



**CIVIL AVIATION DEPARTMENT
MALDIVES**

**NOTICE OF PROPOSED RULE MAKING
NPRM NO: 2011-07**

26 MAY 2011

ASC 139-3

Maldives Runway Safety Program

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1. Purpose of this NPRM

1.1 The purpose of this NPRM is to mandate airport operators to establish and maintain a Runway Safety Program

2. Background to the Proposal

This ASC 139-3 prescribes the regulatory requirements pertaining to ICAO Annex 14, MCAR 139, ICAO Runway Safety Toolkit and DOC. 9870

The purpose of this circular is to specify requirements for an airport operator to establish and maintain a Runway Safety Program. It also establishes the minimum acceptable requirements, however the aerodrome operator can establish more stringent requirements.

3. Key Stakeholders

The following are identified by the CAD as key stakeholders in the proposed amendments to regulations contained in this NPRM:

- Island Aviation Services Ltd
- Maldivian Air Taxi Pvt Ltd
- Trans Maldivian Airways Pvt Ltd
- Mega Global Air Services (Maldives) Pvt Ltd
- Asian Academy of Aeronautics
- Villa Air Pvt. Ltd

4. Submissions on the NPRM

4.1 Submissions are invited

Interested persons are invited to participate in the making of the proposed rules by submitting written data, views, or comments. All submissions will be considered before final action on the proposed rule making is taken.

4.2 How to make a submission

Comments on this proposal may be forwarded (*preferably by e-mail*), using the NPRM Submission Form given in Appendix 1. The NPRM Submission Form is also available on the CAD website www.aviainfo.gov.mv.

Submissions may be sent by the following methods:

by mail: 11th Floor, Velaanaage
Ameerahmedmagu, Male', 20096,
Republic of Maldives

fax: + 960 3323039

e-mail: safety@aviainfo.gov.mv

4.3 Final date for submissions

Comments must be received before 01st Jun 2011.

4.4 Availability of the NPRM

Any person may obtain a copy of this NPRM from:

CAD website: www.aviainfo.gov.mv/regulations/nprm.php

or from:

11th Floor, Velaanaage
Ameerahmedmagu, Male', 20096,
Republic of Maldives

4.5 Further Information

For further information contact the Regulation Project Coordinator:

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5 Proposed Rule Amendments

Nil



Hussain Jaleel
DEPUTY DIRECTOR GENERAL

NPRM No:	Title:
Date of your Submission:	Comment Close-Off Date (as specified in NPRM):
Please return this response sheet to the Civil Aviation Department by comment close-off date, by e-mail to safety@aviainfo.gov.mv, by post addressed to this Department, 11th floor, Velaanaage, Ameerahmed Magu, Male', or by fax to + 960 3323039	

Please indicate your acceptance or otherwise of the proposal by ticking the appropriate box below. Any additional constructive comments, suggested amendments or alternative action will be welcome and may be provided on this response sheet or by separate correspondence.

The proposal is **acceptable without change.**

The proposal is **acceptable but would be improved if the following changes were made:**

The proposal is **not acceptable but would be acceptable if the following changes were made:** (Please provide explanatory comment and use additional pages if required)

The proposal is **not acceptable under any circumstance:** (Explanatory comment must be provided using additional pages if required)

Individual's Details (complete if your submission is on behalf of yourself)		Organisation's Details (if your submission is on behalf of the organization you represent)	
Your Name:		Organisation:	
Address:		Address:	
Phone:	Fax:	Phone:	Fax:
E-mail:		E-mail:	
Mobile:		Your Name and Position:	
Signature:		Signature:	



CIVIL AVIATION DEPARTMENT
Republic of Maldives

AIR SAFETY CIRCULAR

ASC 139-3

The Maldives Runway Safety Programme (MRSP)

Initial Issue, 01st July 2011

1. PREAMBLE

1.1 This regulation is issued by the Director, in pursuance of Civil Aviation Act No.: 02/2001.

2. SCOPE AND APPLICABILITY

2.1 Scope

2.1.1 This regulation describes the requirements for an airport operator to establish and maintain a Runway Safety Program.

2.1.2 Within the context of this regulation the term “airport operator” must be understood to designate any organization that has been issued an aerodrome operator certificate or license.

2.1.3 This regulation establishes the minimum acceptable requirements; the aerodrome operator can establish more stringent requirements.

2.2 Applicability and acceptance

2.2.1 An aerodrome operator shall have in place a Runway Safety Program (RSP) that is acceptable to CAD, that, as a minimum include:

2.2.1.1 **Airport Operations:** which include, Annex 14 provisions, runway maintenance program, pavement maintenance program, visual aids, runway works, SMS and SMS implementation;

- 2.2.1.2 **Aircraft Operations;** which include, pilot training, cockpit management during ground operation, communication with air traffic control and crew resource management;
- 2.2.1.3 **Vehicle Operations in Airside;** which include, control of airside driving and airside driving certification, airside driving training, airside driving discipline, language proficiency in respect of radio telephony (RTF) communication and situational awareness;
- 2.2.1.4 **Air Traffic Control Operations;** which include safety management systems, airfield surveillance, operational management and operational communication.

3. REFERENCES

- 3.1 This regulation is in accordance with ICAO Annex 14, MCAR139 and ICAO Runway Safety Toolkit and DOC. 9870.

4. DEFINITIONS

- 4.1 **Hot spot:** A location on an aerodrome area with a history or potential risk of collision or runway incursion, and where heightened attention by pilots, controllers and drivers is necessary.
- 4.2 **Incident:** An occurrence other than an accident associated with the operations of an aircraft which affects or could affect the safety of operation.
- 4.3 **Local Runway Safety Team:** A team comprised of representatives from aerodrome operations, air traffic service providers, airlines or aircraft operators, pilot and air traffic controllers associations and any other group with a direct involvement in runway operations that advise appropriate management on the potential runway issues and recommend mitigation strategies.
- 4.4 **Runway incursion:** Any occurrence at an aerodrome involving the incorrect presence of an aircraft, vehicle or person on the protected area of a surface, designated for the landing and take-off of aircraft.

5. INTRODUCTION TO THE MRSP

- 5.1 Landing and take-off are critical phases of flight and runway is an area where landing and departing aircraft may have the opportunities to interact with other taxiing aircraft, ground vehicles, personnel, animals and foreign objects. Given the speed of aircraft and its limited ability in exercising avoiding action on the runway especially during take-off and landing roll, the potential hazard as may be created by runway incursions or presence of foreign objects have become a deep concern to aviation safety in many countries. International Civil Aviation Organization (ICAO) has specified standards

and recommended practices relating to airport system operation and development of operational procedures for the purpose of achieving runway safety.

We are pleased to note that appropriate measures have been introduced by individual airlines, airport operator and air navigation service provider in order to comply with the ICAO requirement. However, with the predicted growth of air traffic and increasing complexity in airport operation, it is our view that the commitment to runway safety should also be addressed by a more systematic approach to ensure consistent and harmonized application of ICAO provisions with clear goals and common understanding shared by all stakeholders. This perspective is in line with the requirement of Annex 14. With the aforesaid objective in mind, the Maldives Runway Safety Programme serves to provide management guidelines and recommendations to stakeholders for enhancing runway safety. The Programme is distributed to aircraft and airport operators as well as the air navigation service provider who are requested to observe the guidelines through continuous system improvement and adoption of industry best practice.

- 5.2 The Air Navigation and Aerodromes Section of the Civil Aviation Department is responsible for periodic review of the Programme taking into consideration the current international requirements, the airport development, the growth in air traffic and technological advancement that in turn may help to better equip the airport(s) in achieving a high level of runway safety.
- 5.3 Enquiry on this Runway Safety Programme may be channeled to the Director, Air Navigation and Aerodromes Section of the Civil Aviation Department (Tel: 334 2984; Email: ramiza@aviainfo.gov.mv)

6. AIRPORT OPERATIONS

- 6.1 Favorable operating environment and prevention of runway incursions are important factors that contribute to runway safety. With these basic principles, an aerodrome operator should establish procedures to monitor the conditions of runways and ground aids which must be supported by an effective maintenance programme to ensure system integrity. Logical layout, simplicity and avoidance of runway crossings should be included as elements in the design and introduction of new aerodrome infrastructure. Human factors shall be considered in setting up aerodrome procedures with the objectives of minimizing human errors and respecting user-friendliness when used by pilots, vehicle drivers and air traffic controllers.

Annex 14 Provisions

- 6.2 Under Annex 14 provisions an aerodrome operator is required to fully implement at high priority the ICAO provisions relevant to runway safety. Their compliance forms the basis for consideration of certifying aerodromes. Appropriate additional safeguards should be taken into account to avoid runway incursion.

Runway Maintenance Programme

- 6.3 A maintenance programme, including preventive maintenance where appropriate, shall be established for the aerodrome to maintain runway in a condition which does not impair the safety of aircraft operations. A robust maintenance programme should be implemented to prevent failure or degradation of runway facilities.
- 6.4 The design and application of the maintenance programme should observe Human Factors principles. Guidance material on Human Factors principles can be found in the ICAO Human Factors Training Manual (Doc 9683).

Pavement Maintenance

- 6.5 The surface of pavements (runways and adjacent areas) shall be kept clear of loose stones or other objects that might cause damage to aircraft structures or engines, or impair the operations of aircraft systems. In this connection, a comprehensive runway inspection and sweeping programme should be incorporated into the standard operation procedures of aerodrome operators.
- 6.6 The surface of runways shall be maintained in a condition so as to provide good friction characteristics and low rolling resistance. Standing water, mud, dust, sand, oil, rubber deposits and other contaminants shall be removed as rapidly and completely as possible to minimize accumulation. On every landing, the runway touch-down zone is heavily loaded and rubber from aircraft tyres would be inevitably deposited on runway surface. The adverse effect as a result of rubber deposit should be continuously monitored and addressed.
- 6.7 An aerodrome operator shall establish a programme to measure the friction characteristics of runway. Different levels of friction corresponding to the level of maintenance required, including rubber removal, should be defined. Pertinent information should be made available to air traffic control (ATC) for onward transmission to pilots if necessary.

Visual Aids

- 6.8 A system of preventive maintenance of visual aids shall be adopted to ensure the availability and reliability of the runway lighting and marking systems. Guidance on preventive maintenance of visual aids is given in the ICAO Airport Services Manual, Part 9 (Doc 9137 Part 9).
- 6.9 The system of preventive maintenance employed for a precision approach runway should include at least the following checks:
- Visual inspection and in-field measurement of the intensity, beam spread and orientation of lights included in the approach and runway lighting systems;
 - Control and measurement of the electrical characteristics of each circuitry included in the approach and runway lighting systems; and

- Control of the correct functioning of light intensity settings used by the air traffic control unit.
- 6.10 The frequency of measurement of lights for a precision approach runway should be based on traffic density, the local pollution level and the reliability of the installed lighting equipment. The results of the in-field measurements should be continuously assessed and subject to audit by Civil Aviation Department.

Runway Works

- 6.11 An aerodrome operator shall plan and implement works to be carried out at an aerodrome so as not to create any hazard to aircraft operations or confusion to pilots. A works plan should be developed whereby the work items are thoroughly co-ordinated amongst aerodrome users, air traffic control and other service providers after suitable consultations.
- 6.12 An aerodrome operator shall make arrangement to inspect the works areas, as circumstances require, to ensure aviation safety during and immediately after any period of construction or repair of runway facility or equipment that is critical to the safety of aircraft operations, and at any other time when there are conditions on the runway that could affect aircraft operations.
- 6.13 An aerodrome operator shall not close the runway to aircraft operations due to pre-planned aerodrome works unless an Aeronautical Information Manual (AIP) Supplement or a Notice to Airmen (NOTAM) giving notice of the closure has been issued in advance before the closure takes place.
- 6.14 An aerodrome operator shall appoint a person responsible for the safe and proper execution of each item of runway works. This person is responsible to ensure that the works information is widely promulgated to airport users by way of Airport Circular, AIP Supplement or NOTAM.
- 6.15 Runways or taxiways sections that are closed as a result of the aerodrome works being carried out shall be suitably delineated with marker boards and lit in accordance with the appropriate aerodrome standards.
- 6.16 All obstacles including vehicles and plants created as a result of the aerodrome works being carried out shall be marked and lit in accordance with the appropriate aerodrome standards.
- 6.17 Vehicles used by works parties carrying out aerodrome works on the movement area should be equipped with a radio for two-way communications with air traffic control and the unit responsible for airfield control. The drivers of these works vehicles should be properly trained and briefed about the works details prior to each works session.

Safety Management Systems (SMS)

6.18 An aerodrome operator shall implement a SMS in accordance with the provision in Annex 14. Facilities, equipment and procedures used to support runway operations shall be designed and operated in a way that the combination of the probability of occurrence and the seriousness of the consequences of the hazard occurring must not result in a level of risk that is unacceptable. Risk assessment matrices facilitate the determination of acceptable levels of risks taking into account the probability of occurrence and seriousness of consequences.

SMS Implementation

6.19 The implementation of SMS should include:

- Quantitative safety levels** – an acceptable level of safety in respect of runway operations should be specified.
- System safety assessment** – safety assessment exercises should be performed whenever changes, additions or replacements of runway facilities are introduced. All records should be documented.
- Safety committee** – forum with members from pilot community, air traffic controllers, aerodrome operator, airline representatives and relevant franchisees with operations associated with runway operations should be formed to discuss issues on runway safety;
- Safety competency scheme** – a scheme should be developed to assess the safety competency on staff involved in runway operations.
- Safety audit** – periodic safety audits are to be performed to confirm the compliance with the safety requirements and the principles of the safety management system;
- Safety monitoring and reporting system** – suitable monitoring and reporting mechanism should be developed for identifying undesirable trends in runway safety performance for further remedial action;
- Safety information dissemination** – a system of information dissemination should be developed to keep aerodrome staff notified whenever a potential safety threat is discovered for enhancing their awareness; and
- Continuous safety promotion** – efforts should be made to nurture a safety culture amongst the airport community.

7 AIRCRAFT OPERATIONS

7.10 Pilots play an important role in contributing to runway safety. Aircraft operators are therefore requested to review the suggestions put forward in this document and adopt these guidelines where necessary in order to refine their ground operation procedures.

Pilots Training

7.11 Pilots should be given training on visual aids, for example, aerodrome signage, lightings and markings, to assist in determining positions. Emphasis should be given to maintaining a high level of awareness in observing and complying with signs and markings. A sound knowledge of all the symbols, signs and color of lightings that can be anticipated at aerodromes is vital.

Cockpit Management during Ground Operation

- 7.12 The taxi phase should be treated as a 'critical phase of flight', which requires careful planning.
- 7.13 Pilots should be familiar with the airport that they operate to. Airfield charts and NOTAMs should be reviewed prior to commencement of taxi and before top of descent. Special attention should be paid to the location of HOT SPOTS if known, i.e. complex intersections and runway crossings where runway incursions have taken place in the past.
- 7.14 Pilots should monitor the aircraft's position against the aerodrome chart so as to ensure that instructions received from ATC are being followed correctly. Any uncertainty must be resolved through clarification and assistance from ATC.
- 7.15 Cockpit instruments, such as compass heading display or Instrument Landing System (ILS) localizer, should be used as supplement to visual observation, for confirming correct taxiway or runway alignment especially at complex intersections and where the take-off ends of two runways are close to one another.
- 7.16 Pilots should exercise extra caution when being instructed to taxi into position and hold, particularly at night or in poor visibility. Remaining in position and holding on the departure runway for an extended period without direct communication with ATC should be avoided.
- 7.17 When crossing or entering runways, all flight crew members should assign full concentration on the runway condition. In addition to visual checking, other available means, such as monitoring of ATC frequency, aircraft radar may be used to obtain a better picture on the traffic situation.
- 7.18 Prior to entering a runway, each flight crew member must cross check and positively confirm with the other the runway identification signage and that the aircraft heading aligns with the designated runway.
- 7.19 After landing and exiting the runway, non-essential communications and non-essential flight crew actions should not be initiated until clear of all runways, in accordance with sterile cockpit procedures.

Communication with Air Traffic Control

- 7.20 It is vital that pilots follow the clearance or instructions that are actually received, and not the one that they expected to receive.

- 7.12 Standard phraseology should be used as far as practicable.
- 7.21 Clearance should be read back in its full content with the aircraft callsign included. The runway designator should be included in case of hold short, runway crossing, take-off, or landing.
- 7.22 The receipt of a clearance to taxi to a point beyond a runway does not automatically include the authorization to cross that runway. Each taxi clearance beyond a runway should contain an explicit clearance to cross the runway or an instruction to hold short of that runway
- 7.23 An ATC instruction to follow other traffic does not automatically imply that permission to enter or cross a runway is given. Each aircraft requires a specific clearance to enter or cross any runway. Flight crew should seek clarification from ATC if in doubt.
- 7.24 Flight crew members should pay extra attention to ATC messages when another aircraft with a similar callsign is on the frequency.
- 7.25 All pilots are required to attain at least ICAO Level 4 in the language proficiency test.

Crew Resource Management

- 7.26 Flight crew members should support each other in managing the cockpit. All flight crew members should monitor the frequency and agree upon the acceptance of a clearance to taxi, cross a runway, and take-off or land on a nominated runway. Any misunderstanding or disagreement among flight crew on flight deck duties should be resolved immediately by contacting ATC for clarification.
- 7.27 All the visual information that is available should correlate with the actual position. The gathering of visual information, allowing a critical review and cross-checking of position, is the task of the entire flight crew. Any crew member who is uncertain or in doubt about the current aircraft position must speak up and resolve that uncertainty.

8 VEHICLE OPERATIONS IN AIRSIDE

- 8.10 Runway incursion by vehicles has caused considerable concern in daily operation at airfields. An aerodrome operator therefore should establish comprehensive procedures to regulate the quality and discipline of airside drivers. Suitable measures should be introduced to promote a safety culture in general and arouse the situation awareness of drivers and aircrew.

Control of Airside Driving and Airside Driving Certification

- 8.11 In order to ascertain drivers' competency for operating vehicles at airside, an aerodrome operator shall administer an Airside Driving Permit (ADP) System for the aerodrome.

8.12 The numbers of drivers permitted to drive on the maneuvering area should be kept to the minimum necessary. The driving operations should be related to the functions of their duties.

8.13 All drivers should be trained and assessed initially and be provided with refresher training at agreed intervals for re-examination to ascertain their competency.

8.14 Where responsibility for the training of vehicle drivers is delegated to a third party provider, the aerodrome operator should institute a programme of audits/examinations, as part

Airside Driving Training

8.6 An aerodrome operator should introduce a formal driver training and assessment programme. Training guidelines should be provided and a set of agreed standards on driver competency should be developed in administering the programme.

8.7 Training material should cover general aerodrome layout including:

- Runway, taxiway, apron, roads, crossings, runway holding points, etc.
- All aerodrome signs, markings and lights for both vehicles and aircraft
- Specific reference to signs, markings and lights used to guard runways and critical areas and
- Specific reference to low visibility operation.

Airside Driving Discipline

8.8 Airside drivers must be given a clear message that ATC instructions must be followed at all time. Without ATC's authorization, drivers must not enter the runway. If there is any doubt in the mind of a vehicle driver when receiving a clearance or instruction, clarification should be immediately requested from ATC before the clearance or instruction is enacted. Vehicle drivers should immediately contact the unit responsible for airfield control or ATC when uncertain of their exact position on an aerodrome.

8.9 Vehicle drivers experiencing radio problems while on manoeuvring area must immediately vacate the manoeuvring area. Driver with vehicle breakdown on runways and taxiways must report to airfield control or ATC immediately.

Language Proficiency in respect of Radiotelephony (RTF) Communication

8.10 Standard phraseology should be used for communication among drivers, controllers and airfield control personnel. Vehicle driver or his team members who communicates with air traffic controller should read back all instructions pertaining to entering, leaving or crossing runways

Situational Awareness

8.11 On the part of airside drivers, situational awareness is about knowing where they are and where they want to go, as well as knowing the traffic in the surrounding. Drivers should be encouraged to exercise extra vigilance when operating in the vicinity of runways. Close references should be made with any visual cues, lightings and signage especially at times of darkness and poor visibility.

9 AIR TRAFFIC CONTROL OPERATION

9.10 One of the primary objectives of air traffic control is to prevent collision on the ground between aircraft and between aircraft and vehicles. In Maldives, the skills and procedures for achieving this objective have long been included in the basic training and proficiency assessment of air traffic control personnel. However, the air navigation service provider is advised to make continuous effort to promote runway safety through service quality assurance, excelling of operational management and improvement of air traffic control facilities through utilization of state-of-the-art technology.

Safety Management System

9.11 The top management of an air navigation service provider (ANSP) should make full commitment in promoting runway safety. Safety Management for Air Traffic Management is generally specified in Annex 11. The ANSP shall implement the necessary Safety Management provisions and practices stated therein and make effort to arouse the safety awareness of its staff and motivate a safety culture within the organization.

Airfield Surveillance

9.12 In addition to the basic skills of aerodrome control, controllers should be advised through training or periodic briefing on the importance of visual surveillance with particular emphasis on vigilance in determining aircraft and vehicle positions. Restrictions to the visibility from the control tower that may have a potential impact to the ability of controllers to see the runway should be assessed and clearly made known to aerodrome controllers.

9.13 Other airport units may be requested to provide supplementary surveillance from their locations or vehicles on aircraft/vehicle positions if necessitated by circumstances such as at night or in time of poor visibility.

9.14 Surveillance equipment (such as advanced surface movement guidance and control system, surface movement radar or close-circuit TV) should be provided as aids to controllers in determining aircraft and vehicle positions. Some models of surface movement radars, by virtue of its design, are prone to signal attenuation by

heavy precipitation. The system limitations, if applicable, must be made known to controllers so that caution is exercised during equipment utilization.

Operational Management

- 9.15 Oversight of daily aerodrome operation should be exercised by competent supervisory staff. The workload of individual control positions in the tower should be closely monitored to ensure that it is within the manageable limit.
- 9.16 In the Maldives, low weather minima operations do not occur frequently. ANSP management should ensure that aerodrome control staff are familiar with the Low Visibility procedures through refresher training, periodic briefing or discussion during proficiency examinations.
- 9.17 A system or work practice serving the purpose of a memory aid to indicate that the runway is being occupied by towing aircraft, vehicles or maintenance personnel etc should be developed and provided for use by aerodrome control staff.

Operational Communication

- 9.18 The radio equipment used for communication with pilots and airport ground vehicles must be thoroughly evaluated to ensure that it provides adequate coverage for runway operation.
 - 9.19 All aerodrome controllers are required to attain at least ICAO Level 4 in the language proficiency test.
 - 9.20 Standard radio-telephone phraseology should be used as far as practicable.
 - 9.21 Instructions for aircraft or vehicles to enter/exit the runway shall be issued in a clear and unambiguous manner. Full callsign of aircraft or vehicles and runway designator should be used to avoid confusion.
 - 9.22 All clearances for operation on the manoeuvring area should be read back by the receivers.
 - 9.23 In the interest of situation awareness, all communications associated with runway operations should be conducted on a common frequency when practicable.
 - 9.24 If the taxi route is expected to be long and complex, controller should use where applicable progressive taxi instructions to reduce pilot workload and the likelihood of confusion.
- 9.16 Where practicable, en-route clearance should be passed before leaving the gate to avoid distraction to pilots during taxiing.

10. EFFECTIVITY

This regulation is effective forthwith for Certified or Licensed Airport Operators.

For the Civil Aviation Department
Hussain Jaleel
DEPUTY DIRECTOR GENERAL

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