



SINGLE EUROPEAN SKY
(SES) REGULATIONS

**EUROCONTROL INITIAL PLAN ON
EUROPEAN COMMISSION'S MANDATE**

***Interoperability Implementing Rule on
Aeronautical Data Integrity***

DOCUMENT CONTROL

DOCUMENT CHANGE RECORD

The following table records the complete history of the successive editions of the present document.

Edition Number	Edition Date	Reason for Change	Pages Affected
0.1	22-06-05	Initial Working Draft	All
0.2	07-07-05	Update following internal regulatory unit review	All
0.3	11-07-05	Update following Initial Plan Drafting Group Input	All
0.4	11-07-05	Update Initial Plan for submission to Review Group	All
0.5	11-07-05	Quality Check	All
1.0	15-07-05	Released Edition	All
1.1	13-09-05	Change of the wording "Voice Channel Spacing" into "Air-Ground Voice Channel Spacing"	12, 15
2.0	13-09-05	Second Released Edition	All

Status: Released	Edition No: 2.0	Date: 13 September 2005	Document No: SES/IOP/ADI/IPL/2.0
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TABLE OF CONTENTS

DOCUMENT CONTROL	II
TABLE OF CONTENTS	III
EXECUTIVE SUMMARY	V
1. INTRODUCTION	1
1.1 Scope	1
1.2 Objective	1
2. ANALYSIS OF THE REQUIREMENTS OF THE EUROPEAN COMMISSION'S MANDATE	2
2.1 Objectives of the Interoperability Regulation	2
2.2 Articulation between Interoperability Regulation / Implementing Rule / Community Specifications	3
2.3 General Issues of the Implementing Rule	3
2.4 Specific issues of the Implementing Rule	5
2.5 The Development Process	6
2.6 The Reference Material	7
2.7 Reports and Deliverables	8
3. PROPOSED APPROACH	9
3.1 Considerations for Development of the Final Report	9
3.2 Safety Activities for the Development of the Draft Implementing Rule	9
3.3 Involvement of the Conformity Assessment Task Force	10
3.4 Proposed EUROCONTROL Support	10
3.5 ENPRM Mechanisms Applicable to the Development of the Final Report	10
3.5.1 Consultation activities	10
3.5.2 Applicable phases of the ENPRM process	11
4. DEVELOPMENT PLAN	13
4.1 WP1: Drafting of the Regulatory Approach	16
4.1.1 Objectives	16
4.1.2 Work Items	16
4.1.3 Dependencies	17
4.1.4 Output	17
4.2 WP2: Drafting of the Implementing Rule	18
4.2.1 Objectives	18
4.2.2 Work Items	18
4.2.3 Dependencies	19
4.2.4 Deliverables	19
4.3 WP3: Drafting of the Justification Material	20
4.3.1 Objective	20
4.3.2 Work Items	20
4.3.3 Dependencies	21
4.3.4 Deliverables	21

4.4	WP 4: Consultation	22
4.4.1	Objective	22
4.4.2	Task 4.1: Consultation on the Regulatory Approach	22
4.4.3	Task 4.2: Consultation on the Draft Implementing Rule	23
4.5	WP5: Review of Comments	24
4.5.1	Objectives	24
4.6	Task 5.1: Outcomes of the Consultation on the Regulatory Approach	24
4.6.1	Objective	24
4.6.2	Work items	24
4.6.3	Dependencies	25
4.6.4	Deliverables	25
4.7	Task 5.2: Outcomes of the Consultation on the Draft Implementing Rule	25
4.7.1	Objective	25
4.7.2	Work items	25
4.7.3	Dependencies	25
4.7.4	Deliverables	26
4.8	WP6: Safety Analysis	27
4.8.1	Objectives	27
4.8.2	Work items	27
4.8.3	Dependencies	27
4.8.4	Output	27
4.9	WP 7: Proposed Support to Stakeholders	28
4.9.1	Objective	28
4.9.2	Work Items	28
4.9.3	Dependency	28
4.9.4	Deliverables	28
4.10	WP8: Packaging of the Final Report	29
4.10.1	Objective	29
4.10.2	Work items	29
4.10.3	Dependencies	29
4.10.4	Deliverable	29
5.	OVERALL MANAGEMENT	30
5.1	Organisation	30
5.2	Quality Management	32
5.3	Configuration Management	33
6.	LIST OF DELIVERABLES	34
7.	PLANNING	35

EXECUTIVE SUMMARY

This executive summary provides an overview of the EUROCONTROL Initial Plan in response to the European Commission's mandate for the development of a draft implementing rule on Aeronautical Data Integrity. It is the first deliverable of the mandate to the European Commission. It describes the proposed project plan and work breakdown structure, the methodology and processes and the consultation activities. It also provides an initial analysis of the mandate requirements.

The Essential Requirements of the interoperability Regulation call, inter alia, for the provision of accurate, complete, timely and consistent aeronautical information in progressively electronic form and based on a standardised data set. The overall requirement is to develop a draft implementing rule to supplement and strengthen already applicable ICAO provisions and to describe the performance requirements for how data should be originated, transferred from one party to another and how data should be automatically handled and processed. Specifically, provisions will have to ensure achievement of the necessary levels of integrity, security and validation.

Following agreement on the Initial Plan, the first step will be to deliver a Regulatory Approach document by November 2005 which will describe an outline of the draft implementing rule and key points of the impact assessment. Prior to submission to the European Commission, the Regulatory Approach will be the subject of a written consultation and will propose several approach scenarios. It is intended to hold a workshop to summarise comments received and present the approach retained. On the basis of the Regulatory Approach, EUROCONTROL will develop the Final Report which will include the draft implementing rule, justification material, identification of means of compliance and EUROCONTROL proposed actions to support Stakeholders to implement the implementing rule. The **draft** Final Report (including a first proposal for the draft Implementing Rule) should be delivered to the Commission by April 2006. The formal consultation on the draft implementing rule will be launched on the basis of the draft final report, after it has been transmitted to the European Commission. A workshop on the consultation will then be held. The draft material will be further updated on the basis of the consultation activities and further discussions with the Commission, and the Final Report should be submitted to the Commission by September 2006.

The Mandate Manager will implement a management structure and development process, taking into account experience from the first set of interoperability mandates. The Regulatory Approach and draft Implementing Rule will be developed by the 'Implementing Rule Drafting Group'. The 'Justification Drafting Group' will be responsible for the production of the regulatory analysis part of the Regulatory Approach and the Justification Material including the impact assessment. The Safety Focus Group will be responsible for the production of safety requirements to be included in the implementing rule. Services in the area of quality management, configuration management, planning, and consultation will be provided by the 'Support Services Group'. The mandate deliverables will be subject to internal review by the members of the 'Review Group' who are, in principle, not members of mandate working groups.

Appropriate mechanisms of the EUROCONTROL Notice of Proposed Rule-Making (ENPRM) process will support the drafting, regulatory impact assessment and consultation activities. 'Formal Consultation' submits draft regulatory material for widespread 'public' consultation, and Stakeholders are asked to submit their formal positions and comments on the documents. 'Informal Consultation' is a more general activity which commences at the start of the process and continues until the Final Report is delivered. It is achieved through the involvement of stakeholders and experts in various activities associated with the

development of the draft material. Specific arrangements will include the use of nominated Focal Points for systematic dialogue during the development of deliverables and further enhanced by contact with existing bodies and groups (e.g. ACG, CMIC etc).

1. INTRODUCTION

1.1 Scope

This document is the EUROCONTROL initial plan proposal for the achievement of a draft implementing rule for interoperability on aeronautical data integrity, in response to the mandate received through letter TREN/F2/EMM/vh D (2005) 110532, dated 30 May 2005, from the European Commission on the basis of Article 8 of Regulation (EC) No 549/2004 of 10 March 2004 laying down the framework for the creation of the single European sky (the Framework Regulation). The scope of this document is to provide the EUROCONTROL analysis of the received mandate and based on it, to describe the activities planned by EUROCONTROL in order to successfully produce the required deliverables.

1.2 Objective

The objective of this document is to:

- Analyse the mandate for the development of the draft implementing rule on aeronautical data integrity;
- Propose an approach for the achievement of the mandate;
- Present the work packages, the work breakdown structure, the timescale and the efforts for the achievement of the mandate;
- Present the team organisation for the achievement of the mandate;
- Present the consultation process and the list of stakeholders involved in the formal consultation.

2. ANALYSIS OF THE REQUIREMENTS OF THE EUROPEAN COMMISSION'S MANDATE

This section describes EUROCONTROL's interpretation of the requirements of the European Commission's mandate on aeronautical data integrity.

2.1 Objectives of the Interoperability Regulation

The objectives of Regulation (EC) No 552/2004 of 10 March 2004 on the interoperability of the European Air Traffic Management network (the Interoperability Regulation) and associated implementing rules are:

- To achieve the interoperability between the different systems, constituents and associated procedures of the European Air Traffic Management Network (EATMN).
- To ensure the co-ordinated and rapid introduction of new agreed and validated concepts of operations or technology in air traffic management.

The introduction of the regulatory dimension in the EATMN under Community law has a significant impact upon the management of the EATMN.

- From an industry perspective, the Interoperability Regulation provides the regulatory baselines to address the interoperability of EATMN constituents.
- From the Air Navigation Service Providers' (ANSPs) perspective, the interoperability Regulation provides the regulatory baselines to address the interoperability of the EATMN systems.
- The regulatory process provides an efficient governance mechanism for the integration of new agreed and validated concepts of operations or technology in the EATMN. ANSPs and airspace users have a better visibility of the evolution of ATS services and can secure their investments in CNS/ATM systems.

In order to have the integrity values required to meet specific applications such as Area Navigation (RNAV), there is a need to define the performance requirements for how data should be originated, transferred, handled and processed.

Concerning systems and procedures for aeronautical services, the following specific requirements are laid down in Annex II.B.7 of the Interoperability Regulation:

- Accurate, timely and consistent aeronautical information shall be provided progressively in an electronic form, based on a commonly agreed and standardised data set.
- Accurate and consistent aeronautical information, in particular concerning airborne and ground-based constituents or systems, shall be available in a timely manner.
- Increasingly accurate, complete and up-to-date aeronautical information shall be made available and used in a timely manner in order to support continuous improvement of the efficiency of airspace and airport use.

2.2 Articulation between Interoperability Regulation / Implementing Rule / Community Specifications

For the purpose of the interoperability Regulation, the EATMN is subdivided into 8 systems or domains and the interoperability Regulation determines the essential requirements to be fulfilled by each system. Implementing rules for interoperability complement and refine essential requirements of the interoperability Regulation. Implementing rules shall be drawn up whenever necessary to achieve the objectives of the Interoperability Regulation.

The regulatory provisions of the implementing rules prescribe also the procedures governing the assessment of conformity or suitability for use of constituents. They are based on the modules covered by Council Decision 93/465/EEC of 22 July 1993 concerning “the modules for the various phases of the conformity assessment procedures and the rules for the affixing and use of the CE conformity marking, which are intended to be used in the technical harmonisation directives”.

The Community Specifications complement the regulatory provisions by specifying detailed technical or operational solutions. These Community Specifications are voluntary standards developed by European Standardisation Bodies, EUROCAE or EUROCONTROL. These voluntary standards are developed specifically as means of compliance with relevant implementing rules.

The outcomes of the regulatory approach will determine the most suitable articulation between the draft implementing rule and associated community specifications, following the analysis of several possible scenarios. In accordance with the basic principles of the New Approach, the implementing rule should not unduly prescribe detailed technical requirements and the Community specifications should specify a solution providing compliance with the implementing rule.

2.3 General Issues of the Implementing Rule

Most of general issues stated in the European Commission’s mandate stem from Article 3 of the Interoperability Regulation. The following paragraphs summarise general issues as specified in the mandate.

[European Commission’s mandate/5.1.2/5.1.3] The implementing rule shall determine any specific requirement that complement or refine essential requirements (as defined in Annex II of the Interoperability Regulation).

A draft implementing rule on Aeronautical Data Integrity is needed in order to complement and refine the relevant essential requirements, as follows:

- Safety – studies have shown that aeronautical data does not currently have the integrity levels as required by ICAO Annex 15. The rule is therefore necessary for the achievement of the required levels of integrity, security and validation.
- Seamless operation – the implementing rule and supporting material will describe how data should be originated, transferred from one party to another and how data should be automatically handled and processed to achieve the necessary levels of integrity.
- Support for New Concepts of Operations – aeronautical data of sufficient quality and integrity is essential to support specific applications such as Area Navigation (RNAV), where aeronautical data integrity is considered to be one of the cornerstones of the implementation of RNAV in terminal airspace.

EUROCONTROL shall provide a rationale defining the traceability of the regulatory provisions specified in the implementing rule backwards to essential requirements.

[European Commission's mandate/5.1.5/5.1.6/5.1.7] The implementing rule:

- *Shall describe the conformity assessment procedures, where appropriate, based on the modules defined in the Decision 93/465/EEC to be used to assess the conformity or the suitability for use of constituents as well as the verification of systems.*
- *Shall identify, where appropriate, the tasks pertaining to the assessment of conformity or suitability for use of constituents to be carried out by notified bodies.*
- *Shall identify, where appropriate, the tasks pertaining to the verification of systems to be carried out by notified bodies.*

EUROCONTROL has taken appropriate actions to develop specific guidelines dealing with conformity assessment aspect. A Conformity Assessment Task Force was set up by EUROCONTROL as the forum to discuss conformity assessment matters of the EATMN constituents and systems. EUROCONTROL, EC, EASA, JAA, Regulators, ANSPs, Industry are represented in that task force which has among its objectives the development of guidance relating to conformity assessment matters and the review of conformity assessment requirements to be included in implementing rule

[European Commission's mandate/5.1.8] The implementing rule should rely on with relevant ICAO SARPs and relevant standards developed by international organisations.

EUROCONTROL shall provide a rationale showing the dependency between regulatory provisions and relevant ICAO SARPs (notably Annex 15) and other relevant provisions. This rationale will be included in the justification material.

[European Commission's mandate/5.1.9] The implementing rule shall specify the conditions of implementation, including the dates of implementation.

The conditions of implementation will be specified in the following areas of the implementing rule:

- Objective and scope (including the definition of the area of applicability).
- Transitional arrangements and temporary exemptions.
- Dates of implementation.

In order to comply with the above obligations and to achieve the mandate requirements, the draft implementing rule and the associated material will clearly identify:

- The relevant means of compliance with the implementing rule.
- The parties subject to the implementing rule.
- The operational environment that will have to comply with the draft implementing rule.

2.4 Specific issues of the Implementing Rule

The Mandate [**European Commission's mandate/5.2**] states that the draft implementing rule shall identify:

- *The objective and scope of the rule;*
- *Technical provisions to ensure compliance to the existing provisions of Annex 15 for ensuring aeronautical information of sufficient quality (accuracy, resolution, timeliness and integrity);*
- *The performance requirements for the originated data, their transfer, handling and process;*
- *The levels of integrity, security and validation;*
- *The implementation conditions.*

The objective of the draft implementing rule will be defined during the development of the Regulatory Approach. However, the overall objective should be to achieve aeronautical information of sufficient quality, accuracy, timeliness and granularity as a key enabler of the EATMN.

In terms of scope, the aeronautical information data process chain extends from the original data sources (e.g. surveyors, procedure designers, etc) through Aeronautical Information Services (AIS) and publication to the end users of the data for aeronautical applications. Such applications and databases include but are not limited to navigation, flight planning, and terrain and obstacle databases. The responsibility for the publication of aeronautical data is held by States. Post-publication data integrity issues involving industry are addressed by the EASA and JAA. To ensure that the whole data process is addressed, close coordination will be maintained between EUROCONTROL, EASA and JAA. This will allow notably the investigation of the possibility of identifying complementary measures addressing organisations handling data after publication.

Existing ICAO Annex 15 integrity level requirements provide a baseline for acceptable data quality. It will therefore be necessary to develop a draft implementing rule to supplement and strengthen the relevant existing requirements of ICAO Annex 15:

- to ensure the implementation of provisions for ensuring aeronautical information data quality (accuracy, resolution and integrity);
- to describe the performance requirements for how data should be originated, transferred from one party to another and how data should be automatically handled and processed. In particular, provisions will have to ensure achievement of the necessary levels of integrity, security and validation.

Specifically, to achieve the necessary levels of integrity, security and validation, provisions will have to address the following:

- Data may need to be originated using appropriate software support. This will include the logging of survey data and the calculation and validation of derived co-ordinates associated with RNAV procedures.
- Data transfer should be conducted in a manner that ensures the risk of data error is sufficiently low as to enable the safe use of the data for flight operations. This will require, inter alia, appropriate automated data handling techniques that prevent data being corrupted and will also require that data is not supplied to the Requesting or Publishing Authorities on paper or other format/medium which requires the data to be input manually (i.e. re-typed) into this automated data processing system.
- Protection shall be employed for data transmission through the mail or using public data networks to prevent inadvertent or deliberate modification.
- Data needs to be validated for correctness, completeness and to check the validity of information in the data fields.

2.5 The Development Process

According to the interoperability Regulation and to the European Commission's mandate to EUROCONTROL for the development of an implementing rule on Aeronautical Data Integrity, the rule shall be accompanied by an impact assessment in the areas of safety, civil/military organisation, efficiency and economic aspects. To comply with this requirement, EUROCONTROL will provide, together with the draft implementing rule:

- a justification document including an operational, technical and economical impact assessment (including efficiency aspects and notably to measure costs and benefits for stakeholders arising from the implementation of the aeronautical data integrity provisions);
- a safety summary to describe the safety requirements to be included in the implementing rule;
- a regulatory impact assessment describing:
 - the current regulatory situation in the area covered by the mandate;
 - the impact on existing regulations and provisions (ICAO, EUROCONTROL, EASA, JAA, national etc), including any need for parallel actions (e.g. amendments to provisions, harmonisation of processes etc);
 - the desired regulatory situation after full exploitation of the scope of the mandate.

As part of the final report, EUROCONTROL will also provide a document that will identify the means of compliance with the draft implementing rule and further possible developments. Another part of the final report will describe EUROCONTROL's actions to support the stakeholders with the enactment of the implementing rule on Aeronautical Data Integrity.

The development of the mandate deliverables will be done in close consultation with stakeholders. The consultation process will enhance transparency and notably take into account the views of the ATM stakeholders. All stakeholder comments will be analysed and "weighed" against the overall objective of the implementing rule. Two public workshops are foreseen within the overall process: the first on completion of the consultation on the regulatory approach; the second upon completion of the consultation of the draft final report, to present the results.

EUROCONTROL will apply the relevant ENPRM mechanisms to manage the different phases of the development of the final report, including notably the drafting, impact assessment and consultation activities (see 3.5 for more details).

2.6 The Reference Material

The European Commission's mandate [**European Commission's mandate/5.5**] specifies that the following reference material for the development of the final report shall be taken into account (building also on other relevant material):

- The Commission's study on ATM/CNS interoperability roadmap (September 2003);
- The ICAO Chicago convention and its relevant Annexes and standards;
- EUROCONTROL Safety Regulatory Requirements (ESARRs);
- EASA and JAA documents;
- EUROCAE standards;
- EUROCONTROL specifications.

In addition to and complementary to the above, it is intended that EUROCONTROL will use the following material for the development of the deliverables requested by this mandate. Additional material (not listed) may be used where applicable to support the development of the implementing rule and supporting material.

- ICAO Annex 15 (Aeronautical Information Services 12th Edition);
- ICAO Annex 4 (Aeronautical Charts);
- ICAO Annex 14 (Aerodromes);
- ICAO Annex 11 (Air Traffic Services);
- ICAO Doc 9674 (World Geodetic System — 1984 (WGS-84) Manual).
- The following EUROCONTROL documents:
 - Draft Data Origination and Survey Standard;
 - Generic Data Process (Draft);
 - Integrity of Aeronautical Information – Principle and Guidance (Draft);
 - Integrity of Aeronautical Information - Data & Quality Management (Draft);
 - Integrity of Aeronautical Information - Data Publication (Draft);
 - EUROCONTROL Safety Assessment Methodology (SAM) as Acceptable Means of Compliance with ESARR 4.
- EUROCAE ED 76 – Industry Standards for the Processing of Aeronautical Data.

- The ATM Strategy for the years 2000+.

The following specifications, services and tools which support data integrity requirements, will be taken into account:

- The Aeronautical Information Exchange Model (AIXM);
- The European AIS Database (EAD);
- The Electronic AIP (eAIP);
- The Data Quality Tool Set (DQTS);
- The Data Integrity Tool (DIT) demonstrator;
- ARINC 424.

EUROCONTROL will also take into account studies and benefits offered by the EUROCONTROL Controlled & Harmonised Aeronautical Information Network (CHAIN) Project.

2.7 Reports and Deliverables

As required in the timetable of the European Commission's mandate [**European Commission's mandate/6**], EUROCONTROL will deliver a draft final report for review and discussion with the European Commission. EUROCONTROL will take due consideration of European Commission's views to amend the draft final report and deliver the final report. In addition, EUROCONTROL is required to deliver an Initial Plan (this document) and a Regulatory Approach document.

The Final Report will include the following elements:

- Draft Implementing rule.
- Justification material.
- Identification of Means of compliance and further developments.
- EUROCONTROL proposed actions to support stakeholders to implement the implementing rule.
- Summary of Responses to comments collected during the formal consultation on the draft implementing rule.

The Regulatory Approach document is an essential milestone towards a more effective and efficient development phase and implementation of the regulatory provisions. The document will address the definition of the objective, scope and overall structure of the rule and summarise the analyses of technical, regulatory, conformity assessment and implementation conditions aspects.

The **draft** final report will include proposals for the draft implementing rule and include draft justification material and draft identification of means of compliance for the draft implementing rule.

3. PROPOSED APPROACH

3.1 Considerations for Development of the Final Report

The draft implementing rule on aeronautical data integrity will be compliant with the New and the Global approaches establishing the European Community framework for standardisation and conformity assessment processes. For this, the draft implementing rule will concentrate on the binding requirements (ideally performance based), leaving the detailed technical requirements at the level of voluntary standardisation (Community specifications) as far as practicable.

The draft implementing rule will address six main subjects as follows:

- Objective and scope;
- Interoperability and performance provisions (i.e. technical provisions);
- Quality of service;
- Conformity assessment;
- Safety;
- Transitional arrangements and implementation dates (including temporary exemptions).

The outcome of the Conformity Assessment Task Force (CATF) activities will be used for the development of the relevant elements (conformity assessment requirements) of the draft implementing rule.

With regard to the alignment with existing ICAO and other regulations, the specific needs will be identified in the Justification Material.

During the definition of all material, informal consultation activities will ensure stakeholder involvement in the development process.

3.2 Safety Activities for the Development of the Draft Implementing Rule

It is planned to conduct a safety analysis addressing the implementation of end-to-end aeronautical data integrity. This safety analysis will study the impact of the rule, based on the agreed regulatory approach, on any safety material already available in the context of, for example, the CHAIN project, the navigation domain and the EAD. Based on the evaluation of this impact, the relevant documents will be developed and/or updated and a safety summary will be produced.

During the Regulatory Approach development it is expected that an initial safety analysis will take place to support the required early impact assessment and that the Regulatory Approach itself, following consultation, should provide the baseline for the commencement of the detailed safety analysis.

3.3 Involvement of the Conformity Assessment Task Force

The Conformity Assessment Task Force (CATF) created in March 2004 has been tasked with the development of appropriate regulatory and guidance materials to support the conformity assessment of EATMN constituents and systems. The CATF membership consists of industry, national Regulators, future NSAs, ANSPs and the Commission. It is considered that this is the appropriate forum to address conformity assessment matters.

The CATF will be involved as an advisory body:

- To provide recommendations about the conformity assessment of constituents and systems supporting aeronautical data integrity.
- To endorse the appropriate conformity assessment requirements to be included into the rule.
- To define co-ordinated actions, if needed with EASA and JAA.

3.4 Proposed EUROCONTROL Support

Support for the implementation is designed to provide assistance to stakeholders within the scope of the implementing rule. The final report will include a list of actions proposed by EUROCONTROL to support the implementation of the implementing rule. This will contain but will not be limited to topics such as: implementation planning and provision of supporting documentation/training to service providers and airspace users and/or notified bodies, awareness packages, tools etc.

3.5 ENPRM Mechanisms Applicable to the Development of the Final Report

The ENPRM regulatory process in its **full** application is not applicable to the development of the final report. It is a complete rule-making process used for the development of EUROCONTROL regulatory products under the legal framework of the EUROCONTROL Convention. However, the ENPRM process has been developed from existing best practice and was designed to ensure that material was developed with ease of transposition into EC and national legal orders. Moreover, it provides requirements to ensure the involvement of all stakeholders, and other organisations such as ICAO in the development process. Use of applicable ENPRM process mechanisms will therefore be made to bring benefits to the development of the final report as requested by the European Commission's mandate.

3.5.1 Consultation activities

Consultation throughout the development of the regulatory material is an essential aspect of the process and ensures appropriate stakeholder involvement whilst enhancing transparency. For clarity it is important to note that there are 2 basic types of consultation activity:

- "Formal" Consultation.

Formal consultation is a specific and formatted event which submits for widespread 'public' consultation, the draft regulatory material (and supporting material) or a discussion paper (Advanced-ENPRM¹) for comment. Stakeholders and other interested parties are invited to submit their formal positions and comments on the

¹ An Advanced-ENPRM (A-ENPRM) is a formal consultation activity that publishes a discussion paper for widespread comment to gain information necessary to support the further development of the regulatory material and/or to seek views on a particular aspect or proposed approach. The results of an A-ENPRM will influence the regulatory approach. An A-ENPRM does not replace the ENPRM which publishes the mature draft regulatory material for formal comment.

documents. These comments are reviewed systematically and can affect the final draft version of the documents.

- “Informal” Consultation.

Informal consultation is a more general activity which commences at the start of the process and continues until formal consultation is launched. The ‘consultation’ aspect is achieved through the involvement of stakeholders and experts in various activities associated with the development of the draft material. This might include, inter-alia, participation in working groups, workshops, technical meetings and document reviews through written consultation. In respect of this mandate, the informal consultation process extends from the delivery of the Initial Plan to the European Commission to the delivery of the draft final report.

3.5.2 Applicable phases of the ENPRM process

Mechanisms of the following phases of the ENPRM processes are specifically applicable to the development of the final report: Drafting Phase, Consultation Phase and Review of Comments. Mechanisms of the adoption and publication phases of the ENPRM process are out of the scope of the SES mandate activities.

Drafting Phase

This phase addresses the development of the draft implementing rule and its justification material. ENPRM principles can be used as a reference for the regulatory drafting and for the impact assessment activities.

The specific informal consultation arrangements will involve ‘focal point’ representatives nominated by the stakeholders in the development and refinement of regulatory and associated products. Experts’ opinions are sought on specific issues relating to regulatory products or specifications during the development of the documents concerned. It is expected that most of the exchanges will take place via electronic means. During this phase, regular information will also be provided directly to relevant existing bodies and groups (CESC, CMIC, ACG, EAG, etc.) when they meet.

During the first part of the Drafting phase a paper (draft regulatory approach) will be distributed with the aim of collecting the views and opinions of stakeholders on the various alternatives to be proposed for the regulatory approach. This may take the form of an ‘informal’ limited circulation paper or may require a more formal A-ENPRM discussion paper depending on the assessment of the required scope of the consultation.

Consultation Phase

This phase applies to formal consultation activities and primarily those concerned with the circulation of the draft implementing rule for widespread comment. However it will also be applicable should an A-ENPRM consultation activity be used concerning the regulatory approach. With respect to the proposed draft implementing rule, the consultation will be conducted on the version included in the draft final report to be submitted to the European Commission and as supported by the draft justification material. The outcome of the consultation will influence the final draft version of the implementing rule.

The scope of the formal consultation will be extended to all stakeholders notably national authorities (civil and military), civil and military ANSPs, airspace users’ organisations, international organisations, social and industry representatives (see attachment). Other interested parties (including the public) will be consulted through full use of the EUROCONTROL web site.

Two Stakeholder workshops are foreseen: the first to discuss the outcome of the regulatory approach following the written consultation; the second following the formal consultation on the proposed draft implementing rule to present the results of the consultation (once comments received have been reviewed). Where practicable, attempts will be made to combine workshops with those required for the mandates on Air-Ground Voice Channel Spacing and on Data Link Services.

This phase of the consultation will be managed with appropriate procedures to maintain an efficient contact between drafting groups and stakeholders.

Review of Comments Phase

This phase corresponds to the analysis of comments collected during the formal consultation activity (or activities). Drafting groups analyse the received comments and may provide further explanation to clarify some points or may propose to include or reject an amendment on the basis of an appropriate rationale. Following the formal consultation process for the draft implementing rule, a Summary of Responses document will be developed as a deliverable part of the final report.

4. DEVELOPMENT PLAN

The development plan is organised into eight work-packages:

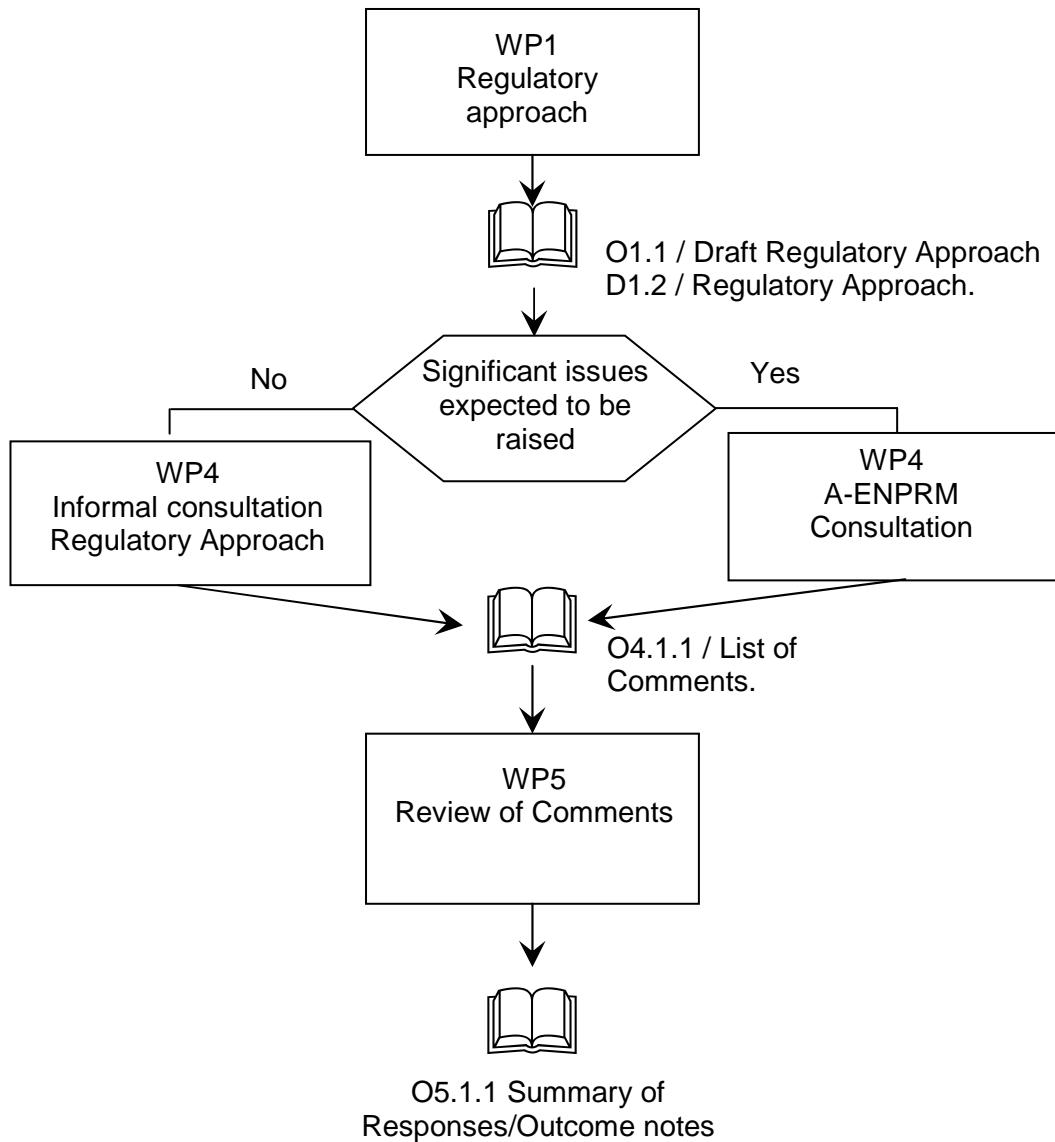
- Drafting of the regulatory approach, WP1;
- Drafting of the implementing rule, WP2;
- Drafting of the justification material, WP3;
- Consultation, WP4;
- Review of comments, WP5;
- Safety analysis, WP6;
- Proposed support to stakeholders, WP7;
- Packaging of the final report, WP8.

The development plan is broken-down into two phases:

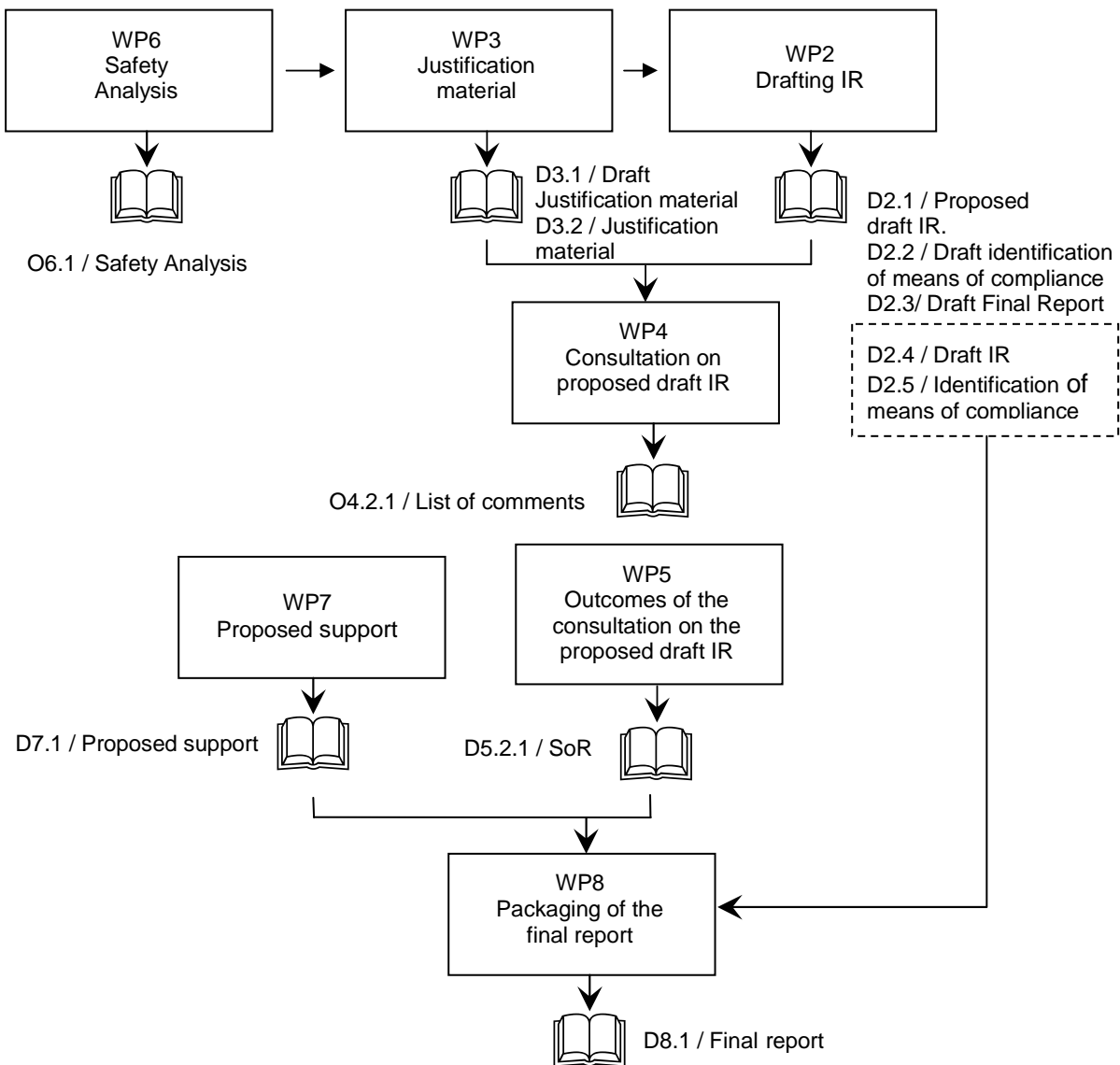
1. The first part is the development of the Regulatory Approach. During the informal consultation activities, if there are no major reservations arising from the regulatory analysis, the Regulatory Approach will be subject to a written consultation with stakeholders before progressing to the drafting phase. If there are significant issues expected to be raised concerning the regulatory approach or the mandate as a whole, or if the scope of the affected parties demands it, the written consultation will take the form of a widespread and formal Advanced-ENPRM (A-ENPRM) consultation. The responses to both types of written consultation will be analysed and will be taken into account in the final version of the Regulatory Approach. The version of the Regulatory Approach that will be submitted for written consultation may offer several options on the basis of analysis.
2. The second part is the development of the final report including the draft implementing rule, the justification material, the identification of means of compliance and the proposed support to stakeholders. These materials are developed on the basis of the defined Regulatory Approach.

By convention for the description of work packages and tasks, outputs are internal products (identified by a label like Ox.x) not delivered to the European Commission whereas deliverables are products (identified by a label like Dx.x) which are part of the final report delivered to the European Commission.

The following figure depicts the workflow for the first part, the development of the regulatory approach.



The following figure depicts the workflow for the second part, the development of the final report.



NB The above flow diagrams show minor differences with those included in the Data Link Services and Air-Ground Voice Channel Spacing Initial Plans due to slight variations in the work package task flows. These are necessary to meet specific requirements of the aeronautical data integrity project plan. However, the work packages and task contents are consistent between all 3 Interoperability Initial Plans.

4.1 WP1: Drafting of the Regulatory Approach

WP1: Drafting of the Regulatory Approach		
<i>Effort:</i>	135 Man x days	
<i>Duration:</i>	93 days	
<i>Start Date:</i>	01 Aug 2005	
<i>End Date:</i>	30 Nov 2005	
Inputs	Outputs	Nature
Reference material	Draft Regulatory Approach Regulatory Approach	

4.1.1 Objectives

The objectives of the work-package are:

- To define the objective and scope of the implementing rule.
- To provide an analysis of the technical regulatory (interoperability) aspects, including an early impact assessment.
- To provide an analysis of conformity assessment aspects.
- To provide an analysis of implementation conditions.
- To propose an overall structure of the implementing rule.
- To identify, for the draft Regulatory Approach, a number of options for the regulatory approach for the written consultation.
- To describe the articulation between the regulatory provisions and possible means of compliance.

4.1.2 Work Items

The work to be achieved is broken-down as follows:

1. Carry out the regulatory analysis including:
 - Revision of the issues giving rise to regulatory requirements, including concrete evidence of the need for regulation in each area subject to regulation.
 - Mapping and consideration of existing and future requirements and provisions (national and international) concerning end-to-end data integrity:
 - Include description of the post-AIP publication situation, notably concerning end-user data integrity requirements and EASA and JAA, and other initiatives.
 - Investigation of the feasibility of the mandate of regulatory requirements (e.g. 10⁻⁸ level).

- Identification and specification of criteria to ensure the achievement of aeronautical data integrity within the EATMN:
 - Include also the relationship required with EASA, JAA and other bodies to support end-to-end data integrity from origination to end use (e.g. in FMSs).
- Recommendations to determine regulatory requirements for the implementing rule.
- Considerations on the level of prescription of these regulatory requirements.

(NB For the written consultation, the above should also expect to deliver a number of options for the regulatory approach).

2. Conduct an early impact assessment on safety, economic and regulatory aspects using readily available data and assumptions based on scope and general content.
3. Carry out the analysis of conformity assessment aspects.
4. Carry out the analysis of implementation conditions with, in particular:
 - transitional arrangements and dates of implementation.
5. Propose an articulation between the implementing rule and means of compliance.
6. Provide a rationale about the refinement of essential requirements by the rule.
7. Capture the objective and the scope of the rule:
 - Considering need for end-to-end data integrity (including post-publication phase).
 - On the basis of the definition of the Operational Service Environment Definition (OSED), ensuring that the full scope of the regulated and impacted parties is captured.
8. Define the overall structure of the rule in terms of preamble, enacting terms and annexes.
9. Update the regulatory approach in accordance with the outcomes of the review of comments on the written consultation on the draft regulatory approach.

4.1.3 Dependencies

- Reference Material.

4.1.4 Output

- O1.1, Draft Regulatory Approach.
- D1.2, Regulatory Approach.

4.2 WP2: Drafting of the Implementing Rule

WP2: Drafting of the Implementing Rule		
<i>Effort:</i>	105 Man x days	
<i>Duration:</i>	203 days	
<i>Start Date:</i>	30 Nov 2005	
<i>End Date:</i>	04 Sep 2006	
Inputs	Outputs	Nature
Regulatory Approach Draft Justification Material Reference Material	<ul style="list-style-type: none"> ○ Draft Final Report ○ Proposed Draft Implementing Rule ○ Draft Identification of Means of Compliance ○ Draft Implementing Rule ○ Identification of Means of Compliance 	Deliverables of the draft final report and for the final report

4.2.1 Objectives

The objectives of this work-package are:

- the development of the draft implementing rule and the identification of means of compliance;
- the compilation and submission to the Commission of the draft final report.

4.2.2 Work Items

In line with the outcomes of the regulatory approach and the proposed structure for the implementing rule, the work to be achieved is broken-down as follows:

- Specify the regulatory provisions under each article and each of the Annexes.
- Specify the preamble of the implementing rule.
- Identify the means of compliance associated to the implementing rule:
 - identification of current and future materials (national and international) likely to provide possible means of compliance;
 - description of existing means of compliance;
 - description of means of compliance to be further developed, if any;
- Compile the draft final report and submit to the Commission for discussion.
- To update the draft implementing rule and means of compliance in accordance with the outcomes of the formal consultation.

- Organise an internal review of the rule and its associated means of compliance.

4.2.3 Dependencies

- D1.2 Regulatory Approach.
- D3.1, Draft Justification Material

4.2.4 Deliverables

The deliverables are:

- D2.1, Proposed Draft Implementing Rule.
- D2.2, Draft Identification of Means of Compliance.
- D2.3, Draft Final Report, encompassing the above deliverables (D2.1 and D2.2 plus D3.1 from WP3).
- D2.4, Draft Implementing Rule.
- D2.5, Identification of Means of Compliance.

4.3 WP3: Drafting of the Justification Material

WP3: Drafting of the Justification Material		
<i>Effort:</i>	182 Man x days	
<i>Duration:</i>	299 days	
<i>Start Date:</i>	01 Aug 2005	
<i>End Date:</i>	07 Sep 2006	
Inputs	Outputs	Nature
Regulatory Approach Reference material	<ul style="list-style-type: none"> ○ Draft Justification Material ○ Justification Material 	Deliverable of the draft final report

4.3.1 Objective

The objective of this work-package is the development of the draft Justification Material.

4.3.2 Work Items

The work to be achieved is broken-down as follows:

- Develop Part I : Operational Service Environment Definition (OSED):
 - The OSED is used as the basis for assessing and establishing operational, safety, performance, and interoperability requirements for the related CNS/ATM system. It is developed based on an operational services and environment information capture process that coordinates the information among stakeholders. The OSED facilitates the formulation of technical and procedural requirements based on operational expectations and needs and is updated as necessary throughout the coordinated requirements determination process. The OSED captures requirements that have been derived and/or validated as being necessary for a particular operational service.
- Develop Part II: Implementing Rule Configuration - by further developing output from the Regulatory Approach:
 - The analysis of the objective and scope of the rule;
 - The technical regulatory analysis;
 - The analysis of the conformity assessment aspects;
 - The analysis of the implementation conditions.

Part II will re-use the results of the regulatory approach and therefore the work concerned with providing the main input to Part II will be conducted under WP1 and refined as necessary during the further development of the draft implementing rule.

- Develop Part III “Impact assessment” with:
 - The safety summary;

- The economic impact assessment;
- The impact upon other rules (including any necessary parallel regulatory developments required).

Following the review of comments and public workshop on the formal consultation, the draft justification material will be updated in accordance with the outcomes of those consultation activities (as necessary).

4.3.3 Dependencies

- D1.2, Regulatory Approach.

4.3.4 Deliverables

- D3.1, Draft Justification Material.
- D3.2, Justification Material.

4.4 WP 4: Consultation

WP 4: Consultation		
<i>Effort:</i>	50 Man x days	
<i>Duration:</i>	220 days	
<i>Start Date:</i>	13 Oct 2005	
<i>End Date:</i>	09 Aug 2006	
Inputs	Outputs	Nature
Regulatory Approach Paper	List of comments on the regulatory approach consultation	Internal document to be used in WP 5 "Review of comments"
Proposed draft implementing rule	List of comments on proposed draft implementing rule	Internal document to be used in WP 5 "Review of comments"

4.4.1 Objective

The objectives of this work package are:

- to organise a written consultation on the regulatory approach;
- to carry out a formal consultation on the draft implementing rule proposed in the draft final report submitted to the European Commission;
- to organise a public workshop to discuss the outcome of the regulatory approach;
- to organise a public workshop to discuss the results of the consultation on the draft final report.

To achieve these objectives, the work-package is subdivided into 2 tasks.

4.4.2 Task 4.1: Consultation on the Regulatory Approach

4.4.2.1 Objective

The objectives of the task are:

- To launch a written consultation on the Regulatory Approach, either:
 - using the A-ENPRM mechanisms for a widespread consultation, or
 - a more focussed informal consultation using nominated Focal Points.

The choice of approaches will rely upon an assessment of the required scope of consultation required. This may depend, inter alia, on the seriousness of the issues surrounding the proposal and/or the scope of impact of the regulatory provisions.

4.4.2.2 Work items

The work to be achieved is broken-down as follows:

- Prepare the consultation distribution list;
- Prepare the written consultation package submitted for consultation (including the Regulatory Approach paper with options to the approach);

- Publish and distribute the consultation package.

4.4.2.3 Dependencies

- O1.1 Draft Regulatory Approach which will include possible options for a regulatory approach.

4.4.2.4 Deliverables

- 4.1.1, List of comments on the Regulatory approach.

4.4.3 Task 4.2: Consultation on the Draft Implementing Rule

4.4.3.1 Objective

The objective of the task is:

- to organise the formal consultation on the draft implementing rule as included in the draft final report;
- to collect views and opinions of stakeholders on the proposed draft implementing rule.

4.4.3.2 Work items

The work to be achieved is broken-down as follows:

- Prepare the distribution list with notably national authorities (civil and military), civil and military ANSPs, airspace users' organisations, international organisations, social and industry representatives.
- Prepare the approved consultation package (proposed draft implementing rule and draft means of compliance).
- Publish and distribute the consultation package including the draft implementing rule.

4.4.3.3 Dependencies

- D2.1, Proposed Draft Implementing Rule.
- D3.1, Draft Justification Material.

4.4.3.4 Deliverable

- 4.2.1, List of comments on the proposed draft implementing rule.

4.5 WP5: Review of Comments

WP5: Review of Comments		
<i>Effort:</i>	122 Man x days	
<i>Duration:</i>	196 days	
<i>Start Date:</i>	14 Nov 2005	
<i>End Date:</i>	08 Aug 2006	
Inputs	Outputs	Nature
- List of comments Regulatory Approach - Draft Regulatory Approach	- Summary of responses on the regulatory approach	Review of comments on the regulatory approach
- List of comments proposed draft implementing rule	- Summary of responses on the proposed draft implementing rule	Review of comments on the proposed draft implementing rule

4.5.1 Objectives

The objectives are:

- To review the comments on the regulatory approach consultation and provide appropriate recommendations on the pursuit of the development process.
- To review the comments on the proposed draft implementing rule consultation and provide appropriate recommendations on the further development of the draft implementing rule.

To achieve these objectives, the work package is subdivided into 2 tasks.

4.6 Task 5.1: Outcomes of the Consultation on the Regulatory Approach

4.6.1 Objective

The objectives are:

- To analyse and consolidate the views and comments expressed by stakeholders on the regulatory approach.
- To provide recommendations on the pursuit of the development process.
- To organise a workshop on the outcome of the regulatory approach.

4.6.2 Work items

The work to be achieved is broken-down as follows:

- Conduct a detailed review of comments with a course of action for each comment.
- Make contact with originators of comments in cases where clarification and discussion are needed.

- Produce a Summary of Responses, SOR document to report on the outcome and action taken as a result of the consultation.
- Provide recommendations for the pursuit of the development process.
- Organise a workshop to discuss the outcome of the regulatory approach.

4.6.3 Dependencies

- O4.1.1, Lists of comments on the Regulatory Approach consultation.
- O1.1, Draft Regulatory Approach.

4.6.4 Deliverables

The deliverables are:

- O5.1.1, Summary of responses on the Regulatory Approach/Notes on outcome of informal consultation.

4.7 Task 5.2: Outcomes of the Consultation on the Draft Implementing Rule

4.7.1 Objective

The objectives are:

- To analyse and consolidate the views and comments expressed by stakeholders on the proposed draft implementing rule.
- To organise a workshop to present the results of the formal consultation.

4.7.2 Work items

The work to be achieved is broken-down as follows:

- Conduct a detailed review of comments with a course of action for each comment.
- Make contact with originators of comments in cases where clarification and discussion are needed.
- Produce a Summary of Responses, SOR document to report on the outcome and action taken as a result of the consultation.
- Organise a workshop to discuss the results of the formal consultation.

4.7.3 Dependencies

- O4.3.1, List of comments on the proposed draft implementing rule.

4.7.4 Deliverables

The deliverables are:

- D5.2.1, Summary of Responses on the proposed draft implementing rule.

4.8 WP6: Safety Analysis

WP6: Safety analysis		
<i>Effort:</i>	147 Man x days	
<i>Duration:</i>	293 days	
<i>Start Date:</i>	01 Aug 2005	
<i>End Date:</i>	31 Aug 2006	
Inputs	Outputs	Nature
Regulatory Approach Justification material (Parts I & II)	Safety Analysis	Internal document

4.8.1 Objectives

The objective of this work-package is to conduct a safety analysis to clarify the validity of any existing safety material/activities and, where necessary, to conduct a further safety analysis, with respect to the baseline of the rule as defined in the Regulatory Approach and further based on the definition of the draft implementing rule.

4.8.2 Work items

The work to be achieved is broken-down as follows:

- Identify the available safety material.
- Analyse to what extent the validity of existing safety material is applicable.
- Propose any action, if needed to extend the validity of existing material and/or conduct new safety analysis.
- Carry out the relevant actions to extend the validity of existing material and/or conduct new safety analysis.

4.8.3 Dependencies

- D1.2., Regulatory Approach.
- D3.1, Justification Material.

4.8.4 Output

The output is:

- O6.1, Safety Analysis.

4.9 WP 7: Proposed Support to Stakeholders

WP 7: Proposed Support to Stakeholders		
<i>Effort:</i>	20 Man x days	
<i>Duration:</i>	72 days	
<i>Start Date:</i>	05 May 2006	
<i>End Date:</i>	08 Aug 2006	
Inputs	Outputs	Nature
Draft Implementing rule	EUROCONTROL proposed actions to support the implementation of the implementing rule	Deliverable

4.9.1 Objective

The objective is to define a package to support stakeholders for the implementation of this rule. The actions might also embrace the monitoring of compliance and support to coordination of exemptions.

4.9.2 Work Items

- identification of current and future materials and activities (national and international) likely to provide support to implementation (e.g. guidelines, projects, training etc);
- description of proposed support to stakeholders.

4.9.3 Dependency

- D2.4, Draft Implementing Rule.

4.9.4 Deliverables

The deliverable is:

- D 7.1, Proposed support to stakeholders.

4.10 WP8: Packaging of the Final Report

WP8: Packaging of the final report		
<i>Effort:</i>	20 Man x days	
<i>Duration:</i>	17 days	
<i>Start Date:</i>	07 Sep 2006	
<i>End Date:</i>	29 Sep 2006	
Inputs	Outputs	Nature
<ul style="list-style-type: none"> - Draft implementing rule - Justification material - Identification of means of compliance - Proposed actions to support stakeholders - Summary of responses 	Final report including all the input documents	Deliverables

4.10.1 Objective

The objective is to compile the Final Report.

4.10.2 Work items

The work to be achieved is broken-down as follows:

- to draft the cover paper introducing the different documents of the final report;
- to aggregate the different documents of the final report;
- to draft the letter for the final delivery to the Commission.

4.10.3 Dependencies

- D5.2.1, Summary of responses on the draft implementing rule;
- D2.4, Draft Implementing Rule;
- D3.2, Justification Material;
- D2.5, Identification of Means of Compliance;
- D 7.1, Proposed support to stakeholders.

4.10.4 Deliverable

The deliverable

- D8.1, Final report.

5. OVERALL MANAGEMENT

5.1 Organisation

This chapter describes how the development plan will be managed in its entire lifecycle. It addresses the management process internal to the Agency.

EUROCONTROL proposes an appropriate project organisation to fulfil the terms of the mandate with:

- The mandate manager
- The review group
- The mandate focus groups.

Mandate Manager

The mandate manager is responsible for the efficient achievement of the European Commission's mandate and for coordination of the objectives of each mandate working group. The mandate manager is responsible for:

- Management of co-ordination activities within and outside the Agency.
- Management of production activities for the development of products required by the European Commission's mandate.
- Management of supporting activities including in particular quality, configuration and planning matters.
- Management of reporting activities.

The mandate manager reports to the Director responsible.

Review Group

This Review Group is in charge of the internal review of the mandate deliverables, in particular the implementing rule, the justification material, and the identification of means of compliance and further developments.

Members of the Review Group are not members of mandate working groups developing regulatory products.

Mandate focus groups

There are four groups:

- Implementing Rule Drafting Group, IRDG
- Safety Focus Group, SFG
- Justification Drafting Group, JDG
- Support services Group, SSG.

Implementing Rule Drafting Group

The IRDG is responsible for the identification of the regulatory objectives and of the regulatory approach. Based on this approach (selected following the 1st written consultation), the group will proceed with development of the Implementing Rule. It will also identify the necessary means of compliance with the regulatory provisions and any further developments, as appropriate. The group will integrate the outcome of the other groups (e.g. the safety requirements provided by the Safety Focus Group) into the draft implementing rule.

Safety Focus Group

The Safety Focus Group is responsible for the provision of safety requirements for inclusion in the draft implementing rule. Following the decision on the regulatory approach, the group will analyse the availability of the safety documentation and the need for further developments of the Safety Case. Based on the above, the group will provide the IRDG with the safety requirements to be integrated in the implementing rule. Following the safety analysis the group will summarize it and its conclusions in a “Safety Summary” to be included in the Justification Material.

Justification Drafting Group

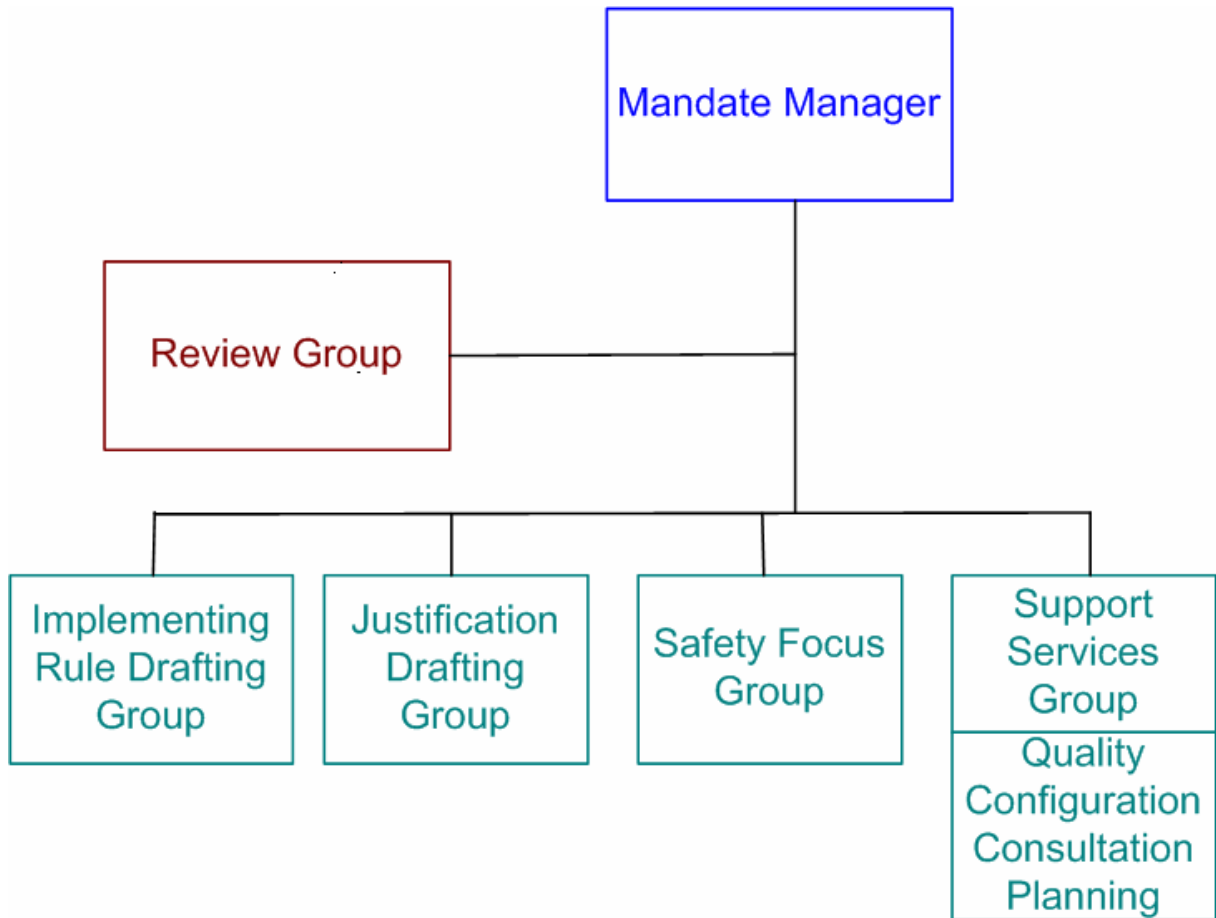
The Justification Drafting Group is responsible for the development of the justification part addressing in particular, the impact assessment. The group will provide the economic impact assessment associated with the proposed implementing rule. It will also provide any other justifications for the proposed rule, as appropriate, and will integrate the relevant outcome of the safety argument (the Safety Summary).

Support Services Group

The Support Services Group provides support to the other groups on quality and configuration matters. The group will also manage and run the formal consultation process and will establish and monitor the overall planning.

The following picture illustrates the project organisation.

The following diagram illustrates the project organisation.



5.2 Quality Management

EUROCONTROL shall assure that the delivered products meet the expected level of quality. The SES Quality Management Plan shall contain at least the following elements:

- Quality Requirements ruling the development of the deliverables.
 - Quality Requirements for the development of regulatory provisions (with due consideration to existing Guidance for the drafting of Community Legislation).
 - Quality Requirements for the development of the justification material and identification of means of compliance and further developments.
- Quality Controls to verify that the development of deliverables in terms of process and products complies with applicable quality requirements.

One single Quality Management Plan is foreseen to embrace all European Commission's mandates.

5.3 Configuration Management

EUROCONTROL shall ensure proper control of documents and records in accordance with applicable Configuration Management Procedures described in the SES Configuration Management Plan, which shall contain at least the following elements:

- reference documents used for the execution of the European Commission's mandate are properly identified and made available to members of the mandate focus groups;
- common rules are established for the management of documents;
- documents are approved for adequacy prior to issue;
- documents are reviewed and updated as necessary and re-approved;
- changes and current revision status of documents are identified;
- relevant versions of applicable documents are available at points of use;
- documents remain legible and readily identifiable;
- documents of external origin are identified and their distribution controlled;
- obsolete documents are prevented from unintended use and suitable identification is applied to them if they are retained for any purpose.

The facility to manage documents shall be properly organised to support the full set of document products necessary to the development of implementing rules.

6. LIST OF DELIVERABLES

The following table defines the timescale for the delivery of documents and reports.

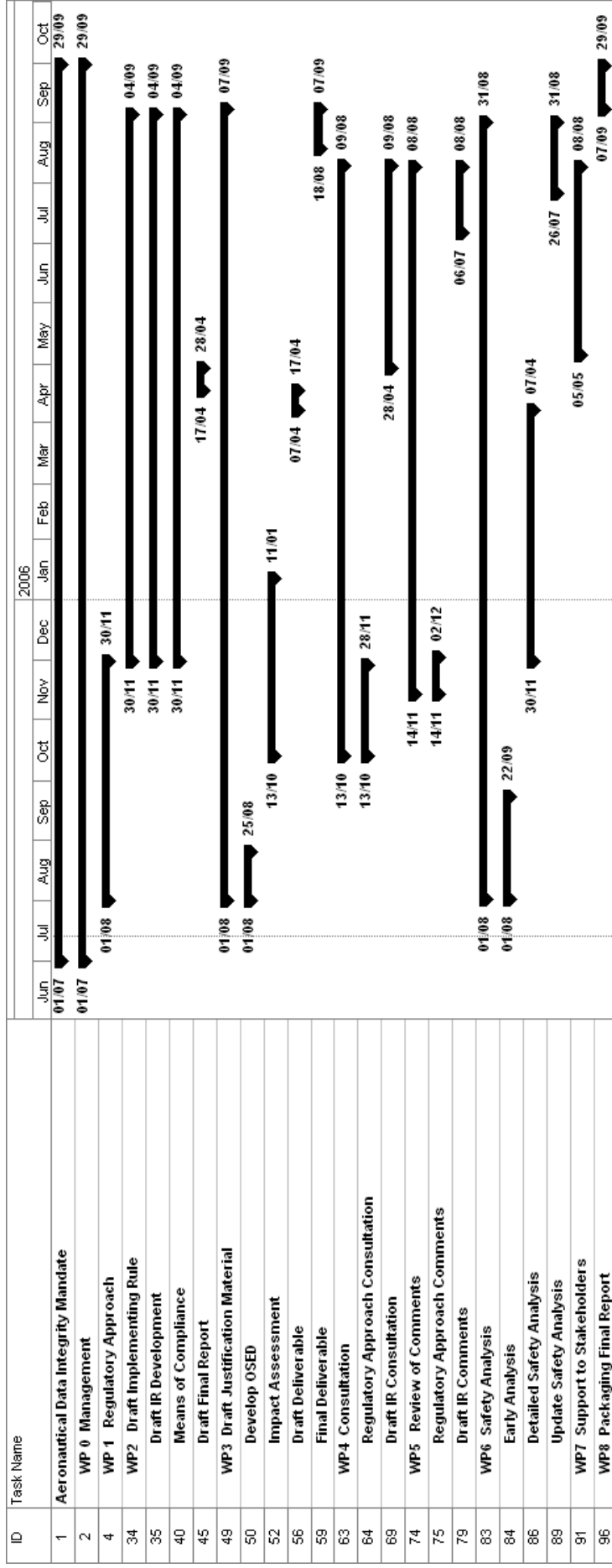
Documents / Milestones	Regulatory approach
Regulatory Approach	D1.2
Milestone	30 November 2005

Documents / Milestones	Draft Final Report
Proposed Draft Implementing Rule	D2.1
Draft Identification of Means of Compliance	D2.2
Draft Justification Material	D3.1
Milestone	28 April 2006

Documents / Milestones	Final Report D8.1
Draft implementing rule	D2.4
Justification material	D3.2
Identification of means of compliance	D2.5
Summary of responses on the draft implementing rule	D5.2.1
Milestone	29 September 2006

7. PLANNING

The following GANTT chart presents the overall planning of the development.



Reference List of Stakeholders for formal consultation and invitation to workshops

National Civil and Military Authorities

- Departments/ ministries of Transport and Defence of the EUROCONTROL/ECAC Member States
- Aviation Regulatory Authorities of the EUROCONTROL Member States
- FAA (Federal Aviation Administration)
- NAVCANADA
- US-Department of Defence

Air Navigation Service Providers

- Civil and Military Air Navigation Service Providers of the EUROCONTROL/ ECAC Member States

International Organisations

- ICAO (International Civil Aviation Organisation)
- ECAC (European Civil Aviation Conference)
- CANSO (Civil Air Navigation Services Organisation)
- JAA (Joint Aviation Authorities)
- ACI (Airports Council International)

Airspace Users Organisations

- IATA (International Air Transport Association)
- IACA (International Air Carrier Association)
- IAOPA (International Council of Aircraft Owner and Pilot Associations)
- EBAA (European Business Aviation Association)
- ERAA (European Regions Airlines Association)
- ELFAA (European Low Fares Airlines Association)
- AEA (Association of European Airlines)

Military Airspace Users

- NATO (North Atlantic Treaty Organisation)
- Military Aviation Forces of the EUROCONTROL Member States

Industrial and Social Representatives

- IFALPA (International Federation of Air Line Pilot's Associations)
- IFATCA (International Federation of Air Traffic Controller's Associations)
- IFATSEA (International Federation of Air Traffic Safety Electronic Associations)
- ECA (The European Cockpit Association)
- AECMA (European Association of Aerospace Industries)
- EUROCAE (European Organisation for Civil Aviation Equipment)
- ATCEU (Air Traffic Controllers European Unions Coordination)
- ETF (European Transport Workers' Federation)

EUROCONTROL Bodies (through their Chairman)

- CMIC (Civil / Military Interface Standing Committee)
- SRC (Safety Regulation Commission)
- PRC (Performance Review Commission)
- RC (Regulatory Committee)
- CESC (Chief Executive Standing Conference)

NB: The European Commission, as mandating EUROCONTROL of the SES mandates, is not mentioned explicitly in the above list but will of course be kept fully involved.