



Transport
Canada

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TP 14353E
(05/2005)

ALL ABOARD



RAIL SAFETY STRATEGIC PLAN

2005-2010



Canada

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MESSAGE FROM THE MINISTER



As Minister of Transport, I'm proud of the role railways have played in building the Canadian economy since the 1820s. For almost 200 years, Canada has continually improved its rail system to what it is today—one of the safest in the world.

In rail as in other modes, Transport Canada strives to create the best transportation system for Canadians and continues work with its partners to improve the safety and efficiency of its system.

All Aboard, Rail Safety's strategic plan, provides a thorough summary of what Transport Canada's Rail Safety Directorate is doing to further improve the system. It also highlights the challenges and opportunities the department faces in regulating a dynamic industry.

Canadians look to Transport Canada to lead the way in transportation safety. This plan contributes to our continued efforts to work together with industry and stakeholders towards our common goal of a safe, efficient and sustainable transportation system.

A handwritten signature in black ink, appearing to read 'Jean-C. Lapierre'.

Hon. Jean-C. Lapierre
Minister of Transport

MESSAGE FROM THE DIRECTOR GENERAL

The title chosen for our plan, *All Aboard*, reflects our firm belief that improvements to railway safety can only be achieved by working closely with our stakeholders and partners. Transport Canada Rail Safety has been focused on a multi-faceted accident and incident reduction program over the past 10 years, which has contributed to significant reductions in the number of grade crossing accidents and trespassing incidents.

The Rail Safety Program has adopted the following four strategic directions for the period 2005-2010 with the intent of changing the way we do business. These include public safety leadership, mutually beneficially relationships, operational excellence and excellence through people. Rail Safety will be incorporating a systems-based approach to safety oversight, which is aimed at improving safety at all levels within the rail industry and with other stakeholders. We will continue and accelerate our efforts in a number of key areas including safety management systems, quality management, risk and performance management. These and other initiatives require a high degree of program integration.

Rail Safety is developing a comprehensive data collection system known as the Rail Safety Integrated Gateway (RSIG). This multi-year project will enable us to have the best possible information for planning and decision-making. These initiatives will promote greater consistency and accountability in program delivery throughout the Rail Safety organization.

Our selection of the 2005-2010 timeframe coincides with Transport Canada's goal of having a common planning horizon of 2010 for all plans. We look forward to implementing this plan.

Luc Bourdon
Director General, Rail Safety



INTRODUCTION

This strategic plan, *All Aboard*, is intended to provide a direction and a focal-point for Rail Safety to the year 2010. By outlining our vision, mission and key activities, and listing key result areas, the directorate intends to provide a framework for Transport Canada's railway safety oversight for the general public and the railway industry into the next decade.

The Rail Safety Program develops, implements and promotes safety policy, regulations, standards and research and in the case of rail/road grade crossings, subsidizes safety improvements. Regional inspectors monitor for compliance with the approved regulatory regime requirements and if necessary, investigate and enforce wherever non-compliance is discovered. This work is undertaken within the auspices of the *Railway Safety Act* (1989). The Rail Safety Program works toward the protection of life, health, environment and property of the Canadian public, creating high confidence in the safety and security; and towards a rail transportation system that is competitive and harmonized both domestically and internationally.

There are approximately 60 railways currently operating in Canada of which 35 have a Certificate of Fitness and are covered under federal legislation, while other provincial railways are covered through different agreements. In the last decade the number of railway employees has declined from 55,000 to 37,000, however the number of carloads originating from Canadian railways has increased from 3.5 million to 4.1 million — an increase of 16.3 per cent.¹ Although the Canadian-based railways own 97,000 freight cars and 3,200 locomotives, many of the freight cars circulating in Canada are either owned privately or by U.S.-based railways.²

There are 500 passenger cars in service, carrying four million passengers annually.³ There are currently 29,000 miles (47,000 km)⁴ of main-track with approximately 49,000 highway-rail grade crossings.

Most provinces with provincial railways have signed agreements with Transport Canada to deliver inspections for compliance to applicable rules, regulations, and standards. The goal is to provide a consistent and harmonized regulatory regime in all provinces.

The Rail Safety Program has been carrying on constructive consultations with the United States and Mexico under the North American Free Trade Agreement (NAFTA), and bi-laterally with the United States' Federal Railroad Administration to work towards building a North American harmonized regulatory regime whenever possible and practicable.

In addition to external stakeholders, the Rail Safety program works closely with other divisions of Transport Canada such as Transportation of Dangerous Goods, Security and Emergency Preparedness and Policy, as well as other government departments and agencies such as the Canadian Transportation Agency, the Transportation Safety Board of Canada, and Human Resources and Skills Development Canada in developing and delivering its programs.

¹ The Railway Association of Canada. *Railway Trends* 2004.

² *Ibid.*

³ *Ibid.*

⁴ *Ibid.*

VISION, MISSION & VALUES

VISION - the outcome the Rail Safety Program is seeking to achieve:

The safest rail transportation system for Canada and Canadians.

MISSION - the Rail Safety Program's contribution to achieving this vision is:

To advance the safety and sustainability of rail transportation.

VALUES - the Rail Safety Program shares the values of Transport Canada:

Respect - We show value and respect for our colleagues and clients by:

- being open, fair and honest in our dealings

Professionalism - We show professionalism by:

- working conscientiously and in a fiscally prudent manner
- applying common sense in everything we do
- continuously upgrading our training and technology

Teamwork - We encourage teamwork by:

- listening and communicating openly
- supporting collective decisions and showing trust in our colleagues
- sharing resources and remaining open to change

Client Services - We provide excellent service to our clients by:

- listening and responding to their needs
- soliciting their feedback



KEY ACTIVITIES

In the fulfillment of its mission, the Rail Safety Program undertakes the following Key Activities:

Policy, Regulation, Standards & Research

- Legislation, Policy Development & Interpretation
- International, Intergovernmental and Departmental Relations

Outreach - Education, Awareness & Funding Programs

- Funding Programs
- Communications, Consultation, Education & Awareness

Monitoring, Investigation & Enforcement

- Program Delivery & Tracking

Program Planning & Management

- Issues & Crisis Management
- Planning, Review & Analysis
- Administrative Support & Training
- Support to Minister & Department



KEY RESULT AREAS

Rail Safety has developed six key result areas for which the four key activities contribute to and will be measured.

1. Effective Regulatory Tools

- Effectiveness of our regulatory programs and tools in achieving compliance and reduction of fatalities, injuries, accidents and incidents in the rail industry
- Implementation and effectiveness of rules and regulations

2. Partnership & Stakeholder Engagement

- Results achieved in partnership activities
- Benefits of participation in consultative activities

3. Public & Industry Awareness

- Public awareness of railway operations, the dangers associated with these operations and the safety precautions needed
- Rail industry's awareness of the rules, regulations and standards

4. Improved Safety Culture

- Extent to which industry has adopted safe practices, implementation of safety management systems (SMS), adoption of new technology, Occupational Health & Safety, proactive safety improvements

5. Compliance & Management of Risk

- Compliance rates, incident and accident rates as an indicator of the rail industry's management of risk

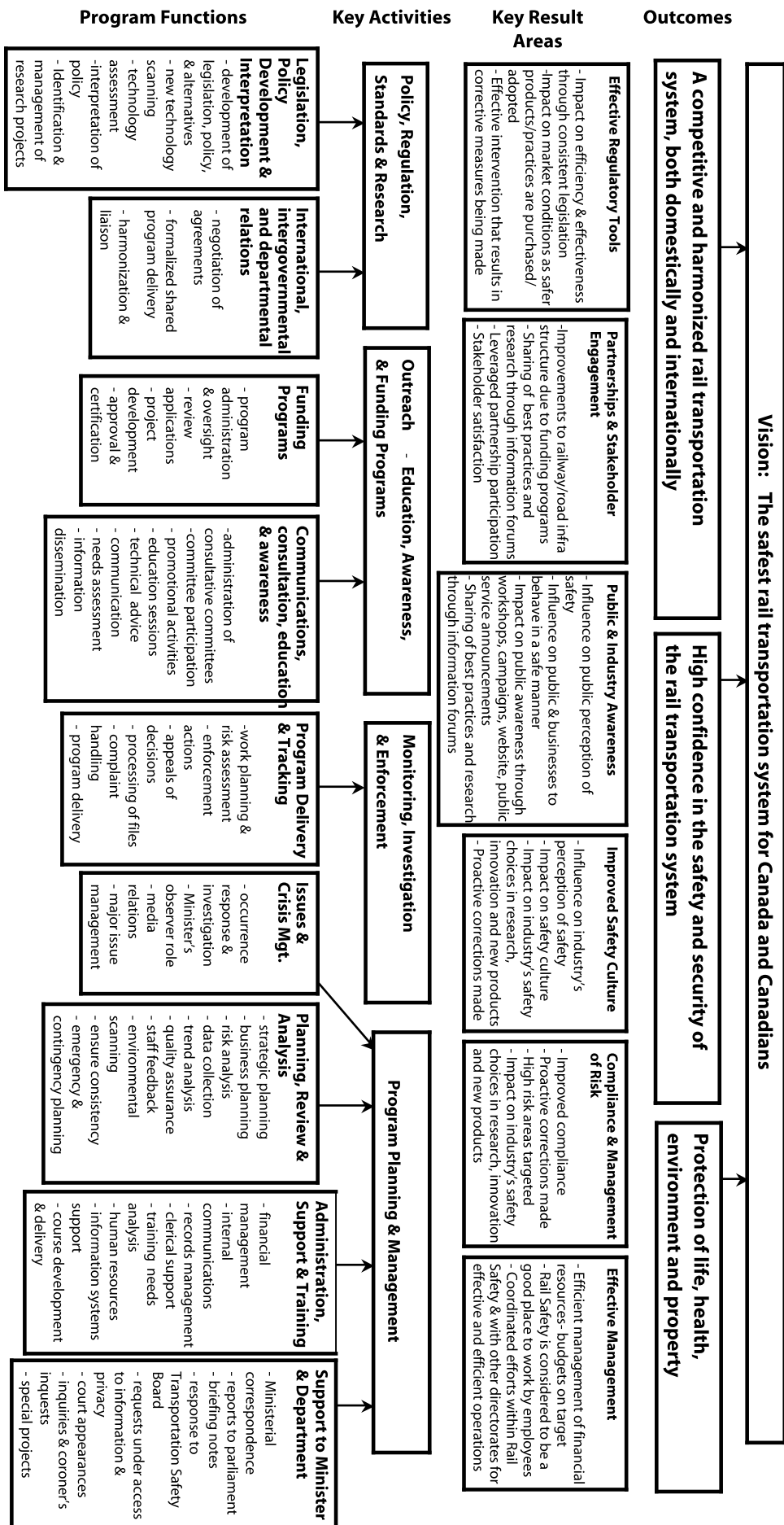
6. Effective Management

- Rail Safety's management of programs, resources and results

A logic model, known as the Rail Safety Results Model, can be seen in Figure 1 (page 9). This model demonstrates the link between the activities, results, outcomes and vision.



FIGURE 1 - RAIL SAFETY RESULTS MODEL



STRATEGIC DIRECTIONS (2005 - 2010)

The Rail Safety Program has adopted the following four strategic directions for the period 2005 – 2010, which are linked to the six key result areas:

1. Public Safety Leadership

Continuous improvements for safe rail transportation

Objectives	Outcomes
<ul style="list-style-type: none"> • Effective regulatory regime 	<ul style="list-style-type: none"> • Safety management systems implemented • High degree of compliance • Less need for regulatory action • Reduction of accidents/injuries • Regulations must achieve the intended policy objectives and advance national priorities • Regulations must be accessible (well communicated, transparent) • Regulations must be clear, understandable and enforceable • Forums for input from industry • Smart regulation, performance measurement
<ul style="list-style-type: none"> • Harmonization of regulatory regimes 	<ul style="list-style-type: none"> • Minimal differences between jurisdictions • One regulatory regime in Canada • Integration of rules • Reflects international movement of industry
<ul style="list-style-type: none"> • Promotion of safety culture 	<ul style="list-style-type: none"> • A safety culture with clear expectations • Transparency on our part and industry's part • Proactive improvements/corrections made • Implementation of a smart regulation learning strategy for the regulatory community • Companies clearly taking responsibility for safety through a demonstrated safety management system

STRATEGIC DIRECTIONS (2005 - 2010)

Objectives	Outcomes
<ul style="list-style-type: none"> Increased public and industry awareness 	<ul style="list-style-type: none"> High degree of public understanding of rail operations (roles & responsibilities), the dangers associated with these operations and the safety precautions needed High degree of industry understanding of the role of Transport Canada and expectations regarding compliance with rules and regulations Providing public access to information on the railways and results of TC interventions (audits, etc.) Information readily available on regulatory programs and requirements for public & industry Regular means of communication with the public and industry An awareness strategy that reflects the demographics and population behaviour Established networks for public involvement Increased public confidence

Key Result Areas to be achieved:

Effective Regulatory Tools

Compliance & Management of Risk

Improved Safety Culture

Public & Industry Awareness

STRATEGIC DIRECTIONS (2005 - 2010)

2. Mutually Beneficial Relationships

Benefiting from expertise and partnerships

Objectives	Outcomes
<ul style="list-style-type: none"> • Enhanced partnerships and stakeholder engagement 	<ul style="list-style-type: none"> • An established and effective Rail Safety Consultative Committee • Agreement on issues with stakeholders • Commitment to address issues • Effective & efficient information sharing • More partner & stakeholder responsibility for safety • Effective international/provincial regulatory cooperation • Effective collaborative relationships with departments & agencies
<ul style="list-style-type: none"> • Shared best practices, research & technical expertise 	<ul style="list-style-type: none"> • Established community of practice forum • Demonstrated expertise in new technology and the sharing of this expertise • Support for innovation & work closely with regulatory community • Research management funded/ sponsored jointly • Transport Canada to act as a catalyst to facilitate the sharing of best practices among industry stakeholders

Key Result Area to be achieved:

Partnership & Stakeholder Engagement

STRATEGIC DIRECTIONS (2005 - 2010)

3. Operational Excellence

Developing & delivering programs that are effective, efficient & responsive to safety needs

Objectives	Outcomes
<ul style="list-style-type: none"> Effective Rail Safety Program 	<ul style="list-style-type: none"> Fully integrated program Improved program consistency Effective organizational structures Adequate/alignment of resources to achieve results
<ul style="list-style-type: none"> An implemented Risk & Performance Management Framework 	<ul style="list-style-type: none"> Increased systematic identification and response to systemic safety issues Fully functional data system to track performance, trends, and accountability

Key Result Areas to be achieved:

Effective Regulatory Tools

Effective Management

4. Excellence Through People

Recruiting, training and maintaining a skilled work force

Objectives	Outcomes
<ul style="list-style-type: none"> Effective human resources planning & management 	<ul style="list-style-type: none"> Staff development and continuous learning Diversity Balanced workloads
<ul style="list-style-type: none"> Effective internal communications 	<ul style="list-style-type: none"> Fully informed staff Staff participation in decision-making

Key Result Area to be achieved:

Effective Management

ENVIRONMENTAL ANALYSIS

The Program's strategic directions have been developed in recognition of the key forces and factors within its external and internal environments that have significant potential to affect the fulfillment of its vision.

EXTERNAL ENVIRONMENT

OPPORTUNITIES

- Commitment to domestic and international harmonization of rules, regulations and policies has yielded significant results to date with both the provinces and the United States.
- Partnerships with industry and others have proven productive in areas such as education and awareness (e.g. Operation Lifesaver, D2006).
- New technologies and approaches improve rail operations.
- Industry has adopted safety management systems regulations.
- Rules may be developed by the rail industry and approved by the Minister of Transport. This process is more efficient, consistent and responsive to the needs of the industry.

CHALLENGES

- Increase in rail industry complexity and workload with fewer employees causes concerns over safety issues
- Development of high speed trains could create additional safety requirements and challenges
- Increase in security concerns requires coordination of efforts
- Increase in public complaints
- Strong competition within the rail industry translates into pressures on resources
- Limited investment by the industry in infrastructure improvements requires continued monitoring & enforcement
- Trend towards longer trains causes challenges for safe operations
- Reallocation efforts on the part of Treasury Board to meet other Government of Canada priorities can have a negative impact on the limited resources of the Rail Safety Program to address safety concerns.



ENVIRONMENTAL ANALYSIS

INTERNAL ENVIRONMENT

STRENGTHS

- Program is delivered by knowledgeable, professional, dedicated staff
- Ongoing & evolving national training program for inspectors
- Responsive to local issues & needs, as regions deliver the programs
- Rail Safety is a small organization and easily adaptable to changing priorities
- Rail Safety is developing a systems-based approach to program delivery and quality assurance

CHALLENGES

- Aging workforce and ongoing recruitment challenges due to technical requirements
- Programs need to be better integrated and coordinated to improve consistency
- Data systems need to be developed for better information sharing
- Resources are limited and risk-based management is needed in order to meet the program requirements

