



GOVERNMENT OF BERMUDA

Ministry of Transport

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Department of Civil Aviation

# **BERMUDA DEPARTMENT OF CIVIL AVIATION**

## **SAFETY PLAN**

**2010/11 — 2012/13**

**Prepared by the  
Bermuda Director Civil Aviation**

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# **BDCA SAFETY PLAN**

## **2010/11 — 2012/13**

### **1. Introduction**

The Bermuda Department of Civil Aviation (BDCA) is pleased to present its first formal three-year Safety Plan.

The Safety Plan demonstrates the Department's commitment to enhance the safety performance of the Bermuda civil aviation system. Copies are being provided to the Governor and to the Government of Bermuda, as well as to Air Safety Support International (ASSI), signatories of *83bis* agreements and key aviation stakeholders. The Safety Plan describes the priorities for the Department and for the industry over the next three years. Formal reports will be prepared annually to summarise the achievements of BDCA and the industry.

The initiative follows in the steps of a recent requirement by the International Civil Aviation Organisation (ICAO) for each member State to develop and implement a State Safety Programme (SSP). A key element of the SSP is the State Safety Plan. The United Kingdom published its SSP in 2009, and the ASSI, after consultation with the OTAAAs, prepared an All-OT Safety Plan. The Bermuda Department of Civil Aviation (BDCA) and the other OTAAAs are required to prepare a Safety Plan that addresses the needs of their OT and responds to relevant objectives contained in the All-OT Safety Plan.

The BDCA Safety Plan enables the Department to coordinate its short-and long-term regulatory programmes with the safety planning of the air operators and service providers it oversees. In this way, the Department's Safety Plan and the industry's safety goals and objectives — a requirement of their safety management systems — will lead to systematic and proactive management and measurement of safety.

### **2. The BDCA Safety Plan 2010/11 — 2012/13**

#### 2.1 General

The BDCA Safety Plan focuses on three strategic areas:

- Improving the effectiveness and sustainability of BDCA's regulatory and oversight programmes;
- Enhancing the performance of safety management systems (SMS) being operated by the aviation industry; and
- Enhancing safety culture throughout the Bermuda civil aviation system.

#### 2.2 Improve the effectiveness of the regulatory and oversight programmes

It is BDCA's goal that by March 2013, the Department will be fully "fit for purpose". The proposed re-organisation of the Department will be complete, and a satellite office will be in-place, providing significant efficiencies to the off-island component of BDCA's mandate. The Department's activities will be fully sustained. Positions will be staffed, with succession planning underway; all processes will be fully integrated and documented; and safety and business planning will be risk-based. Day-to-day and long-term decisions will be informed by a rigorous system that enables risk-related information to be collected, analysed and applied. The BDCA will manage a comprehensive self-assessment process that supplements the evaluations conducted by ASSI. It will competently oversee the industry's proactive management and measurement of its safety performance, described in 2.3.

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This will be the most challenging of the three-year goals. Objectives for 2010–11 focus on building the foundation for the reorganised Department, and documenting the associated processes. Additionally, attention will be given to advising industry on ways to improve their SMS. The second year (2011–12) will concentrate on finalising and fine-tuning BDCA processes; so that activities during 2012–2013 will see improvements to the delivery of the Department's services and oversight programme.

### **2.3 Enhance the effectiveness of the aviation industry's safety management systems**

It is BDCA's goal that by March 2013, air operators and service providers will operate functioning safety management systems. Safety goals and objectives to improve safety performance will be incorporated into organisations' business planning processes; and the industry will actively measure the results of their SMS-related activities. Change – whether operational, technical or organisational – will, as a matter of routine, be guided by the results of proactive hazard analyses. Reporting cultures will be steadily improving in two regards: managers will value and employ the reports of hazards that have been submitted by staff, clients and customers; and operators and service providers will increasingly report weaknesses in their safety management, and the actions they are taking to make improvements.

SMS is an important part of BDCA's oversight programme. The Department will be particularly challenged because of the geographically dispersed nature of the Bermuda aviation industry. Objectives for 2010–11 encourage the industry to embrace SMS. Activities for the following year will address ways the industry can customise their SMS to suit their safety management requirements. During the final year of the planning cycle, BDCA will cement a redefined and healthy relationship with its industry, one that leads to effective and coordinated efforts by the industry to improve its safety performance.

### **2.4 Enhance safety culture throughout the Bermuda Civil Aviation System**

There is increasing recognition that an SMS is truly effective only when it is driven by a self-sustaining, positive safety culture. SMS and safety culture work synergistically: a functioning SMS develops competencies in safety and project management that yield measurable efficiencies and improvements. These, in turn, inject confidence in the SMS — amongst the company's executive, managers and staff — which in turn breeds trust, and improvements to the company's safety culture.

For these reasons, it is BDCA's goal that by March 2013, all constituents of the Bermuda civil aviation industry will actively and willingly collect, analyse, use and share safety-related information. The lateral and vertical movement of information will cross sectors, and aid BDCA, ASSI, the Bermuda Government and the aviation industry to improve safety performance. The industry and its stakeholders will be well on their way to developing a true, learning culture – one in which feedback will be wholeheartedly valued; and safety management measured as part of their performance objectives.

## **3. Safety Objectives for 2010–11**

*Objectives one through three for 2010–2011 address improvements to BDCA regulatory and oversight programmes.*

3.1 The BDCA has not conducted explicit safety planning in the past. There is need to ensure that the planning and reporting process is purposeful and sustained, and that expectations are communicated and well understood by the stakeholders. For this reason, the following objective has been adopted.

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2010–11 Objective No. 1: BDCA will implement sustainable safety planning and reporting.

The objective will be achieved by:

- Developing internal policy and processes for safety planning, and for the periodic review and reporting of achievements;
- Facilitating and promoting safety planning by operators and service providers; and
- Implementing a robust system, internal to the BDCA, to collect, analyse and report information regarding safety or quality deficiencies in the fulfillment of the Department's mandate.

3.2 Independent studies, assessments and audits conducted in the last two years have identified deficiencies in BDCA's capacity to fulfill its mandate. In late-2009, the report of a Strategic Planning Review proposed a complete reorganisation of the Department. The Government of Bermuda is considering the recommendations. If they are accepted, there will be need to systematically transition to the new organisation while continuing to provide regulatory services and safety oversight. Therefore, the following objective has been adopted for 2010 – 2011, recognising that the resulting activities will extend across the subsequent two years.

2010–11 Objective No. 2: BDCA will implement recommendations of the Strategic Planning Review in accordance with government direction.

The objective will be achieved by:

- Implementing a plan to reorganize the department;
- Implementing a plan to manage a Satellite Office outside of Bermuda; and
- Implementing a plan to enable Departmental activities to be sustained during the transition to the new organisation.

3.3 Many studies mentioned in 3.2 also noted deficiencies in the Department's documentation. Although immediate action is required, the activities must take account of the many changes that will occur after the reorganisation of the Department. Consequently, the following objective has been adopted.

2010–11 Objective No. 3: BDCA will develop the documents, and a document management system, for the short- and long-term.

The objective will be achieved by:

- Updating and creating essential documents to manage the Department until the re-organisation is complete; and
- Developing a plan that, in the long-term documents the management of the Department. It will take several years to implement this plan.

*Objectives four through six for 2010–2011 focus on the operation of SMS by the aviation industry.*

3.4 The BDCA Safety Plan has the potential to aid the industry to set safety goals and objectives. With time, the link between State Safety Programmes, Safety Plans and SMS goals and objectives will coordinate initiatives to improve safety throughout the aviation industry. In the

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interim, the foundation for safety planning and measurement needs to be formed. Therefore, the following objective for the next year has been adopted.

2010–11 Objective No. 4: BDCA will encourage industry, as part of their SMS, to select objectives from the BDCA Safety Plan, as well as objectives that address specific requirements of their organisation. This objective will be achieved by:

- Communicating the department's obligations under the UK State Safety Programme, and communicating the contents of the BDCA Safety Plan; and
- Periodically exchanging information regarding the achievements of BDCA's and industry's objectives.

3.5 SMS is relatively new to the aviation industry. No department-wide policy currently exists that provides direction in evaluating the SMS of an operator or service provider. For this reason, the following objective has been adopted for 2010–2011.

2010–11 Objective No. 5: BDCA will promulgate policy for determining the acceptability of the safety management system submitted by an operator or service provider, and for the ongoing evaluation of SMS.

Inspectors will require different tools and skill sets to evaluate SMS. Consequently, the following objective has been adopted.

2010–11 Objective No. 6: BDCA will adopt and employ practical SMS evaluation tools.

This objective will be achieved by:

- Developing an evaluation protocol and preparing the necessary procedures<sup>1</sup>;
- Training BDCA staff;
- Communicating with the industry about the SMS evaluation protocol(s); and
- Evaluating at least one air operator and one service provider.

*Objectives seven and eight for 2010–2011 focus on enhancing safety culture throughout the Bermuda Civil Aviation System.*

3.7 Department staff have diverse professional backgrounds and responsibilities. The revisions to regulatory programmes required by ICAO provide an opportunity for the BDCA to enhance its already strong safety culture.

2010–11 Objective No.7: BDCA will enhance safety culture within the department.

This objective will be achieved by;

- Involving staff from all branches of BDCA in safety planning and reporting processes, and by employing cross-department teams to coordinate, implement and report progress on activities related to the Department's objectives;
- Attending ASSI-sponsored and other courses on safety culture; and
- Promoting a positive safety culture in the Department's day-to-day activities.

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<sup>1</sup> A number of methods exist, including two developed by ASSI.

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3.8 Safety management and safety culture benefit from the free-flow of safety-related information. Therefore, the following objective has been adopted.

2010–11 Objective No 8: BDCA will set the example by sharing safety-related information throughout the Bermuda Civil Aviation System. The objective will be met by:

- reporting achievements related to the Safety Plan to key stakeholders, including ASSI, the Governor, the Bermuda Government, governments with which Bermuda has an Article 83*bis* arrangement, and operators and service providers;
- providing quarterly “safety updates” to industry representatives and other stakeholders; and
- encouraging industry to share information they obtain and analyse as part of their SMS.

### **4. Safety Objectives under consideration for 2011–13**

The following annual objectives are being considered for the two remaining years in the planning cycle. The objectives for 2011 – 12 will be finalised by December 2010 and published early in 2011.

*Possible objectives for 2011 – 2012*

- BDCA will systematically provide feedback to industry regarding the performance of their SMS by:
  - Implementing an audit/evaluation schedule of industry’s SMS;
  - Analysing the results of SMS evaluations at a systems level so the BDCA can align its priorities to areas of higher risk; and
  - Providing information regarding system safety deficiencies to industry and the ASSI, as applicable.
- BDCA will encourage industry to use self-assessment tools, by, among other means, providing guidance in SMS self-assessment;
- BDCA is considering hosting a safety event, the objective of which will be to gather industry representatives together to focus on a specific safety-related issue. The event may be a ‘theme-based’ seminar (e.g. on SMS, safety measurement, safety planning or safety culture), and feature guest speakers or panels; or it may be a ‘regulatory update’ to share information about ICAO, ASSI, or BDCA initiatives; or it may focus on some other topic that spawns effective dialogue on safety<sup>2</sup>.
- BDCA will incorporate measures of safety culture into the department’s SMS evaluation techniques.

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<sup>2</sup> BDCA currently conducts such sessions to target specific sectors of the aviation industry (e.g. sessions held in Moscow to discuss regulatory initiatives with Russian operators and maintenance companies).

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*Possible objectives being considered for 2012 – 2013*

- If industry is employing self-assessment tools, BDCA will encourage organisations to voluntarily share the results and associated action plans with the department.
- BDCA may encourage a service provider, operator or other stakeholder (such as a Bermuda-based legal firm, or an aircraft or aircraft systems manufacturer) to host a 'safety event' on a relevant safety issue.

### **5. Conclusion**

The Department is confident that the ICAO initiative that has led to this, the first formal BDCA Safety Plan, will go a long way to improving the performance of the Bermuda Civil Aviation System. The eight objectives BDCA has set out for 2010 – 11 lay the foundation for the coming years. The challenge should not be under-estimated. It will require resources along with commitment, focus and energy. Next year's plan will update the progress that has been achieved as of March 31, 2011.