

ESTONIAN STATE PLAN FOR AVIATION SAFETY

2020-2024

CONTENTS

Contents

Acronyms	1
Introduction	2
Purpose of Estonian State Plan for Aviation Safety	4
Safety Plan Actions	5
Conclusion	14

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, regions and industry. 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) 2020-2022 (ICAO Doc (10004);

EASA regulation (EU) 2018/1139;

The European Aviation Safety Programme (EASP);

The European Plan for Aviation Safety (EPAS) 2020-2024;

Aviation Act § 7⁴ State aviation safety programme.

STRUCTURE OF SPAS

This SPAS presents the strategy for enhancing aviation safety for a period of 2020–2024. 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

INTRODUCTION

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.

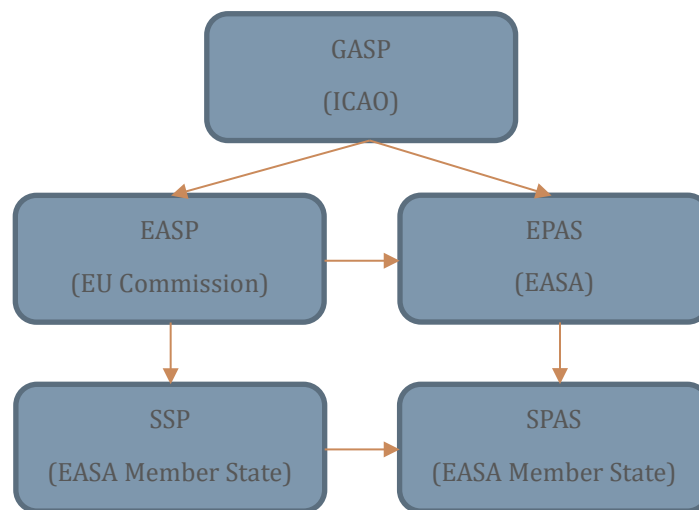
RELATIONSHIP BETWEEN THE SPAS AND THE EPAS

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.



PURPOSE OF ESTONIAN STATE PLAN FOR AVIATION SAFETY

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 four years (2020 to 2024). 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.001

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

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

Stakeholder responsible: Estonian Transport Administration, aviation organisations

Timeline: Continuous

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

Status: The first version of the Estonian SSP was published in 2017. The Estonian Transport Administration will review and assess the document annually. The next assessment of the document and publication will be carried out in 2021.

SAFETY PLAN ACTIONS

- SYS.002 Promotion of SMS

EPAS reference: MST.002

Action: Encourage implementation of safety promotion materials developed by relevant sources on the subject of safety management.

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

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Guidance and training materials, best practices

Status: The Estonian Transport Administration forwards safety related guidance and training materials to aviation organisations.

- SYS.003 SMS assessment

EPAS reference: MST.026

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.028

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.



SAFETY PLAN ACTIONS

Stakeholder responsible: Estonian Transport Administration, aviation organisations

Timeline: Continuous

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

Status: This is the first 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 requirements

EPAS reference: MST.033

Action: Provide feedback to EASA on language proficiency requirements implementation, including the uptake by ATOs to deliver training in English. The purpose is to harmonise and uniform implementation.

Goal: Raise awareness among language proficiency examiners of the significance of their work and among organisations and individuals of the significance of language proficiency issues in relation to safety.

Stakeholder responsible: Estonian Transport Administration and aviation language proficiency examiners where relevant

Timeline: Continuous

Deliverable: Feedback to EASA on the implementation status

Status: New

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

EPAS reference: MST.035

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: New



SAFETY PLAN ACTIONS

SYS.007 Oversight capabilities/focus areas

EPAS reference: MST.032

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: Established in SPAS

Status: New

- 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.

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

Status: New

- SYS.009 Post-pandemic safe return of operations

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

Action: The assessment of [COVID-19 safety risk portfolio](#) and introduction of safety issues to stakeholders' own safety management systems where applicable.

Goal: The safe return of operations. Minimizing the possibilities of COVID-related occurrences.

Stakeholder responsible: Estonian Transport Administration and aviation organisations



SAFETY PLAN ACTIONS

Timeline: Continuous

Deliverable: Updated SMS

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.024

Action: Collection of occurrence reports on loss of separation and cooperation with ANSP and Estonian Defence Forces.

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

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Occurrence reports

Status: There has been active civil-military cooperation, including assessment of occurrence reports. Estonia also participates in a working group (Ad-hoc civil military expert group on flight safety over the Baltic sea) which has developed the document "Principles and best practices in case of air encounters, especially in the High Seas airspace commonly shared by civil & military aviation over the Baltic Sea" for ICAO EUR OPS Bulletin. The group also established a strategic cooperation network which may, if necessary, address issues related to the coordination of civil and military aviation in the Baltic Sea region.

- OPS.002 Implementation of SESAR solutions aiming to reduce the risk of mid-air collision en-route and in terminal manoeuvring areas.

EPAS reference: MST.030

Action: Evaluation with ANSP of the extent of implementation of SESAR solutions and of the feasibility of the solutions that have not yet been implemented.

Goal: The reduction of mid-air collision risk en-route and in terminal manoeuvring areas.

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

Timeline: Continuous



SAFETY PLAN ACTIONS

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

Status: The Estonian Transport Administration has not been actively involved in talks about SESAR solutions

- OPS.003 Being in a dialogue with aircraft operators on flight data monitoring programmes

EPAS reference: MST.003

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.

- OPS.004 Better understanding of the governance structure of operators

EPAS reference: MST.019

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: In Estonia there are two operators that can be categorized as group operations. The Estonian Transport Administration participates in two working groups related to the topic, one of them on international level with the purpose of developing a guidance document to be published on EASA's website on group operations.



SAFETY PLAN ACTIONS

- OPS.005 Oversight capabilities and focus area: flight time specification schemes

EPAS reference: MST.034

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.

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 Administration

Timeline: Continuous

Deliverable: Report on actions implemented to foster capabilities

Status: New

HELICOPTER SAFETY

- HEL.001 Helicopter safety events

EPAS reference: MST.015

Action: Organise helicopter safety events annually or every two years

Goal: Improve helicopter safety

Stakeholder responsible: Estonian Transport Administration

Timeline: Continuous

Deliverable: Events

Status: In Estonia, helicopter operators have organised annual seminars with one of the aspects being operating safely. In 2020, due to COVID restrictions, the Estonian Transport Administration has been involved by giving input on occurrence related information.

- HEL.002 Implementation of SESAR solutions aiming to facilitate safe instrument flight rules operations

EPAS reference: MST.031

Action: In cooperation with ANSP, evaluate the need for the implementation of a network of low-level IFR routes in Estonia to facilitate safe helicopter operations. These SESAR solutions, such as solution #113, that are designed to improve safety should be implemented as far as it is feasible.



SAFETY PLAN ACTIONS

Goal: Evaluation of feasibility of low-level IFR routes to facilitate safe helicopter operations

Stakeholder responsible: Estonian Transport Administration, operators using the network, ANSP.

Timeline: 2025

Deliverable: IFR routes/report

Status: The Estonian Transport Administration has evaluated it as not necessary to be implemented.

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.025

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 has attended the seasonal opening events of flying clubs and annual air shows. There have been one-on-one meetings with the main purpose of safety promotion.

- GEN.002 Promotion of safety culture in GA

EPAS reference: MST.027

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



SAFETY PLAN ACTIONS

AERODROMES

- ADR.001 Implementation of SESAR runway safety solutions

EPAS reference: MST.029

Action: Evaluation with ANSP and aerodrome operators of the need for implementing the SESAR solutions related to ground situational awareness, airport safety net vehicles and enhanced airport safety nets.

Goal: SESAR solutions to be implemented as far as it is feasible.

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

Timeline: Continuous

Deliverable: Action added in the SPAS and implemented

Status: The Estonian Transport Administration has not been actively involved in talks about SESAR solutions



CONCLUSION

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 will review the SPAS every year to keep the document and its content updated and relevant. The Estonian Transport Administration will periodically review 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.

Kaido Padar

Director General

Rait Kalda

Director of Aviation Division

Estonian Transport Administration

