Transport Canada – Civil Aviation

Aircraft Certification

Business Plan

2003 – 2010

22 December 2003
(Revised March 2005)

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INTRODUCTION

This Business Plan Was Prepared in Three Phases:

Phase 1: Preparation

This phase involved identifying the information needed to prepare the Plan. Interviews were held with Aircraft Certification Chiefs, and Shaun O'Reilly as the regional representative. The output was:

- An environmental scanning report containing:
    - Trends
    - A critical issues agenda
- A first cut at a vision statement
    - The environmental scanning report (trends and the critical issues agenda are contained in ***Appendices 1 and 2)***.

Phase 2: Consultation

The Aircraft Certification Management Team (ACMT) met on May 8-9, 2003 to review the environmental scanning document, confirm the issues and trends facing Aircraft Certification, the critical issues agenda, and identify on a preliminary basis the necessary short, medium and long-term actions to address the issues.

Phase 3: Consolidation

A draft ***Business Plan*** was prepared and reviewed, and subsequently adjusted by ACMT. A ***Business Model*** was also prepared, depicting the processes, practices and features of Aircraft Certification, aimed at allowing for orderly intervention in areas where change is needed.

The Reasons Behind Business Plan Renewal

Aircraft Certification has embarked on a process of re-examining what it does, and how it does it. The need for a renewal of business planning in Aircraft Certification is in response to a number of influences:

- The process of strengthening Aircraft Certification's contribution to Flight 2005's directions and key results and the need to provide inputs to Flight 2010
- The Needs Analysis and Data Gathering Report on Issues, Problems and Conflicts, reflecting the need for enhanced communication between the Branch and its clients, and within the Branch
- A strategic planning session held by the Regional Managers to review issues facing Aircraft Certification nationally, and to propose a renewed accountability framework and

realignment of ACMT in anticipation of implementation of the Integrated Management System (IMS)

- Work sessions held with industry on Delegation Principles and Level of Involvement in certification activities
- The changes in the environment for our clients occurring since the last plan was produced in August 2000, including increased pressure on security
- Emerging pressures at the Directorate and Department level related to Integrated Management Systems, Safety Management Systems, Risk Management, and Human and Organizational Factors

Key Features of the Business Plan

The ***Business Model***, which is a companion document to this Business Plan, describes the organizational processes, practices and features of Aircraft Certification, and is the foundation upon which the Business Plan is based.

The ***Business Plan***:

- Provides a clear statement of Aircraft Certification's Mandate, Mission, Values and Vision for the future,
- Describes where Aircraft Certification must be successful (***Key Result Areas***) and what must be achieved (***Strategic Objectives***), together with detailed actions required to ensure that these directions are realized. Each section of the Plan is inter-related.

Aircraft Certification acknowledges that this Plan is a shared headquarters and regional commitment to strategic action, and that an annual review process is required to make this Business Plan a living document. This is reflected in the following commitment by the members of the Aircraft Certification Management Team (ACMT):

Aircraft Certification *Business Plan – 2003 - 2010*

Signatures:

The members of the Aircraft Certification Management Team confirm their commitment to this plan:

Martin J. Eley,
Director, Aircraft Certification

Maher Khouzam,
Chief, Regulatory Standards

Denise Vachon,
Manager, Administrative Services

Derek Ferguson,
Chief, Delegations and Quality

Peter Cowling,
Chief, Policy, Technology & Special Projects

John Ereaux,
Regional Manager, Atlantic

William Jupp,
Chief, Flight Test

Richard Fortier,
Regional Manager, Quebec

Jodi Diamant Boustead,
Chief, Engineering

Shaun P. O'Reilly
Regional Manager, Ontario

Frank Davies,
Chief, Project Management

Fred Wright
Regional Manager, Prairie & Northern

Bohdan Goyaniuk,
Chief, Continuing Airworthiness

John Nehera,
Regional Manager, Pacific

AIRCRAFT CERTIFICATION: MANDATE AND MISSION

Mandate

Aircraft Certification is responsible for the regulation of aeronautical product design in Canada, including the development and administration of policies and standards for the certification of domestic and foreign aeronautical products, and a shared responsibility for product continued airworthiness

Mission

The Aircraft Certification Mission is to fulfill its Mandate for aviation safety through the effective use of internal and externally delegated resources and international cooperation with foreign aviation authorities.

Aircraft Certification fulfills its Mandate and Mission within the following activity areas:

Activity Areas	Description
Qualifying aeronautical Products, Individuals and Organizations	
Certification	Aircraft Certification certifies the design of Canadian aeronautical products on behalf of the Minister of Transport
Delegation	Aircraft Certification Manages the ministerial delegation of authority to organizations and individuals in the aerospace industry.
Oversight of the Aviation System	
Oversight / Surveillance	Aircraft Certification exercises due diligence on behalf of the Canadian public by overseeing and inspecting key design aspects of the aerospace industry.
Continuing Airworthiness	Aircraft Certification takes the corrective actions necessary to resolve in-service aircraft airworthiness issues.
Education, Promotion and Evaluation	
Leadership and Management	
Rulemaking and Agreements	
Standards and Regulations	Aircraft Certification issues standards and

	regulations in support of Transport Canada Civil Aviation legislation.
International Cooperation	Aircraft Certification sustains collaborative work relationships with foreign authorities and international agencies.

VALUES

Aircraft Certification embraces the broad values stated in Flight 2005:

- ***Professionalism****, by being competent, conscientious and impartial, and by adhering to high standards of conduct;*
- ***Service****, by responding to stakeholders while being sensitive to the needs of the public;*
- ***Respect****, by treating colleagues and stakeholders with fairness, honesty and trust;*
- ***Teamwork****, by working together with colleagues in different disciplines and stakeholders to achieve common aims.*

These values are supported by the following Principles of the Aircraft Certification Organization, as reflected in the ***Business Model*****:**

Principles of the Organization	Description
Safety Culture	Aircraft Certification promotes a value system founded on the safety of aeronautical product designs.
Leadership	Aircraft Certification provides national leadership for all matters relating to the certification of aeronautical product design in Canada.
People	Aircraft Certification delivers its services through its cadre of competent and committed staff and delegates
Shared Responsibility	Aircraft Certification shares the accountability for the safety of Canadian aeronautical products designs with industry
Risk Management	Aircraft Certification makes decisions accounting for the risks involved

In enhancing the management processes and practices, the Aircraft Certification Management Team (ACMT) recognizes the need to consistently respect and respond to the needs of all employees including the implementation of key actions to resolve the outstanding people issues in Aircraft Certification (re: Appendix 1, 2,15). ACMT will seek to work to ensure an environment that will provide all staff with clear roles and responsibilities, challenges and opportunity for growth, and balance in their work and personal lives.

VISION 2010

Aircraft Certification will be well equipped to respond to the ever-changing civil aviation environment, with an enhanced nationally and internationally recognized reputation as a regulatory organization.

WHERE AIRCRAFT CERTIFICATION MUST BE SUCCESSFUL – KEY RESULT AREAS AND STRATEGIC OBJECTIVES

The following **5 Key Result Areas** describe where Aircraft Certification must be successful in moving forward its strategy:

1. ***Implementation of Safety Management Systems***
2. ***Enhancing client relationships***
3. ***Implementation of delegation principles***
4. ***Ensuring adequate regulatory materials and policies***
5. ***Enhancing management processes and practices***

KEY RESULT AREAS

KEY RESULT AREA 1: IMPLEMENTATION OF SAFETY MANAGEMENT SYSTEMS

Strategic Objective: To implement Safety Management Systems within the aeronautical product design industry			
Projects		**Responsibility**	**Priority Project**
1.1	By developing the Aircraft Certification approach to the implementation of Safety Management Systems	**AARDL** (Derek)	2003 - 2004
1.2	By implementing the Aircraft Certification approach to Safety Management Systems	**AARDL** (Derek)	2004 - 2005

KEY RESULT AREA 2: ENHANCING INDUSTRY RELATIONSHIPS

Strategic Objective: To continuously improve the effectiveness of the relationship between aircraft certification and the aeronautical product industry			
Projects		**Responsibility**	**Priority Project**
2.1	By implementing the findings of the Report on Issues, Problems and Conflicts, including the implementation of a protocol aimed at managing key issues	**Director's Office** (Martin)	2003 - 2004
2.2	By developing and implementing a strategy for coherent delivery of delegates conferences, joint meetings, and workshops	**AARDD** (Jodi)	2003 - 2004
2.3	By establishing the means of monitoring the quality of the relationship on a continuing basis	AARDC (Bill)	2004 - 2005

KEY RESULT AREA 3: IMPLEMENTATION OF DELEGATION PRINCIPLES

Strategic Objective: To enhance the effectiveness and national consistency of the delegation program			
Projects		**Responsibility**	**Priority Project**
3.1	By completing the establishment of delegation principles	**AARDL** (Derek)	2003 - 2004
3.2	By establishing a process for defining and implementing Level of Involvement	**AARDD** (Jodi)	2003 - 2004
3.3	By developing a procedure for assessing delegate performance, providing feedback, and taking necessary corrective action	**RAED** (Fred)	2004 - 2005
3.4	By developing and implementing a strategy for national consistency in delegation	**PAI** (Shaun)	2005 - 2006
3.5	By developing an oversight strategy and procedures	**AARDL** (Derek)	2005 - 2006

KEY RESULT AREA 4: ENSURING ADEQUATE REGULATORY MATERIALS AND POLICIES

Strategic Objective: To ensure that regulatory materials and policies are in place to ensure consistency in the delivery of the Aircraft Certification program			
Projects		**Responsibility**	**Priority Project**
4.1	By identifying and implementing a national strategy for identifying priority regulatory materials and policies to be updated and / or put in place	**TAI** (John N)	2003 - 2004
4.2	By designing a process to ensure that policy material is produced and promulgated in a timely fashion, taking into account the need to match policy development and updating with the emerging trends in Delegation, Level of Involvement, Level of Service and Safety Management Systems	**AARDH** (Maher)	2004 - 2005
4.3	By developing a strategy to develop, update and enhance international agreements	**AARDH** (Maher)	2005- 2006

KEY RESULT AREA 5: ENHANCING MANAGEMENT PROCESSES AND PRACTICES

Strategic Objective: To continuously improve the management of the aircraft certification function			
Projects		**Responsibility**	**Priority Project**
5.1	By establishing agreement on roles, responsibilities and expectations within Aircraft Certification, starting with ACMT	**AARDE (Frank)**	2003 - 2004
5.2	By aligning Aircraft Certification management processes and practices with the Directorate level Integrated Management System initiative	**AARDB** (Peter)	2004 - 2005
5.3	By strengthening and maintaining links between headquarters and regions including a review of communications	**MAI** (John E)	2003 - 2004
5.4	By strengthening links between Aircraft Certification and other Branches within Transport Canada, departments and agencies	**AARDC** (Bill)	2004- 2006
5.5	By ensuring a continuous dialogue, and a rigorous decision making approach on strategies and priorities aimed at reducing the silo effect among divisions, and between headquarters and regions	**NAI** (Richard)	2004 - 2005
5.6	By identifying and collecting the data necessary to make strategic and informed decisions within the Branch	**AARDG** (Bohdan)	2004 - 2005
5.7	By developing a standardized integrated approach to project management	**AARDE** (Frank)	2004 - 2005
5.8	By integrating systems that perform similar functions and reducing the amount of data in circulation	**AARDB** (Peter)	2005 - 2006

APPENDIX 1:CRITICAL ISSUES AGENDA

The ***Critical Issues Agenda*** that emerged from the Needs Analysis and Data Gathering Report on Issues, Problems and Conflicts, the environmental scanning, and regional and ACMT deliberations, includes the following challenges:

Client Relationships:

- Trust between the Branch and Clients
- Clarity of Regulations
- Education and Promotion

Management Processes and Practices:

- Clarity of Roles, Expectations and Responsibilities
- Specialist Decision-Making
- Silo Mentality
- Trust between Headquarters and regions
- Risk Management
- Project Management
- Issues Management
- Language Policy
- Playing the Management Role

Management Processes and Practices (cont):

- Implementation of Initiatives
- Demand Driven Focus
- Planning
- Information Technology
- Structure
- People Issues

Certification / Delegation:

- Frequency of Inspection
- Safety Management Systems
- Benchmarks (Reference Levels and Norms)
- Aircraft Certification's Uniqueness
- Regulatory Culture
- Audits and Inspections
- Globalization

CRITICAL ISSUES AGENDA (DETAIL)

The environmental scanning exercise revealed the following:

1.0 Client Relationships:

1.1 Trust between the Branch and clients:

There is lack of trust between delegated industry representatives and the Transport Canada specialist; there is lack of trust in the process, e.g. of delegation, of the DAO system; there is little acceptance of company versus individual delegation.

1.2 Clarity of regulations:

There are differences in interpretation of the regulations between the Branch and industry, re. the Delegation of Authority; the Level of Involvement is not well defined, the Certification Process is not consistent nor clear, and the management processes are not well managed by either the Branch or industry clients; while some process mapping has occurred at industry level, it hasn't been taken inside the Branch; there is a need to update regulations, standards and procedures on a more timely basis.

1.3 Education and Promotion:

The Branch needs to enhance the Delegates' Conference, joint meetings and workshops, and the general structure of the relationship with delegates.

2.0 Management Practices and Processes:

2.1 Clarity of roles, expectations and responsibilities:

There is lack of clarity within the Branch on overall roles, expectations and responsibilities, and on the functions and linkages between the various work groups; often, there is so much technical work that staff members are unable to invest the time on policy and processes that would help resolve some of the issues.

2.2 Specialist decision making:

There is a culture within the Branch that every specialist can make decisions on behalf of the entire organization, with no challenge process by which to review, and in specific cases overturn or modify their decisions; people may be trying to work the system themselves, sometimes inappropriately; focus should be on the service function and how things get done, rather than on the specialist.

2.3 Silo mentality:

The Branch suffers from silo mentality, with each unit carrying out its own work in greater or lesser isolation; there appears to be a lack of understanding and respect between the Divisions, with the perception of "junior" and "senior" divisions; there is little time for engineering or Flight Test to do anything other than operational work, no time for policy or regulatory work; Continuing Airworthiness has difficulty getting

resources and will go off on their own without consulting Engineering or Flight Test (who get ticked off).

2.4 Trust between HQ and regions:

There appears to be lack of trust by Transport Canada headquarters in their regional counterparts, relating to the complexity of projects and the ability of regional staff to handle them; for Continuous Airworthiness, the role for the regions is unclear; the HQ function may be performing regional jobs by times; there is inconsistency in the management of projects from region to region; HQ-regional communication is poor.

2.5 Risk Management:

There is not consistent use of Risk Management decision making across the Branch; there is a tendency to focus on the technical details but not on the overall risks

2.6 Project Management:

There is inconsistent use of Project Management for managing projects and activities across the Branch; multi-tasking is the order of the day for most projects, with staff carrying a large number of projects and activities; the idea of “back-log” is not clear; and deadlines are unrealistic, information is late, and there are quality issues with the information.

2.7 Issues Management:

The management of issues is inconsistent from issue to issue, and from HQ to regions; priorities differ among staff; there is a disconnect between the published list of priorities and what we actually do.

2.8 Language policy:

There is absence of a language policy at the Branch level.

2.9 Playing the management role:

The Branch culture emphasizes Involvement in non-technical areas as additional to the job, rather than part of it; this extends to training in “soft” areas of management and to understanding the expectations, as well as the percentage of management time the Director, Chiefs and Managers need to spend on managing the Branch; there is a strong clustering of management functions at the Director level; there isn’t strong acceptance of strategic planning in terms of the technical job; there is increasing need for HQ and regions to understand and accept how to work as a bigger team, to show corporate unity and to make regions a more integral part of the team (e.g. the Regional Desk); ACMT needs new terms of reference and needs to be focused on resource management, safety management and organizational development.

2.10 Implementation of initiatives:

There is difficulty in pushing responsibility and commitment to change initiatives down to the specialist level, resulting in “FTI”: failure to implement; most often, there are no resources or directions on how to implement a given initiative; many have lost hope

that things will change, take the path of least resistance, and work around the problem because it is too difficult to change the corporate culture; there is a need to consolidate previous Director's initiative, e.g. OPI and OTI roles and responsibility matrix, correcting classification anomalies, and improving dialogue with FAA and JAA to minimize their involvement through confidence in Transport Canada; there are constraints working with unions on organizational change.

2.11 Demand driven focus:

The focus on the client and of being "demand-driven", should continue, but should be clarified and enhanced as a driving force to ensure clarity, timeliness and communication.

2.12 Planning:

The Branch doesn't have a "big picture" planning tool that allows for precise decision making on resources; planning needs to be enhanced, pushed down to the manager level and performed as a team; on the other hand, the reporting system allows the Branch to have better information than most other Branches for cost recovery; the Branch needs to rethink its approach to cost recovery (caps on what can be charged have not been reviewed for some time and there are inconsistencies between regions); planning needs to be seen as a way of doing sensitivity analysis on resourcing; we need to meet Flight 2005 and other emerging strategies; AC does not have a service line plan, and no methodology for measuring workload, i.e. capacity management.

2.13 Information Technology:

There is lack of linkages between the Branch IT systems, i.e. NACIS, NAPA, ARASS, SCRAM, and RDIMS

2.14 Structure:

The Branch is described as a "weak matrix", i.e. a mixture of staff and line functions; in effect it is a matrix superimposed on a functional structure, with blurring of roles, responsibilities and expectations, and the perception of inequities in classification levels; there is a need to fine-tune the structure in order to better meet client demand, ensure equity between the divisions, and ensure effective communication; in the long run, the structure depends on who should be responsible for the work.

2.15 People issues:

Stress factors are escalating, there are staff relations issues around tele-working, and burn out is beginning to appear among staff members; hiring and retention of engineers and test pilots is difficult, re. finding outsiders: there are experience and compensation issues; succession planning is becoming urgent; there is a younger and less experienced workforce in TC and industry (we don't know what we don't know).

3.0 Certification/Delegation:

3.1 Frequency of Inspection, Level of Involvement and Level of Service:

The Branch needs to bring clarity to the concepts and practices of Frequency of Inspection, re. oversight, Level of Involvement as a way to measure progress, and Level of Service as the means of describing how AC meets the needs of the client (e.g. Quebec Region LOS document); there is a need to link FOI, LOI and LOS to resource planning; communication requirements with delegates are increasing; industry is way head of Transport Canada in delegation principles: there are high industry expectations, and frustration at slow progress.

3.2 Benchmarks:

The Branch needs to understand to what level of detail it should go in defining benchmarks for FOI, LOI and LOS, and develop a joint data base with industry to include LOI, certification plans and test plans.

3.3 AC's "uniqueness":

Senior levels of Civil Aviation view the oversight of delegation as the same as that of operations.

3.4 The Regulatory Culture:

AC takes people into the system and teaches them the fine art of criticism; this comes as reinforcement to the engineer's natural bias towards critique, and most Branch staff feel that they have to second-guess and sometimes nit-pick not only with industry, but also among themselves.

3.5 Audits:

Most staff don't like doing company audits: they feel that they are engineers, not inspectors; regions do most of the audits, and no one trusts the audit results and consider them a waste of time.

3.5 Globalization:

Globalization is changing the ways Branch clients operate, e.g. Bombardier and Pratt using outside resources and often bidding against internal resources; AC needs to come to grips with how to do business with clients who have changed their own way of doing business.

3.6 Safety Management Systems:

The branch needs to bring its thinking along, re. SMS and its linkage to delegation and to Integrated Management Systems; this includes moving towards a wholesale regulatory change, re. delegation to let delegates authorize their own people.

APPENDIX 2: TRENDS

The following emerging trends were identified by Aircraft Certification as factors to be considered in developing the Business Plan. These emerged from the environmental scanning exercise and from further discussions by ACMT at its May 8-9, 2003 Planning Meeting:

- A trend towards a greater number of more technically and administratively complex projects and increasingly complex relationships involving third parties, multiple delegates and other regions, together with demands for reduction in the time from concept to final type certified aeronautical product
- Increased competition among delegated organizations on a national and international level
- Increasing globalization of design, causing Aircraft certification to work more with authorities other than FAA and JAA; TC will need to become more knowledgeable about foreign regulations, processes and capacities so that we can be confident in what other authorities are doing
- More government and executive driven initiatives, such as Integrated Management Systems and Information technology systems without increases in human resources, resulting in increased pressure on our service function
- Increasing corporate pressure to have faith in a systems approach rather than just focusing on the technical data while maintaining the necessary safety standards and our international recognition as a competent authority.
- The unpredictable impact of security on aircraft certification, as integral to the business
- The linkage of Delegation with Safety Management Systems, and the opportunities offered by SMS
- The need for rapid change to keep with up with our clients and the government system
- Increase in the oversight function and the expansion of Frequency of Inspection Levels and defined national Levels of service
- The aviation sector is on its usual 10-12 year cycle, i.e. a downturn, and Aircraft Certification needs to know where it is positioned in the cycle
- The low $Cdn will not always give our industry a competitive advantage, and we will have to allow them to compete through innovation and rapid adaptation to demand.
- Increasing insurance costs, operating costs and decreasing passenger travel are expected to continue for the foreseeable future
- Increased need for better acceptance between Canada and the US, and the movement towards a single window in Europe (The European Aviation Safety Authority)

- The trend for ICAO to move towards a single worldwide certification, where each country accepts other's certificates
- Recognition of the value and impact of soft skills, i.e. how people deal with people, e.g. Human and Organizational Factors
- Continued reduction in the number of engineering graduates entering the aerospace field, resulting in fewer qualified candidates available for industry or government
- Transport Canada will have difficulty recruiting and retaining well qualified and competent technical staff due to the move away from technical review toward audit and inspection, with resultant reduced certification test activity
- A decrease in public/political tolerance to individual, system or organizational relationship failures which negatively affect public perception of transportation safety in Canada
- Increasing Industry demands that TC adapt faster to new technologies, and if we can't, to get out of their way
- The increase in Frequency of Inspection audit activity emphasis will decrease our capability to hire competent technical staff, and, we may have difficulty doing technical assessments that will satisfy other authorities
- As more Canadian aircraft are operating, the accident rate we have to deal with will increase.
- As more Canadian aircraft types are approved, the demand for in-service support will increase.
- Increased competition for funds with other Branches within Civil Aviation and within other modes of Transport Canada
- Canadian aeronautical products will see increased in-service difficulties as the products enter service, and age.
- Improved understanding and utilization of risk management and its associated methods for decision making
- An increase in shared Transport Canada and Industry commitment to capture lessons learned and utilize effectively to improve safety
- More active and timely role of CAW in accident and incident investigation of occurrences in Canada and for Canadian products abroad
- Improved utilization of service history data to identify service difficulties by automated alerting and trending
- There will be a need for some lower level of TC technical review to support products with other authorities, even though it will not be as detailed as it is today
- The delegation potential with the major manufacturers will increase but there will still be problems getting high quality delegates for complex projects in the smaller companies

APPENDIX 3: VISION 2010

The Vision for Aircraft Certification in 2010 will be reached by building on the existing strengths of the organization to achieve the following:

- Canadian Industry will have fully implemented a Safety Management System for aircraft design and certification that achieves the best possible level of public safety, and delegated organizations will be self-managed in consultation and partnership with Transport Canada.
- Transport Canada will have fully implemented a Safety Management System oversight role and its Frequency of Inspection policy will be aligned with the evolving Transport Canada-Industry Safety Management Systems approach.
- Transport Canada and industry will integrate human and organizational factors and risk management decision making into the implementation of Safety Management Systems.
- Delegation Principles will be consistently implemented and will continue to evolve in response to the changing needs of industry and Transport Canada.
- The roles, responsibilities and accountabilities of all stakeholders in the process of aircraft certification will be clear and understood
- The licensing versus delegation relationship will have been examined and a decision taken in the best interest of aviation safety for Canadians
- Aircraft Certification's roles for Type Certification and Continuing Airworthiness will be appropriately balanced and clearly understood by all internal and external stakeholders.
- Aircraft Certification will be a coherent matrix organization that is able to consistently respond to the safety and business needs of all stakeholders, with an integrated team of expert resources
- Aircraft Certification will be part of the drive towards international standards, and will be issuing joint certifications with foreign jurisdictions.
- Industry and Transport Canada will cooperate in developing standards and policies to respond to new and emerging technologies in the effective management of issues and challenges
- Industry and Transport Canada will have established protocols to promote consistent open oral and written communication through meetings and conferences, including a formalized process to allow for a timely industry-Transport Canada dialogue on differing interpretations
- Transport Canada and Industry will share an exchange on best practices dealing with safety