The distribution of the reactions across the different files of the CRD are shown in Figure 3 below.

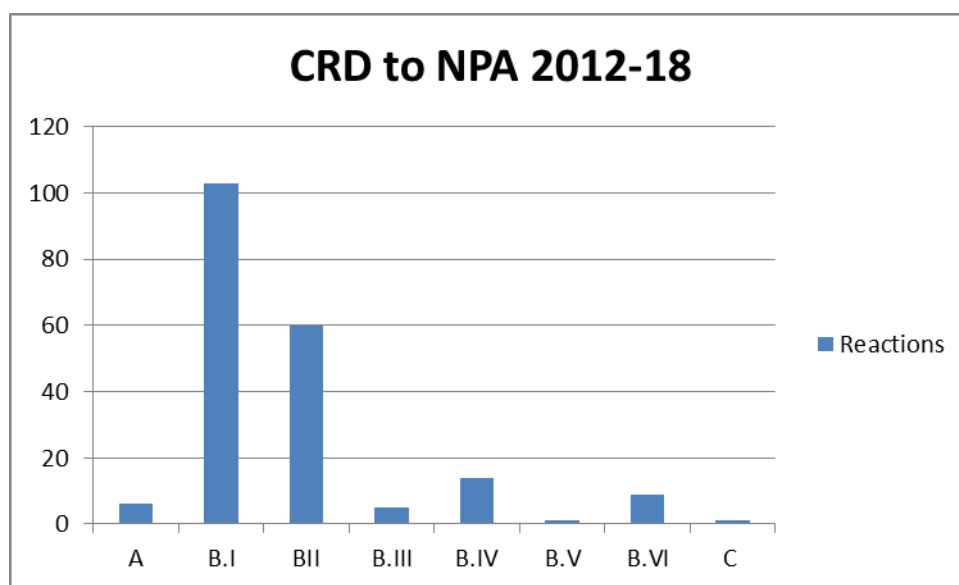


Figure 3: Distribution of the reactions to CRD to NPA 2012-18

Following the assessment of the reactions, on 3 December 2013 the Agency published Opinion No 11/2013⁴ on the licensing and medical certification of air traffic controllers, accompanied by the proposal for a draft Commission Regulation on the subject, as well as the draft AMC and GM resulting from the public consultation for information purposes. Based on the said Opinion, the European Commission adopted Regulation (EU) 2015/340⁵ of 20 February 2015 laying down technical requirements and administrative procedures relating to air traffic controllers' licences and certificates pursuant to Regulation No 216/2008 of the European Parliament and of the Council, amending

⁴ <http://easa.europa.eu/document-library/opinions/opinion-112013>

⁵

Commission Implementing Regulation (EU) No 923/2012⁶ and repealing Commission Regulation (EU) No 805/2011⁷.

With a view to providing AMC and GM fully coherent with the text of the rule as finally adopted, the Agency undertook the necessary adaptations to its proposed AMC and GM as published for information purposes adjacent to Opinion No 11/2013. Stakeholders who have contributed to the drafting and subsequent review of that material were consulted in writing in order to ensure the widest possible agreement on any amendment.

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. The text of the AMC/GM is divided into the five Annexes to the ED Decision.

⁶ Commission Implementing Regulation (EU) No 923/2012 of 26 September 2012 laying down the common rules of the air and operational provisions regarding services and procedures in air navigation and amending Implementing Regulation (EU) No 1035/2011 and Regulations (EC) No 1265/2007, (EC) No 1794/2006, (EC) No 730/2006, (EC) No 1033/2006 and (EU) No 255/2010 (OJ L 281, 13.10.2012, p. 1).

⁷ Commission Regulation (EU) No 805/2011 of 10 August 2011 laying down detailed rules for air traffic controllers' licences and certain certificates pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 206, 11.8.2011, p. 21).



2. Explanatory Note

2.1. Overview of the issues to be addressed

2.1.1 Changes to the technical requirements at Implementing Rule level

Changes introduced to the technical requirements compared to Regulation (EU) No 805/2011 mainly affect the structure of ratings and rating endorsements, the validity of the unit endorsement, the validity of the language proficiency endorsement at expert level (level 6) and the requirements to be issued with an air traffic controller licence as regards the age and the educational background of the applicant. An additional change to the technical requirements compared to Regulation (EU) No 805/2011 is the transposition of ICAO Annex 1 requirements mandating the implementation of a safety management system by those training organisations that may, as a result of their training activities, impact the safety of aircraft operations.

Novelties proposed in the technical requirements compared to Regulation (EU) No 805/2011 are mainly to be found within the requirements for instructor and assessor qualification and certification, namely the newly established STDI and assessor endorsements and the qualification requirements applicable to them. Another novelty is also the incorporation of the applicable initial training and medical requirements instead of the previous referencing to external documents, as well as the incorporation of the ICAO-based requirements applicable to language assessment bodies.

Furthermore, and to facilitate the implementation of the State Safety Programme (SSP), the Agency is proposing through Annex II (Part ATCO.AR) the requirements for the competent authorities to oversee the regulated personnel and organisations in full alignment with the relevant ICAO Standards for the States' safety oversight systems. The core authorities' tasks defined in the Implementing Rule, however, do not differ from those which the competent authorities are already performing today.

2.1.2 Implementation feedback

As explained in the Explanatory Note to Opinion No 11/2013, many aspects of the resulting Regulation (EU) 2015/340 are related to the implementation feedback the Agency has received or observed, mainly via its standardisation visits in the domain of ATM/ANS, but also from different SES reporting and peer-review mechanisms.

The overall feedback of the 2-year inspections cycle shows besides the need for clearer regulatory framework also the necessity to provide for AMC and GM with a view to assisting in the implementation of the regulatory requirements in this field within the various unique operational environments.

This Decision is aiming to complement the regulatory framework of binding rules with the necessary flexibility, allowing for tailored solutions adapted to the local environment and operational needs.

During the finalisation of the proposed AMC/GM, the Agency paid special attention to those issues that were repetitively leading to inconsistencies and inaccurate application of the rules and proposed further means of compliance to facilitate the implementation.

2.1.3 Introducing AMC and GM to assist the implementation

Through this Decision the Agency is providing for the domains covered by Regulation (EU) 2015/340 the necessary set of accompanying AMC/GM that are purposed to facilitate the uniform implementation of the Implementing Rule requirements.



AMC and GM provide suitable tools for the regulated persons and organisations to implement the rule level requirements and thus contribute to their uniform introduction. The existence of AMC and GM will greatly facilitate the preparation of national authorities for the standardisation inspections by offering clear directions and possible means of compliance to meet the expectations.

The AMC and GM annexed to this Decision have been developed concurrently with the underlying Implementing Rule. The details and reasons of the proposed material have been systematically described in the Explanatory Note of the NPA 2012-18 and subsequently adjusted in the Explanatory Notes of the CRD and Opinion related to this rulemaking task. Therefore, this Explanatory Note focusses only on the changes performed since the last published version of the draft AMC/GM as part of the package for Opinion No 11/2013.

Those changes are either initiated due to the amendments of the underlying Implementing Rule level requirements during the adoption process of the rule or following stakeholder initiatives communicated to the Agency.

These changes are explained in detail in Section 2.5 of this document.

2.2. Objectives

The overall objectives of the EASA system are defined in Article 2 of the Basic Regulation. As regards the specific objectives, this rulemaking task aims at facilitating the mobility of air traffic controllers and the integration within the Functional Airspace Blocks via the establishment of common training standards, the recognition of licences at EU level, the establishment of a clear framework for the ATCO training organisations and the recognition of their certificates. Moreover, it provides for the necessary synergies for aero-medical examiners and centres involved in the medical certification of pilots and air traffic controllers.

The set of AMC and GM provided with this Decision facilitates the uniform implementation of the Implementing Rule requirements by providing a flexible approach to the means of compliance and by assisting with the necessary level of guidance.

2.3. Outcome of the consultation

The Agency concludes that the public consultation of NPA 2012-18 on the licensing and medical certification of air traffic controllers brought real benefits to this rulemaking activity. Stakeholders and interested parties provided valuable comments and alternative proposals accompanied by justifications and practical examples, which largely facilitated the review of the proposal.

The Agency reviewed the comments and provided responses thereto with the assistance and contribution of experts who participated in the drafting of the subject proposals and of individuals and organisations who were not members of the initial Rulemaking Group. For this purpose, and to ensure balanced participation of experts, the Agency decided to hold thematic meetings on the proposed rules, including the accompanying AMC and GM.

The thematic review meetings' aim was to commonly identify and analyse the issues behind the comments and to provide guidance to the Agency in the review of the proposals towards establishing its Opinion. Meetings have been held to enable open, constructive and targeted contributions and to ensure high effectiveness and focussed participation of experts according to their field of expertise.

The thematic meetings covered the following subjects:



- definitions and transitional arrangements;
- recognition of licences, licensing and authority requirements related to the issue and exchange of licences;
- provisional inability;
- requirements for unit endorsements and for unit competence schemes;
- requirements for training organisations;
- air traffic controller training; and
- instructor and assessor certification.

The thematic meetings provided the Agency with a better understanding of the comments and the underlying issues, and contributed greatly to the review of the proposal and to providing responses to the comments.

The related CRD was published on 1 October 2013. It provided the full set of individual comments received to NPA 2012-18, and the responses provided thereto. In cases where (based on the comments received) the original proposal has been substantially reconsidered and amended, the resulting text was provided to facilitate the understanding and the evaluation of the changes proposed in the light of the responses to the comments.

The benefits and the overall positive outcome of the consultation is also underlined by the fact that 60 % of the comments have been accepted or partially accepted, as shown in Figures 1 to 3 in Section 1.1 of this document.

From the perspective of the AMC/GM, out of the 2 926 only 624 comments referred to the three relevant sub-NPAs B.IV, B.V. and B.VI. In these domains, 71 % of the comments have been accepted or partially accepted, while only 21 % have not been accepted. The distribution of the responses in CRD to NPA 2012-18 in relation to the AMC/GM is shown in Figure 4 below.

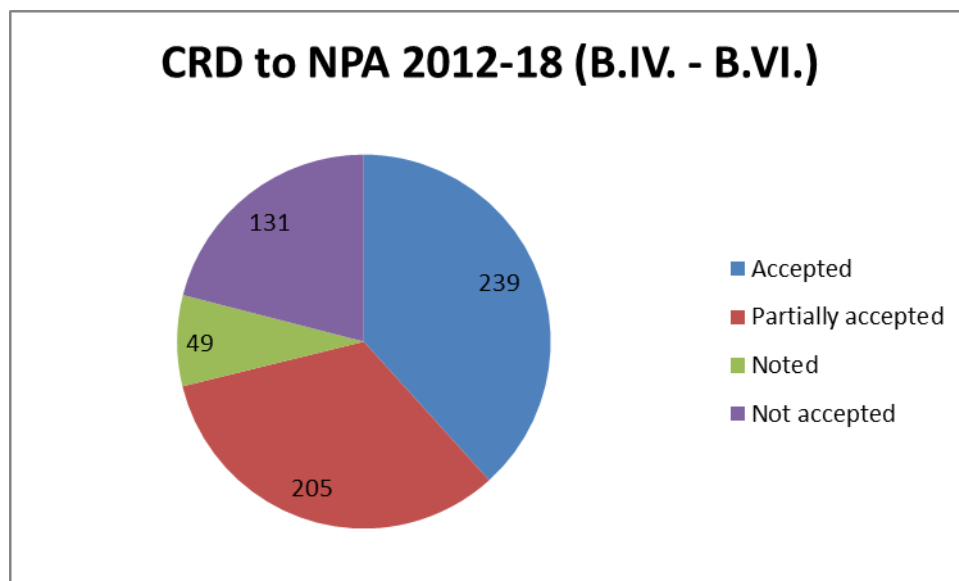


Figure 4: Distribution of the responses in CRD to NPA 2012-18 as regards AMC/GM

2.4. Summary of the Regulatory Impact Assessment (RIA)

Please refer to the Summary of the Regulatory Impact Assessment published via Opinion No 11/2013 on the licensing and medical certification of air traffic controllers on 2 December 2013 at <http://easa.europa.eu/document-library/opinions/opinion-112013>.

2.5. Overview of the proposal

2.5.1 Subparts A–C of Annex I to ED Decision 2015/010/R, AMC and GM on the requirements for the licensing of air traffic controllers

Recognition of licences and certificates

Following the deletion of the corresponding provision in the Implementing Rule, GM1 ATCO.A.010 is to facilitate the processes concerning the recognition of licences and certificates by providing guidance to the competent authorities on the exchange of licences and on the application of Article 11 of Regulation (EC) No 216/2008 in the context of air traffic controller licences and certificates.

Exercise of the privileges of the licence in two or more Member States

At the request of competent authorities, new GM has been added to ATCO.A.010(a) on the agreement concluded amongst the Member States with a view to facilitating the cooperation of the competent authorities in cases where privileges are exercised in two or more Member States by at the same time maintaining the 'one person-one licence' principle.

Exercise of the privileges of licences and provisional inability

The content of GM1 ATCO.A.015(d) on the procedures to manage the operational impact of provisional inability cases has been further specified following competent authority queries by clearly referring to the need for mitigating measures ensuring sufficient capacity and the continuity of the service.

Definition of the minimum number of hours

Based on requests from competent authorities, GM1 ATCO.B.025(a)(3) on the unit competence scheme has been expanded to explicitly provide for a possibility to define the minimum hours as a combined value for licence holders holding more than one unit endorsement in the same ATC unit.

Validity of the language endorsement of proficiency level 6 in English

A new AMC has been introduced for ATCO.B.035(a)(3)(i) following the request of competent authorities on how to establish the validity period for the existing expert level (level six) language proficiency endorsements when replacing the old licences.

Assessment of language proficiency

Following stakeholders requests, AMC2 ATCO.B.040 has been expanded to host the possibility of conducting language proficiency assessments for revalidation during training activities or on operational position. As a result, the subject AMC offers now the same flexibility as for pilots concerning the way how language proficiency assessments are organised. The amendment does not affect, however, the applicability of all other relevant requirements, which is now also further clarified in the AMC.



Shortening of the rating/licence experience requirements for OJTI

The titles and texts of GM1 ATCO.C.010(c) and GM1 ATCO.C.015(b) concerning the on-the-job training instructor (OJTI) privileges have been simplified and further adjusted for better alignment with the relevant provisions of the Implementing Rule.

Exceptional situations as regards temporary OJTI and assessor authorisation

GM1 ATCO.C.025(a) and GM1 ATCO.C.065(b) have been amended to refer to the continuity of the service following comments received on the terminology used from trade union representatives.

Training for selected and specific operational tasks

A new GM to ATCO.C.030(c)(2) concerning the STDI privileges has been proposed based on stakeholders' request to ensure task-based flexibility as regards meeting the required rating experience requirements for STDIs. The GM provides that instruction not being specific for one rating may be provided by an STDI, having experience of at least two years in a rating that requires similar skills.

Demonstration of knowledge of current operational practices for assessor privileges

A new GM has been introduced to ATCO.C.045(c)(2) to satisfy stakeholders' request and to assist in specifying how to demonstrate knowledge of current operational practices. The aim of the provision is to ensure familiarity with the live traffic environment and current procedures.

Independence of the assessment

A new GM to ATCO.C.065(c) has been proposed covering the use of temporary assessor authorisations to ensure the independence of the assessments if otherwise endangered by not having sufficient number of assessors or by lack of objectivity. By the introduction of this GM, the previous one on vested interests became obsolete and is now deleted.

Safety analysis preceding the issue of temporary assessor authorisation

The AMC to ATCO.C.065(d) on the safety analysis that may be required by the competent authority has been amended based on stakeholders' comments. It now clearly states that for the purpose of ensuring the independence of the assessment, which often occurs for reasons of recurrent nature, the safety analysis could encompass the recurrent nature of the need and be the basis for multiple temporary authorisations.

2.5.2 Subpart D of Annex I to ED Decision 2015/010/R, AMC and GM on air traffic controller training

The modifications introduced to the AMC and GM provisions on air traffic controller training are based on two different considerations. The material in Sections 1, 3, 4 and 5 has undergone mainly changes of editorial nature, while amendments in Section 2 exclusively relate to the final update of the EUROCONTROL Common Core Content for ATCO initial training now transposed into the EU legislation as initial training requirements.

Types of air traffic controller training

The additional text introduced in GM1 ATCO.D.005(a)(2)(ii)(b) establishes a link to AMC1 ATCO.D.055(b)(6) to clarify that the hours of supplementary on-the-job training referred to in (a) only count for the purpose of the minimum duration of the on-the-job training phase when they expose the applicant to situations which cannot be encountered in the operational position.



AMCs to Appendices 2 to 8 to Annex I to Regulation (EU) 2015/340

The Agency transposed the content of the EUROCONTROL Specification for the ATCO Common Core Content Initial Training, Edition 1.0 of 21 October 2008 into the EU legislation and complemented it with provisions related to examinations and assessments and to the implementation of air traffic controller initial training courses.

The transposition, ensuring consistency with the EU safety objectives, providing the required legal clarity and offering the necessary flexibility for the future updates of the training content, adopted the following methodology.

Subjects, topics and subtopics of the EUROCONTROL CCC Specification are transposed into the Implementing Rule, resulting in Appendices 2 to 8 to Annex I to Regulation (EU) 2015/340, more specifically:

- Appendix 2 to Annex I — Basic Training
- Appendix 3 to Annex I — Aerodrome Control Visual rating — ADV
- Appendix 4 to Annex I — Aerodrome Control Instrument rating for Tower — ADI (TWR)
- Appendix 5 to Annex I — Approach Control Procedural rating — APP
- Appendix 6 to Annex I — Area Control Procedural rating — ACP
- Appendix 7 to Annex I — Approach Control Surveillance rating — APS
- Appendix 8 to Annex I — Area Control Surveillance rating — ACS

Subject objectives and training objectives of the EUROCONTROL Specification are transposed into 9 AMCs that are available in the Appendix to Annex I to the ED Decision.

In order to establish the current initial training requirements in the EU legislation, the Agency requested EUROCONTROL to perform a complete review and update of the content of the EUROCONTROL Specification for the ATCO Common Core Content Initial Training. This exercise, which included also the revision of comments received during the public consultation of NPA 2012-18, was completed by the EUROCONTROL ATCO Common Core Content Training Task Force in September 2013, allowing the publication, through Opinion No 11/2013, of initial training requirements aligned with the current ATM/ANS regulations and practices.

Reasons for amendments to initial training content

When establishing the mandatory and optional content of training objectives in AMCs, the EUROCONTROL Specification was referring primarily to relevant ICAO Annexes, Documents or Circulars. With the incremental implementation of ATM/ANS-related EU legislation, which in some cases transposes such ICAO provisions into law, it was necessary to carefully assess the EU legislation already in place or likely to enter into force or to become applicable in the near future against the content of the training objectives, in order to:

- replace the references to ICAO with the relevant EU legislation; or
- complement the references to ICAO with the relevant EU legislation; or
- maintain the reference to ICAO provisions.



Methodology

The driving principle was to support the unambiguous identification of the training content to be taught, and at the same time to avoid frequent updates as a consequence of changes in the referenced legislation.

A methodology to introduce references to EU legislation was established, in particular with regard to the level of detail to be referred to in the training objectives, namely:

- References to ICAO Annexes and/or Documents were replaced by references to EU legislation, where the analysis showed that such legislation exhaustively transposes and/or covers the corresponding content in the ICAO material;
- References to EU legislation complemented references to ICAO Annexes and/or Documents, where the analysis showed that such legislation partially transposes and/or covers the corresponding content in the ICAO material; and
- Where no EU legislation was published to address the subject of the training objective, the references to ICAO Annexes and/or Documents remained.

Future maintenance of the initial training content

The Agency is aware of the need for the future maintenance of the air traffic controller initial training requirements, and envisages to establish a rulemaking task in which the affected stakeholders (authorities, ANSPs, ATCO training organisations, professional organisations, relevant international organisations such as EUROCONTROL) will play a major role in defining and drafting the necessary changes. The future maintenance task needs to take into account the changed legal framework of the initial training content. The Agency considers that an appropriate mechanism should be developed to gather implementation feedback on the updated training material that also allows identifying the possible needs for updates, as well as any new area that needs to be covered by the training material. Concrete proposals from stakeholders via the Agency governing bodies should also be a key contributor to the identification of such needs. The Agency trusts that the evaluation of the implementation feedback and the proposals received will create an appropriate basis for defining the set-up and the modalities for the conduct of a future rulemaking task.

Composition of unit training

Based on a competent authority request, AMC1 ATCO.D.045(c)(3) is modified to require that checklists for abnormal and emergency situations are always available at the synthetic training device positions. The previous GM providing further clarification to paragraph (a) of the AMC is now embedded into the text of the AMC as paragraph (b).

Unit endorsement course

To ensure a consistent approach to unit training, the training content and performance objectives applicable to air traffic controllers providing services to aircraft carrying out flight tests have been moved into Subpart D, as GM to ATCO.D.060, with reference to ATCO.B.020(d) on the unit endorsement.



GM on Refresher Training

The Agency proposes the EUROCONTOL ATC Refresher Training Manual edition 1.0 published on **dd Month yyyy** as GM to the refresher training provisions in ATCO.D.080. This document provides guidance on the development of refresher training courses and promotes the maintenance and enhancement of air traffic controller performance by focussing the training on the competences required to perform assigned duties safely and efficiently.

Competence elements of assessor training

The element on questioning technique in AMC1 ATCO.D.095(a)(1) on assessor training has been amended to clarify the aim of the provision, that is to train the future assessors in understanding and learning when and how to ask questions. Those questions are not meant to relate to theoretical knowledge, but to the practical assessment itself and are purposed to provide clarifications on the execution of the practical exercise and serve to avoid that the assessor is formulating his/her assessment based on assumptions. The text of the AMC has, therefore, been amended to refer clearly to question design being appropriate to the assessment.

2.5.3 Annex II to ED Decision 2015/010/R, AMC and GM on the requirements for competent authorities

Personnel

In response to stakeholders request, the Implementing Rule provisions have been amended during comitology to provide more flexibility and allow for the involvement of competent authority personnel in performing assessments. That personnel needs naturally to meet the assessors prerequisites except the requirements to hold the relevant unit endorsement, which also lead to the consideration that the responsibility for the traffic needs to be clarified in certain cases.

This is tackled via ATCO.C.045(e), which is equally applicable for the involvement of competent authority assessors when the assessment is conducted for the first issue of a unit endorsement (when the person undergoing assessment is a student air traffic controller who is only entitled to provide air traffic control services under supervision) or for renewal (when the person undertaking assessment is not current). This provision ensures that there is always a person with a relevant OJTI and unit endorsement present to ensure responsibility for the air traffic.

It follows from the privileges of the OJTI endorsement (ATCO.C.010(b)(2)), that this endorsement can only be 'used' if the holder has minimum six months previous experience in the unit endorsement, in which instruction will be given. Therefore, the unit competence is indirectly ensured with requiring the OJTI endorsement for the assessor.

The Agency, however, sympathised with the request of the social partners for further clarification and, for this purpose, a new AMC to ATCO.AR.A.005(c) is introduced. It requires an OJTI holding the valid unit endorsement associated with the assessment to be present in order to ensure supervision on the operational working position when competent authority personnel authorised to conduct assessments for the issue and renewal of a unit endorsement who does not hold the unit endorsement associated with the assessment or holds the unit endorsement associated with the assessment without an OJTI endorsement.



Information to the Agency

GM1 ATCO.AR.A.020(b) has been amended aiming to better clarify what is considered safety-significant information from occurrence reports, e.g. analyses that could be used for the purpose of safety promotion activities.

Management

The only change in the AMC/GM related to the management system of competent authorities was the introduction of a new paragraph on a task that should not be performed by a qualified entity on behalf of the competent authority, which is the issue of temporary assessor authorisations according to ATCO.C.065.

Oversight and enforcement

The title of AMC1 ATCO.AR.C.005 was changed to better reflect the requirements to which it is associated with.

Issue, revalidation and renewal of licences, ratings, endorsements and authorisations

Following requests from competent authorities, a new AMC was introduced to enable the competent authority to develop procedures to allow privileges to be exercised by the licence holder for a maximum period of eight weeks after successful completion of the applicable examination(s) and assessment(s), pending the issue of the licence, rating or endorsement.

The GM proposing an application form for the issue, revalidation and renewal of licences, ratings and endorsements has been slightly amended aiming at ensuring consistency and accurate application of the rules resulting from the changes introduced during comitology. In addition, some editorial improvements have been introduced in GM2 ATCO.AR.D.001(a).

At a request of the competent authorities, three additional GM have been proposed aiming at further clarity on establishing the date of successful completion of the training, the format for licences and with regard to setting a unique date of validity for endorsements to facilitate the implementation of the rules.

Certification procedure for air traffic controller training organisations

No modifications have been introduced to the AMC/GM in Subpart E, except one editorial change and correction of a reference.

Changes to the medical certificate and aero-medical forms

The EASA form number has been deleted from the medical certificate provided in AMC1 ATCO.AR.F.005, as such identifiers are not relevant for forms in AMC.

Consequential changes have been applied to the aero-medical forms provided in AMC1 ATCO.AR.F.020 to reflect the Implementing Rule and changes have been made to AMC1 ATCO.MED.B.075 on Colour Vision.

No other substantial changes have been made due to the intent to mirror, as far as possible, the AMC for aero-medical forms for aircrew, to facilitate those competent authorities who use the same templates for both pilots and ATCOs.



2.5.4 Annex III to ED Decision 2015/010/R, AMC and GM on the requirements for air traffic controller training organisations and aero-medical centres

Providing OJT via agreement with the ATC provider

In relation to the requirements for air traffic controller training organisations, the introduction of a new GM to ATCO.OR.B.010(b) addressing the possibility for the on-the-job training to be provided by a training organisation different from the air traffic control service provider at the unit is the only significant change. This new GM is introduced following the comments of the social partners suggesting some elements for consideration to be included in the agreement.

Management of air traffic controller training organisations

In Subpart C, the terms ‘monitoring compliance manager’ and ‘head of training’ have been substituted by ‘person responsible for the monitoring compliance function’ and ‘person responsible for training’ respectively, in order to avoid job titles which may cause any inconvenience within the organisation’s structure. In the case of the term ‘chief instructors’, it has been complemented with the term ‘unit responsible training officers’, as this term is widely used in many training organisations.

Specifications for synthetic training devices

A slight change to include wind elements in the criteria for the use of synthetic training devices for pre-OJT has also been made, together with minor editorial changes throughout the Part.

2.5.5 Annex IV to ED Decision 2015/010/R, AMC and GM on the medical requirements for air traffic controllers

A number of editorial changes have been introduced throughout Annex IV, in order to align the AMC/GM with the editorial changes applied at the Implementing Rule level in Part ATCO.MED. For example, due to the change in the definitions in ATCO.MED.A.010 replacing ‘examination’ with ‘aero-medical examination’ and ‘assessment’ with ‘aero-medical assessment’ in order to clearly distinguish the examinations and assessments in the medical domain from those relevant to the competence of the air traffic controllers.

Regarding the recently proposed but not yet adopted changes to Part-MED for Aircrew, the Agency shares the view of stakeholders that alignment of the medical certification provisions for pilots and air traffic controllers where appropriate is important; however, such alignment can only be fully achieved once the package currently under amendment through rulemaking tasks RMT.0287 and RMT.0288 reaches stability. With this aim, the Agency has only introduced editorial changes which were proposed in the Part-MED CRD (CRD 2013-15).

Decrease in medical fitness

As foreseen and following the request of stakeholders, new guidance material has been introduced as GM1 ATCO.MED.A.020 which is based on the proposals in the Part-MED CRD and tailored to suit air traffic controllers. The purpose of the guidance is to assist air traffic controllers in their obligation to seek aero-medical advice when they have commenced the regular use of medication.

Amongst the key features of this GM, strong analgesics have been addressed and advice on the use of stimulants has been added. Moreover, advice about hypnotics, including melatonin is given, together with guidance on anti-malaria prophylaxis. Finally, the acceptable treatment of asthma and hypertension is described.



One commentator requested to remove anti-depressants from the medication guidance, as it was in conflict with AMC1 ATCO.MED.B.055(b). Instead of deleting 'anti-depressants', additional text has been added to remind air traffic controllers to consult an AME, AeMC or Medical Assessor, as applicable, if prescribed any of these type of medications. This should lead the AME, AeMC or Medical Assessor to consult the relevant provisions and advise air traffic controllers accordingly.

Limitations VXL and VXN

Two new limitations compared to the current Eurocontrol class 3 requirements have been introduced via AMC2 ATCO.MED.B.001 to allow air traffic controllers, whose working visual environment is in the area up to 100 cm and who meet the intermediate visual standard without corrective lenses but not the distant or near visual standard, to exercise the privileges of their licence without corrective lenses. Those air traffic controllers with these limitations on their medical certificates who require corrective lenses for near vision, should still have spectacles for near vision available, but they do not actually need to wear them when working in a visual environment up to 100 cm (i.e. a radar screen). They would need to put them on when reading documents at 33 cm (the normal reading distance). Although there was a comment opposing the introduction of these limitations, on further reconsideration they have been retained as this gives air traffic controllers the option of not wearing corrective lenses when they do not need them to safely exercise the privileges of their licence.

Visual system

Regarding AMC1 ATCO.MED.B.070, two stakeholders requested to differentiate between initial and renewal examination criteria for refractive error based on the consideration that air traffic controllers employed within a single set of limits could soon become assessed as unfit. This is, however, not accepted, based on the relevant ICAO standard stating in 6.1.4 that *'The level of medical fitness to be met for the renewal of a Medical Assessment shall be the same as that for the initial assessment except where otherwise specifically stated.'*

The EASA Medical Expert Group discussed the issue during a routine meeting at the Agency in November 2014, and agreed that the refractive limits should be deleted to align the text with the provisions of the corresponding ICAO Annex 1 standards stating, in 6.5.3.2, that *'Distant visual acuity with or without correction shall be 6/9 or better in each eye separately, and binocular visual acuity shall be 6/6 or better. No limits apply to uncorrected visual acuity...* Therefore, the refractive error limit of +5 dioptres has been deleted so that air traffic controllers should be able to revalidate their medical certificate even if their refractive error exceeds +5 dioptres, providing they meet the specified mitigation criteria.

Colour vision

Regarding AMC1 ATCO.MED.B.075, several comments proposed that the Ishihara colour vision test should be retained as an acceptable means of assessing colour vision, but, as this test is not able to determine normal trichromacy, which is mandatory, these proposals have not been accepted. Only the anomaloscope (Nagel or equivalent) and the CAD test are accurate in determining normal trichromacy. These means are now added as GM for further information. However, as further research is conducted into the colour vision requirements for air traffic controllers working in a modern environment, colour vision testing criteria could be further refined through a future rulemaking task.



ITDM

In the associated NPA, the Agency asked for the opinion of stakeholders on the aero-medical assessment of air traffic controllers who present with insulin-treated diabetes mellitus (ITDM). This assessment was to allow the issue of a class 3 medical certificate in individual cases and under close control. The comments received ranged from general agreement supported by scientific articles, from peer reviewed journals, to strict rejection pointing out that hypoglycaemias cannot always be predicted or avoided. Some comments also mentioned the fact that accepting ITDM for medical certification would not be in line with ICAO Annex 1. Due to the lack of scientific evidence-based consensus, the Agency has decided to maintain the currently applicable rules, also being ICAO compliant.

Novel Oral Anticoagulants

In light of the conclusions of a dedicated workshop held with specialists in Berlin on 15 November 2013 on 'new' oral anticoagulants (also known as Novel Oral Anticoagulants (NOACs)), AMC1 ATCO.MED.B.010(g) and (l) have been amended to take account of anti-coagulant medication requiring monitoring and direct-acting oral anticoagulants used as a prophylaxis (medication not needing INR monitoring). GM5 ATCO.MED.B.010 on 'near patient' testing of the INR has also been introduced. This has been added to harmonise the AMC with the proposals in the Part-MED CRD and to reflect advances in medical practice.

2.5.6 Annex V to ED Decision 2015/010/R, AMC and GM to Regulation (EU) 2015/340

AMC and GM complementing the provisions of Articles 2 and 4 of the Regulation with regard to the compliance with the requirements and procedures and definitions can be found in Annex V to the ED Decision.



3. References

3.1. *Affected regulations*

Commission Regulation (EU) No 805/2011 of 10 August 2011 laying down detailed rules for air traffic controllers' licences and certain certificates pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 206, 11.8.2011, p. 21)

3.2. *Affected decisions*

Not applicable.

3.3. *Reference documents*

- Commission Regulation (EU) No 805/2011 of 10 August 2011 laying down detailed rules for air traffic controllers' licences and certain certificates pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 206, 11.8.2011, p. 21)
- Annex 1 to the Convention on International Civil Aviation (Chicago Convention)
- EUROCONTROL Specification for the ATCO Common Core Content Initial Training, Edition 1.0, Edition date: 21.10.2008
- EUROCONTROL Guidelines for the Requirements for European Class 3 Medical Certification of Air Traffic Controllers

