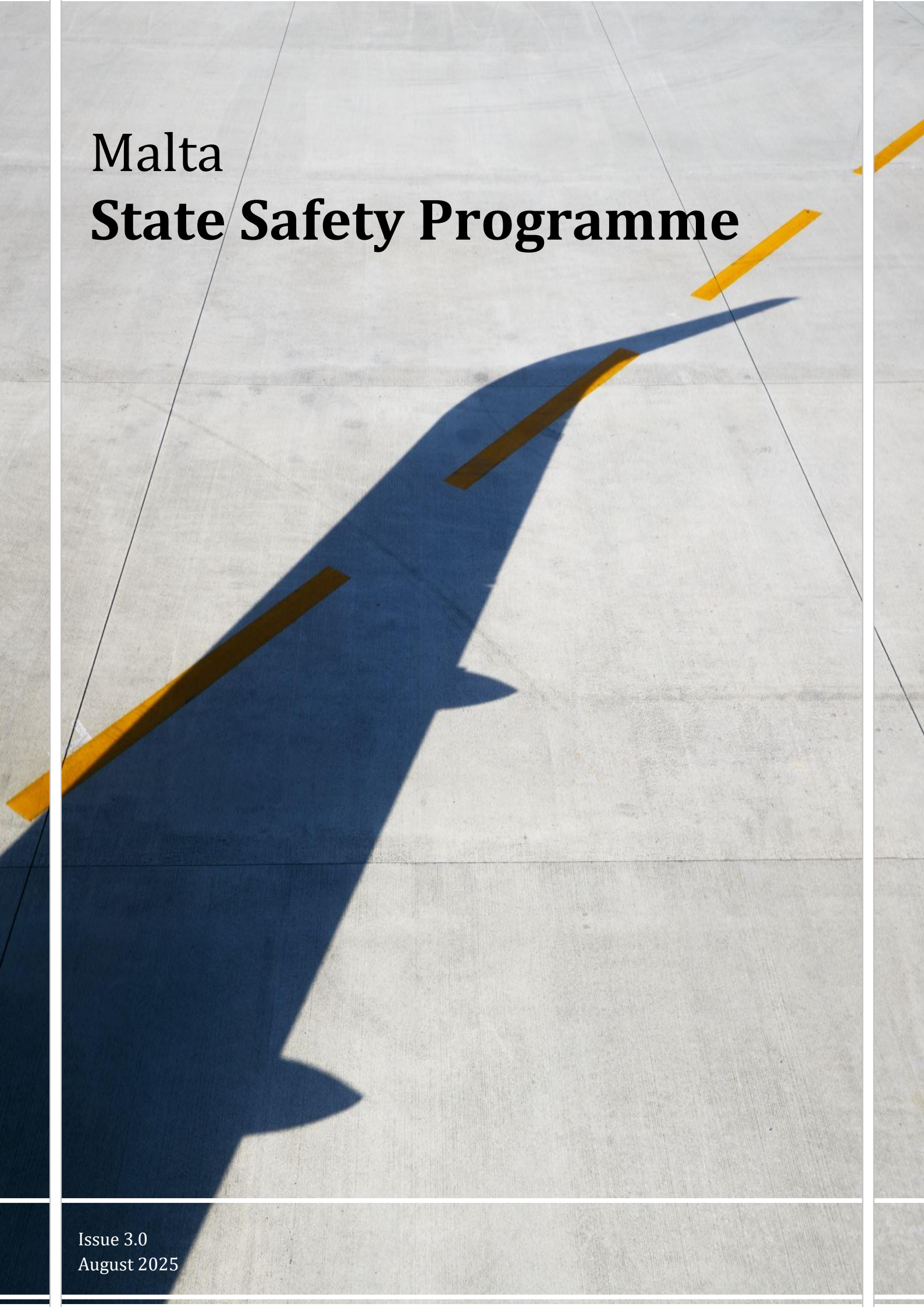

Malta

State Safety Programme

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Front cover photo

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Contents

Foreword

Civil aviation represents Malta's critical gateway to the international community and remains a key contributor to the nation's economic competitiveness. To ensure continued growth and to retain a leading position within an ever-evolving global landscape, it is essential that Malta builds on its past accomplishments whilst strategically preparing for the future.

Transport Malta Civil Aviation Directorate has been appointed by the State to administer the State Safety Programme in accordance with relevant EU legislation and the Standards and Recommended Practices (SARPs) of the International Civil Aviation Organization. As the national regulatory authority for aviation, the Directorate remains steadfast in its commitment to refining and updating regulations to uphold the highest standards of safety across the air transport sector. Risk management—now a fundamental and well-established aspect of aviation—plays a pivotal role in this endeavour. The State Safety Programme forms a cornerstone of Malta's regulatory framework, providing a comprehensive overview of the safety initiatives undertaken by the State, in conjunction with the legislation and directives introduced to secure the safe and efficient conduct of aviation activities.

Maintaining an effective safety management system requires robust data collection, rigorous analysis, and a proactive approach. Given the dynamic nature of the aviation industry, it is essential that regulatory authorities maintain the agility needed to anticipate and respond to developments in the operational landscape. This responsibility is shared not only by national bodies, but by all stakeholders across the sector, reflecting a collective dedication to the highest standards of safety and operational performance.

Capt. Charles Pace

Director General for Civil Aviation
Transport Malta

Malta SSP Amendment Record

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01/2013	May 2013	First publication.
2.0	August 2020	Major revision of the document to reflect changes in ICAO Doc 9859 and TM-CAD operations.
2.1	August 2022	Inclusion of Just Culture Monitoring Group; and other minor textual amendments for added clarity.
2.2	January 2023	Addition of Initial Certification & Business Development Unit; CAMO.B.200 related to the TM-CAD internal compliance function.
3.0	August 2025	Revision of SSP Coordination group function and inclusion of State stakeholders related to SSP functions

Abbreviations

AIP	Aeronautical Information Publication
ALoS	Acceptable Level of Safety
ANA	Air Navigation Act
AOC	Air Operator Certificate
ATC	Air Traffic Control
ATM/ANS	Air Traffic Management/Air Navigation Services
BAAI	Bureau of Air Accident Investigation
CAD	Civil Aviation Directorate
CMS	Compliance Monitoring System
DGCA	Director General for Civil Aviation
EASA	European Union Aviation Safety Agency
EASP	European Aviation Safety Programme
EC	European Commission
ECAC	European Civil Aviation Conference
ECCAIRS	European Coordination Centre for Accident and Incident Reporting System
EPAS	European Plan for Aviation Safety
EU	European Union
FIR/UIR	Flight Information Region and Upper Information Region
GASP	Global Aviation Safety Plan
ICAO	International Civil Aviation Organisation
JCMG	Just Culture Monitoring Group
MET	Meteorological Office
MTIP	Ministry for Transport, Infrastructure and Public Works
NASP	National Aviation Safety Plan
SACA	Safety Assessment of Community Aircraft
SAFA	Safety Assessment of Foreign Aircraft
SANA	Safety Assessment of National Aircraft
SARPs	Standards and Recommended Practices
SES	Single European Sky
SCU	Safety and Compliance Unit
S.L.	Subsidiary Legislation
SMS	Safety Management System
SPI	Safety Performance Indicator
SPT	Safety Performance Target
SRM	Safety Risk Management
SSP	State Safety Programme
SSP CG	State Safety Programme Coordination Group
SPAS	State Plan for Aviation Safety

Definitions

'accident' means an occurrence associated with the operation of an aircraft which, in the case of a manned aircraft, takes place between the time any person boards the aircraft with the intention of flight until such time as all such persons have disembarked, or in the case of an unmanned aircraft, takes place between the time the aircraft is ready to move with the purpose of flight until such time as it comes to rest at the end of the flight and the primary propulsion system is shut down, in which:

a) a person is fatally or seriously injured as a result of being in the aircraft, or direct contact with any part of the aircraft, including parts which have become detached from the aircraft, or direct exposure to jet blast, except when the injuries are from natural causes, self-inflicted or inflicted by other persons, or when the injuries are to stowaways hiding outside the areas normally available to the passengers and crew; or

b) the aircraft sustains damage or structural failure which adversely affects the structural strength, performance or flight characteristics of the aircraft, and would normally require major repair or replacement of the affected component, except for engine failure or damage, when the damage is limited to a single engine, (including its cowlings or accessories), to propellers, wing tips, antennas, probes, vanes, tires, brakes, wheels, fairings, panels, landing gear doors, windscreens, the aircraft skin (such as small dents or puncture holes), or for minor damages to main rotor blades, tail rotor blades, landing gear, and those resulting from hail or bird strike (including holes in the radome); or

c) the aircraft is missing or is completely inaccessible.

'aerodrome operator' means any legal or natural person operating or proposing to operate one or more aerodromes;

'aircraft' means any machine that can derive support in the atmosphere from the reactions of the air other than reactions of the air against the earth's surface;

'air carrier' means an undertaking with a valid operating licence or equivalent;

'aircraft operator' means any legal or natural person operating or proposing to operate one or more aircraft;

'Chicago Convention' means the Convention on International Civil Aviation and the Annexes thereto, signed in Chicago on 7 December 1944;

'commercial air transport' means an aircraft operation to transport passengers, cargo or mail for remuneration or other valuable consideration;

'ground handling service' means any service provided at aerodromes comprising safety -related activities in the areas of ground supervision, flight dispatch and load control, passenger handling, baggage handling, freight and mail handling, apron handling of aircraft, aircraft services, fuel and oil handling, and loading of catering; including the case where aircraft operators provide those ground handling services to themselves (self-handling);

'incident' means an occurrence, other than an accident, associated with the operation of an aircraft which affects or could affect the safety of operation. Examples of incidents which are of interest for safety-related studies are provided in Annex 13, Attachment C.

'international standards and recommended practices' means the international standards and recommended practices adopted by ICAO in accordance with Article 37 of the Chicago Convention;

'national competent authority' means one or more entities designated by a Member State and having the necessary powers and allocated responsibilities for performing the tasks related to certification, oversight and enforcement in accordance with this Regulation and with the delegated and implementing acts adopted on the basis thereof, and with Regulation (EC) No 549/2004;

'oversight' means the verification, by or on behalf of the competent authority, on a continuous basis that the requirements of this Regulation and of the delegated and implementing acts adopted on the basis thereof, on the basis of which a certificate has been issued or in respect of which a declaration has been made, continue to be complied with;

'**qualified entity'** means an accredited legal or natural person which may be charged with certain certification or oversight tasks under this Regulation by and under the control and the responsibility of the Agency or a national competent authority;

'safety investigation' means a process conducted by a safety investigation authority for the purpose of accident and incident prevention which includes the gathering and analysis of information, the drawing of conclusions, including the determination of cause(s) and/or contributing factors and, when appropriate, the making of safety recommendations.

'safety management system' means a systematic approach to managing aviation safety including the necessary organisational structures, accountabilities, policies and procedures, and includes any management system that, independently or integrated with other management systems of the organisation, addresses the management of safety.

'safety performance indicator' means a parameter used for monitoring and assessing safety performance;

'safety performance target' means a planned or intended objective for complying with safety performance indicators over a given period of time.

'state safety programme' means an integrated set of regulations and activities aimed at improving safety.

Overview

In an island nation whose economy is heavily reliant on tourism and international business, the safe and structured development of civil aviation is of paramount importance. Aviation in Malta must not evolve in an unregulated or disorganised manner; rather, it must adhere to safety standards established by the International Civil Aviation Organization (ICAO), the European Commission, and the national legislative framework. The Civil Aviation Directorate within Transport Malta is the authority designated by the State to uphold an effective oversight system and to coordinate the components of the State Safety Programme. The responsibility for achieving the defined objectives is shared between the State and the aviation industry, with both parties expected to remain mindful of each other's respective obligations.

Based on the ICAO Doc 9859 Safety Management NPAS framework, the State Safety Programme - Malta is divided into four main components:

- State Safety Policy, Objectives and Resources
- State Safety Risk Management
- State Safety Assurance
- State Safety Promotion

Each of the components are further divided into elements that outline the specific sub-processes, activities, or tools required by the Civil Aviation Directorate (CAD) to manage safety effectively. This approach integrates both prescriptive and performance-based methods and facilitates the implementation of Safety Management Systems (SMS) by industry partners.

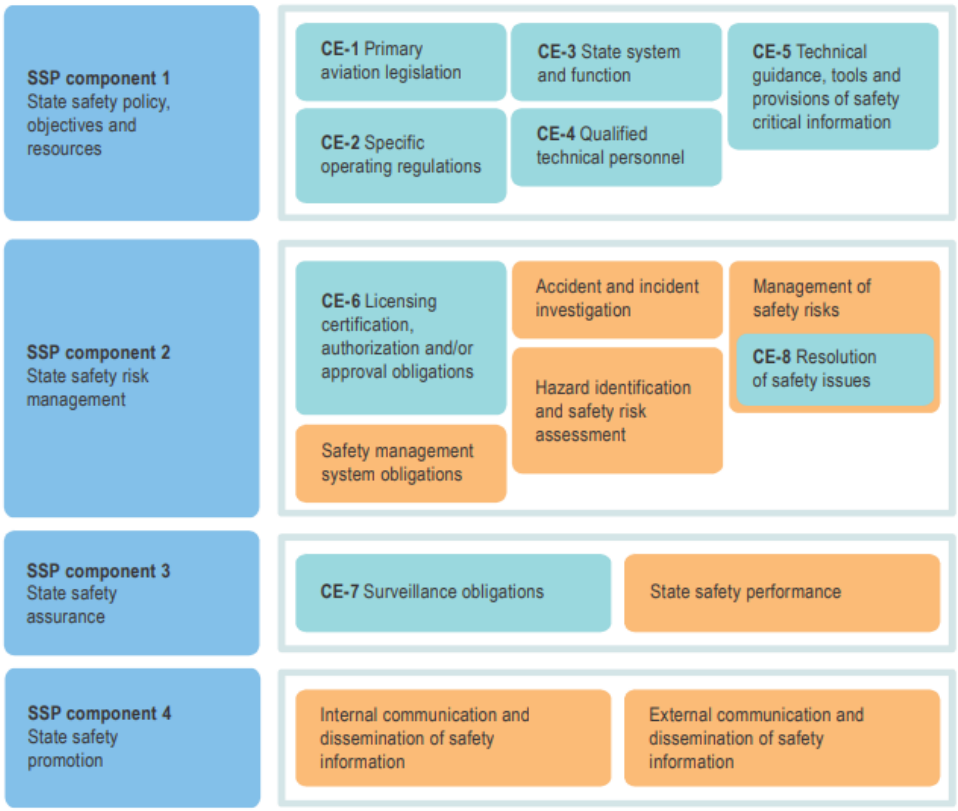

Exhibit 1 - The Integrated State Safety Programme.
(International Civil Aviation Organization, 2018)

Regulation in the Aviation Sector

Aviation is a dynamic industry which incorporates various players and stakeholders operating in this environment. Throughout the years, aviation developed into one of the safest means of transport. One main contributing factor to this safety improvement was that key organisations and institutions have been set up at global, regional and local level to develop common rules, regulations, standards and procedures and oversee their implementation across all aviation domains.

The regulatory framework and safety requirements have been developed over decades and are consistently updated to improve safety performance. These ongoing amendments aim to address emerging challenges, such as the implementation of new air navigation concepts, while also ensuring the sustainable development of civil aviation in the future.

Safety regulation can be easily described on three tiers:

- International regulatory arrangements and requirements: Established and promulgated by the International Civil Aviation Organisation (ICAO).

- Regional regulatory arrangements and requirements in Europe: Established by the European Commission through the work of the European Union Aviation Safety Agency (EASA).
  The objective is to ensure a high and uniform level of safety in civil aviation within the Region, by the adoption of common safety rules and measures in line with ICAO standards and recommended practices.

- National regulatory arrangements and requirements promulgated in national legislation and other normative acts by the designated State authorities. National safety regulatory requirements should comply with those established at global and regional level.

Common safety rules constitute the backbone of the European Union (EU) aviation safety system. They provide for a uniform level of requirements for operators, manufacturers and aviation personnel, thus facilitating the flow of products, persons and services in the internal market, and allowing for mutual recognition of safety certificates, reducing the administrative burden and workload for the national authorities and the industry.

Aviation Safety Management

Safety management seeks to proactively mitigate safety risks before they result in aviation accidents and incidents. Through the implementation of safety management, States can manage their safety activities in a more disciplined, integrative, and focused manner. Possessing a clear understanding of its role and contribution to safe operations enables a State and its aviation industry to prioritise actions to address safety risks and more effectively manage its resources for the optimal benefit of aviation safety.

Obligations of the International Civil Aviation Organization (ICAO)

The ICAO is a specialised agency of the United Nations. Its duties are defined in the Convention on International Civil Aviation (the Chicago Convention) signed on 5 December 1944. ICAO works with the Convention's Member States and industry groups to reach consensus on international civil aviation Standards and Recommended Practices (SARPs) and policies in support of a safe, efficient, secure,

economically sustainable and environmentally responsible civil aviation sector. These SARPs and policies are used by ICAO Member States to ensure that their local civil aviation operations and regulations conform to global norms, which in turn permits the global aviation network to operate safely and reliably.

In Annex 19 to the Convention, ICAO imposes general safety management responsibilities and obligations on member states, having to do with the development and introduction of State Safety Programmes (SSP) and aviation organisations' Safety Management Systems (SMS). The Global Aviation Safety Plan (GASP) was created to facilitate global and coordinated improvement of aviation safety. The GASP is updated every three years and adopted by the ICAO Assembly. The GASP outlines regional and national safety efforts and the structures of safety management.

With the aim to enhance global cooperation on safety management, ICAO has launched a Safety Management programme incorporating near, mid and long-term goals. The responsibility for safety management cannot be attributed to a single organisation or entity. On the contrary, safety management is part of a chain of tasks distributed across multiple industry stakeholders; global (i.e. ICAO), regional organisations (ex: EASA), national governments/authorities and aviation organisations.

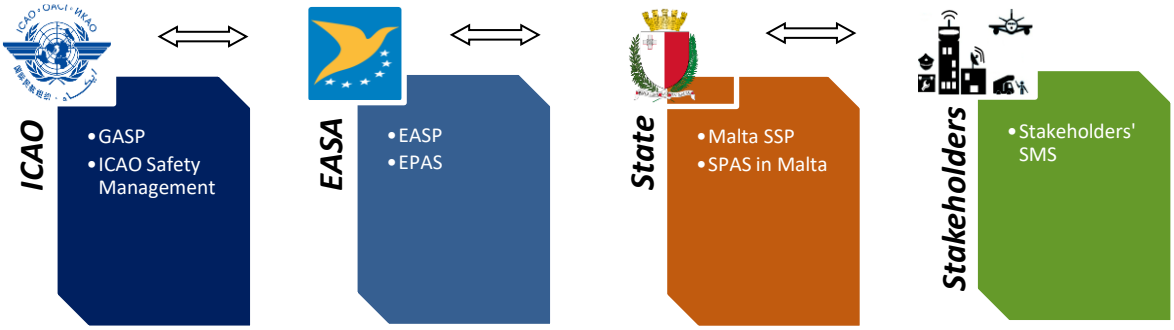

Exhibit 2 - The global chain in aviation safety management.

Safety Management at the EU level

The European aviation safety framework is founded on a unified set of safety regulations, which are overseen by the European Commission, the European Union Aviation Safety Agency (EASA), and National Aviation Authorities. These regulations are applicable across all EU Member States and encompass all major aspects of aviation, including airworthiness, flight crew, aerodromes, flight operations, and the delivery of air navigation services. The EU's approach to aviation safety management extends well beyond occurrence reporting and investigation, forming part of a broader, integrated Safety Management System (SMS). While the reporting, analysis, and follow-up of safety-related occurrences remain a key component, they represent just one pillar of the overall strategy. The emphasis is increasingly on predictive and proactive safety measures—identifying and mitigating risks before they lead to incidents—rather than relying solely on reactive responses to events that signify a failure in the system. Harmonised rules on accident investigation also play a role in supporting systemic improvements and helping to prevent recurrence.

Furthermore, industry organisations, Member States, EASA, and the European Commission have adopted a proactive and collaborative approach in developing the European Aviation Safety Programme (EASP). The EASP outlines the framework for aviation safety management at the European

level, providing an overview of the relevant legislation, measures, and processes. Its objective is to ensure that the aviation safety management system within the EU delivers world-leading safety performance, consistently applied across all Member States, and continuously improving over time.
In parallel, the European Plan for Aviation Safety (EPAS) identifies key aviation safety risks at the European level and sets out strategic safety objectives and the measures required to achieve them, while aligning with the global objectives established in the Global Aviation Safety Plan (GASP). The EPAS is updated annually and covers a four-year period. It forms part of EASA's Safety Risk Management (SRM) process, through which EASA coordinates the development of the European aviation risk portfolio. Malta incorporates the Member State actions outlined in the EPAS into its own State Plan for Aviation Safety (SPAS). These actions must be assessed, documented, and implemented by aviation operators where relevant to their operations.

SSP Implementation

The SSP is a dynamic document that will continue to evolve as it matures in time. Its implementation will evolve across time and new actions will be amended to address any identified gaps or due to regulatory changes. The Civil Aviation Directorate is responsible for implementing the State Safety Programme (SSP), with the support of its parent Ministry acting in the function of the State.

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1. State safety Policy, Objectives and Resources

1.1 State Safety Policy and Safety Objectives

The Republic of Malta is committed to develop, implement, maintain, and constantly improve strategies and processes to ensure that all aviation activities under its oversight achieve the highest level of safety performance, while meeting both the national and international standards. A safe, resilient and sustainable aviation system contributes to the economic development of Malta and its industries.

To ensure the highest standards of aviation safety, the Republic of Malta is committed to the following principles:

i. Develop general rulemaking and specific operational policies grounded in safety management principles, based on a comprehensive analysis of the national aviation system.
ii. Engage all segments of the aviation industry through consultation during regulatory development processes.
iii. Support safety management across the State through an effective safety reporting and communication system.
iv. Collaborate with stakeholders and service providers to resolve safety concerns in a timely and effective manner.
v. Allocate sufficient resources and ensure that personnel within designated entities are appropriately selected and trained to fulfil their safety-related and other responsibilities.
vi. Conduct both performance-based and compliance-oriented oversight activities, guided by safety risk analysis and prioritised resource allocation.
vii. Comply with, and where possible, exceed international safety requirements and standards.
viii. Promote and support the aviation industry on safety management concepts and principles.
ix. Oversee the implementation of Safety Management Systems within aviation organisations through the designated authority.
x. Ensure that all oversight activities conducted by the designated authority uphold the highest safety standards.
xi. Protect safety data collection and processing systems in accordance with Regulation (EU) 376/2014 and ensure that individuals and entities are encouraged to report safety-related hazards through secure and confidential channels.
xii. Establish and monitor the implementation of the State Safety Programme using clearly defined safety indicators and targets.
xiii. Enforce a just culture policy, ensuring that information derived from safety data systems under the State Safety Programme or Safety Management Systems will not be used for enforcement actions, except in cases of gross negligence or wilful misconduct.
xiv. Continuously improve the State Safety Programme by reviewing safety performance data, audit results, and emerging risks to adapt and enhance safety strategies.

This safety policy shall be understood, implemented, and upheld by all personnel involved in the management of civil aviation in Malta. It reflects the State's unwavering commitment to a proactive, collaborative, and data-driven approach to aviation safety.

The safety policy statement is endorsed by:

Mr. Bjorn Callus, Permanent Secretary, Ministry for Transport, Infrastructure and Public Works.
Capt. Charles Pace, Director General for Civil Aviation, Transport Malta.

1.2 Primary Legislation (ICAO CE-1)

Subject to the provisions of the Constitution of Malta, Parliament may make laws for the peace, order and good government of Malta in conformity with full respect for human rights, generally accepted principles of international law and Malta's international and regional obligations particularly those assumed by the treaty of accession to the European Union.

Malta has implemented, and will continue to adopt and implement, a safety legislative framework pursuant to EASA standards and in-line with ICAO Standards and Recommended Practices. This legislation defines how Malta shall conduct the management of safety in the State. It is important to note that EU Regulations have direct effect in Malta and might be supported with further local legislation to deal with specific administrative matters.

Legislative Process

Prior to its publication and coming into force, each legislative Act must go through a number of parliamentary procedures:

First Reading
The parliamentary legislative process is initiated by the presentation of a motion consisting of just the title of the bill at the Office of the Clerk to the House. After three days the bill is put on the parliamentary agenda for its First Reading. The motion is put to the vote without any debate.

Second Reading
Upon publication, the bill is again included in the agenda of the House, this time for its Second Reading. The discussion generally commences on such date as agreed upon in the House Business Committee. After the winding up, the motion is put to the vote by Mr Speaker.

Committee Stage
Next, the Bill proceeds to the Committee Stage, during which each clause is examined in detail. Both Government and Opposition Members may propose any number of amendments to a clause. At the end of the discussion on each clause, a vote is taken on the proposed amendments and on the clause as amended. Upon conclusion of the Committee Stage, the Chairperson reports back to the House on the progress made and indicates whether the Bill was approved with or without amendments.

Third Reading
The Third Reading of the bill may now be put on the Parliamentary agenda and moved by the Minister concerned.

Once approved, the Bill is then presented to the President of Malta for assent and subsequently published in the Government Gazette, thereby becoming an Act of Parliament.

European Legislation

Malta, as a Member State of the European Union, is subject to legislation issued by the European Commission. Regulation (EU) No 2018/1139, commonly referred to as the 'Basic Regulation', establishes common rules in the field of civil aviation and sets up the EASA. This Regulation, along with its associated Implementing Rules, is directly applicable within Malta. The Civil Aviation Directorate within Transport Malta is designated as the national competent authority responsible for the implementation and oversight of this Regulation.

Oversight Authority – Transport Malta Civil Aviation Directorate

Malta has designated the Transport Malta Civil Aviation Directorate as the competent authority within Malta, with the necessary powers and allocated responsibilities for the certification and oversight of persons and organisations subject to Regulation (EU) No 2018/1139 and its implementing rules.

CAP 499 Act No XV of 2009 (as amended) enacted by the President of Malta, and with the advice and consent of the House of Representatives provides for the establishment of a body corporate known as Authority for Transport in Malta (referred to as Transport Malta) which assumes the functions previously exercised by the Malta Maritime Authority, the Malta Transport Authority and the Department for Civil Aviation and for the exercise by or on behalf of the Authority of the functions relating to transport by air, road, rail or sea. The functions of the Authority are described in Article 6 of the Act, and, in particular, Article 9 has the powers and functions in connection with civil aviation.

The Act is supported by various Subsidiary Legislations and Legal Notices in relation to the specific aviation activities within the Maltese territory.

Occurrence Reporting

The CAD is the competent authority designated to independently collect, evaluate, process, analyse and store details of occurrences reported. Occurrence reporting in Malta is regulated by Regulation (EU) No. 376/2014, which aims to improve aviation safety by ensuring that relevant safety information related to civil aviation is reported, collected, stored, protected, exchanged, disseminated, and analysed.

Commission Implementing Regulation (EU) No 2015/1018 is the list referred to when classifying occurrences in civil aviation as mandatorily reportable according to Regulation (EU) No 376/2014.

Accident Investigation

On an international level, Annex 13 of the Chicago Convention provides for the legislative framework for air accident investigations, whilst on a European level, it is Regulation 996/2010. Both legislations are then incorporated into Maltese law, namely Subsidiary Legislation 499.22, entitled Civil Aviation (Investigation of Air Accidents and Incidents) Regulations. This Subsidiary Legislation establishes the body authorised to carry out safety investigations in accordance with the applicable regulations and is identified as the Bureau of Air Accident Investigation (BAAI). The Bureau is independent from all other authorities in Malta to safeguard its impartiality and ensure that its functions are carried out free from any conflict of interest or external influence.

Aviation Security

Aviation Security (AVSEC) Malta has been designated as the appropriate authority responsible for overseeing and monitoring the implementation of the National Civil Aviation Security Programme, in line with EU Regulation 300/2008.

ICAO Annexes

The Chicago Convention ICAO Annexes Standard and Recommended Practices (SARPs), which are effective in European legislation, are also applicable in Malta.

If Malta finds it difficult to fully comply with any SARP, or to align its regulations or practices with any amended SARP, or if it considers it necessary to implement regulations or practices that differ in certain respects from those set by a SARP, it must promptly notify the ICAO of the discrepancies between its practices and the established international standard. This notification shall be made through the ICAO online framework using the Electronic Filing of Differences (EFOD) system.
Any significant differences between the national aviation regulations and ICAO SARPs shall be recorded in the Aeronautical Information Publication (AIP).

Enforcement Policy for Civil Aviation

Ensuring safety and compliance in civil aviation goes beyond setting standards—it also requires effective enforcement mechanisms. Regulatory authorities play a vital role in maintaining the integrity of the system by monitoring certificate holders and imposing measures when rules are breached. According to the Air Navigation Act, Article 5 (5), (6), the CAD has been vested with all necessary powers of search, investigation, and enforcement to ensure that operators comply with the regulatory provisions.

The CAD promotes a Just Culture across the aviation industry and, in line with Regulation (EU) No. 376/2014, strives to ensure that individuals who voluntarily report safety-related infringements are not subject to blame, provided there is no evidence of deliberate or malicious intent. In case of a wilful misconduct and/or gross negligence then the case may be referred to the Malta Police Force who are ultimately responsibly for prosecuting criminal offences and ultimately the Law Courts of Malta to administer justice impartially and in accordance with the laws and customs of the state.

Access to Regulations, Notices, Directives and Guidance Material

Regulations are accessible online to all stakeholders. All latest versions of National legislation can be accessed on the Laws of Malta website https://legislation.mt/

EU legislation is published in the Official Journal of the European Union and is available on the EUR-LEX website at https://eur-lex.europa.eu, with specific EU regulations also accessible on the EASA website at www.easa.europa.eu

Regulatory Instruments, notices and guidance material issued by the Civil Aviation Directorate, are available on the Transport Malta website www.transport.gov.mt/aviation

Likewise, entities supporting the implementation of the SSP publish relevant information regarding their roles and responsibilities through their official websites or other communication channels.

1.3 Specific Operational Regulations (ICAO CE-2)

Without prejudice to the legislative powers vested in Parliament, the Director General for Civil Aviation in Malta is empowered, with the Minister's consent, to issue regulatory instruments deemed necessary for the fulfilment of the functions of Transport Malta's Civil Aviation Directorate under the Air Navigation Act. These instruments are intended to ensure the maintenance of appropriate safety standards within the aviation sector.

The main product and objective of the CAD is the performance of safety oversight based on Regulation (EU) 2018/1139 and its Implementing rules and Delegated acts.

1.4 State System and Function (ICAO CE-3)

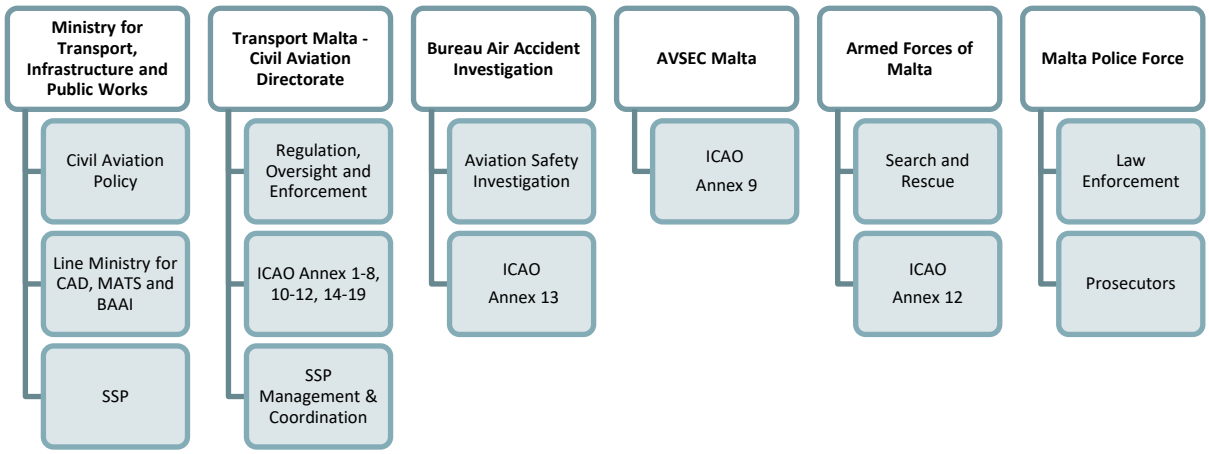

Exhibit 3 - State system and function structure

Ministry for Transport, Infrastructure and Public Works

The Ministry for Transport, Infrastructure and Public Works is responsible for overseeing national civil aviation policy in Malta. The primary goal of Malta's Civil Aviation Policy (2023-2030) is to continue developing a sustainable, competitive and resilient aviation sector based on economic, social and environmental considerations, and consequently maintaining the position of the Maltese aviation sector as a globally renowned player.

Transport Malta - Civil Aviation Directorate

The Civil Aviation Directorate within Transport Malta regulates all civil aviation activities in Malta due to membership of the following organisations:

- The International Civil Aviation Organisation (ICAO)
- The European Civil Aviation Conference (ECAC)
- EUROCONTROL
- The European Union Aviation Safety Agency (EASA)

The CAD ensures that the Maltese air transport industry, in all its aspects, continues to be developed in a safe and efficient manner to serve the State's needs. The CAD has a range of responsibilities and offers a selection of services to ensure the safety of those involved and to regulate all practices.

Regulatory powers were conferred to CAD following the enactment of the national legislation CAP 499 of the Laws of Malta (Act No XV of 2009), by which the functions of the Authority are described in Article 6 of the Act and in particular Article 9, were the powers and functions in connection with civil aviation are mentioned.

Bureau for Air Accident Investigation (BAAI)

Subsidiary Legislation 499.22, the Civil Aviation (Investigation of Air Accidents and Incidents) Regulations, designates the authority responsible for conducting safety investigations of air accidents and incidents in line with the applicable legal framework. The Bureau is independent from all other authorities in Malta, ensuring that its work is free from conflicts of interest and external influence. S.L. 499.22 is aligned with Regulation (EU) No 996/2010 and Annex 13 to the Convention on International Civil Aviation, thereby providing a comprehensive and standardised legal framework that enables the BAAI to carry out its tasks impartially and effectively.

ATM/ANS and MET

Malta Air Traffic Services Ltd. (MATS) is responsible for the provision of air traffic services within the territory of Malta including its territorial waters as well as the airspace over the high seas within the Malta FIR/UIR. Additionally, in accordance with a co-ordination agreement between Rome ACC and Malta ACC, air traffic services are provided under the delegated authority, in the Rome FIR/UIR. The services are provided in accordance with the provisions contained in the applicable EU Regulations and ICAO documents.

The Meteorological (MET) Office of Malta International Airport plc provides meteorological services for general aviation. The MET Office, which incorporates a Meteorological Watch Office, is located on the aerodrome at Luqa where a continuous forecasting and observing service is maintained. Meteorological service is provided for the Malta FIR/UIR, and the service is provided in accordance with the international provisions. Both entities are independent of the CAD. Oversight for both service providers is performed by the CAD in accordance with the EASA safety oversight programmes.

Coordination Responsibilities for the SSP

The State Safety Programme (SSP) is developed by the SSP Coordination Group (SSP CG), chaired by the Ministry for Transport, Infrastructure and Public Works. The Civil Aviation Directorate is responsible for managing and coordinating SSP-related tasks, in accordance with the SSP CG's Terms of Reference.

The development of the SSP is not carried out in isolation; it involves coordination with aviation stakeholders through various communication and information-sharing platforms. Coordination meetings are held between the relevant parties to monitor, implement, and review the SSP's objectives.

The Permanent Secretary within the Ministry for Transport, Infrastructure and Public Works holds ultimate responsibility for the implementation, operation, and oversight of the programme. However, all

relevant entities, aviation industry partners, and any individual participants to whom the programme applies are responsible for the effective execution of the processes described within it.

SSP Coordination Group

The SSP Coordination Group is chaired by the Ministry for Transport, Infrastructure and Public Works (MTIP) in its role as the State representative and lead Ministry. The CAD takes the role of deputy Chair of the SSP Coordination Group. In addition to the MTIP and the CAD, the SSP Coordination Group is composed of senior representatives from the following State entities/Authorities:

- Bureau of Air Accident Investigations
- Armed Forces of Malta
- Civil Protection Department
- Aviation Security Malta
- Air Navigation Service Provider
- Aerodrome Operator
- Airport Health Authorities (Airport Medical Officer/ Port Health Inspector)
- Malta Police Force
- Customs

The SSP Coordination group meet, at least, twice annually, and the meeting is convened by the Chair (MTIP). The meeting frequency may increase depending on exigencies.

SSP functions and activities

Malta values highly the importance of safe operation of aircraft and considers it as one of the pillars for aviation growth.

The SSP Coordination Group is:

- responsible for monitoring the safety performance of the aviation system;
- Ensures that the state safety programme remains effective;
- Makes information-based decisions on state safety objectives;
- Considers how emerging risks are likely to affect the aviation industry;
- Reviews and proposes revisions of the State Safety Policy and objectives
- Considers Government policy, implementation and challenges;
- Discusses and co-ordinates on international matters in relation to national strategy and wider policy objectives;
- Contributes effectively to the development of the Malta State Plan for Aviation Safety (SPAS) and any implementation required thereof;
- Reviews the risks identified in the SPAS;
- Reviews and agrees on the acceptable level of safety performance (ALoSP) for Malta and corresponding Safety Performance Indicators and Targets (SPIs and SPTs).

Safety oversight and SMS implementation for organisations under the CAD oversight is performed by the respective units within CAD, via qualified inspectors or inspecting officers recorded in the CAD's management system. All information and data are gathered to help assist in understanding challenges, as well as when reviewing and implementing SSP goals.

Resources and Training

Malta is committed to allocating the necessary resources to ensure the effective implementation of all components of the SSP. This commitment entails sustained investment in resources and continuous development to maintain adequate capacity and capability.

For each specific field of activity within the administration of the respective State entities, management personnel shall be designated in accordance with the organisational structure and scope of responsibilities of the competent entity. Such management personnel must possess the necessary qualifications, knowledge, and experience relevant to their respective fields of activity and shall be assigned accountability for the associated processes and procedures.

The selection and recruitment of personnel shall be undertaken by the competent human resources departments in cooperation with the heads of the relevant departments, and in accordance with national recruitment procedures as defined by the State. The objective is to ensure the engagement of a sufficient number of suitably qualified personnel to fulfil the designated tasks. Human resources planning shall be consistent with the scope of duties to be performed. Furthermore, continuity in the performance of functions must always be maintained to ensure uninterrupted service delivery by the responsible entity.

All employees shall receive adequate training. The competent entity shall establish a training programme for its personnel, which reflects both the individual needs of staff members and the requirements of the competent authority. Training courses must be sufficiently comprehensive and detailed to enable the proper execution of duties and must be tailored to the specific needs and duties of each staff member.

The competent entity is responsible for ensuring that staff undergo regular, ongoing, and periodic training and are kept informed of recent developments and changes. It shall determine which training modules are to be delivered, making distinctions based on the level of knowledge between new and existing employees. Training activities shall be conducted on a regular basis.

The competent entity shall define its responsibilities concerning the delivery, organisation, and oversight of training courses, including monitoring staff participation in these activities. The associated training documentation must be maintained in an up-to-date and auditable manner. Evidence of training and qualifications, including all relevant certificates and authorisations held by staff members, shall be retained as supporting documentation and preserved for the duration of the individual's employment with the entity or as stipulated in National legislation or internal procedures.

State Plan for Aviation Safety (SPAS)

The SPAS in Malta is the master planning document that contains the strategic direction for managing aviation safety over a set period. The SPAS is the means to demonstrate commitment to the implementation of activities for improvement of safety in the State.

This plan lists national safety issues, identifies national safety indicators and safety targets, while also addressing regionally driven initiatives to enhance specific domains within the aviation industry. The SPAS in Malta is a living document which will require annual review to incorporate and address safety issues identified from the aviation occurrence reporting system and data from regional publications such as the EPAS. The CAD, as the designated authority responsible for Civil Aviation, is committed to ensuring that the SPAS in Malta is kept up to date as one of the means to ensure its effectiveness.

1.5 Qualified Technical Personnel (ICAO CE-4)

All personnel involved in the tasks of the State Safety Programme (SSP) must undergo appropriate training, as reported to the SSP Coordination Group (SSP CG), and demonstrate the requisite competence to fulfil their responsibilities. This is supported by robust recruitment and training policies across all relevant State entities, with provisions in place to ensure the necessary resources are allocated accordingly. The process is subject to continuous monitoring by the designated oversight authority or internal compliance functions. Matters relating to training and competency are regularly reviewed as part of the SSP CG's remit, ensuring the ongoing availability and proficiency of personnel at the State level.

The effective execution of SSP tasks necessitates the involvement of suitably qualified personnel at each stage of the process. Malta remains committed to cultivating a knowledgeable and competent workforce capable of delivering optimal outcomes in accordance with regulatory requirements.

The Civil Aviation Directorate (CAD)
An initial competency assessment enables the CAD to perform a gap analysis against the qualification and experience requirements necessary to perform the tasks associated with the terms of reference/responsibilities of the position or authorisations to be issued. The assessment would encompass technical knowledge, experience, attitude, aptitude, traits and demeanour. The gap analysis would enable the CAD to tailor the training programme according to the needs of the personnel.

The CAD employees who are authorised to conduct audits will follow an initial training programme as identified in the CAD Management Manual. Part of this initial training incorporates instructional and on-the-job training, as necessary. An individual's training path is further supported with recurrent training, especially to cater for regulatory changes and/or wider individual competency.

All Inspectors and Inspecting Officers are 'Authorised Persons' and are the final recipients of the powers granted by the Air Navigation Act (ANA) to the Director General. These powers are transferred through the issue of the Warrant Card signed by the DGCA. On appointment having satisfactorily completed all relevant training and competency assessment, Inspectors and inspecting officers are issued with authorisations or warrant cards which specify their authorisations and privileges given by law.

The Bureau of Air Accident Investigation (BAAI)
The BAAI operates in compliance with national regulations, EU regulations, and ICAO Annex 13. Investigators are required to have successfully completed an accredited Aviation Accident Investigators course, along with having experience as a Pilot, Aviation Engineer, or Air Traffic Controller. Special consideration will be accorded to Cabin Crew members, in accordance with BAAI requirements.
Training and inspector currency is maintained by means of periodical courses and workshops.

Air Navigation Service Provider (ANSP)
The ANSP has defined a training programme that follows international and regional standards and regulations. Associated training programmes are audited by the CAD and the ANSP's internal compliance function.
All ATCOs are trained periodically to handle aircraft emergencies. Trained to handle service provision contingencies and supervisors (ATCOS) apart from the obligatory training are guided by the Supervisors manual. All staff participate in the Emergency Response Planning training/exercises provided by the Safety Quality Security and Compliance (SQSC) section.

Armed Forces of Malta (AFM)
Training is in line with International Maritime Organisation (IMO) Standards. All Search and Rescue Mission Coordinators are trained, qualified and attend courses organised by an appropriate Coast

Guard as identified by the AFM. The AFM Search and Rescue (SAR) Plan, which plan is also in line with the IAMSAR manual which is the international manual for SAR.

Aviation Security Malta (AVSEC)
Training and technical knowledge of AVSEC personnel, including requirements for stakeholders are defined within the following three national programmes:

1. National Civil Aviation Security Programme
2. National Civil Aviation Security Quality Control Programme
3. National Civil Aviation Security Training Programme

These programmes are established by means of Chapter 405, Subsidiary Legislation 03 (SL405.03) and are in line with ICAO Annex 17 and ICAO Security Manual (Doc 8973 – Restricted) and with EU Regulation 300/2008 and its implementing acts.

1.6 Technical Guidance, Tools and Provisions of Safety Critical Information (ICAO CE-5)

Bodies forming part of the SSP have their own set of regulations and procedures that give them legal personality, or allocation of responsibility, to conduct their associated task. This documentation shall be made available to all personnel involved in upholding the SSP functional elements.

With regards to oversight functions, the CAD employs an online management system that serves as a centralised platform for staff and the organisation to access documentation and the outcomes of oversight activities. All internal documentation and guidance materials for the CAD personnel are stored within this system.
In addition to this internal platform, any notices or guidance materials issued to organisations under the CAD's oversight are also made publicly accessible via the CAD website.

In support of the internal availability of technical material, other sources of information are available from:

- www.legislation.mt
- www.easa.europa.eu
- www.icao.int
- www.transport.gov.mt/aviation
- www.baai.gov.mt
- www.maltats.com
- www.afm.gov.mt
- www.aviationsecurity.gov.mt
- www.pulizija.gov.mt
- www.maltairport.com

2. State Safety Risk Management

Aviation safety risk management is a core function carried out by the CAD, under the authority granted by its regulatory role within the civil aviation framework. The CAD's objective is to foster a proactive safety culture, rather than merely reacting to incidents.

In relation to entities under its oversight, the CAD addresses Safety Risk Management by:

- Requiring organisations to implement a SMS to manage and enhance their aviation operations;
- Ensuring that organisations have identified hazards and key risk areas, supported by a realistic and effective approach to managing these risks;
- Reviewing and assessing the effectiveness of the SMS through ongoing monitoring and scheduled oversight activities.

The CAD applies a Risk-Based Oversight (RBO) approach to prioritise its oversight activities. This approach is informed by the overall surveillance of each entity's operations and is evaluated against an established risk acceptance framework.
To support this process, data gathered from regulatory activities within civil aviation, along with elements related to the broader SSP function, are presented to the SSP Coordination Group (SSP CG) to assist in the identification of State-level risks.

2.1 Licensing Certification, Authorisation and/or Approval Obligations (ICAO CE-6)

The CAD is the authority responsible for issuing licences, certifications, authorisations, and/or approvals as stipulated under the Authority for Transport in Malta Act (CAP 499 of the Laws of Malta) and the Air Navigation Act (CAP 641 of the Laws of Malta).
In carrying out these responsibilities, the CAD adheres to the relevant EU Regulations and EASA Acceptable Means of Compliance (AMCs) when establishing documented processes and procedures. These ensure that individuals and organisations engaged in aviation activities meet the required standards before being granted the privileges associated with a licence, certificate, authorisation, or approval.

Where regulatory provisions confer oversight powers, the CAD conducts audits of organisations as part of its oversight cycle. These audits are guided by checklists derived from the applicable regulations relevant to the specific domain under review.

All documentation related to the issuance or renewal of licences is handled with the highest level of confidentiality. This includes all correspondence, applications, assessments, examination results, medical reports, and other licensing records. These documents are managed and stored in accordance with the CAD's record-keeping policies and in line with European legislation.
Operational procedures relating to licensing, authorisation, and approval obligations are detailed in the respective manuals of each Unit. These manuals are subject to periodic review to ensure their accuracy and relevance.

2.2 Safety Management System Obligations

Pursuant to ICAO Annex 19 and applicable EU Regulation, the CAD requires that organisations under its oversight introduce a SMS framework to manage safety assurance within their entity. SMS review and oversight is documented by procedures in the respective CAD Unit manual.

Any entity operating under the following industry branch are required to have a SMS framework:

- Training organisations in accordance with ICAO Annex 1
- Air Carriers
- Commercial Air Transport operators
- Aircraft manufacturing companies
- Air traffic control providers
- Aerodrome operators
- Part-145 aircraft maintenance companies
- Continuous Airworthiness Maintenance Organisations (CAMO)
- Unmanned Aircraft Operators

The CAD has established mechanisms, such as ad-hoc inspections and scheduled audits, to ensure the effective monitoring, identification of hazards, and management of safety risks by the respective entity. These entities refer to organisations under the oversight of the CAD, and the measures in place ensure that their SMS are implemented, function as intended, and remain effective.
In situations where formal SMS requirements are not established by regulation, it is still essential that any organisation under the CAD's oversight undergoes an appropriate risk assessment before starting safety-critical operations. This could include creating formal safety cases or conducting less formal safety risk reviews, depending on the identified risk level.

Safety Performance Indicators (SPIs)

As part of an organisations' holistic SMS process, the entity must identify hazards and risks and compile a set of SPIs. Some of these SPIs may link to the State SPIs for measuring and monitoring the Acceptable Level of Safety (ALoS).

The identification and management of SPIs a State level shall follow the SMART concept. SPIs must be monitored over a period and measured against baseline performance values. These baseline values may be established either by the entity following internal monitoring or based on targets established at the State, regional or global level.

The CAD gathers Safety data from the occurrence reports received pursuant to Regulation (EU) 376/2014, entity oversight, document publications such as the EPAS, Annual Safety Reviews and other relevant data analysis. The data is seen and considered from a local perspective and identifies the most relevant SPIs that will provide added value towards improving safety assurance. Following consultation and approval of the SSP CG, SPIs at the national level will be presented in the SPAS document.

2.3 Accident and Incident Investigation

Bureau of Air Accident Investigation (BAAI)

The sole objective of a Safety Investigation is to enhance safety by preventing accidents and incidents. A typical investigation will include the gathering of evidence and analysis of data, including the reasons and all factors that may have significantly contributed to causing an accident or incident. Where appropriate, the BAAI will issue safety recommendations without the apportionment of blame or liability.

The independence and objectivity of an investigation are guaranteed by law and by the fact that BAAI operates with a distinct budget. BAAI can neither receive nor request instructions on the conduct of an

investigation, and its personnel must refrain from participating in the investigation work or the compilation of an investigation report if they or a close relative is personally involved in the accident or serious incident. Where necessary, the BAAI may cooperate with the CAD, or other entities, while maintaining its complete independence.

2.4 Collection and Management of Safety-Related Data

Occurrence Reporting and National Database

To support the effective shift towards a proactive approach to safety assurance, it is essential for the State to have a robust occurrence reporting system in place. In line with Regulation (EU) No 376/2014, Malta has established a system for the collection and management of such reports. The CAD is the competent authority responsible for managing this database. However, the Bureau of Air Accident Investigation (BAAI) also has full access to the national database and complete visibility of all occurrence reports.
The Safety and Compliance Unit (SCU) within the CAD is responsible for ensuring the effectiveness of the occurrence reporting system. This includes collecting and assessing reports, as well as sharing relevant information with other organisations and entities, in accordance with the Basic Regulation and its implementing rules. These functions are carried out in coordination with other units within the CAD.
The CAD strives to create an effective reporting culture to allow the broadest possible data gathering for better accuracy of the safety level in the territory. Subsequently, the CAD must constantly encourage and educate providers about the importance of occurrence reporting.

Just Culture

The CAD fosters a culture that builds trust among aviation professionals in the occurrence reporting system. It actively encourages the reporting of relevant safety information to support the improvement of aviation safety and the prevention of accidents. To this end, the CAD requires organisations to adopt Just Culture principles in their procedures and safety management. Furthermore, the CAD promotes a culture in which individuals are not penalised for actions, omissions, or decisions that lead to a reportable event, provided these are consistent with their level of experience and training.

Nevertheless, Just Culture must not be used as a means to exonerate individuals from their responsibilities but rather to find a balance between full impunity and blame culture. For particular cases, the CAD procedures and State legislation provide exceptions to the principle of Just Culture. Exceptions are granted in cases of wilful misconduct, and situations where there has been a manifest, severe and serious disregard of an obvious risk and profound failure of professional responsibility to take such care as is evidently required in the circumstances, causing foreseeable damage to a person or property, or which seriously compromises the level of aviation safety.

Just Culture Monitoring Group

The Just Culture Monitoring Group (JCMG) has been established to support the CAD, the latter being the designated body in accordance with Article 16(12) of Regulation (EU) 376/2014. The purpose of JCMG is to facilitate the CAD with the spontaneous reporting of Just Culture infringements within the Aviation Industry, support it in implementing the relevant provisions of regulation (EU) 376/2014 and to ensure that 'Just Culture' principles are safeguarded.

Any employee or contracted personnel of the organisations established in the Republic of Malta who believe they have been unfairly treated or prejudiced as a result of actions taken against them have the

right to submit a petition to the Just Culture Monitoring Group. In this regard, the protection granted in Regulation (EU) 376/2014 shall not apply to any of the following situations:

a) in cases of wilful misconduct
b) where there has been a manifest, severe and serious disregard of an obvious risk and profound failure of professional responsibility to take such care as is evidently required in the circumstances, causing foreseeable damage to a person or property, or which seriously compromises the level of aviation safety.

Reporting an alleged infringement does not replace the occurrence reporting system (MOR or VOR) of the CAD and shall be conducted via the dedicated web-link from the CAD website. The Just Culture Monitoring Group shall ensure the confidentiality of the identity of the reporter, as well as any other individuals who are involved in the report made.

Mandatory Reporting

For the purposes of mandatory occurrence reporting, a reportable occurrence in relation to an aircraft includes any incident which endangers or that, if not corrected, would endanger an aircraft, its occupants, or any other person. Commission Implementing Regulation (EU) 2015/1018 lays down a list of classifying occurrences in civil aviation which should be referred to when reporting occurrences under mandatory reporting systems.

Any reports which do not fall under any of the categories or scenarios listed in Regulation (EU) 2015/1018 may still be reported to the CAD via the same web link. These are classified as Voluntary Reports, and CAD may still take any appropriate action if it serves to improve aviation safety.

Data input, Analysis and Exchange of Information

States are required to contribute to the ECCAIRS database, where reports received are inputted into this database for the European Commission to obtain a clear understanding of the level of safety within States and for States to compare their level of safety with each other. The mission of ECCAIRS is to assist National and European transport entities in collecting, sharing, and analysing their safety information to improve safety.

The occurrence reporting databases of EASA, the Member States and organisations use formats which are:

- Standardised to facilitate information exchange; and
- Compatible[1] with the ECCAIRS Software and the ADREP taxonomy.

Regulation (EU) 376/2014 requires that safety information relating to civil aviation is reported, collected, stored, protected, exchanged, disseminated, and analysed. Data sharing within EASA is accepted by contributing to the European Central Repository (ECR) via the ECCAIRS programme. Apart from inputting data into the ECCAIRS database, the CAD is also responsible for analysing this data, from which safety trends can be established and any areas of concern highlighted.

To assist in the requirements of occurrence reporting, the CAD may issue guidance material related to information on mandatory and voluntary occurrence reporting, regulatory obligations and CAD requirements.

[1] ADREP taxonomy compatibility is understood as a reporting system which uses the ADREP taxonomy.

Immediate Reaction to a Safety Problem

The provisions of Basic Regulation 2018/1139 and the Delegated/Implementing Acts shall not prevent a Member State from reacting proportionately and immediately to a safety problem or serious risk which involves a product, person or organisation subject to the provisions of the regulation. Each inspectorate conducting respective oversight activities collects and analyses safety information.

Upon the identification of a safety problem, following either:

- results from routine scheduled or spot inspections and audits; or
- the receipt of a voluntary or occurrence report; or
- the receipt of information/reports from other entities (EASA, FAA, etc.),

the CAD shall notify relevant stakeholders and take adequate measures to address the safety problem. The CAD may also have to act to initiate the process for immediate suspension or revocation of a certificate, approval or licence if deemed necessary. When applying such action, the CAD shall immediately notify the Agency, the Commission and the other Member States in accordance with its own internal procedures.

Data Publishing

The CAD analyses occurrence reports and periodically prepares safety reports to assist in assessments and identify trends. This data is presented both internally and/or externally and reflects a fair picture of the aviation industry within the State and the operators under the CAD's oversight. When publishing such data, the CAD ensures confidentiality of the information and presents the data in a clear and concise format with the sole intention of promoting and improving safety awareness.

2.5 Hazard Identification and Safety Risk Assessment

One of the most important measures for a proactive approach is to identify hazards and emerging trends across the aviation system. Malta, through the powers granted to the CAD makes use of multiple data streams to assist in hazard and safety risk identification, deriving from but not limited to, ad-hoc and scheduled inspections/audits, SANA, SACA and SAFA inspections and carrier score, analysis of mandatory and voluntary occurrence reports, and regional and international publications (EPAS, EASP, GASP, etc).

A Safety Risk Assessment and mitigation meeting is normally required when:

- A change in the aviation system (regulatory, technology, etc) is planned;
- Negative trends are identified through occurrence reports;
- A negative trend identified through analysis from EU or International organisations;
- Issues are constantly identified during audits, posing a potential threat to safety;
- A proposed change that will directly affect the operation of the CAD;
- A sudden change in the operating environment (e.g.: impact of a pandemic) occurs.

Safety Risk Management

The civil aviation sector inherently faces various safety risks due to operational complexities. Implementing a robust Safety Risk Management (SRM) process is crucial for systematically identifying, assessing, and mitigating these risks, thereby ensuring enhanced safety, regulatory compliance, and

the protection of passengers, crew, and assets within the aviation environment. These risks are to be logged for mitigation and monitoring purposes and to ensure that such threats do not escalate to a point whereby the operation results in an unsafe scenario.

The identified risks will be reviewed periodically for the effectiveness of the mitigation measures and the relative risk score. Additionally, the review will determine whether the risk remains applicable to the national aviation scenario. Given that the civil aviation environment is dynamic, new risks might crop up from time to time. It is essential that Malta remains vigilant on this front and, in such circumstances, adds newly identified risks to its log and monitors them accordingly via a new risk management process.

Management of Change

When changes are introduced into a system, the established safety risk picture of the system will change. Changes may introduce hazards that may impact the effectiveness of existing defences. This could result in new risks or changes to existing safety risks. Effective Management of Change (MoC) is crucial in civil aviation to ensure that any operational modifications are systematically controlled and assessed before implementation.

A well-defined MoC procedure helps entities identify potential safety, security, and operational impacts associated with changes in processes, technology, personnel, or organisational structure. By thoroughly evaluating risks and establishing clear communication and approval protocols, the MoC process minimises unintended consequences that could compromise safety or efficiency. This proactive approach fosters a culture of continuous improvement, regulatory compliance, and resilience, ultimately safeguarding passengers, staff, and aviation infrastructure from unforeseen hazards arising from uncontrolled changes.

State Safety Objectives

State safety objectives are a fundamental component in establishing a coherent and effective civil aviation safety framework. These objectives provide clear, measurable goals that guide the development and implementation of safety strategies within the State. Typically, they are developed in alignment with the ICAO SMS model, which emphasises a systematic approach to identifying hazards, assessing risks, and promoting continuous safety improvement.

By adopting the ICAO framework and utilising data from the EPAS, Malta ensures its safety objectives are consistent with international best practices and tailored to address its unique aviation environment and risks. Once drafted, these State safety objectives are presented to the SSP CG for review and discussion. The SSP CG plays a vital role in validating and endorsing these objectives to ensure they are practical, relevant, and achievable. Upon approval, these objectives serve as the cornerstone for all safety initiatives, fostering collaboration, accountability, and a shared commitment to enhancing aviation safety across Malta. These objectives are sustained by identifying safety performance indicators as the key to better understanding the precursor events of such risks.

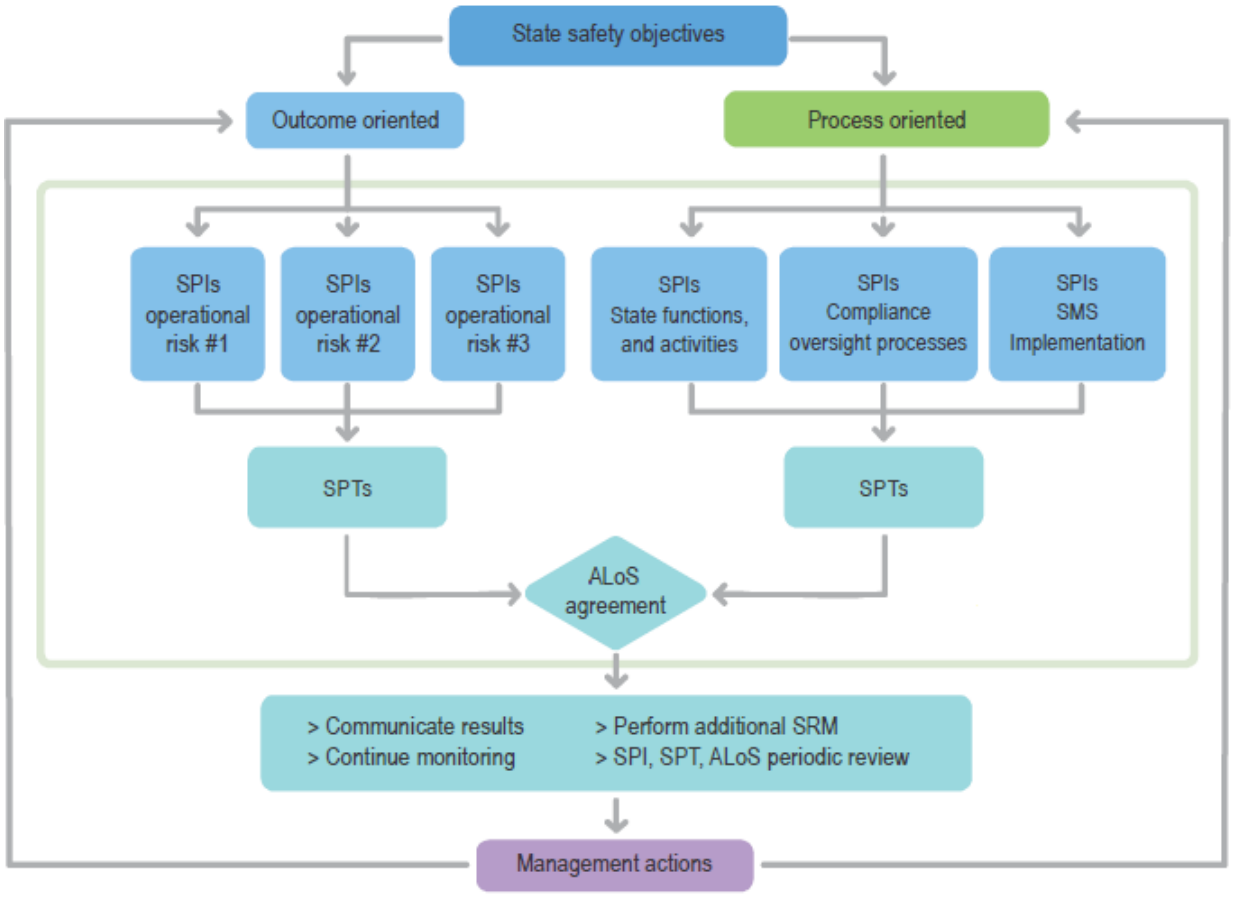

Exhibit 4 - Acceptable Level of Safety.
Adapted from (International Civil Aviation Organization, 2018)

2.6 Management of Safety Risks - Resolution of Safety Issues (ICAO CE-8)

Each hazard and/or risk is to be documented, with the main objectives is to:

- Close the gaps identified;
- Anticipate hazards that could result from the change and evaluate the associated risk;
- To mitigate these risks;
- To validate the implemented risk mitigation means and to monitor the safety performance.

The management of these cases shall provide the basis for decision-making. Based on the outcome, the risk and its mitigations must be monitored to ensure their effectiveness and that an acceptable level of safety has been achieved.

All cases shall be revised and verified by management, and the risk will be assessed in relation to safety. Nevertheless, due consideration should be given to other factors that may potentially impact the Directorate, such as Reputation, Financial, Operational, Strategic, Environmental, and Regulatory.

3. State Safety Assurance

State safety assurance activities aim to ensure that the functions are achieving their intended safety objectives and targets. Similar to how an organisation utilises its SMS assurance capability to measure their safety processes for effectiveness, and that they are on target to achieve their safety objectives, the State safety assurance activities, will provide the State with assurance that its safety processes are functioning effectively, and the State is on target to achieve its safety objectives via the collective efforts of the State's aviation industry.

3.1 Surveillance Obligations (ICAO CE-7)

The primary function and objective of the CAD is to perform safety oversight in accordance with aviation legislation, ensuring the highest standards of safety while supporting the sustainable growth of the aviation industry.
Each inspectorate within the CAD is responsible for the accomplishment of the safety oversight in its specialised field and are defined in both the CAD Management Manual and the respective unit manuals. The CAD Unit Heads are responsible for the implementation and control of safety oversight audit and inspection plans. Maintaining data in line with changes in the underlying planning assumptions shall be essential, with particular focus on risk-based oversight principles.

Oversight is to be conducted in a structured manner and through various methods including audits, inspections and surveys. Oversight plans are conducted on an annual basis and shall reflect the complexity and operation of the organisation/entity under review. All oversight activities are documented in its appropriate format and any results of findings, corrective actions and mitigation measures are monitored. Additionally, data sharing, information gathering, and targeted meetings are also effective means that help assist in analysis and issue evaluations.

Approval, Certification, and Continuing Oversight

Oversight is conducted along the various stages of an organisations operation and depending on the operation type. In the initial application stage, prior to any approval being issued, the respective unit within CAD will conduct the necessary evaluation to ensure compliance with the applicable regulatory framework for that type of operation. Once all checklists and requirements are met certification is granted. As part of the ongoing approval of this certification, the CAD will devise an oversight plan composed of audits and inspections. Ad-hoc inspections may also be carried to further strengthen the continuous oversight.

All oversight audits and inspections are carried out by qualified auditors/inspectors as approved by the CAD management manual.

Aircraft Ramp Inspections

The EU Ramp Inspection Programme is a European initiative focused on conducting ramp inspections of aircraft operated by third-country operators (SAFA) or by operators under the regulatory oversight of another EU Member State (SACA).
The Programme is regulated by Commission Regulation (EU) No 965/2012, and it provides for the inspection of:

- Aircraft suspected (e.g. based on safety-relevant information collected by the Participating States or on regular analysis of performed by EASA) of non-compliance with the applicable international or EU standard safety requirements.
- Aircraft free from any suspicion, in which case a spot-check procedure is applied.

The EU Ramp Inspection Programme has two major components:

- SAFA ramp inspections (for third country operators); and
- SACA ramp inspections (for community operators – checked against EU standards).

Aircraft operators may be subject to a ramp inspection, which is primarily concerned with the aircraft's documents and manuals, flight crew licenses, the apparent condition of the aircraft, and the presence and condition of mandatory cabin safety equipment. These checks are carried out in accordance with a procedure which is common to all the Participating States, documented in a common format and submitted to a centralised EASA database.

CAD Internal Compliance

The SCU manages and performs internal compliance monitoring of the management system in accordance with the procedures outlined in the Safety and Compliance Unit Manual. The SCU conducts compliance monitoring of the CAD units as required by applicable regional regulations. The Compliance Monitoring System (CMS) follows the PLAN-DO-CHECK-ACT cycle, incorporating both scheduled and unscheduled independent audits and inspections, and a feedback system for closure of findings. The CMS also incorporates a risk management process and safety risk assessment of findings as part of the establishment of an internal audit process.

3.2 State Safety Performance

The CAD monitors the level of aviation safety and its related performance and presents them under two specific fields: Systemic and Operational related. These two fields are key components of the SPAS in Malta and deal with the identification of safety concerns in each respective aviation domain. Data for such monitoring is obtained via the information streams of Occurrence reporting, oversight cycles performed by CAD, general industry data sharing and SSP CG discussion points.

The data gathered is compiled and each field has its own set of SPIs, SPTs and presented in the SSP CG. These indicators and values are reviewed annually to maintain a relevant evaluation of the safety performance of the State.

SPIs and SPTs

The SPIs and SPTs are the tangible outcomes following the analysis of the data gathered from multiple sources. These metrics are a measurement tool to also help identify risk areas and the implementation and effective levels of the actions taken. The SPAS in Malta provides SPIs and SPTs related to Systemic and Operational threats. The ‘Systemic’ field deals with system-wide issues, stemming from Malta-specific issues and safety risk areas as provided in the EPAS and key-risks of State safety-supporting entities. The SPT is supported with an ALoS based on trends of the aviation activity in Maltese airspace or Malta-registered aircraft. The ‘Operational’ threats extend to specific domains of aviation activity and highlight SPIs and SPTs that local aviation partners must process in relation to their operation and include them in their hazard/risk log.

For SPTs that were not met, there will be a need to understand why and require analysis whether improvement was still recorded even if the target has not been met, and what further actions are required. This may require additional analysis that could identify some risk factors that were not addressed or maybe some risk mitigations in place that are not effective.

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4. State Safety Promotion

Malta places great importance on safety within the aviation sector and is committed to ensuring that this principle is upheld by all stakeholders involved. To achieve this, CAD is appointed as the principal body responsible for promoting safety. This is accomplished through active engagement with the industry and the implementation of best practices to encourage stakeholders to adopt a strong safety culture. This approach is applied both in internal communications and in the sharing of information externally.

Effective communication plays a vital role in cultivating a strong safety culture, and the CAD recognises the ongoing importance of maintaining consistent dialogue both within the organisation and with external stakeholders. By employing a strategic approach to communication, the CAD ensures that key safety-related messages reach the intended recipients through the most appropriate channels and formats, tailored to suit the audience and context at the time of delivery.

4.1 Internal Communication and Dissemination of Safety Information

The CAD is committed to ensure the effective circulation of safety-related insights across all aspects of the SSP. This encompasses regulatory updates, incident reporting, compliance checks, risk analysis, SPAS actions, and safety promotion initiatives. To support this, the CAD employs a multi-layered communication strategy tailored to the needs of its personnel. Safety information is disseminated through various channels, including regular reviews, department-level meetings, organisation-wide briefings and dedicated safety presentations, and workshops as applicable. Moreover, the CAD actively encourages cross-departmental dialogue through structured forums, promoting integrated communication and collaboration among teams responsible for oversight and SMS functions

Insights derived from oversight outcomes, safety reporting, and overall organisational performance are internally disseminated across the Directorate to inform and strengthen the risk-based oversight strategy adopted by the CAD.

4.2 External Communication and Dissemination of Safety Information

The CAD places appropriate emphasis on safeguarding confidentiality and protecting personal data when disseminating or sharing safety-related information be it internally or externally.

The CAD primarily communicates with its stakeholders through email, the Centrik web-based platform, and the CAD official website. Individual meetings—conducted either in person, via telephone conference, or through online video platforms—are also frequently employed to exchange, clarify, and discuss information.

Regulatory updates, whether forthcoming or recently enacted, are communicated to stakeholders predominantly via electronic means (email, Centrik and CAD website). These are often complemented by targeted meetings and dedicated briefing, or discussion sessions arranged for industry partners, ensuring clarity and engagement.

Audit findings are communicated and monitored through Centrik, the CAD's web-based management system. In addition, safety bulletins and publications from regional and international authorities—such as EASA and ICAO—are accessible via the CAD website. Annual statistical reports published by the CAD are also available online for viewing and download.

Sharing of information with the public

Information primarily intended for public awareness and understanding may be shared through the official website and social media platforms managed by the CAD or the relevant entity. This ensures that important updates are communicated swiftly and effectively, making use of the fastest available means and the most widely used mass communication channels.

Reporting to EASA

Each Member State is required to report key elements critical to the aviation framework to EASA. In Malta, the CAD is the designated competent authority responsible for fulfilling these reporting obligations. The notification procedure must follow the process established by EASA or the relevant task force.

Exchange between local authorities

The competent authorities actively engage in ongoing dialogue to facilitate the exchange of information. Communications with key authorities are conducted through channels established in cooperation agreements, which are regularly reviewed to ensure their continued relevance. Where no formal cooperation agreement exists, communication is initiated in accordance with industry practice and managed pragmatically to prioritise aviation safety.

Ad-hoc working groups may be formed to tackle specific safety concerns and conduct related risk assessments, with industry best practices consistently applied.

Sharing of information and Support with the BAAI

The CAD also collaborates with the BAAI during Annex 13 investigations. Upon notification of such inquiries, the CAD may offer expert input and assist in reviewing draft findings. Any resulting Safety Recommendations are circulated to relevant personnel, and those directed at Maltese aviation entities are closely followed up to verify implementation.

Appendix I

Enforcement Policy for Civil Aviation

(Issue 3.0, July 2025)

1. Introduction

1.1 Malta has a structured framework for law enforcement, with several key entities responsible for upholding different aspects of the law. Each of these entities plays a distinct role in maintaining order and ensuring compliance with Maltese law.

1.2 Civil Aviation enforcement is promulgated under that statutory authority in Authority for Transport in Malta (CAP 499 of the Laws of Malta), namely Article 6 and Article 9. The powers and functions of the Civil Aviation Directorate (CAD) are aligned with Regulation (EU) 2018/1139 of the European Parliament and of the Council, as amended.

1.3 Enforcement actions that fall outside the scope of civil aviation regulation, but which may nonetheless pose a threat to aviation safety, shall be addressed by the competent enforcement authorities in accordance with their powers under national legislation. In Malta, such enforcement is primarily carried out by the Malta Police Force, with local enforcement responsibilities delegated to Regional Committees and Local Councils through the Local Enforcement Systems Agency (LESA). Additionally, Transport Malta's Enforcement Directorate supports national enforcement efforts where applicable.

2. Principles

2.1 The CAD applies an enforcement strategy designed to uphold aviation safety standards by exercising regulatory oversight in a fair and balanced way.

2.2 This enforcement policy focuses on the merits of Civil Aviation and is the culmination of a comprehensive review by the Civil Aviation Directorate of its capacity and regulations for evaluating activities by service providers.

2.3 The implementation of safety management systems (SMS) requires that the CAD develops a flexible enforcement approach to this evolving safety framework while at the same time carrying out enforcement functions in an equitable, practical and consistent manner. A flexible enforcement approach in an SMS environment should be based in two general principles:

2.2.1 To develop enforcement procedures that allow service providers to deal with, and resolve, events involving safety deviations, internally, within the context of service provider's SMS, and to the satisfaction of the authority. Intentional contraventions of CAP 499 TM ACT XV of 2009, CAP 499 Art. 6, CAP 499 Art. 9 and the State's Civil Aviation Regulations will be investigated and may be subject to conventional enforcement action if appropriate.

2.2.2 That no information derived from safety data collection and processing systems established under SMS shall be used as the basis for enforcement action.

2.4 If an infraction is found to be deliberate, an investigation will be launched, and, where appropriate, conventional disciplinary measures may be applied.

3. Scope

3.1 The principles underlying this enforcement policy statement and association enforcement procedures apply to service providers operating in accordance with EU regulations, or National legislation, and under the oversight of the CAD.

3.2 Within the context of this guidance, the term “service provider” refers to any organisation providing aviation services. The term encompasses approved training organisations that are exposed to safety risks during the provision of their services, aircraft operators, unmanned aircraft operators, approved maintenance organisations, organisations responsible for type design and/or manufacture of aircraft, air traffic service providers and certified aerodromes, as applicable.

4. General

4.1 Service providers will establish, maintain and adhere to an SMS that is commensurate with the size, nature and complexity of the operations authorised to be conducted under their operations certificate and to the hazards and safety risks related to these operations.

4.2 In order to develop an enforcement policy that supports the implementation of SMS, CAD inspectors will maintain an open communication with service providers.

4.3 When a service provider operating under an SMS unintentionally contravenes the Civil Aviation regulations, specific review procedures will be used. These procedures will enable the CAD inspector responsible for overseeing the service provider the opportunity to engage in dialogue with the SMS-governed organisation. The objective of this dialogue is to agree on proposed corrective measures and an action plan that adequately addresses the deficiencies that led to the contravention and to afford the service provider, and a reasonable time to implement them. This approach aims to nurture and sustain effective safety reporting, whereby service providers’ employees can report safety deficiencies and hazards without fear of punitive action. A service provider can therefore, without apportioning blame, analyse the event and the organisational or individual factors that may have led to it, to incorporate remedial measures that will best help prevent recurrence.

5. Remedial Measures

5.1 The CAD, through the inspector responsible for the oversight of the service provider, will evaluate the corrective measures proposed by the service provider, and/or the system currently in place to address the event underlying the contravention.

5.2 If the corrective measures proposed are considered appropriate and likely to prevent recurrence and foster future compliance, the review of the violation will then be concluded with no enforcement action. In cases where either the corrective measures or the systems in place are considered inappropriate, the CAD will continue to engage with the service provider to find a satisfactory resolution that would prevent enforcement action. However, in cases where the service provider refuses to address the event and provide effective corrective measures, the CAD will consider taking enforcement action or other administrative action regarding the certificate.

6. Enforcement Procedures

6.1 Breaches of aviation regulations may occur for many different reasons, from a genuine misunderstanding of the regulations to total disregard for aviation safety. The CAD has a range of enforcement procedures to effectively address safety obligations under the applicable state act, taking into account different circumstances.

6.2 The CAD shall liaise with other civilian enforcement entities, such as the Malta Police Force and Armed Forces of Malta, whenever there is a case that is deemed to be outside of the powers granted to the CAD pursuant to CAP 499 of the laws in Malta and the Air Navigation Act CAP 641.

7. Impartiality of Enforcement Actions

7.1 Enforcement decisions must not be influenced by:

a) Personal conflict;
b) Considerations such as gender, religion, political views or affiliation; or
c) Personal, political or financial power of those involved.

8. Proportionality of Responses

8.1 Enforcement decisions must be proportional to the identified breaches and the safety risks they underlie, based on two principles:

a) The CAD will act against those who consistently and deliberately operate outside Civil Aviation regulations; and
b) The CAD will promote training or supervision for those who demonstrate a commitment to resolving safety deficiencies.

9. Natural Justice and Accountability

9.1 Enforcement decisions must:

a) Be fair and follow due process;
b) Be transparent to those involved;
c) Consider the circumstances of the case and the attitude/actions of the service provider when considering action;
d) Be consistent in actions/decisions for like/similar circumstances; and
e) Be subject to appropriate internal and external review.

10. Exceptions

10.1 This policy is not applicable if there is evidence of deliberate effort to conceal non-compliance. Police intervention may be required if this evidence results in a criminal offence and the associated legislation applies.

10.2 This policy is not applicable if the service provider fails to provide confidence in its means of hazard identification and safety risk management.

10.3 This policy is not applicable if the service provider is a recurrent violator. A recurrent violator is a violator who, in the past, has had the same or closely related violations.

10.4 In such circumstances, the penalty matrix or applicable measurement of the established enforcement procedure will be applicable.

Civil Aviation Directorate
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