



REPUBLIC OF ESTONIA
TRANSPORT ADMINISTRATION

ESTONIAN STATE PLAN FOR AVIATION SAFETY 2025-2029

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Acronyms

EASA European Aviation Safety Agency

EASP European Aviation Safety Programme

EPAS European Plan for Aviation Safety

FDM Flight Data Monitoring

GASP Global Aviation Safety Plan

ICAO International Civil Aviation Organization

SESAR Single European Sky ATM research

SMS Safety Management System

SPAS State Plan for Aviation Safety

SPI Safety Performance Indicator

SPT Safety Performance Target

SSP State Safety Programme

Introduction

Overview of the SPAS

The Estonian Transport Administration is committed to enhancing aviation safety and to the resourcing of supporting activities. Starting from the beginning of 2020, the roles and responsibilities of the Estonian Civil Aviation Authority have been transferred to the Estonian Transport Administration. The purpose of this state plan for aviation safety (SPAS) is to continually reduce fatalities, and the risk of fatalities, through the development and implementation of a national aviation safety strategy. A safe aviation system contributes to the economic development of the state and its industries. The SPAS promotes effective implementation of the safety oversight system, a risk-based approach to managing safety, as well as a coordinated approach to collaboration between the Estonian Transport Administration and other States. All stakeholders are encouraged to support and implement the SPAS as the strategy for the continuous improvement of aviation safety.

The SPAS is in alignment with the following international standards and recommendations and other documents:

Convention on International Civil Aviation, Annex 19;

Global Aviation Safety plan (GASP) 2023-2025 (ICAO Doc (10004);

EASA regulation (EU) 2018/1139;

The European Aviation Safety Programme (EASP);

The European Plan for Aviation Safety (EPAS) Edition 2024;

State Aviation Safety Programme (Riiklik lennundusohutusprogramm 2024).

Structure of SPAS

This SPAS presents the strategy for enhancing aviation safety for a period of 2025–2029. It comprises four sections. In addition to the introduction, the sections include: the purpose of the SPAS, safety action plan and the conclusion.

Relationship between the SPAS and the state safety programme (SSP)

Through an effective SSP, the Estonian Transport Administration identifies and mitigates national operational safety risks. The SSP provides safety information to the SPAS. The SSP allows the Administration to manage its aviation activities in a coherent and proactive manner, measure the safety performance of its civil aviation system, monitor the implementation of the safety plan actions and address any identified hazards and deficiencies. The SPAS is one of the key documents produced as part of the Estonian Transport Administration SSP documentation. It is the means by which the Estonian Transport Administration defines and drives the implementation of safety plan actions generated by the SSP process. It also allows the Administration to determine initiatives to strengthen the SSP or initiatives that are needed to achieve its safety objectives. Further information on the Estonian SSP can be found on the Estonian Transport Administration website.

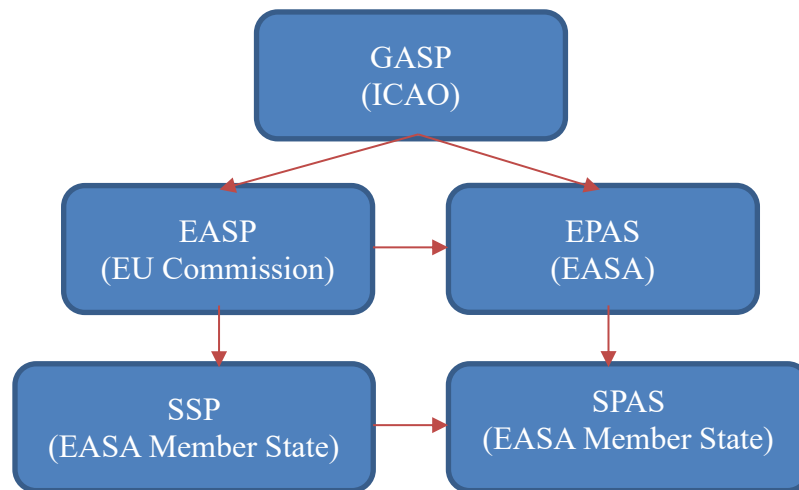
Relationship between the SPAS and the EPAS

EASA has developed the EPAS in close coordination with Member States and other relevant stakeholders. It identifies the main areas of concern affecting the European aviation safety system through relevant safety information sources (notable occurrences), prioritisation of issues and evaluation of options to address them.

Estonia has included EPAS actions assigned to the Member States in the Estonian SPAS. Aviation stakeholders must process, document and implement the actions where applicable. The Estonian Transport Administration supervises processing and implementation of safety plan actions.

Responsibility for the SPAS development, implementation and monitoring

The Estonian Transport Administration is responsible for the development, implementation and monitoring of the SPAS in collaboration with the national aviation industry. The SPAS has been developed in alignment with the GASP and EPAS and is updated annually.



Drawing: SPAS alignment with GASP and EPAS

Purpose of Estonian State Plan for Aviation Safety

The SPAS is the master planning document containing the strategic direction of the management of aviation safety by looking ahead to a period of five years (2025 to 2029). This plan presents a series of safety plan actions, describes the current status and sets national aviation safety goals and targets. These safety plan actions address identified safety deficiencies and achieve the national safety goals and targets.

The Estonian Transport Administration addresses all aspects of air transport at the State level, with the objective of providing a clear and comprehensive planning and implementation strategy for the future development of the entire civil aviation sector.

The SPAS has been developed using member state tasks from [EPAS](#) and adding our own national tasks based on the Estonian Transport Administration analysis. EASA has developed EPAS based on [GASP](#), and in close collaboration with the Member States and other relevant stakeholders. The safety plan actions listed in the SPAS support the improvement of safety in Estonia and at the wider regional and international levels.

Safety Plan Actions

The SPAS presents the safety plan actions derived from EPAS and includes actions that the Estonian Transport Administration has identified through the safety risk management process and safety data collection and processing systems, as well as the work undertaken by service providers in the development and implementation of their safety management systems (SMS).

The SPAS includes the following national safety goals and targets, for the management of aviation safety, as well as an identified deliverable to monitor the progress made towards their achievement. They are tied to the goals, targets and indicators listed in the EPAS and the GASP and include additional national safety goals, targets and indicators.

Systemic issues

Accidents are almost never the result of one single issue. Instead, they underline the complex nature of aviation safety and the significance of addressing human and organisational factor aspects. They may be associated with shortcomings in processes, methods or operating cultures. If systemic threats are not identified and if the risks caused by them are not managed, they may trigger or contribute to an occurrence.

- SYS.001 Member States to give priority to the work on SSP

EPAS reference: MST.0001

Action: The Estonian Transport Administration will continue to assess and update the Estonian SSP, and:

- ensure the effective coordination among State authorities that have a role to play in safety management;
- ensure that inspectors have the appropriate competencies to support the evolution towards risk- and performance based oversight;
- ensure that policies and procedures are in place for risk- and performance-based oversight, including a description of how an SMS is accepted and regularly monitored;
- consider civil-military coordination aspects where relevant for State safety management activities, with a view to identifying where civil-military coordination and cooperation will need to be enhanced to meet the SSP objectives.

Goal: The SSP is reviewed regularly and made available for stakeholders.

Stakeholder responsible: Estonian Transport Administration, Safety Investigation Board, aviation organisations.

Timeline: Continuous

Deliverable: An up-to-date national safety programme has been made available and implemented.

Status: The first Edition of the Estonian SSP was published in 2014. The Estonian Transport

Administration reviews and assesses the document annually. The next assessment of the document and publication will be carried out in 2025.

- SYS.002 Promotion of SMS

EPAS reference: MST.0002

Action: Encourage implementation of safety promotion

Goal: Supporting stakeholders in SMS development and implementation by making guidance material available to them.

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Best practices, common training with the Industry

Status: The Estonian Transport Administration is monitoring the organisation's SMS systems functioning during oversights and forwards safety related guidance and training materials to aviation organisations.

- SYS.003 SMS assessment

EPAS reference: MST.0026

Action: Assess safety management systems of organisations by using the tool developed by EASA and give feedback on compliance.

Goal: Aviation organisations (Air Operations, Aircrew, Aerodromes, ATM/ANS, ATCO Training Organisations) are assessed by using the SMS assessment tool and feedback to EASA on compliance is given.

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Feedback to EASA on the status of compliance

Status: The Estonian Transport Administration has integrated this SMS assessment tool to its oversight process in some domains. The Estonian Transport Administration has not yet integrated the tool in all domains. The Estonian Transport Administration has notified the status of compliance in some domains.

- SYS.004 Establish and maintain a State Plan for Aviation Safety

EPAS reference: MST.0028

Action: The Estonian Transport Administration maintains the national SPAS.

Goal: The safety action plans in the SPAS both allocated by EASA and those identified by the Estonian Transport Administration are implemented.

Stakeholder responsible: Estonian Transport Administration, aviation organisations

Timeline: Continuous

Deliverable: the SPAS is updated and the safety plan action implemented

Status: This is continuously updated version of the SPAS. Some tasks have previously already been implemented fully and some tasks only partially. This document guides the Estonian Transport Administration and stakeholders to implement all the safety plan actions.

- SYS.005 Language proficiency assessment requirements for vehicle drivers on manoeuvring area

EPAS reference: n/a

Action: Gather information about Estonian (local) language proficiency used at the aerodrome by vehicle drivers at manoeuvring area for radio communication purposes with the air traffic services unit of the aerodrome.

Goal: To maintain a high level of safety by assuring effective, accurate and clear communication at manoeuvring area.

Stakeholder responsible: Estonian Transport Administration and airports

Timeline: 2025

Deliverable: language proficiency assessment framework has been created and airport operators are assessing manoeuvring area drivers' language proficiency.

Status: Planned

- SYS.006 Oversight capabilities/focus area in Part-147

EPAS reference: MST.0035

Action: Focus on the risk of fraud in examinations, including adding specific items to audit checklists and collecting data on the actual cases of fraud.

Goal: Ensuring that stakeholders carry out the examination process in accordance with the Regulation and that they recognize any such risks in their own activities that may jeopardize the reliability of the examination.

Stakeholder responsible: Estonian Transport Administration, Part147 organisations

Timeline: Continuous

Deliverable: Feedback to EASA on the implementation status

Status: The examination process is part of oversight of the organizations.

- SYS.007 Oversight capabilities/focus areas

EPAS reference: MST.0032

Action: Ensuring the availability of adequate personnel in the Estonian Transport Administration, cooperative oversight with other Member States in all sectors, management systems of organisations

in all sectors.

Goal: To maintain a high level of safety

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Recruitment plan

Status: Staff recruitment plan 2024-2025 is approved. Required personnel will be trained in accordance with this plan. Signed Partnership Agreement with EASA 2022. Adoption of additional Annexes is scheduled for 2025.

- SYS.008 Management systems efficiency

EPAS reference: N/A as this task has been added by Estonian Transport Administration

Action: Assessment, improvement and maintenance of management systems of aviation organisations that include clearly defined responsibility and accountability, safety policy, safety management, competency of personnel, documentation of all management system key procedures and compliance monitoring. Related to SYS003

Goal: To maintain a high level of safety

Stakeholder responsible: Estonian Transport Administration and aviation organisations

Timeline: Continuous

Deliverable: Improved management systems of aviation organisations which is reflected in a decrease in findings. Continuous oversight.

Status: Management system functioning in the Organisations is a part of oversight. Risk based assessment implementation was started in 2023.

- SYS.009 Supporting the implementation of the IS management system (ISMS)

EPAS reference: IST.0001

Action: 1) definition of competence objectives for the different roles involved in the implementation of the ISMS and its oversight; 2) promote the reporting of information security events, collecting and analysing them following the methodology established pursuant to Regulation (EU) No 376/2014 and Commission Implementing Regulation 2015/1018, to include details for this type of the occurrences; 3) Oversight

Goal: To maintain a high level of safety and security

Stakeholder responsible: U-space service providers and single common information service providers, apron management service providers, AOC holders (CAT), MOs, CAMOs, training organisations, ATM/ANS providers, aerodrome operators, NCA

Timeline: 2025+

Deliverable: Guidance material

Status: New.

- SYS.010 Improvement of data quality in occurrence reporting

EPAS reference: MST.0043

Action: Promote the benefits of good data quality in occurrence reports

Goal: To improve aviation safety through data-driven decision-making

Stakeholder responsible: Estonian Transport Administration, Aviation Sector

Timeline: 2026

Deliverable: 1) Promote good data quality in occurrence reports through safety campaigns, leaflets, circulars; 2) Organise workshops or similar events to interact directly with the stakeholders regarding data quality in occurrence reports

Status: ETA promote occurrence reporting and data quality at the regular meetings with Aircraft Operators, Safety thematic meetings. Data quality is also promoted by Circulars.

- SYS.011 Foster a common understanding and oversight of human factors

EPAS reference: MST.0037

Action: implementation of the competence framework, and plan and deliver the training to the regulatory staff concerned

Goal: To maintain a high level of competences

Stakeholder responsible: Estonian Transport Administration

Timeline: 2024 Q4

Deliverable: The human factors' competency framework is implemented

Status: New.

- SYS.012 Harmonisation in Helicopter AOC approvals, procedures and documents

EPAS reference: MST.0041

Action:

- establish a harmonised process, a standardised checklist/guide for application for and changes to a helicopter AOC (OPS SPECS), with possible extension to CAMOs and ATOs;
- harmonise the process to add/remove a helicopter from the AOC;
- harmonise/standardise Member States' practices and development of a common application process (e.g. common application form for the removal of an item from the MEL);
- develop guidance on the implementation of the EFB provisions with regard to the versatility of helicopter operations

Goal: To ensure the effectiveness of the processes

Stakeholder responsible: Estonian Transport Administration, Aircraft Operators – CAT - Helicopters, ATOs, CAMOs

Timeline: 2025

Deliverable:

- Paper to promote the simplification processes, including use of common application forms, compliance lists, etc. 2025
- Paper to harmonise the AOC issue/change process (with interface to CAMO and ATOs) 2025
- Paper to harmonise the process to add/remove an aircraft from the AOC 2025 Paper to harmonise the process in implementation of the EFB provisions 2025
- Paper to harmonise the process of a common application form for approval/removal of an item from the MEL

Status: New.

Flight operations – aeroplanes

Operational issues are linked to individuals, organisations or operations which are more directly related to occurrences. Operational threats are often identified by analysing occurrence data and carrying out risk assessments.

- OPS.001 Reducing the threat of loss of separation between civil and military aircraft

EPAS reference: MST.0024

Action:

- fully apply the ICAO Manual on Civil-Military Cooperation in Air Traffic Management (Doc 10088);
- closely coordinate to develop, harmonise and publish operational requirements and instructions for State aircraft to ensure that ‘due regard’ for civil aircraft is always maintained;
- support the development and harmonisation of civil-military coordination procedures for ATM at EU level and beyond if possible;
- report relevant occurrences to EASA; and
- facilitate/make primary surveillance radar data available in military ATC centres to civil ATC units.

Goal: To reduce the threat of loss of separation between civil and military aircrafts.

Stakeholder responsible: Estonian Transport Administration EANS and MIL

Timeline: Continuous

Deliverable: Occurrence reports to EASA

Status: Due to War in Ukraine the military presence has been increased. The flights are intensified over High Seas. Sanction based Restrictions are introduced. Regular meetings with Military Air Force and EANS

- OPS.002 Being in a dialogue with aircraft operators on flight data monitoring programmes.

EPAS reference: n/a

Action: Maintaining a regular dialogue on operators’ FDM programmes with the objective of

promoting operational safety benefits

Goal: Being in a dialogue with operators and supporting them in using FDM systems as part of their safety management. Raising awareness of best practices and guidance materials.

Stakeholder responsible: Estonian Transport Administration, operators producing FDM data.

Timeline: Continuous

Deliverable: FDM added to safety management of organisations

Status: The Estonian Transport Administration is aware of the operators that have added FDM systems as part of their safety management. The work is not started yet because of lack of resources.

- OPS.003 Better understanding of the governance structure of operators

EPAS reference: MST.0019

Action: Understanding of the governance structure of operators, especially in the area of group operations in topics such as extensive use of outsourcing, influence of financial stakeholders, controlling management personnel where such personnel are located outside the scope of approval.

Goal: Understanding the threats and reducing the risks related to group operators and new business models

Stakeholder responsible: Estonian Transport Administration, aviation organisations (AOC, ATO)

Timeline: Continuous

Deliverable: Safety action plan is introduced in the SPAS and the task is implemented

Status: Implementation of Guidance material and cooperation with the relevant Authorities involved into Group Operation

- OPS.004 Oversight capabilities and focus area: flight time specification schemes.

EPAS reference: MST.0034

Action: Ensure that the Estonian Transport Administration has competencies to approve and oversee the operators' flight time specification schemes, in particular fatigue risk management. The organisations' compliance with fatigue risk management should be assessed through oversight. Training of the Inspectors. Cooperation with Labour Inspectorate.

Goal: The Estonian Transport Administration has the competencies, and the aviation organisations (AOC) compliance with flight time specification schemes and fatigue management is assessed through oversight.

Stakeholder responsible: Estonian Transport, Labour Inspectorate.

Timeline: Continuous

Deliverable: Report on actions implemented to foster capabilities. Joint oversight with Labour Inspectorate.

Status: ETA has only one inspector with the required competence. The issues are procedures,

regulations and training.

- OPS.005 Guides on Air Crew Fatigue

EPAS reference: SPT.0118

Action: Focus on the issue during audits

Goal: To maintain a high level of safety

Stakeholder responsible: FTL/FRM inspectors at Transport Administration and operators' FRM/rostering personnel and aircrew

Timeline: 2025 Q1 (EASA 2024 Q4)

Deliverable: FTL/FRM practical guide (in cooperation with EASA)

Status: New.

- OPS.006 Dissemination of information on conflict zones

EPAS reference: SPT.0078

Action: To assist air operators conducting risk assessments in a timely manner in particular by providing conflict-zone-related information.

Goal: Ensure aviation safety

Stakeholder responsible: Estonian Transport Administration, Aircraft Operators

Timeline: Continuous

Deliverable: Share information using a Cooperation Platform on Conflict Zones

Status: New.

- OPS.007 Assessment of safety culture at air operators

EPAS reference: MST.0042

Action:

In a first phase (ending 2024-Q1), EASA will develop guidance and practical tools to measure safety culture at air operators. As soon as finalised, such guidance and tools will be made available to the Member States. This phase will be an interactive phase where contributions/feedback from Member States and industry stakeholders will be sought.

In a second phase (2024-2025), the task is to include in oversight programmes the assessment of safety culture of air operators with the support of the EASA guidance and practical tools

Goal: To improve the capacity to assess the safety culture at air operators involved in CAT operations, and complements EPAS action RES.0053 'Mapping the socio-economic impact on aviation safety'.

Stakeholder responsible: Estonian Transport Administration, Aircraft Operators

Timeline: 2024-2025

Deliverable:

Guidance and practical tools to measure safety culture at air operators 2024-Q1

Oversight programme for air operators includes the assessment of safety culture 2024-2025

Status: New

Helicopter safety

- HEL.001 Helicopter safety promotion

EPAS reference: MST.0015

Action: Organise helicopter safety promotion annually or every second year

Goal: Improve helicopter safety

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Events

Status: Helicopter safety promotion is addressed at the annual meetings with the General Aviation Society.

General aviation

General aviation refers to all other manned aviation apart from commercial air transport.

- GEN.001 Improvement in the dissemination of safety messages

EPAS reference: MST.0025

Action: Improve the dissemination of safety promotion and training materials by authorities, associations, flying clubs, flight instructors and/or pilots through means such as safety workshops and safety days/evenings.

Goal: Improving safety promotion as an essential systemic safety factor, so that it would lead to improving general aviation safety.

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Safety events and safety promotion

Status: The Estonian Transport Administration is attending the seasonal opening events of flying clubs and training organizations. Production of safety promotion material. Safety promotion is also part of the oversight.

- GEN.002 Promotion of safety culture in GA

EPAS reference: MST.0027

Action: Including provisions to facilitate and promote safety culture (including Just Culture)

Goal: Promoting safety culture, so that it would lead to improving general aviation safety.

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Provisions to facilitate and promote safety culture as part of SSP/SPAS

Status: Promotion of Just Culture is one of the SPIs in Estonian SSP. New channels for the occurrence reporting. (QR code). Safety promotion is also part of the oversight.

- GEN.003 Airspace Infringement

Reference: Safety risks register

Action: Including provisions to facilitate and promote safety culture (including Just Culture)

Goal: Promoting safety culture, so that it would lead to improving general aviation safety.

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Provisions to facilitate and promote safety culture as part of SSP/SPAS.

Status: This is addressed via participation at the GA event and delivery of the training there. Safety promotion material.

Aerodromes

- ADR.001 Improvement of the Situation with the Bird strikes at Tallinn Airport

Reference: Safety risks register

Action: Increase awareness of the Communities on importance of the Issue

Goal: Improve the situation with the bird strikes and increase awareness of the Communities

Stakeholder responsible: AS Tallinn Airport, Transport Administration

Timeline: Continuous

Deliverable: Goals are met, keep the situation at an acceptable level

Status: The work is in progress. Tallinn Airport is working on the improvement of the situation. Estonian Transport Administration performs continuous audits.

Ground Handling (GH)

- GH.001 Ground Handling safety

EPAS reference: n/a

Action: Preparation for implementation of the new EASA Ground Handling safety requirements stemming from future ground handling legal framework.

Goal: To maintain a high level of safety and regulatory compliance in provision of ground handling services at Estonian airports. By the end of transition period (TBD by new ground handling regulation that adoption is still pending) all stakeholders are in compliant with the applicable rules.

Stakeholder responsible: Estonian Transport Administration, Tallinn Airport, ground handling service providers

Deliverable: The action described above has been addressed in the safety management of ground handling organisations and in the safety management of the organisations using ground handling services.

Status: as of 2025 continuous

Unmanned Aircraft Systems (UAS)

- UAS.001 Safety promotion on civil drones

EPAS reference: SPT.0091

Action: Coordinate European activities to promote safe operation of drones to the general public.

Goal: Improve awareness of the general public

Stakeholder responsible: Estonian Transport Administration, aviation organisations (ANSP, aerodrome operator)

Timeline: Continuous

Deliverable: Safety Promotion material

Status: To raise awareness, the Estonian Transport Administration is disseminating necessary information on the website of the Transport Administration and on the official Facebook page of the Transport Administration.

- UAS.002 Increase awareness of the Drone operators

EPAS reference: IST.0003

Action: Raising the awareness of drone pilots through information days and dealers

Goal: Ensure safe operation of drones

Stakeholder responsible: Estonian Transport Administration, UAS operators (private and commercial), remote pilots, providers of air traffic management/air navigation services (ATM/ANS) and other ATM network functions (including U-space service providers (USSP) and common information service (CIS) providers, general public; model aircraft associations.

Timeline: Continuous

Deliverable: Leaflets, information days, seminars, social media

Status: On-going

- UAS.003 Support the implementation of the U-space Regulatory Framework

EPAS reference: IST.0003

Action: Developing best practices for U-space service providers (USSPs) and single common information service providers (SCISPs) certification. In addition, developing best practices for the airspace risk assessment (ARA) process to create the U-space airspace.

Goal: Ensure smooth certification of the Service Providers

Stakeholder responsible: Estonian Transport Administration, UAS operators (private and commercial), flight crews; remote pilots, UAS manufacturers, other airspace users (manned aircraft); providers of air traffic management/air navigation services (ATM/ANS) and other ATM network functions (including U-space service providers (USSP) and common information service (CIS) providers, ADR operators, general public; model aircraft associations

Timeline: 2025 Q2 (EASA Timeline 2024 Q2)

Deliverable: FAQs, check-lists, application forms, compliance matrices, guidelines

Status: New

Conclusion

The Estonian Transport Administration will continuously monitor the implementation of the safety plan actions listed in the SPAS and measure safety performance of the national civil aviation system, to ensure the intended results are achieved.

In addition to the above, the Estonian Transport Administration reviews the SPAS every year to keep the document and its content updated and relevant. The Estonian Transport Administration periodically reviews the safety performance of the safety action plans listed in the SPAS to ensure the achievement of national safety goals and targets.

In the event that the national safety goals and targets are not met, the root causes will be presented. If the Estonian Transport Administration identifies critical operational safety risks, reasonable measures will be taken to mitigate them as soon as practicable, possibly leading to an unscheduled revision of the SPAS.

A new proposal, such as a new issue or a proposal for a new action to be included in the EPAS, can be submitted at any moment by using the [Candidate Issue Form](#). New proposals to the Estonian SPAS and any questions regarding its initiatives, and further requests for information, may be addressed to safety@transpordiamet.ee.

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