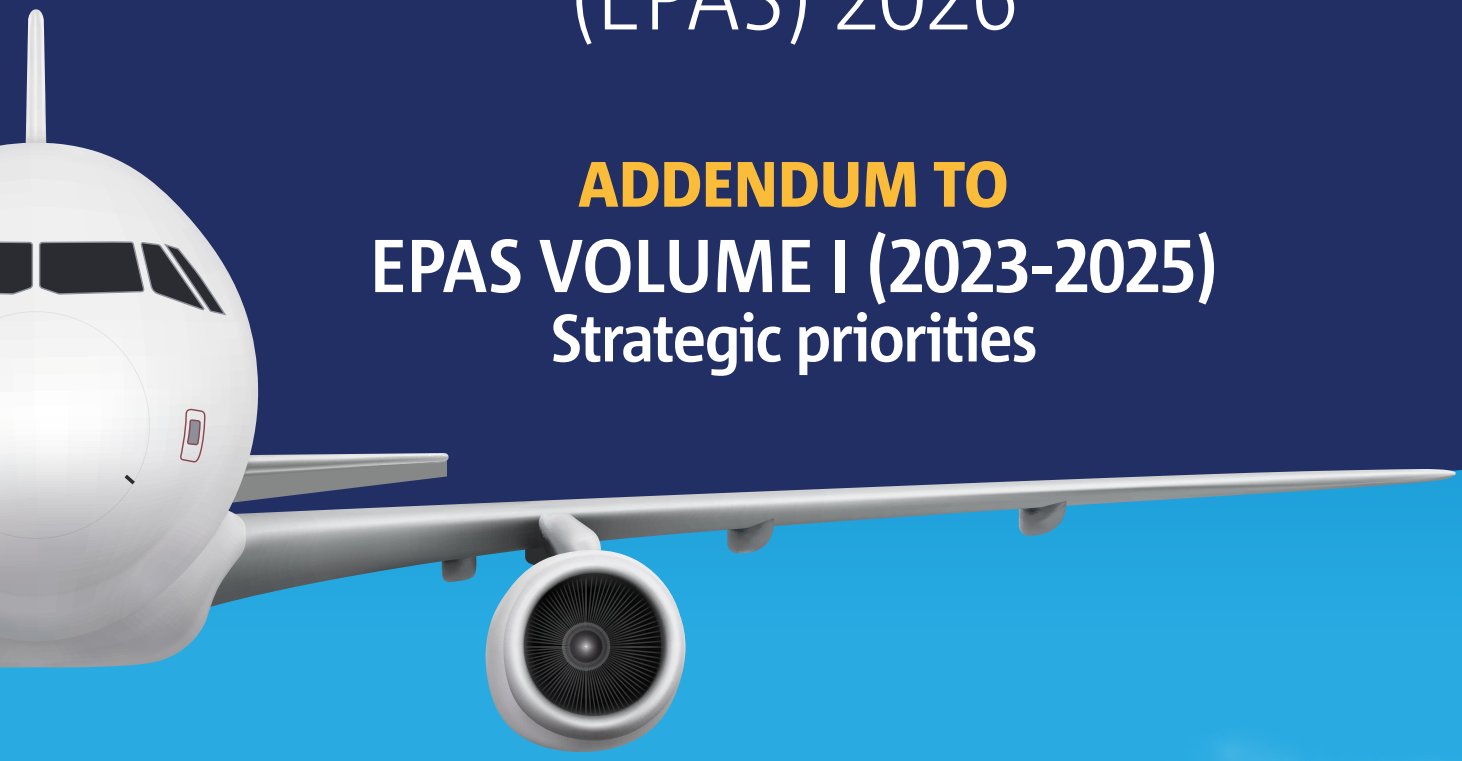
EASA
European Union Aviation Safety Agency

EUROPEAN PLAN FOR AVIATION SAFETY (EPAS) 2026

ADDENDUM TO EPAS VOLUME I (2023-2025)
Strategic priorities



European Union Aviation Safety Agency

Contents

I. Purpose and scope of this addendum

A midterm review of the 2023-2025 Edition of the European Plan for Aviation Safety (EPAS) Volume I in 2024 concluded that the subjects identified as strategically relevant for the European aviation safety system were still valid and that limited changes could be made to bring the plan up to date. More recent consultations with the Agency advisory bodies (ABs) have concluded that the EPAS itself should be fully revised to ensure that it continues efficiently to fulfil the purposes of Articles 5, 6 and 8 of Regulation (EU) 2018/1139 (the 'Basic Regulation').

The revision of the EPAS and of the safety risk management (SRM) is ongoing and it is focused on identifying priorities and improving the robustness, efficiency and clarity of the key processes. In this context, the Agency has produced an addendum to the 2023-2025 Edition of the EPAS Volume I to bring in the limited changes required to update the strategic priority areas and maintain alignment between Volumes I and II. This addendum effectively extends the validity of the current EPAS Volume I for one year to the end of 2026, with minor modifications. This measure will allow the completion of the ongoing revision of the EPAS with adequate stakeholder consultation. Volumes II and III of the EPAS will be issued for 2026 following the standard process.

In Chapter 3 of Volume I, the addendum:

- introduces subjects that are not yet covered in Volume I and need to be addressed as of 2026, and
- modifies the description of subjects for which the scope must be significantly changed to maintain consistency with related EPAS actions.

The other subjects in Chapter 3 of Volume I are not affected by this addendum, even if the related actions have been completed or modified to a lesser degree in the meantime.

No changes are considered necessary to Section 2.2 *Operational context* or Chapter 4 *Performance* at this stage.

A fully revised EPAS is expected to be available towards the end of 2026, to become applicable as of 2027.

II. Editorial amendments to the cover page and to Chapters 1 to 4

On the cover page and in the header of each page, the text '2023-2025' is replaced by '2023-2026'.

In the foreword text:

- the paragraph 'We are also maintaining the goal for the EASA Member States to demonstrate [...] the efforts of States to increase safety.' is removed.
- The following sentence:

  'The crises of recent years have highlighted the importance of resilience within the system to mitigate external and internal shocks. Competence of personnel is an important enabler for resilience and is therefore assigned an elevated priority ranking within the EPAS strategic priorities for 2023-2025.'

  is replaced by:

  'The crises of recent years have highlighted the importance of resilience within the system to mitigate external and internal shocks. Competence of personnel is an important enabler for resilience and is therefore assigned an elevated priority ranking within the EPAS strategic priorities for 2023-2026.'
- the signature 'Patrick Ky' is replaced by '*Florian Guillermet*'

In Chapter 2, Section 2.1 *General*, the following sentence:

'The 2022 EPAS planning cycle led to the publication of the EPAS 2023-2025 Edition of Volume I together with the EPAS 2023 Edition of Volumes II and III. The subsequent annual planning cycles will result in the publication of the 'EPAS 2024 edition' and the 'EPAS 2025 edition' of Volumes II and III respectively.'

is replaced by:

'*The 2022 EPAS planning cycle led to the publication of Volume I with the initial reference period 2023-2025. In addition, the 2022 EPAS planning cycle produced the 'EPAS 2023 Edition' of Volumes II and III. The subsequent EPAS annual planning cycles resulted in the publication of the 'EPAS 2024 Edition' and the 'EPAS 2025 Edition' of Volumes II and III respectively. In 2025, the reference period of Volume I was extended to 2026 by the means of an addendum.*'

The first sentence of Chapter 3:

'The overall strategic direction for EPAS 2023-2025 is to build a safe, secure, sustainable and resilient aviation system, to enhance its capability to address disruptive events of any type.'

is replaced by:

'*The overall strategic direction for EPAS 2023-2026 is to build a safe, secure, sustainable and resilient aviation system, to enhance its capability to address disruptive events of any type.*'

III. Amendments to Section 3.1 *Systemic safety & resilience*

Section 3.1.1.2 is rescoped to include the impact of GNSS interference on civil aviation operations and the safe transition to performance-based navigation

The text of the 'Key actions' is removed, and the following text is introduced after the fourth paragraph of 'Section 3.1.1.2 Manage security risks with an impact on aviation safety:

'3.1.1.2.1 Impact of GNSS interference on civil aviation operations

Recently, global navigation satellite system (GNSS) jamming and spoofing incidents, particularly in areas surrounding conflict zones, have increasingly threatened the integrity of positioning, navigation, and timing (PNT) services at a global level. GNSS is a service based on satellite constellations such as the US global positioning system (GPS) and EU's Galileo. Due to the extremely weak radio signal and lack of authentication mechanism, the system is prone to jamming and spoofing.

Jamming blocks the satellite signal, whereas spoofing sends false information to the receiver on board the aircraft.

When uncoordinated and non-authorised, this constitutes a threat to the whole aviation system, on the ground and in the air, due to its potential effect on communication, navigation, surveillance and flight systems. It also has a cross-organisation impact, directly affecting air navigation service providers, aerodrome operators and aircraft operators from several EU Member States but also worldwide, and new entrants such as unmanned aircraft systems operators and operators conducting high-altitude operations .

Related safety issues in EPAS Volume III: SI-0034 Impact of GNSS interference on civil aviation operations. A best intervention strategy (BIS) document is being prepared on this safety issue.'

'3.1.1.2.2 Safe transition to performance-based navigation (PBN)

Regulation (EU) 2018/1048[1] prescribes the transition to a PBN environment in the single European sky (SES). This Regulation has several implicit objectives, including:

1. *The implementation of PBN routes and approach procedures in a harmonised manner by using common ICAO navigation specifications and functionalities. Implementation priorities are defined by setting three implementation milestones, namely 3 December 2020, 25 January 2024 and 6 June 2030.*
2. *The restrictions to the use of the most conventional navigation procedures from 6 June 2030, which are meant to be replaced by the aforementioned PBN routes and approach procedures. Then, PBN is intended to be used as the predominant means of navigation in all phases of flight, except in the event of PBN contingencies and when CAT II/III approaches are required.*
3. *Deployment of contingency measures by ATM/ANS service providers to deal with situations in which PBN flight operations cannot be performed because the signals used to fly PBN (e.g. GNSS) are temporarily unavailable.*

1 Commission Implementing Regulation (EU) 2018/1048 of 18 July 2018 laying down airspace usage requirements and operating procedures concerning performance-based navigation (OJ L 189, 26.7.2018, p. 3) (http://data.europa.eu/eli/reg_impl/2018/1048/oj).

Since the transition to PBN is complex and long, EASA initiated a task to support the implementation of the Regulation (IST.0005) in 2021, which has allowed to confirm the challenges associated with the transition to a PBN environment, e.g. due to GNSS degradations resulting from the increasing jamming and spoofing or the effects of the solar activity and its impact on the EGNOS localiser performance with vertical guidance services.

In order to evaluate the inclusion of actions in the EPAS, EASA launched a BIS in 2024, which will conclude on the feasibility to replace conventional navigation with PBN and the readiness to deal with PBN/GNSS losses or degradations by the 2030 deadline (BIS-44 'Safe Operations in a PBN Environment').

Related EPAS actions with deliverables planned after 2025:

- *IST.0005 PBN implementation support*
- *RMT.0761 PBN IR revision'*

Justification:

Addressing the effects of GNSS jamming and spoofing is a priority for EASA and the stakeholders. The MAB and the SAB have recommended to make this topic a priority.

The assessments conducted under BIS-44 have concluded on the need for regulatory amendments to the PBN IR:

a) to address the negative effects resulting from the restrictions to fly conventional navigation, particularly, ILS CAT I procedures;

b) to further support the implementation of contingency measures.

In addition, since GNSS jamming and spoofing is an issue for the safe transition to PBN, this topic has been added under Section 3.1.1.2.

Section 3.1.3.1 is rescoped to include flight time limitations

The text of Section 3.1.3.1 Address human factors and human performance issues - General is replaced by the following text:

'3.1.3.1 Address human factors and human performance issues — general

Human factors (HF) and human performance (HP) play a critical role in aviation safety and operational efficiency. Despite advancements in automation, the interaction between humans, systems and procedures remains central to risk management and decision-making. The aviation industry is also adapting to emerging challenges such as evolving operational demands, increased complexity in socio-technical environments and shifting workforce dynamics, making HF/HP management more relevant than ever.

A system-wide approach that integrates HF/HP into safety management is therefore important and it is closely linked with other subjects such as socio-economic factors.

The EU SRM process maintains a dedicated HF/HP safety risk portfolio. However, HF/HP-related issues are not confined to this portfolio alone — they appear across all portfolios in EPAS Volume III.

Targeted actions continue to be developed and implemented to strengthen HF/HP integration across regulatory, operational and organisational levels, supporting aviation personnel in managing performance variability and mitigating HF/HP-related risks.

The following is the outline of the key areas that guide HF/HP contribution to EPAS actions:

- *Safety management integration — ensuring that HF/HP principles support proactive risk assessment and informed decision-making at all levels.*
- *Competence development and continuous learning — strengthening industry-wide training frameworks, increasing the effectiveness of learning and enhancing resilience in complex operational settings.*
- *Organisational resilience and HF culture — fostering safety-oriented leadership, staff support initiatives and system-wide collaboration to build a resilient aviation workforce.*
- *Well-being — reinforcing mental health support structures within aviation organisations.*
- *Fatigue management:*
  - *FTL requirements for scheduled and chartered commercial air transport (CAT) with aeroplanes have been established in Regulation (EU) No 965/2012[2]. This regulation mandates EASA to continuously review the provisions concerning flight and duty time limitations and rest requirements. Two phases of this research have already been conducted[3] and it is likely that a new research phase will be initiated.*
  - *FTL requirements for other types of operations with aeroplanes and for operations with helicopters are partly regulated by Subpart Q of Annex III to Regulation (EEC) No 3922/91[4] and by national law, in accordance with Article 8(2) of Regulation (EU) No 965/2012. Rulemaking to amend FTL rules for emergency medical services, air taxi and single-pilot CAT operations with aeroplanes is ongoing. In addition, safety promotion activities support the implementation of FTL requirements and fatigue risk management by competent authorities and operators.*

Related EPAS actions with deliverables planned after 2025:

Competence of personnel

- *RMT.0097 Functions of B1 and B2 support staff and responsibilities*
- *RMT.0194 Modernisation and simplification of the European pilot licensing and training system and improvement of the supply of competent flight instructors*
- *RMT.0196 Update of flight simulation training device requirements*
- *SPT.0107: Address workforce shortage*

Flight time limitations

- *RMT.0492: Development of FTL rules for CAT operations of emergency medical services by aeroplanes (AEMS)*
- *RMT.0493: Update and harmonisation of the FTL rules for CAT by aeroplanes for air taxi operations and single-pilot operations*
- *SPT.0116: Conferences dedicated to FRM'*

Justification:

There are several actions planned in EPAS Volume II addressing flight time limitations, and several safety issues in Volume III related to pilot fatigue. For consistency, these need to be covered in Volume I as well.

2 Commission Regulation (EU) No 965/2012 of 5 October 2012 laying down technical requirements and administrative procedures related to air operations pursuant to Regulation (EC) No 216/2008 of the European Parliament and of the Council (OJ L 296, 25.10.2012, p. 1) (http://data.europa.eu/eli/reg/2012/965/oj).

3 The first phase RES.006 on the 'Effectiveness of FTL' was launched in 2017 and concluded in 2019 (https://www.easa.europa.eu/en/document-library/general-publications/effectiveness-flight-time-limitation-ftl-report). The second phase of the research was launched in 2021 and finalised in 2025 (https://www.easa.europa.eu/en/research-projects/effectiveness-flight-time-limitations-ftl).

4 Council Regulation (EEC) No 3922/91 of 16 December 1991 on the harmonization of technical requirements and administrative procedures in the field of civil aviation (OJ L 373, 31.12.1991, p.4) (http://data.europa.eu/eli/reg/1991/3922/oj).

Section 3.1.4 is rescoped to include dual-use certification

The text of Section 3.1.4 is replaced by the following text:

'3.1.4 Civil-military coordination and cooperation

Following the Russian invasion of Ukraine, EU Member States have decided to increase their defence budgets resulting in many more operational exercises involving a lot of aircraft, in order to be prepared for a potential high-intensity conflict. This led to an increased demand for airspace especially because of 5th generation aircraft training and the integration of State and military aircraft, including drones, especially as CAT traffic is also increasing. At the same time, new areas of conflict such as space or cyberspace, resulted in new safety concerns for aviation, such as GNSS interferences. Therefore, closer cooperation is needed between the civil and the military aviation stakeholders, including at the level of State safety management, to support these trends while still ensuring the same level of safety. It can also be pointed out that aviation has just been tragically marked by accidents involving CAT, State and military aircraft in January 2024 and January 2025, highlighting the importance of coordination between CAT and military/State activity.

While military aviation is the prerogative and the responsibility of Member States, it is considered beneficial to aviation safety, to consolidate efforts in developing their aviation cooperation activities, in all domains contributing to safety enhancement: airworthiness, safety intelligence, aviation security, airspace, air navigation services, aerodromes, UAS and research and innovation.

In this context, in the framework of the EASA – EDA cooperation arrangement, a 2024 – 2026 work programme was agreed upon in December 2023.

Moreover, when supported by Member States, industry already applies for EASA certification of products in the framework of an 'as civil as possible, as military as needed' concept for all dual-use and civil derivative State and military European designed aircraft (UAS included).

EASA will continue to further develop this concept in its processes and in the acceptable means of compliance and guidance material, and could consider revision of regulations. It will contribute to ensuring the highest common level of safety protection and environmental protection for EU citizens, to bring out a single regulatory and certification process among Member States (State and military aircraft included) to facilitate the internal aviation single market, to create a level playing field and to enhance military mobility.

Related EPAS actions with deliverables planned after 2025:

- ***MST.0024*** *'Due regard' for the safety of civil traffic' - Member States to report on the implementation of 'due regard' for the safety of civil traffic over high seas*
- ***RMT.0682*** *Implementation of the regulatory needs in support of the SESAR deployment*
- ***RES.0065*** *Higher-airspace operations'*

Justification:

This section is rescoped to address the new geopolitical situation caused by the Russian invasion of Ukraine, and to include the dual-use certification of aircraft.

Sections 3.1.5 *Capable and streamlined oversight* and 3.1.6 *Ensure a level playing field are merged*

Section 3.1.5 Capable and streamlined oversight is merged with Section 3.1.6 Ensure a level playing field. Below is the resulting text:

'3.1.5 Ensure a uniform oversight system and level playing field

As safety is the Agency's core business, standardisation is one of its main tasks, aimed at achieving and maintaining a high and uniform level of safety within the EU. These standardisation activities also allow for:

- *certificates issued by EU NCAs to be mutually recognised and trusted; and*
- *the EU system to be recognised by international partners.*

The 2024 Standardisation Annual Report identified the following status:

- ***Lack of effective oversight**. As in the previous years, the NCAs' performance of certification and oversight tasks remains the most challenging issue.*
- ***Difficulty to recruit and retain competent personnel.** Some States continue to face difficulty in recruiting and retaining inspectors and building up their competence.*
- ***Lack of sufficiently detailed procedures**. NCA procedures do not sufficiently detail how to perform oversight with regulatory changes not reflected in a timely manner.*
- ***More support on the corrective action plan (CAP)**. The CAP, whether in standardisation or oversight, should better address underlying root causes in order to prevent reoccurrence instead of eliminating findings with superficial corrections.*
- ***European Commission enforcement actions are driving improvements**. The release of supplementary reports combined with European Commission enforcement actions are driving significant improvements for the most challenging situation.*
- ***Challenges in coping with growth and complexity of responsibilities.** NCAs face difficulties to adapt to changing activities with an exponential growth of activity and innovation in some domains.*
- ***Progress in implementing occurrence reporting, State Safety Programme and Plan.** While SSP, SPAS and occurrence reporting and analysis functions are established, the most common issue remains that the coordination at State level with either the safety investigation authorities and/or the military remains underdeveloped.*

Due to the growth of scope, the Agency's standardisation process will become more risk-based with the establishment of a maturity model that credits mature States and the good performance of their State safety management. The maturity assessment will enable the establishment of a State monitoring programme with the objective of reducing the volume of on-site activities and having more combined inspections for more mature States, thus releasing manpower where closer monitoring is required.

The standardisation of the Systemic Enablers of Safety Management (SYS) Phase III, which started in 2025 will streamline and coordinate the effective implementation of the management system requirements by competent authorities for all oversight domains and will continuously assess and monitor the picture of compliance and safety performance of States.'

Justification:

Both Sections 3.1.5 and 3.1.6 in Volume I address the establishment of a more robust and fairer aviation safety oversight system in Europe. The new proposed text reduces repetition. In addition, the updated text also introduces a safety management maturity model that will support better targeted standardisation activities by EASA (a corporate priority for EASA). This is a first step to address the MAB recommendation to make the oversight system more flexible and risk-based.

New section — Big data technologies to support the EU aviation safety risk management

The following new section is introduced into 3.1 Systemic safety & resilience:

'3.1.6 Use Big data technologies to support the EU aviation safety risk management

Data4Safety (D4S) is an initiative led by EASA in partnership with the European aviation sector (more information is available on the Data4Safety webpage).

It establishes a sustainable Big Data platform infrastructure and data science capabilities at European level, as well as an industrial organisation for the collection and collaborative analysis of key aviation data sources available to EASA and the stakeholders.

Based on its innovative approach, the Data4Safety initiative equips the European aviation sector with unprecedented aviation intelligence capabilities adapted to support and enable key processes established at European level to ensure the highest level of aviation safety and sustainability (e.g. the EU SRM process, the safety management systems of the industry organisations).

Related EPAS actions with deliverables planned after 2025:

- ***RES.0056** New intelligence solutions exploiting big data technologies and data science'*

Justification

Since 2024, the Data4Safety endeavour has entered its development phase, and its increased use as a common safety data platform is considered priority to help enhance the safety risk management processes of all stakeholders of the EPAS:

- the EU SRM managed by EASA,
- the national SRM managed by each Member State for their SPAS, and
- the SRM of European industry organisations.

New section — Rules simplification

The following new section is added to Section 3.1:

'3.1.7 Rules simplification

In the context of the better regulation policy, the Agency has launched an initiative aiming at simplifying the current regulatory framework. The objective is to improve the EU regulatory framework to make it simpler to understand, implement, manage and oversee, without compromising on safety and supporting the objectives in Article 1 of the EASA Basic Regulation, in particular innovation, efficiency and industry competitiveness.

This initiative was endorsed by the EASA Management Board in December 2024, and it is planned to run for 2-3 years. EASA will be supported by a joint MAB/SAB Simplification Board with representatives from the MAB, SAB, DG MOVE and Eurocontrol, providing advice on the identification of actions, their prioritisation and follow-up.

The simplification initiative will focus on rule development and implementation, and it will cover different actions to: reduce administrative burden and avoid regulatory duplication and overlaps while maintaining or enhancing a high uniform level of civil aviation safety in the Union. Accordingly, many ongoing and future actions in the EPAS could be classified as simplification efforts as well as safety or efficiency/proportionality ones. In addition, a package of regulatory changes dedicated to simplification is planned to start in 2026, with the aim of completing it by 2028.

Related EPAS actions with deliverables planned after 2025:

- *RMT.0727 Alignment of Part 21 with Regulation (EU) 2018/1139 (including simple and proportionate rules for General Aviation) includes reviewing the ETSO system, with reduction of administrative burden and increased access to privileges.*
- *RMT.0735 Regular update of the CAW Regulation includes removing the list of aircraft type ratings for Part-66 licences from the AMC and host it on the EASA website.*
- *EVT.0013 Evaluation of the rules for commercial, small-size aeroplane operators under Part-CAT and Part-SPO includes assessing the proportionality of the air operations rules for small-size aeroplane operators and the potential administrative burden and inefficiencies they cause.*
- *EVT.0012 Evaluation of Commission Regulation (EU) No 139/2014 (the Aerodromes Regulation) includes assessing the relevance, effectiveness, and efficiency of the aerodromes rules.*
- *RMT.0194 Modernisation and simplification of the European pilot licensing and training system and improvement of the supply of competent flight instructors will simplify Subpart J of Part-FCL by reviewing, harmonising and aligning the requirements for the qualification of instructors and reducing the number of instructor certificates.*
- *RMT.0707 Medical regulation - combination of Part-MED (Annex IV) to Commission Regulation (EU) No 1178/2011 and Part ATCO MED (Annex IX) to Commission Regulation (EU) 2015/340 includes merging and harmonising medical requirements for pilots and air traffic controllers.*
- *RMT.0729 Regular update of Regulations (EU) 2019/945 and 2019/947 (drones in the 'open' and 'specific' categories) includes simplifying the regulations applicable to UAS operations in the 'specific category – low risk'.*
- *RMT.0749 Regular update of Regulation (EU) 2023/2117 (Repository of civil-aviation-related information) includes a revision of some of the elements in the rule, including Annex I, to reduce asministrative burden and regulatory overlaps.'*

Justification:

European aviation safety requirements have become more and more complex. As a consequence, some stakeholders now struggle to keep pace with the growing stock of regulations, and the risk of inconsistencies between requirements appears to increase.

Simplification is expected to bring safety benefits and reduce the administrative burden on the Member States, the industry and EASA, and it is in line with the Competitiveness Compass of the European Commission (Competitiveness compass - European Commission). The MAB and SAB have recommended to tackle this issue as a matter of priority.

Several EPAS actions have been identified as contributing to simplification. In addition, EASA has launched a survey asking for feedback to support the identification and prioritisation of actions under the simplification initiative.

Further, it is planned to launch in 2026 new rulemaking activities dedicated to simplification, with the aim of completing at least one of them by 2028. These activities have been inserted into EPAS Volume II (2026 edition).

IV. Amendments to Section 3.2 *Competence of personnel*

Section 3.2.5 is rescoped to address shortage of competent personnel

The text of Section 3.2.5 Priorities for other aviation personnel is replaced by the following text:

'3.2.5 Availability of competent aviation personnel

There are growing concerns in the industry about where the future workforce is coming from. Unless we tackle this human sustainability challenge, this may result in the level of aviation safety being degraded in the long term.

Most of the present initiatives in aviation are running informally in different, fragmented ways across the European aviation system, not gaining the traction that aviation needs.

A collaborative and Europe-wide industry approach to the shortage of competent personnel is needed to help address increasing workforce demands across the industry and to help portray aviation as a progressive industry seeking to attract, retain and develop its workforce. In addition, it is planned to focus efforts on future workforce challenges.

Four specific work streams have been identified:

- ***Recruit new staff through next generation aviation professionals (NGAP) programmes:*** *Collaborate to attract new talents to the aviation industry by showcasing various career paths, job opportunities, and ways to enter the industry. Highlight why aviation is a fascinating industry for long-term career growth and how aviation organisations can overcome perceived barriers. The goal is to engage, inspire and retain the next generation of staff as they make important career decisions.*
- ***Broaden the talent pool through effective diversity, equity & inclusion (DEI) activities:*** *Currently the aviation industry is missing the chance to recruit staff from the full spectrum of our societies due to uncoordinated and ineffective DEI approaches. This means that under-represented groups including women and people from different ethnic backgrounds do not always see a place for themselves in the industry. The goal is to broaden the talent pool by creating a global aviation toolkit on DEI to help organisations implement change and encourage a wider section of the population to join the industry.*
- ***Encourage people to join and then stay in aviation through positive safety leadership:*** *The COVID-19 pandemic created a negative view of aviation as an employer. The large numbers of redundancies meant that a lot of staff left the industry and told others their stories. The industry needs to promote effective ways to enhance the organisational culture of aviation organisations and build organisations that people want to work for. This task will support the industry in such an endeavour.*
- ***Promote long-term meaningful career paths:*** *The final challenge is that rapid technological change means that many people cannot see what the industry might look like in the long-term future. This leads people to choose other industries at the start of their working lives or to leave the industry. This part of the task will promote long-term meaningful career paths, including transition to roles at aviation authorities once people have gained sufficient experience to help keep experience in the industry.*

Related EPAS actions with deliverables planned after 2025:

- ***SPT.0107*** *– Address workforce shortage.'*

Justification:

Addressing the shortage of competent aviation personnel is a priority topic for the Member States, and it has been recommended to be addressed as a matter of priority by the MAB. An EPAS action to tackle this issue was launched (SPT.0107). The plan is to rescope this task on future workforce challenges, and to define timelines for the deliverables of the new work streams.

V. Amendments to Section 3.3 *Operational safety*

Section 3.3.1 is rescoped to include prevention of runway incursions

The following text is introduced into Section 3.3.1 Ensure operational safety in CAT aeroplane operations airlines and air taxi passenger/cargo) and NCC aeroplane operations:

'3.3.1.4 Runway safety and prevention of runway incursions

Runway safety and the prevention of runway incursions have been a priority in Europe and around the world for more than 10 years. After the COVID-19 pandemic, the absolute number of runway incursion occurrences in EASA Member States involving CAT aerorplanes increased compared with pre-pandemic figures and the ratio of runway incursions per one million flights also increased. This indicates that additional efforts are required, and therefore runway incursion prevention was identified as a priority subject.

A multi-disciplinary team of EASA experts (EASA Runway Safety Team – ERST) is analysing the present situation from a cross-domain perspective (ATM-ANS, air operations, aerodromes and airworthiness) and is assessing whether further actions by the Agency such as safety promotion or regulatory intervention are needed. In addition, a Runway Safety Task Force (RSTF) was created, composed of members from EU institutions, Member States and industry stakeholders, which acts as a sounding board for the ERST.

Short-term actions include the publication of a safety information bulletin (SIB) on the continuous (H24) operation of stop bars, to ensure their optimal use at aerodromes that are equipped with stop bar lights. In addition, a BIS will be developed to assess the safety benefits and impact of possible longer-term actions, including but not limited to ground movement surveillance equipment and onboard technologies.

Related EPAS actions with deliverables planned after 2025:

- *SPT.0101 Development of new safety promotion material for high-profile safety issues in commercial, large aeroplane operations (including aerodromes, ground handling, maintenance and ATM/ANS)'*

Justification:

Addressing the risk of runway incursions is a safety priority for EASA and the stakeholders. Both the MAB and SAB were consulted on the topic and agreed to tackle this issue as a matter of priority.

Section 3.3.3 is rescoped to include the General Aviation Flightpath 2030+ programme

The text of the key actions in Section 3.3.3 Ensure operational safety in General Aviation (GA) are removed, and the following text is inserted at the end of Section 3.*3.3*:

'GA Flightpath 2030+ programme

The GA Flightpath 2030+ programme is set to enhance the safety culture of GA, enable its sustainable growth and embrace a digital future. This programme is intended to maximise the benefits of technology and encourage wider participation and accessibility.

The programme has four key areas:

- *The 'Declared by Default' area introduces a new concept of a more proportionate approach to GA, allowing self-declaration instead of prior approval. This will be initiated through the development of a policy detailing this concept supported by proposed pilot implementation cases.*
- *The 'Greener Faster' area promotes ways to reduce emissions in GA by publishing policies that standardise infrastructure for sustainable or synthetic aviation fuels as well as fast charging for electric aircraft.*
- *The 'Fly Direct' area focuses on improving the safety of operations and flight efficiency by developing guidelines for GNSS-based IFR approaches to non-instrument runways at uncontrolled aerodromes primarily used by GA, as well as facilitating the consistent implementation of environmental restrictions impacting aviation.*
- *The 'iConspicuity a Reality' area aims to deliver programme objectives relating to electronic conspicuity and the reduction of mid-air collision risk, in line with the joint EASA-Eurocontrol roadmap. This will primarily be achieved by supporting the ADS-L Coalition initiative and promoting the use of interoperable conspicuity devices to enhance safety, encourage innovation, and improve efficiency through data-driven collaboration, as set out in the 'iConspicuity Declaration'. Further actions will be outlined through research into additional use cases, including ways to enhance existing ATM services.*

Related EPAS actions with deliverables planned after 2025:

- *SPT.0125 Promotion of the most important safety issues for General Aviation*
- *SPT.0119 Promoting iConspicuity*
- *SPT.0088 Promote instrument flying for GA pilots*
- *SPT.0120 Promoting good practices in airspace design*
- *SPT.0121 Improving the safety of parachuting operations*
- *RMT.0230 Introduction of a regulatory framework for UAS operations and innovative aerial services*
- *RMT.0690 Regular update of CS-STAN*
- *RMT.0727 Alignment of Part 21 with Regulation (EU) 2018/1139 (including simple and proportionate rules for General Aviation)*
- *RES.0032 Use of iConspicuity devices/systems in flight information services*
- *MST.0025 Improvement in the dissemination of safety messages*
- *MST.0027 Promotion of safety culture in GA*
- *MST.0038 Airspace complexity and traffic congestion'*

Justification:

The GA Flightpath 2030+ programme is an essential activity to reduce operational safety risks affecting General Aviation.

VI. Amendments to Section 3.4 *Safe and sustainable integration of new technologies and concepts*

Section 3.4.6 is rescoped to address the implementation of the ATM Master Plan

The text of Section 3.4.6 SESAR research and development for new ATM/ANS functionalities is replaced by the following text:

'3.4.6 Implementation of the ATM Master Plan, including the development and deployment of the SESAR programme.

EASA's contribution to the implementation of the ATM Master Plan is a fundamental enabler for increased performance of European civil aviation.

EASA contributes to the implementation of SESAR functionalities through an array of actions, including the provision of technical advice to the European Commission on the readiness for deployment and increased collaboration with the SESAR 3 Joint Undertaking (S3JU)[5] and other key actors in the SESAR Programme, in particular the SESAR Deployment Manager, EUROCAE and other standards development organisations.

EASA's participation in SESAR development and deployment activities facilitates the identification of relevant regulatory and non-regulatory actions to be included in the EPAS. In particular, the European ATM Master Plan 2025 outlines a set of Strategic Deployment Objectives (SDOs) that are crucial for modernising air traffic management in Europe in the next decades. These SDOs are designed to ensure the efficient and safe integration of new technologies and procedures into the ATM system. EASA will assess and incorporate progressively any required actions into the EPAS to ensure the alignment with the broader goals of the ATM Master Plan.

Related EPAS actions with deliverables planned after 2025:

- ***RMT.0682*** *Implementation of the regulatory needs in support of the SESAR deployment'*

Justification:

Facilitating the implementation of the ATM Master Plan 2025 is considered a priority.

This update also clarifies which are the related EPAS actions.

5 S3JU is a three-way partnership between the EU, EUROCONTROL and ATM research and industry stakeholders. (https://www.sesarju.eu/news/new-sesar-3-joint-undertaking-promises-be-bigger-bolder-better)

Section 3.4.7 is removed

The text of Section 3.4.7 Ensure the safe integration of extended minimum-crew operations (eMCO) is removed from Volume I.

The following sections are renumbered accordingly:

Section 3.4.8 Ensure the safe integration of new business models in air operations is renumbered 3.4.7.

Section 3.4.9 New propulsion technologies is renumbered 3.4.8.

Section 3.4.10 Prepare for safe higher-airspace operations is renumbered 3.4.9.

Justification:

The conclusion of an independent research study, launched by EASA under the Horizon EU framework[6], has identified that with the current cockpit design taken as a reference, and within the limits of the research, an equivalent level of safety between eMCO and the current two-crew operations cannot be sufficiently demonstrated. Development of advanced flight deck technologies and further research will be needed before exploring the feasibility of such novel operational concepts.

New section – SES 2+ framework implementation

Section 3.3.5 is modified as follows:

- The table 'Structure of level 3' is replaced by the following table:

3.3.5.1	*Address safety risks in ATM/ANS*
3.3.5.2	*Ensure the safety of ATM/ANS equipment*

- Section 3.3.5.3 SES 2+ Implementation is removed from Volume I.

In addition, the following new section is introduced into Section 3.4:

'3.4.10 SES 2+ framework implementation

Regulation (EU) 2024/2803[7] (the SES2+ Regulation) entered into force in December 2024.

This Regulation sets the basis for the development of air traffic data services (ADS). This new air navigation service already has its own essential requirements (ERs), which have been included in the Basic Regulation by the SES2+ Regulation. These ERs set the basis for the development of innovative services in support of air traffic management (ATM) and air traffic control (ATC) purposes.

It introduces a clear distinction between the national supervisory authority (NSA) established under the SES2+ Regulation and the NCA established under the Basic Regulation. In particular, the NSA is assigned a role in assessing compliance with the requirements on financial robustness, liability and insurance cover, ownership, and organisational structure.

6 Information on this project and deliverables are available at eMCO-SiPO Extended Minimum Crew Operations – Single Pilot Operations — Safety Risk Assessment Framework | EASA).

7 Regulation (EU) 2024/2803 of the European Parliament and of the Council of 23 October 2024 on the implementation of the Single European Sky (recast) (OJ L, 2024/2803, 11.11.2024) (http://data.europa.eu/eli/reg/2024/2803/oj).

It introduces additional requirements to designate ATS providers on an exclusive basis, as well as for the procurement of support services (e.g. CNS) by air navigation service providers. These requirements encompass certification/ declaration, national security and defence, location of principal place of business in the EU, and EU ownership and control.

Regulatory actions will be required to align the implementing and delegated acts of the Basic Regulation with the SES 2+ Regulation, including the development of a new Part-ADS.

Related EPAS actions with deliverables planned after 2025:

- *RMT.0763 Alignment of the common requirements for ATM/ANS providers with SES 2+*
- *RMT.0719 Regular update of air traffic management/air navigation services rules (IRs and AMC & GM)*
- *RMT.0762 Common requirements for air traffic data services (ADS) providers'*

Justification:

EASA has completed an assessment to identify the necessary regulatory and non-regulatory actions to implement the new legislative provisions from the SES2+ Regulation. The new rulemaking task RMT.0763 is being swiftly executed upon request of the European Commission and has already delivered proposed amendments to Regulation (EU) 2017/373[8], by an Opinion published in November 2025, on the following subjects:

- contracted activities; and
- the distinct roles assigned to the NSA (SES2+ Regulation) and the NCA (Regulation (EU) 2017/373).

In addition, alignment and further development of several delegated and implementing acts of the Basic Regulation will be necessary, especially Regulation (EU) 2017/373, where a new Part-ADS will need to be developed to detail the requirements for certification and oversight of ADS providers.

As the SES 2+ framework implementation falls under the safe integration of new technologies and concepts rather than under operational safety, a new dedicated section is created in Section 3.4, and the former Section 3.3.5.3 is removed.

8 Commission Implementing Regulation (EU) 2017/373 of 1 March 2017 laying down common requirements for providers of air traffic management/air navigation services and other air traffic management network functions and their oversight, repealing Regulation (EC) No 482/2008, Implementing Regulations (EU) No 1034/2011, (EU) No 1035/2011 and (EU) 2016/1377 and amending Regulation (EU) No 677/2011 (OJ L 62, 8.3.2017, p. 1) (http://data.europa.eu/eli/reg_impl/2017/373/oj).

VII. Amendments to Section 3.5 *Environment*

Section 3.5.1 is rescoped to address the implementation of the RefuelEU Aviation Regulation

The text of Section 3.5.1 Facilitate the decarbonisation of the aviation system through Agency initiatives is replaced by the following text:

'3.5.1 Implement the RefuelEU Aviation Regulation

The RefuelEU Aviation Regulation (Regulation (EU) 2023/2405[9]) lays down rules on the uptake and supply of sustainable aviation fuel (SAF), which is considered the most powerful tool to decrease aviation CO2 emissions. It sets requirements for aviation fuel suppliers to gradually increase the share of SAF blended into the conventional aviation fuel supplied at EU airports. The RefuelEU Aviation Regulation includes, among others:

Article 8: Reporting obligations for aircraft operators (AOs) regarding the fuel uplift and SAF usage, and associated emission reductions in the Union airports, through the so-called EASA Sustainability Portal.

Article 13: Publication by EASA of an annual report stating the regulation compliance status, the SAF supplied,characteristics and other relevant information. 2025 has served as a test year for the reporting, with the publication of a technical report using the data of 2024. The first official report will be published in 2026 with the data of 2025.

Article 14: Voluntary environmental labelling scheme, also designated as flight emissions label (FEL). The FEL aims at providing consumers with clear, accurate and standardised information about the environmental performance of the flights they book. The detailed provisions for its implementation are provided in the EU Flight Emissions Label Regulation (Commission Implementing Regulation (EU) 2024/3170[10]). A new contribution agreement between the Commission and EASA was initiated in 2025 to develop the concept of an aircraft label and also optimise validation aspects of the current FEL.'

Justification:

The Refuel EU Regulation regulates two of the four topics listed in the former Section 3.5.1:

- Reduction of aircraft emissions through the use of SAF, and
- Reduction of aviation's environmental footprint through the development of an environment label.

The two other topics of Section 3.5.1 are also covered in Sections 3.5.2 and 3.5.3:

- Promotion of low-emission solutions through facilitating the introduction of electric, hybrid and hydrogen-powered aviation, and
- Research activities to reduce the climate impact from aviation.

9 Regulation (EU) 2023/2405 of the European Parliament and of the Council of 18 October 2023 on ensuring a level playing field for sustainable air transport (ReFuelEU Aviation) (OJ L, 2023/2405, 31.10.2023) (ELI: http://data.europa.eu/eli/reg/2023/2405/oj).

10 Commission Implementing Regulation (EU) 2024/3170 of 18 December 2024 laying down detailed provisions concerning the voluntary environmental labelling scheme for the estimation of the environmental performance of flights, established pursuant to Article 14 of Regulation (EU) 2023/2405 of the European Parliament and of the Council (Flight Emissions Label) (OJ L, 2024/3170, 31.12.2024) (ELI: http://data.europa.eu/eli/reg_impl/2024/3170/oj).

EASA
European Union Aviation Safety Agency

EUROPEAN UNION AVIATION SAFETY AGENCY

Postal address
Postfach 10 12 53
50452 Cologne
Germany

Visiting address
Konrad-Adenauer-Ufer 3
50668 Cologne
Germany

Other contacts
Tel +49 221 89990 -000
Web www.easa.europa.eu