



# Notice of Proposed Amendment 2022-106

in accordance with  
Article 6 of MB Decision No 01-2022

## Amendment of SERA RT phraseologies for communication between pilots and air traffic controllers

RMT.0476

### EXECUTIVE SUMMARY

This Notice of Proposed Amendment (NPA) proposes the introduction of amendments to the SERA RT phraseologies, to ensure the necessary harmonisation in the communications between pilots and air traffic controllers, and to prevent any misunderstanding potentially resulting in safety issues, especially in a critical phase of the flight as the approach.

The timely and swift completion of this regulatory action will ensure full alignment of SERA RT phraseologies with those applicable at global level, as recently amended by ICAO.

|                               |   |                          |    |
|-------------------------------|---|--------------------------|----|
| <b>Domain:</b>                | Standardised European Rules of the Air  |                          |    |
| <b>Related rules:</b>         | Regulation (EU) No 923/2012 and ED Decision 2013/013/R;   |                          |    |
| <b>Affected stakeholders:</b> | Member States, NCAs/NSAs, ATM/ANS providers, airspace users (e.g. aircraft operators), ADR operators and EASA |                          |    |
| <b>Driver:</b>                | Efficiency/proportionality  | <b>Rulemaking group:</b> | No |
| <b>Impact assessment:</b>     | Light   |                          |    |

### EASA rulemaking procedure milestones

| <b>Start</b><br>Terms of Reference | <b>Communication to the<br/>Advisory Body</b> | <b>Proposal to the<br/>Commission</b> | <b>Decision</b><br>Acceptable Means of Compliance and<br>Guidance Material |
|------------------------------------|---|---------------------------------------|--|
| 18.08.2017                         | 07.09.2022                                    | N/A                                   | 2022/Q4  |
|                                    | <b>Advisory Body<br/>Consultation</b>         |                                       |  |
|                                    | 7.10.2022                                     |                                       |  |

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## 1. About this NPA

### 1.1. How this NPA was developed

The European Union Aviation Safety Agency (EASA) developed this NPA in line with Regulation (EU) 2018/1139<sup>1</sup> ('Basic Regulation') and the Rulemaking Procedure<sup>2</sup>. Rulemaking Task (RMT).0476 is included in Volume II of the European Plan for Aviation Safety (EPAS) 2022-2026. This regulatory initiative falls within the scope of this regular-update RMT and aims to address minor, non-controversial, non-complex, and mature issues in the Acceptable Means of Compliance (AMC) related to Regulation (EU) No 923/2012 ('the SERA Regulation'<sup>3</sup>).

Since this specific initiative was not planned when the last EPAS edition was published in January 2022, on 7 September 2022 EASA informed and consulted in the EASA ATM/ANS and AirOps Advisory Bodies (ABs) of its intent to prepare a proposal to amend the RT phraseologies used in communications between pilots and Air Traffic Controllers included in the SERA regulatory framework, and specifically in Appendix 1 to AMC1 SERA.14001, for alignment with the evolution of the corresponding ICAO RT phraseologies. No communication expressing disagreement with such an initiative was received from said ABs.

The text of this NPA has been developed by EASA. It is hereby submitted for consultation with the EASA ABs in accordance with Article 6(2) and (3) of MB Decision No 01-2022.

The major milestones of this RMT are presented on the cover page.

### 1.2. How to comment on this NPA

Please submit your comments via email to [atm@easa.europa.eu](mailto:atm@easa.europa.eu). The deadline for submission of comments is **21 October 2022**.

### 1.3. The next steps

Following the ABs consultation, EASA will review all the comments received.

Based on the comments received, EASA will issue a decision to amend the related Acceptable Means of Compliance (AMC) and Guidance Material (GM) to the SERA Regulation. A summary of the comments received and how those were considered will be provided in the explanatory note to the decision.

<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 01-2022 of 2 May 2022 on the procedure to be applied by EASA for the issuing of opinions, certification specifications and other detailed specifications, acceptable means of compliance and guidance material ('Rulemaking Procedure'), and repealing Management Board Decision No 18-2015 (<https://www.easa.europa.eu/the-agency/management-board/decisions/easa-mb-decision-no-01-2022-rulemaking-procedure-repealing-mb>).

<sup>3</sup> 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), as amended (<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32012R0923&qid=1613649548600>).



## 2. In summary — why and what

### 2.1. Why we need to amend the rules — issue/rationale

With Amendment 11 to PANS-ATM<sup>4</sup>, ICAO changed the RT phraseologies for air traffic control services to ensure consistency with the provisions related to approach procedure charting and identification requirements contained in Doc 8168 'PANS-OPS'. Such technical changes concern operational scenarios related to the issuance of approach instructions, the use of ATS surveillance systems in approach control service, specifically for vectoring and manoeuvres during independent and dependent parallel approaches.

Within the EASA framework, RT phraseologies are established by the SERA rules, specifically Appendix 1 to AMC1 SERA.14001, and, due to global interoperability, are largely aligned with those in ICAO PANS-ATM. The changes to the ICAO RT phraseologies introduced with the Amendment 11 to PANS-ATM necessitate the timely alignment of the SERA RT phraseologies, to ensure the necessary harmonisation in the communications between pilots and air traffic controllers, and to prevent any misunderstanding potentially resulting in safety issues, especially in a critical phase of the flight as the approach. The timely and swift completion of this regulatory action will ensure full alignment of SERA RT phraseologies with those applicable at global level, as amended by ICAO.

#### Related safety issues (if applicable)

There are no safety recommendations addressed to EASA on the subject of this NPA.

**Exemptions<sup>5</sup> in accordance with Article 70 'Safeguard provisions' and/or Article 71 'Flexibility provisions' and/or Article 76 'Agency measures' of the Basic Regulation (if applicable) pertinent to the scope of this RMT are:**

There are no exemptions pertinent to the scope of this NPA.

#### Alternative means of compliance (AltMoC) relevant to this RMT (if applicable)

There are no AltMoC that have an impact on the proposed amendments.

#### ICAO and third-country references relevant to this RMT (if applicable)

This NPA proposes amendments at AMC/GM level and, as such, is not deemed to introduce any differences between the applicable ICAO SARPs and the EU regulatory framework. Such amendments aim to ensure coherence of the SERA RT phraseologies with the evolution of the RT phraseologies in ICAO PANS-ATM, which have been recently modified with Issued with ICAO State Letter AN 13/2.1-22/30.

<sup>4</sup> Issued with ICAO State Letter AN 13/2.1-22/30

<sup>5</sup> Exemptions that have an impact on the development of this RMT and refer to:

- Article 70(1): Measures taken as an immediate reaction to a safety problem;
- Article 71(1): Limited in scope and duration exemptions from the substantive requirements laid down in the Basic Regulation and its implementing acts in the event of urgent unforeseeable circumstances that affect any natural or legal person subject to the Basic Regulation or urgent operational needs of that person;
- Article 71(3): Derogation from the act(s) implementing the Basic Regulation where an equivalent level of protection to that attained by the application of the said rules can be achieved by other means; or
- Article 76(7): Individual flight time specification schemes that deviate from the applicable certification specifications (CSs) that ensure compliance with the essential requirements and, as appropriate, the related implementing acts.

## 2.2. What we want to achieve — objectives

The overall objectives of the EASA system are defined in Article 1 of the Basic Regulation. The regulatory proposal within this NPA will contribute to achieving the overall objectives by addressing the issues described in Section 2.1.

The specific objectives of the regulatory proposal are to:

- maintain a high level of safety by fostering harmonisation of the set of RT phraseologies for voice communication between pilots and ATC units; and
- ensure completeness and coherence of the EU regulatory framework with regard to SERA and its timely alignment with the related ICAO framework.

The proposed amendments are intended to apply as of 1 December 2022, concurrently with the related provisions introduced with the EASA [ED Decision 2021/014/R](#).

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

This NPA contains amendments to Appendix 1 to AMC1 SERA.14001, issued with ED Decision 2013/013/R, as follows:

- The addition of a note to point e) of Section 1.3.2 ‘Approach instructions’ which clarifies use of the certain information related to the identification of the instrument approach procedure provided in aeronautical charts in the context of the issuance of ATC clearances;
- The removal of RT phraseologies in points w) and x) of Section 1.3.2 related to request and clearance for MLS/RNAV approach;
- Modifications to point a) of Section 2.2.1 ‘Vectoring for approach’ to remove reference to type of ‘pilot interpreted aid’ and replace it with ‘type of approach’, for coherence with the changes introduced in Section 2.2.2;
- Modifications to Section 2.2.2, specifically to this title (proposed ‘Vectoring for ILS and other approaches’) and to points b), e), h), i), j), m), to better specify the operational scenario of applicability. This includes the removal of the term ‘pilot interpreted aids’ and of the terms ‘GBAS’, ‘SBAS’ approaches and the introduction of explicit references to GLS and RNP, and where applicable MLS, approaches in the related RT phraseologies; and
- Modifications to point b) of Section 2.2.3 ‘Maneuvers during independent and dependent parallel approaches’ for coherence with the changes introduced in Section 2.2.2.

## 2.4. What are the expected benefits and drawbacks of the proposed amendments?

The ICAO State Letter AN 13/2.1-22/30 includes an impact assessment of the concerned amendments to the RT phraseologies introduced in PANS-ATM, proposed with this NPA for inclusion in the SERA framework, as follows:

- Safety impact: positive. The proposed new phraseology will provide controllers and flight crews with more harmonised phraseologies for referencing specific approach procedures.
- Financial impact: negligible. Implementing this proposal will require training and educational activities for controllers and flight crews (industry) and minor amendments to applicable regulations.
- Security impact: no security impact with the implementation of this amendment.

- Environmental impact: no environmental impact with the implementation of this amendment.
- Efficiency impact: positive. Controllers and flight crews will use specific identification elements when referencing approach procedures. This minimises ambiguity, misunderstandings, and radiotelephony overloading, resulting in more efficient operations.

EASA fully concurs with this impact assessment.

No drawbacks are envisaged from the proposal of this NPA.



### 3. Proposed amendments

The amendment is arranged to show deleted, new, or amended, and unchanged text as follows:

- deleted text is ~~struck through~~;
- new or amended text is highlighted in **blue**;
- an ellipsis '[...]' indicates that the rest of the text is unchanged.

#### 3.1. Draft acceptable means of compliance and guidance material (draft EASA decision)

### Appendix 1 to AMC1 SERA.14001 General

#### 1. ATS PHRASEOLOGIES

(...)

#### 1.3 Arrival and departure air traffic services

(...)

| Section | Circumstances   | Phraseologies   | Applicable to                       |                          |
|---------|---|---|-------------------------------------|--------------------------|
|         |   |   | ATC                                 | FIS                      |
| 1.3.2   | Approach instructions   | (...)   | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|         | <i>Note: The instrument approach procedure identification in the aeronautical chart is used to specify the type of approach. Where the identification uses a parenthetical suffix to include exceptional conditions, e.g. '(LNAV/VNAV only)' or '(AR)' etc., the text in the parentheses does not form part of the ATC clearance.</i> | e) CLEARED (type of approach) RUNWAY (number) FOLLOWED BY CIRCLING TO RUNWAY (number);          |                                     |                          |
|         |   | f) CLEARED APPROACH [RUNWAY (number)];  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|         |   | g) COMMENCE APPROACH AT (time);   | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|         |   | (...)   |                                     |                          |
|         |   | <del>*w) REQUEST (MLS/RNAV plain language designator);</del>                                    | <input type="checkbox"/>            | <input type="checkbox"/> |
|         |   | <del>x) CLEARED (MLS/RNAV plain language designator).</del>                                     | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| 2.2.1   | Vectoring for approach  | a) VECTORING FOR (type of <del>pilot-interpreted-aid approach</del> ) APPROACH RUNWAY (number); | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|         |   | (...)   |                                     |                          |

2.2.2 Vectoring for ILS and other ~~pilot-interpreted-aids~~ approach procedures

...instructions and information

|  |                                     |                          |
|--|-------------------------------------|--------------------------|
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| b) YOU WILL INTERCEPT (FINAL APPROACH COURSE) or <del>radio aid-or-track</del> (distance) FROM (significant point or TOUCHDOWN);                     | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|  | *                                   |                          |
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| e) REPORT ESTABLISHED ON <del>ILS</del> LOCALISER (or ON <del>GBAS</del> GLS/ <del>SBAS</del> RNP/MLS) [FINAL] APPROACH [COURSE]);                   | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| h) EXPECT VECTOR ACROSS THE <del>(localizer-course</del> LOCALIZER or [GLS/RNP/MLS] FINAL APPROACH COURSE or radio aid) (reason);                    | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| i) THIS TURN WILL TAKE YOU THROUGH THE <del>(localizer-course</del> LOCALIZER or [GLS/RNP/MLS] FINAL APPROACH COURSE or radio aid) (reason);         | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| j) TAKING YOU THROUGH THE <del>(localizer-course</del> LOCALIZER or [GLS/RNP/MLS] FINAL APPROACH COURSE or radio aid) (reason);                      | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| m) INTERCEPT <del>(localizer-course</del> LOCALIZER or [GLS/RNP/MLS] [FINAL] APPROACH [COURSE] or radio aid) [RUNWAY (number)] [REPORT ESTABLISHED]. | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

2.2.3 Manoeuvre during independent and dependent parallel approaches

|  |                                     |                          |
|--|-------------------------------------|--------------------------|
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| b) YOU HAVE CROSSED THE LOCALISER (or <del>GBAS</del> GLS/ <del>SBAS</del> RNP/MLS FINAL APPROACH COURSE). TURN LEFT (or RIGHT) IMMEDIATELY AND RETURN TO THE LOCALISER (or <del>GBAS</del> GLS/ <del>SBAS</del> RNP/MLS FINAL APPROACH COURSE) [RUNWAY (number)]; | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| (...)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> |





#### **4. How we monitor and evaluate the proposed amendments**

No specific monitoring or evaluation of the proposed amendments is planned apart from the already ongoing standardisation activities and exchanges between EASA and relevant stakeholders, through which any emerging issues could be identified.



## 5. References

### 5.1. Related EU regulations

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).

### 5.2. Related EASA decisions

DECISION 2013/013/R OF THE EXECUTIVE DIRECTOR OF THE EUROPEAN AVIATION SAFETY AGENCY OF 17<sup>th</sup> July 2013 adopting the Acceptable Means of Compliance and Guidance Material to 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 255/20101.

### 5.3. Other references

N/A



## 6. Quality of the NPA

To continuously improve the quality of its documents, EASA welcomes your feedback on the quality of this NPA with regards to the following aspects:

### 6.1. The regulatory proposal is of technically good/high quality

Please choose one of the options below and place it as a comment in CRT; if you disagree or strongly disagree, please provide a brief justification.

Fully agree / Agree / Neutral / Disagree / Strongly disagree

### 6.2. The text is clear, readable, and understandable

Please choose one of the options below and place it as a comment in CRT; if you disagree or strongly disagree, please provide a brief justification.

Fully agree / Agree / Neutral / Disagree / Strongly disagree

### 6.3. The regulatory proposal is well substantiated

Please choose one of the options below and place it as a comment in CRT; if you disagree or strongly disagree, please provide a brief justification.

Fully agree / Agree / Neutral / Disagree / Strongly disagree

### 6.4. The regulatory proposal is fit for purpose (capable of achieving the objectives set)

Please choose one of the options below and place it as a comment in CRT; if you disagree or strongly disagree, please provide a brief justification.

Fully agree / Agree / Neutral / Disagree / Strongly disagree

### 6.5. The impact assessment (IA), as well as its qualitative and quantitative data, is of high quality

Please choose one of the options below and place it as a comment in CRT; if you disagree or strongly disagree, please provide a brief justification.

Fully agree / Agree / Neutral / Disagree / Strongly disagree

### 6.6. The regulatory proposal applies the 'better regulation' principles<sup>[1]</sup>

Please choose one of the options below and place it as a comment in CRT; if you disagree or strongly disagree, please provide a brief justification.

Fully agree / Agree / Neutral / Disagree / Strongly disagree

### 6.7. Any other comments on the quality of this NPA (please specify)

*Note:* Your comments on Chapter 6 will be considered for internal quality assurance and management purposes only and will not be published in the related CRD.

<sup>[1]</sup> For information and guidance, see:

- [https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how\\_en](https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how_en)
- [https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox\\_en](https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox_en)
- [https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox/better-regulation-toolbox\\_en](https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox/better-regulation-toolbox_en)