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Legal basis:

Regulation (EU) No 376/2014 of the European Parliament and of the Council on the reporting, analysis and follow-up of occurrences in civil aviation.

Commission Implementing Regulation (EU) 2015/1018 laying down a list classifying occurrences in civil aviation to be mandatorily reported.

Regulation (EU) No 996/2010 of the European Parliament and of the Council on the investigation and prevention of accidents and incidents in civil aviation, and Annexes 6 and 13 to the Convention on International Civil Aviation (Finnish Treaty Series 11/1949).

Aviation Act (864/2014), sections 125, 126 and 128.

Act on the Transport of Dangerous Goods (541/2023) and Annex 18 to the Convention on International Civil Aviation (Finnish Treaty Series 11/1949).

Modification details:

This Circular replaces Aviation Regulation GEN M1-4, Reporting of accidents, serious incidents and occurrences in aviation (TRAFI/10658/03.04.00.00/2013, 19 May 2014), which has been revoked, and the section on reporting in Aviation Regulation OPS M1-18, Transport of dangerous goods by air (TRAFI/8082/03.04.00.00/2012, 8 November 2012).

Revision 2.0: Specification on filing an occurrence report. Reporting by private pilots.

Revision 3.0: Specifications on filing occurrence reports, Q&A, updated web links.

Revision 3.1: Address for secure email.

Revision 4.0: Link to occurrence reporting form.

Revision 5.0: Specifications on section 1.2 Air traffic controllers and flight information service officers, section 5 Occurrence analysis and section 8 Questions and answers. Update of contact details in Appendix 2.

Revision 5.1: Update of Traficom contact details and form template.

Revision 6.0: Added section 5, specifications on section 6, updated contact details.

Revision 7.0: Added specifications on event types subject to mandatory reporting, events to be reported in unmanned aviation, events subject to voluntary reporting, the principles of just culture and the point of contact. Grammatical corrections and corrections to the spelling of the name Traficom.

Revision 8.0: Clarifications to sections 1.1, 2.1 (reporting in unmanned aviation), 3 (submitting a report), 8 (reports involving dangerous goods), Appendix 1 (list of examples of serious incidents) and Appendix 2 (contact details). General clarification of the text and updates to web links.

REPORTING OF ACCIDENTS, SERIOUS INCIDENTS AND OCCURRENCES IN AVIATION

In Finland, Regulation (EU) No 376/2014 of the European Parliament and of the Council on the reporting, analysis and follow-up of occurrences in civil aviation (hereinafter the "Occurrence Regulation") applies to all aircraft, taking into account, however, the exclusion concerning unmanned aircraft referred to in the second subparagraph of Article 3(2) of the Occurrence Regulation (see sections 1.1 and 2.1 of this Circular, which describe the reporting requirements applicable to unmanned aviation). A link to the Occurrence Regulation is provided in Appendix 2 to this Circular.

The purpose of this Circular is to describe the specific procedures and instructions to be followed in Finland.

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1 Reporting of accidents and serious incidents

1.1 Pilot-in-command

The pilot-in-command shall, without delay, report any accident or serious incident to the appropriate air traffic services unit and to the Safety Investigation Authority, Finland.

The remote pilot or operator of an unmanned aircraft shall report to the Safety Investigation Authority any accident or serious incident in which the operation of an unmanned aircraft has resulted in injury to persons or damage to property other than damage solely to the unmanned aircraft itself. The appropriate air traffic services unit shall be notified if a manned aircraft was involved in the occurrence.

The report to the air traffic services unit shall be made on the relevant radio frequency or by telephone, and the report to the Safety Investigation Authority by telephone. A report submitted during flight to the air traffic services unit shall contain all information considered relevant to the occurrence. If dangerous goods are being carried, information concerning them shall, if circumstances permit, be included in the report.

A report to the Finnish Transport and Communications Agency shall be submitted as soon as possible after the event and no later than 72 hours after the occurrence.

1.2 Air traffic controllers and flight information service officers

If an air traffic controller or flight information service officer gains knowledge of an accident or serious incident, they shall immediately report it to the Aeronautical Rescue Coordination Centre (ARCC) within their area of responsibility, which in turn shall report it to the Safety Investigation Authority without delay. A report to the Finnish Transport and Communications Agency shall be submitted as soon as possible after the event and no later than 72 hours after the occurrence.

1.3 Persons in other flight safety-related duties

When a person in other flight safety-related duties notices an accident or serious incident, they shall immediately report it to the appropriate air traffic services unit. A report to the Finnish Transport and Communications Agency shall be submitted as soon as possible after the event and no later than 72 hours after the occurrence.

Persons in other flight safety-related duties are listed in Article 4 of the Occurrence Regulation. These persons include, for example, aircraft maintenance mechanics, airport maintenance personnel and ground handling personnel.

Note: A list of examples of serious incidents is contained in Appendix 1 to this Circular.

The contact details of the Safety Investigation Authority and the Finnish Transport and Communications Agency are given in Appendix 2 to this Circular.

2 Reporting of occurrences

The persons listed in section 1 above also have a mandatory obligation to report also events other than accidents and serious incidents. These refer to situations that fall into certain event categories and may represent a significant risk to aviation safety.

A detailed list of the event categories and the events included in them is provided in the annexes to Regulation (EU) 2015/1018, divided by aviation domain:

- Annex I: Occurrences related to the operation of the aircraft
- Annex II: Occurrences related to technical conditions, maintenance and repair of aircraft
- Annex III: Occurrences related to air navigation services and facilities
- Annex IV: Occurrences related to aerodromes and ground services
- Annex V: Occurrences related to aircraft other than complex motor-powered aircraft, including sailplanes and lighter-than-air vehicles
- Annex VI: Occurrences related to the operation of unmanned aircraft systems (UAS)

A link to the Regulation 2015/1018 is provided in Appendix 2 to this Circular.

It is also recommended that the persons concerned inform any other parties involved in the situation of their intention to report the event so that they are aware of the matter and can, if necessary, submit their own reports and present their views of the event.

2.1 Reporting of occurrences in unmanned aviation

Regardless of the category of operation in unmanned aviation (open, specific or certified), in Finland the remote pilot or operator of an unmanned aircraft shall always submit a flight safety report if:

- a) the unmanned aircraft has been involved in an occurrence resulting in a fatality or serious injury to a person; or
- b) a manned aircraft was involved in the occurrence.

In addition to the occurrences referred to above, the broader mandatory reporting obligation depends on the operational category and the approval required for the unmanned aircraft system, as follows:

In the open category, there is no mandatory reporting obligation for other occurrences. Voluntary reports may be submitted in accordance with section 4.

In the specific category, mandatory reporting applies to operations for which a declaration concerning the design of the unmanned aircraft system is required (Article 56(5) of Regulation (EU) 2018/1139).

In the certified category, mandatory reporting applies to operations for which certification of the design of the unmanned aircraft system is required (Article 56(1) of Regulation (EU) 2018/1139).

The occurrences subject to mandatory reporting in the specific and certified categories are listed in Annex VI to Regulation (EU) 2015/1018.

In Finnish unmanned state aviation, training for statutory operations is considered equivalent to unmanned aviation operations in the open category.

The Finnish Transport and Communications Agency encourages the voluntary reporting of all events that may indicate an actual or potential aviation safety risk.

3 Submitting a report

An accident, serious incident or occurrence shall be reported to the Finnish Transport and Communications Agency through an electronic reporting system.

Staff in aviation organisations should primarily report through their own organisation's safety management system (SMS). Staff shall notify their organisation of an event or observation no later than 72 hours after becoming aware of it. The organisation shall submit the report to the Finnish Transport and

Communications Agency no later than 72 hours after becoming aware of the occurrence.

The primary electronic reporting platform is the pan-European ECCAIRS2 system.

Private general aviation and recreational aviation pilots may also report occurrences that have taken place in Finland through a separate reporting system.

Links to both systems are available on the Finnish Transport and Communications Agency website: <https://www.traficom.fi/en/aviation-safety/flight-safety-report>

Organisations shall ensure that any report submitted to the Finnish Transport and Communications Agency contains at least the mandatory information specified in Annex I to the Occurrence Regulation.

Subject to separate agreement, organisations may also submit reports through the Finnish Transport and Communications Agency data transfer interface.

Reports may also be submitted anonymously. However, Traficom encourages identified reporting so that additional information can be requested if necessary. All reports are processed confidentially in accordance with the Just Culture principles described in more detail in section 7 below.

4 Voluntary reporting system

A voluntary report may be submitted by anyone, including a person who is not subject to mandatory reporting obligations. A report may concern any observation or event that is not subject to mandatory reporting but which, in the reporter's assessment, constitutes an actual or potential risk to aviation safety.

In accordance with section 126 of the Aviation Act, organisations shall submit to the Finnish Transport and Communications Agency the occurrence information collected through their voluntary reporting systems, following the principles and procedures of the mandatory reporting system.

The Finnish Transport and Communications Agency recommends voluntary reporting with as low a threshold as possible. Voluntary reports are processed in accordance with the same confidentiality and Just Culture principles as mandatory reports (see section 7).

5 Disclosure of information on occurrences contained in the European Central Repository

The Finnish Transport and Communications Agency acts as the point of contact to which requests for disclosure of information from the European Central

Repository referred to in Article 10 of the EU Occurrence Regulation shall be addressed.

Requests shall be submitted using the electronic form available at:
<https://www.traficom.fi/en/aviation-safety/aviation-safety-information>

6 Occurrence analysis

According to Article 13 of the Occurrence Regulation, an organisation shall analyse occurrences and groups of occurrences in order to identify the associated safety hazards. Based on that analysis, each organisation shall determine any appropriate corrective or preventive action required to improve aviation safety.

Where an organisation identifies an actual or potential aviation safety risk as a result of its analysis, it shall transmit to the Finnish Transport and Communications Agency, within 30 days from the date of notification of the occurrence, the preliminary results of the analysis, if any, and any corrective action to be taken. Final results of the analysis shall be reported as soon as they are available and no later than three months from the date of notification of the occurrence.

The criteria for transmitting analysis results for individual occurrences are fulfilled when an organisation, based on its own analysis, has determined the need to take corrective or preventive action in order to mitigate a risk or correct an unfavourable development in safety.

All analyses made of groups of occurrences (theme analyses) fulfil the criteria for transmitting analysis results. A theme analysis should always define how the subject matter will be monitored in the future (follow-up plan) and how the analysis will be updated. In a non-recurring theme analysis, the aforementioned time limits of 30 days and three months shall apply.

The methods and addresses for transmitting analyses are presented in Appendix 2 to this Circular.

The analysis shall contain at least the following information:

- Whether the analysis is preliminary, final or an update of a theme analysis
- File number(s) generated by the company's own system
- Conclusions
- Actions to prevent similar events in the future
- Follow-up plan

The format of the analysis may be determined by the organisation, provided that the elements listed above are included in the analysis.

The Finnish Transport and Communications Agency may also request the analysis of individual occurrences or groups of occurrences.

7 Just Culture

The purpose of a Just Culture is to encourage private individuals to report safety-related information. Personnel shall not be penalised or otherwise sanctioned, discriminated against, or otherwise hindered in their work because they have complied with the requirements of the Occurrence Regulation.

However, a Just Culture does not exempt persons from their usual responsibilities. The protection afforded by a Just Culture shall not apply in cases of wilful misconduct or in situations where there has been a manifest, severe and serious disregard of an obvious risk and a profound failure of professional responsibility to take such care as is evidently required in the circumstances.

Any occurrence brought to the attention of an organisation shall be appropriately processed, in accordance with the requirements of Article 16 of the Occurrence Regulation. The person reporting the information must be able to trust that the processing aims at genuine improvements in safety.

The principles of a Just Culture are discussed in more detail in the Finnish Aviation Safety Programme (link in Appendix 2). The Finnish Transport and Communications Agency also follows these principles when processing information on occurrences.

7.1 Appeal body

Article 16 of the Occurrence Regulation lays down provisions on a body to which employees and contracted personnel may report actions in the processing of a report that they consider to infringe the principle of Just Culture.

In Finland, the designated body is the Finnish Transport and Communications Agency. The contact details of the appeal body are provided in Appendix 2 to this Circular.

8 Reporting of occurrences involving dangerous goods

8.1 Provision of information after an aviation accident or incident involving dangerous goods

Accident and incident reports referred to in section 56 of the Act on the Transport of Dangerous Goods (541/2023) shall contain the information on

dangerous goods carried as air cargo that the operator has provided in writing to the pilot-in-command before the flight.

8.2 Provision of information after a dangerous goods transport accident or incident

Accident and incident reports referred to in section 56 of the Act on the Transport of Dangerous Goods (541/2023) shall be submitted in accordance with sections 2 and 3 of this Circular. Events shall be reported irrespective of whether the dangerous goods were contained in cargo, mail, passengers' baggage or crew baggage. The report shall be submitted to the competent authorities without delay, but in any case, within 72 hours of the event.

The report shall include all details known at the time when the report is submitted. At least the following information shall be provided, if available:

- a) time and location of the event;
- b) flight identification (call sign) and date;
- c) description of the goods;
- d) location of the dangerous goods (cargo, mail, passenger's baggage, crew baggage);
- e) reference number of the air waybill / mail pouch / baggage tag / flight ticket;
- f) substance name and UN number;
- g) primary hazard class of the substance and any subsidiary risk;
- h) type of packaging and conformity marking;
- i) quantity of dangerous goods;
- j) name and address of the shipper / passenger;
- k) assessment of the cause of the event;
- l) action taken.

The report shall also contain the name, title, address and telephone number of the person making the report. Copies of relevant documents and any photographs shall be attached to the report.

8.3 Provision of information on dangerous goods left for carriage or carried contrary to requirements

Reports referred to in section 58(4) of the Act on the Transport of Dangerous Goods shall be submitted in accordance with sections 2 and 3 of this Circular.

The content of the report shall follow the guidance in section 8.2 above.

Pasi Takala

Head of department

Aviation Infrastructure and Airworthiness

Appendices

Appendix 1 List of examples of serious incidents (ICAO Annex 13)

The incidents listed are examples of what may be serious incidents. However, the list is not exhaustive and, depending on the context, items on the list may not be classified as serious incidents if effective defences remained between the incident and the credible scenario.

- Near collisions requiring an avoidance manoeuvre to avoid a collision or an unsafe situation or when an avoidance action would have been appropriate.
- Collisions not classified as accidents.
- Controlled flight into terrain only marginally avoided.
- Aborted take-offs on a closed or engaged runway, on a taxiway or unassigned runway.
- Take-offs from a closed or engaged runway, from a taxiway (excluding authorized operations by helicopters) or unassigned runway.
- Landings or attempted landings on a closed or engaged runway, on a taxiway (excluding authorized operations by helicopters), on an unassigned runway or on unintended landing locations such as roadways.
- Retraction of a landing gear leg or a wheels-up landing not classified as an accident.
- Dragging during landing of a wing tip, an engine pod or any other part of the aircraft, when not classified as an accident.
- Gross failures to achieve predicted performance during take-off or initial climb.
- Fires and/or smoke in the cockpit, in the passenger compartment, in cargo compartments or engine fires, even though such fires were extinguished by the use of extinguishing agents.
- Events requiring the emergency use of oxygen by the flight crew.
- Aircraft structural failures or engine disintegrations, including uncontained turbine engine failures, not classified as an accident.
- Multiple malfunctions of one or more aircraft systems seriously affecting the operation of the aircraft.

- Flight crew incapacitation in flight:
 - a) for single pilot operations (including remote pilot); or
 - b) for multi-pilot operations for which flight safety was compromised because of a significant increase in workload for the remaining crew.
- Fuel quantity level or distribution situations requiring the declaration of an emergency by the pilot, such as insufficient fuel, fuel exhaustion, fuel starvation, or inability to use all usable fuel on board.
- Runway incursions classified with severity A. The Manual on the Prevention of Runway Incursions (Doc 9870) contains information on the severity classifications.
- Take-off or landing incidents. Incidents such as under-shooting, overrunning or running off the side of runways.
- System failures (including loss of power or thrust), weather phenomena, operations outside the approved flight envelope or other occurrences which caused or could have caused difficulties controlling the aircraft.
- Failures of more than one system in a redundancy system mandatory for flight guidance and navigation.
- The unintentional or, as an emergency measure, the intentional release of a slung load or any other load carried external to the aircraft.

Appendix 2 Contact details

Safety Investigation Authority, Finland

Telephone (24H): +358 50 5 112 112

Finnish Transport and Communications Agency

Reports on accidents, serious incidents and occurrences:

<https://www.traficom.fi/en/aviation-safety/flight-safety-report>

Analyses and attachments:

lentoturvallisuus@traficom.fi

or, if preferred, by secure email either to
lentoturvallisuus@traficom.fi.s (if the sender uses Sec@GW for email encryption) or <https://securemail.traficom.fi/lentoturvallisuus@traficom.fi>

Protection of the reporter and suspected infringements of Just Culture principles, appeal body:

tietolahteensuoja.ilmailu@traficom.fi

Questions concerning reporting:

lentoturvallisuus@traficom.fi

Further information about occurrence reporting

Occurrence Regulation (EU) No 376/2014:

<http://data.europa.eu/eli/reg/2014/376>

Implementing Regulation (EU) 2015/1018 (occurrences to be mandatorily reported):

http://data.europa.eu/eli/reg_impl/2015/1018

EASA Easy Access Rules for Occurrence reporting, including guidance documentation on occurrence reporting:

<https://www.easa.europa.eu/document-library/easy-access-rules/occurrence-reporting-rule-book-easy-access-rules>

Questions and answers about occurrence reporting:

<https://www.traficom.fi/en/aviation-safety/flight-safety-report>

Aviation safety information

<https://www.traficom.fi/en/aviation-safety/aviation-safety-information>

Finnish Aviation Safety Programme FASP:

<https://www.traficom.fi/en/aviation-safety/finnish-aviation-safety-programme>