



FPS MOBILITY AND TRANSPORT
BELGIAN CIVIL AVIATION AUTHORITY

The Belgian Aviation Safety Programme

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with the Federal Public Service Mobility and Transport.**

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The BASP is a description of the various regulations and activities for maintaining and improving aviation safety and explains how Belgium operates in compliance with EU regulations and the safety management requirements set forth in the ICAO appendices to the Chicago Convention.

The BASP also describes how Belgium has ensured through legislative means that the service providers have the required SMS's, that the BCAA monitors the functioning of these SMS's and that the responsibilities of the individual service providers in Belgium are clearly defined. The BASP also serves as a tool for describing the complex network of regulations composed of the legislation of individual sectors of aviation as a single, clear entity with the objective of improving aviation safety. The BASP also addresses the dimension of safety assurance and mainly details how safety oversight is performed within the Belgian State.

Finally, the BASP focuses on safety risk management. The approach to safety management is evolving beyond regulatory compliance to developing proactive, evidence-based risk management leading to targeted actions and to contain and improve performance in the areas of high risk. The BASP therefore describes how safety risks are collectively assessed and mitigated within the Belgian State. The BASP is complemented by the Belgian Plan for Aviation Safety (BPAS). The BPAS identifies the specific risks currently affecting the national aviation safety. These risks are mitigated by safety actions that the Belgian aviation sector takes on board.

Emmanuelle Vandamme
President of the Federal Public Service Mobility and Transport

Glossary

AAIU(Be)	Air Accident Investigation Unit of Belgium
ANSP	Air Navigation Service Provider
ATS	Air Traffic Services
BASP	Belgian Aviation Safety Programme
BAWiHaC	Belgian Aviation Wildlife Hazard Committee
BCAA	Belgian Civil Aviation Authority
BPAS	Belgian Plan for Aviation Safety
EAPPRI	European Action Plan for the Prevention of Runway Incursions
EASA	European Union Aviation Safety Agency
EASP	European Aviation Safety Programme
EC	European Commission
ECCAIRS	European Coordination Centre for Aviation Incident Reporting System
EPAS	European Plan for Aviation Safety
EU	European Union
FL	Flight Level
FPS	Federal Public Service
ICAO	International Civil Aviation Organization
ICAO GASP	ICAO Global Aviation Safety Plan
ICAO GASR	ICAO Global Aviation Safety Roadmap
ICAO RASG-EUR	ICAO European Regional Aviation Safety Group
ICAO USOAP	ICAO Universal Safety Oversight Programme
IR	Implementing Rule
LRST	Local Runway Safety Team
MASM	BCAA Management System Manual
MOR	Mandatory Occurrence Report
NoA	EASA Network of Analysts

RMT	Rule Making Task
SMICG	Safety Management International Collaboration Group
SMS	Safety Management System
SPI	Safety Performance Indicator
SPN	Safety Promotion Network
SPT	Safety Performance Target
SARP's	ICAO Standards and Recommended Practices
SSP	State Safety Programme

1. The role of ICAO in safety management

Both the EU's and Belgium's aviation legislation are based on the international Standards and Recommended Practices (SARP's) approved by the International Civil Aviation Organization (ICAO). The Convention on International Aviation signed at Chicago on 7th December 1944 also known as the Chicago Convention is the key agreement governing aviation safety in Belgium, Europe and internationally. The aviation SARP's approved by ICAO are published as Annexes to the Convention. These are enforced in Belgium through EU legislation, the Belgian Aviation Act and/or other Belgian aviation regulations.

In Annex 19 (Safety Management) to the Convention, ICAO imposes general safety management responsibilities and obligations on Member States, having to do with the development and introduction of SSP's and aviation organizations' SMS.

The Global Aviation Safety Plan (GASP) was created to facilitate global and coordinated improvement of aviation safety. The GASP is adopted by the ICAO Assembly. The purpose of the GASP is to underline the importance of safety as the main objective in civil aviation and to bring together globally determined key safety objectives and areas of safety performance and to support the achievement of the objectives in all areas. The GASP outlines regional and national safety efforts and the structures of safety management.

ICAO has a safety management programme to support regions and governments in the efficient deployment of SSP's and SMS's. Responsibility for safety management is widely distributed among ICAO, regional organizations (such as the European Aviation Safety Agency, EASA), national governments and aviation organizations. ICAO's work to implement GASP at the global level is carried out through the system-level tools below:

- RASG group (Regional Aviation Safety Group): The RASGs are ICAO's seven key regional groups for coordinating the implementation of the GASP as well as regional risk management. Unlike other RASGs, the RASG-EUR covering Europe and the North Atlantic region has merged with the EANPG (European Air Navigation Planning Group). Since 2019, the operations have continued within the framework of EASPG (European Region Aviation System Planning Group). EASPG is responsible for supporting the implementation of both GASP and GANP in the EUR NAT region.
- RASP (Regional Aviation Safety Plan): RASPs are regional safety plans that support the implementation of GASP as well as regional risk management. The EPAS is the regional safety plan that applies to the EU. ICAO and EASA cooperate in producing an EUR RASP for the whole European and North Atlantic region by using the EPAS in its creation.
- NASP (National Aviation Safety Plan): NASP is the term ICAO uses for national safety plans. SPAS is a term used within the EU, and it is based on the obligation of Article 8 of the EASA Basic Regulation (EU) No 2018/1139 concerning a State Plan for Aviation Safety. Therefore, the NASP/SPAS for Belgium is called the BPAS (Belgian Plan for Aviation Safety). The EU Member States must take EPAS into account in their national plans. EPAS takes GASP as well as the other relevant global plans into account.

The global safety management mechanism for implementing GASP is performance- and risk-based. Risk management and safety assurance both regionally and in the Member States produce essential information for updating safety objectives, priorities and plans. In addition to this, ICAO's Member States influence the future practices and the development of ICAO's Annexes, on which the system is based. In regard to Europe, this is implemented in a coordinated manner through cooperation between EASA, ECAC (European Civil Aviation Conference) and EUROCONTROL.

2. The **BASP/BPAS** in relation to the **EASP/EPAS**

The European Aviation Safety Programme (EASP) defines the aviation safety framework at European level. The objective of the EASP is to ensure that the system for the management of aviation safety in the EU delivers the highest level of safety performance, uniformly enjoyed across the whole Union, and continuing to improve over time, while taking into account other important objectives such as environmental protection. It explains the functioning of the European aviation system to manage the safety of civil aviation in the EU in accordance with the EASA Basic Regulation (EU) No 2018/1139. It describes the processes, roles and responsibilities of the different actors and lays down general principles for European safety management, including safety action planning. The EASP functionally corresponds, at EU level, to the SSP as described in ICAO Annex 19 related to Safety Management. It is prepared by the EC, in consultation with Member States and EASA, and updated as required.

The sharing of roles between the EU and the Member States, as described in the EASA Basic Regulation, makes it necessary for the Member States to work together with EASA to fully implement the SSP. Production of an EU equivalent of an SSP - an European Aviation Safety Programme (EASP) - is a more efficient means of discharging this obligation and would support the EU members and associated States in developing their own SSPs.

In December 2015, the EC issued the second edition of the EASP. This edition took into consideration the legislative changes occurred since 2011 as well as the evolution of safety management in all areas. In addition, it strengthened safety promotion at EU level and described the process to update and develop the EPAS, giving it a truly European dimension. The EASP document can be found on the EUR-Lex website:

<https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52015DC0599&from=EN>

In certain areas, States' responsibilities under the Chicago Convention have been transferred to Union level. The EASP document explains how the EU addresses the international obligations that result from this transfer of responsibilities. By describing the processes used to jointly manage safety at European level and, how the European Commission, the Member States and EASA cooperate to detect unsafe conditions and take actions to mitigate safety risks, the EASP document helps bring clarity on where the various responsibilities for safety lie within the EU and makes clear how the EU can achieve and maintain a satisfactory safety performance. It also provides transparency to all stakeholders with an interest in safety.

The EASP is complemented by the European Plan for Aviation Safety (EPAS). The EPAS incorporates the EASA Rulemaking Programme, thus creating a single source for all programmed actions, supported by a single programming process. The main objective of the EPAS is to improve aviation safety and environmental protection throughout Europe, while ensuring a level playing field, as well as efficiency/proportionality in regulatory processes. The EPAS is a key component of the SMS at the European level, which is described in the EASP. The regional approach complements national approaches offering a more efficient means of discharging State obligations for safety management in the EU's aviation system.

The EPAS sets out the strategic objectives, strategic enablers and main risks affecting the European aviation system and the necessary actions to mitigate those risks and to further

improve aviation safety. The EPAS is a 5-year plan that is constantly being reviewed and improved, and updated on a yearly basis. The plan is an integral part of EASA's work programme and is developed by EASA in close consultation with the EASA Member States and industry. The EPAS' aspirational safety goal is to achieve constant safety improvement within a growing aviation industry.

The EASA Basic Regulation (EU) No 2018/1139 introduced a dedicated chapter on aviation safety management, thereby creating a strong legal basis not only for the EASP and the EPAS, but also for the establishment and maintenance of the BASP and the BPAS at Belgian level. The EASA Basic Regulation requires Belgium to consider relevant risks and actions defined in the EPAS within the BPAS safety action planning process. In return, the EPAS defines a number of specific actions addressed to and owned by Belgium, to support the implementation of an effective BASP and BPAS.

3. Safety Legislative Framework

3.1. National legislation

In matters of aviation safety, the legislative authority has been largely transferred to the European Union. The European Parliament, the EU Council and the European Commission are competent to issue regulations on aviation safety, directly applicable in the Member States. The EASA is responsible for many duties that have traditionally belonged to national aviation authorities (e.g. type certification of aircraft and approval of foreign operators). National legislative authority covers the aircraft and equipment referred to in Annex I to the EASA Basic Regulation (EU) No 2018/1139.

The primary legislation dealing with aviation matters in Belgium is:

- the Law of June 27th 1937 ([Loi du 27 juin 1937](#) portant révision de la loi du 16 novembre 1919 relative à la réglementation de la navigation aérienne - Wet van 27 juni 1937 houdende herziening van de wet van 16 november 1919, betreffende de regeling der luchtvaart – [Belgian Aviation Act](#))
- the Royal Decree of March 15th 1954 (Réglementant la navigation aérienne – tot Regeling der Luchtvaart).

The primary legislation is completed by Royal and Ministerial Decrees. The aeronautical regulations are available on the Belgian electronic legislation database, <http://www.ejustice.just.fgov.be/wet/wet.htm> and coordinated on the BCAA's website:

<https://mobilier.belgium.be/fr/aviation/legislation-et-reglementation>
<https://mobilier.belgium.be/nl/luchtvaart/wetgeving-en-regelgeving>

Non-binding guidance material is also issued to complement the Belgian aviation legislation (circular letters). Regarding national legislation, the BCAA has the primary authority to issue circular letters. The circular letters are available on the BCAA website <http://www.mobilier.belgium.be/>.

3.2. EU legislation

As Belgium is a member of the European Union, EU aviation legislation is applicable in Belgium in all matters over which the EU has jurisdiction. The key EU regulation addressing aviation safety is the EASA Basic Regulation (EU) No 2018/1139 of the European Parliament and of the Council of 4 July 2018 on common rules in the field of civil aviation and establishing a European Union Aviation Safety Agency. Under the EU legal order, the EASA Basic Regulation has general application. It is binding in its entirety and directly applicable in Belgium. The main objective of the EASA Basic Regulation is to “establish and maintain a high uniform level of civil aviation safety in the Union” — Article 1(1).

The EASA Basic Regulation sets the legal basis for the creation of EASA, defines EASA's competences and establishes the scope of common aviation safety requirements. For that purpose, the EASA Basic Regulation confers on the European Commission the power to adopt implementing and delegated acts which detail how to comply with the essential requirements of the EASA Basic Regulation and regulate the subject matters included in its scope, in particular airworthiness, aircrew licensing, environmental compatibility related to products aircraft operations including third-country operators, ATM/ANS including air traffic controllers licensing, aerodromes and ground handling, and unmanned aircraft.

In application of the EASA Basic Regulation, the European Commission has adopted implementing rules. These rules are directly applicable in Belgium and do not require national transposing measures. The development of the implementing rules has resulted in the adoption of two distinct sets of requirements for authorities and organizations respectively:

a. Authority Requirements that take due account of the eight critical elements of a safety oversight system as defined by ICAO, thus supporting the implementation of SSPs, while also serving the standardisation objective set out in the EASA Basic Regulation. They further include elements that are essential for establishing a comprehensive aviation safety management system at EU level, encompassing EU and member state responsibilities for safety management.

b. Organization Requirements, in most aviation areas, that include consolidated general requirements for (safety) management systems. The organization requirements are designed to embed the ICAO Standards in a way that will ensure compatibility with existing management systems and to encourage integrated management. The management system requirements are adapted to the size, nature or complexity of activities of aviation organizations and fit whatever business model they follow, thus catering for proportionate application.

The EU aviation legislation is available from the EU's electronic database EUR-Lex, where the EU's judicial texts are freely available (<http://eur-lex.europa.eu/>). The EASA Basic Regulation No 2018/1139 and the implementing rules can be found on the EASA website, <http://easa.europa.eu/>.

The implementation of EASA Basic Regulation (EU) 2018/1139 and of its implementing rules is supported, where relevant, by Certification Specifications (CS), Acceptable Means of Compliance (AMC) and Guidance Material (GM).

CS are non-binding technical standards adopted by EASA which indicate the means to show compliance with the EASA Basic Regulation and its implementing rules and which can be used by organizations for the purpose of certification.

AMCs are non-binding standards adopted by EASA which may be used by persons and organizations to establish compliance with the EASA Basic Regulation and its implementing rules or with CS; when AMCs are complied with, the related requirements of the implementing rules or the certification specifications are considered to be met.

GM is non-binding material developed by the Agency which helps to illustrate the meaning of a requirement or specification and is used to support the practical implementation of the EASA Basic Regulation, its implementing rules, Certification Specifications and Acceptable Means of Compliance.

The rules applicable to the investigation of accidents and incidents are defined at European level, within Regulation (EU) No 996/2010. It ensures a high level of efficiency, expediency, and quality of European civil aviation safety investigations; the sole objective being the prevention of future accidents and incidents without apportioning blame or liability. It further reinforces cooperation among safety investigation authorities by establishing the European Network of Civil Aviation Safety Investigation Authorities (ENCASIA) and introduces provisions for storing safety recommendations and their associated responses in an EU database.

Regulation (EU) No 376/2014 includes rules related to the reporting, analysis and follow-up of occurrences in civil aviation. This legislation establishes requirements aiming at encouraging a strong reporting culture. It also sets up obligations for the industry, for the Member States and for EASA to collect and analyse occurrences, with the view to support their safety management processes. Finally it ensures that information is appropriately protected and is shared among the Member States and with EASA. The BCAA Circular CIR/MAS-01 provides guidelines on the application of Regulation (EU) No 376/2014.

Regulation (EC) No 2111/2005 establishes rules on the establishment and publication of a EU list, based on common criteria, of air carriers which, for safety reasons, are subject to an operating ban in the Union. The list of banned air carriers adopted based on this regulation is itself a regulation and has therefore legal value in the EU Member States. The list of banned air carriers is established by Commission Regulation (EC) No 474/2006. It is regularly updated.

4. State system and functions

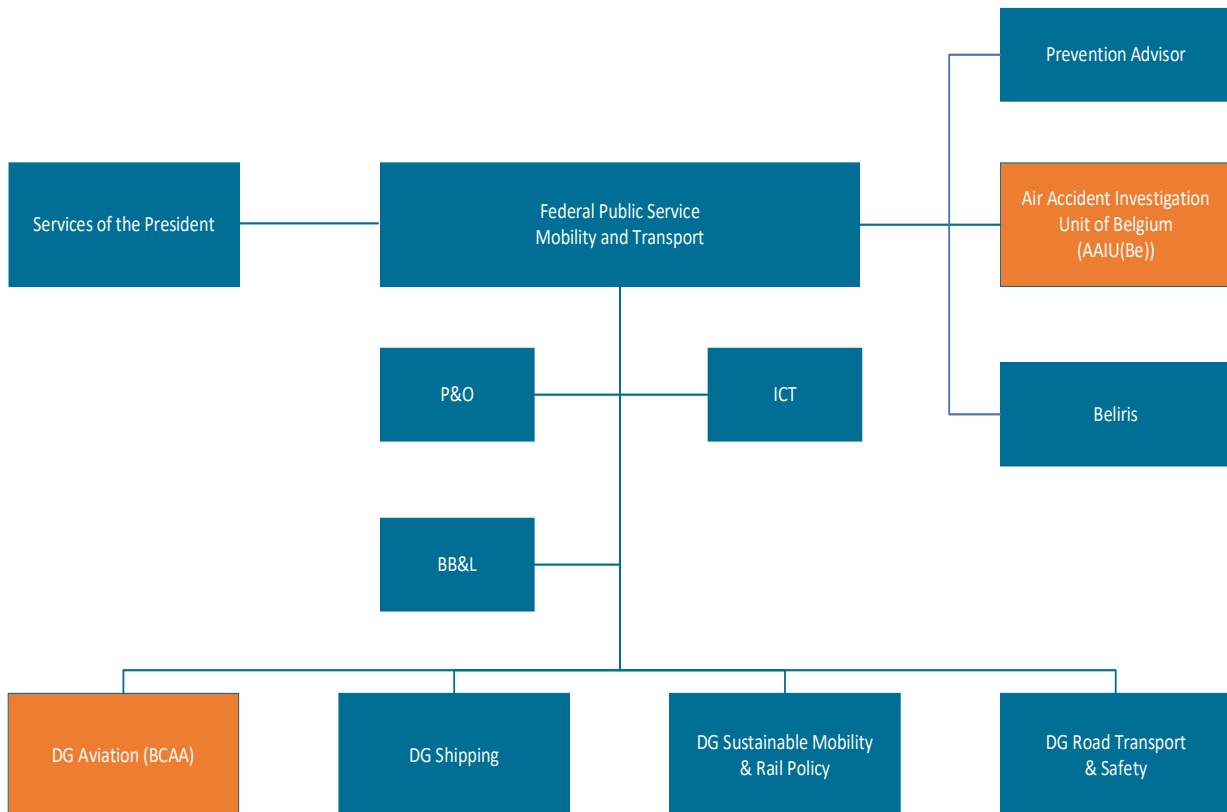
4.1. Belgian structure for civil aviation – actors

4.1.1. The FPS Mobility and Transport

The FPS Mobility and Transport makes things move. The main mission is to contribute to the safety, the environment and the economy of transport in Belgium.

Under the umbrella of the FPS Mobility and Transport, there are different actors coping with aviation safety, namely:

- the Belgian Civil Aviation Authority (BCAA);
- the Air Accident Investigation Unit of Belgium (AAIU(Be));
- the Just Culture Body.



The FPS Mobility and Transport is steered by the Executive Committee. The chairperson of the Executive Committee represents the FPS Mobility and Transport and, in this role, is the contact point for the Belgian government, represented by the Minister of Mobility on all mobility and transport matters.

The Belgian political vision and strategic decisions are laid down in a strategic plan signed by the President of the FPS Mobility and Transport and the Minister of Mobility. More information on this strategic plan can be found in chapter 4.2.

4.1.2. The Belgian Civil Aviation Authority (BCAA)

As Belgium is a member of the European Union, the EU regulations are the main specific operating regulations, namely the EASA Basic Regulation (EU) No 2018/1139 and its implementing rules. Through the Ministerial Decree of 20 January 2009, the BCAA has been designated as the competent authority in the context of some European Regulations, including the EASA Basic Regulation. Consequently, the BCAA has been identified as the competent authority responsible for the development and implementation of the State Safety Programme (SSP).

The appointment has been complemented by the Royal Decree of 25 October 2013 (specific designation for Regulation (EU) No 1178/2011), and by the Royal Decree of 14 February 2006 (specific designation for Regulation (EU) No 2015/340).

The BCAA is part of the FPS Mobility and Transport. The BCAA is responsible for assessing the need to update the BASP and, when necessary, for coordinating this update.

The BCAA has established within its organization a function to monitor compliance of its management system with all the relevant requirements stemming from the EASA Basic Regulation and its implementing rules, including an internal audit process. The BCAA has also developed a process to capture all relevant changes, both internal and external, that may affect its management system, a process to assess the associated risks and mitigate them, if any, and to put in place the necessary actions.

4.1.3. The Air Accident Investigation Unit of Belgium

In Belgium, the investigation of aviation accidents and incidents is carried out by the Air Accident Investigation Unit, the AAIU(Be). The AAIU(Be) is an independent department of the FPS Mobility and Transport where investigation is guaranteed to be independent of BCAA's administrative and supervisory activities. Aviation accidents and incidents are investigated in accordance with the provisions of Regulation (EU) No 996/2010 of the European Parliament and of the Council and the Standards of the Convention on International Civil Aviation.

When a decision is made on whether to initiate a safety investigation, the severity of the incident and the likelihood of its recurrence are taken into consideration. Even an incident with minor consequences may be investigated if the investigation is predicted to produce information of significance for improving general safety and preventing accidents.

The safety investigation results in an investigation report, with safety recommendations to competent authorities and other parties. The safety recommendations encapsulate the investigators' idea of how similar accidents could be avoided in the future. The AAIU(Be) monitors the adoption of the recommendations. Safety investigations are performed solely for improving safety, the investigation does not address questions of guilt or responsibility, nor does it consider liability for damages.

Each investigation is formalized in a final report published on the website of the FPS Mobility and Transport. The report contains recommendations to the authorities, manufacturers, etc. to prevent accidents or incidents from recurring. The AAIU(Be) also disseminates lessons learned from the investigations by attending and giving presentations at safety events organized by flying clubs, pilot federations, training organizations, etc.

4.1.4. The Just Culture Body

The Belgian Just Culture Body investigates any alleged breaches of Just Culture principles as established in Regulation (EU) No 376/2014. The body has its legal base in the Royal Decree of 20 August 2020. This body is part of the FPS Mobility and Transport and is independent from the BCAA. The person in charge of the Just Culture Body, depends directly of the President of the FPS Mobility & Transport.

The Belgian Just Culture Body investigates reported infringements relating to:

- prosecution brought before judicial authorities only because the occurrence was reported, in accordance with Regulation (EU) No 376/2014;
- prejudice by their employer of employees or contracted personnel who report occurrences or are mentioned in occurrence reports;
- internal rules on ‘Just Culture’.

The Just Culture Body advises the relevant authorities concerning remedies or penalties.

4.2. Strategic plan and annual operational plan

4.2.1. Strategic plan

The strategic plan contains the strategic objectives shared by the FPS Mobility and Transport, represented by the Chairperson of the Executive Committee, and the Federal Government, represented by the Minister of Mobility, for a given legislature.

The strategic plan will lead to a relationship based on partnership principles and is based on mutually agreed objectives (including aviation safety and environmental objectives) without compromising the principle of the primacy of politics.

During the development of the strategic plan, the FPS Mobility and Transport will take into account the budgetary framework and the views of all relevant, internal and external, stakeholders (including aviation stakeholders). Stakeholder consultation takes place in the phase prior to the draft strategic plan. The strategic plan is concluded between the Chairperson of the FPS Mobility and Transport and the Minister of Mobility after it has been discussed with and approved by all members of the Executive Committee. The strategic plan is concluded for the duration of the legislature (counting from the date of its signing by the Minister of Mobility to the date on which the next strategic plan is signed in a new legislature).

The strategic plan includes at least:

- a long-term vision for the FPS Mobility and Transport that transcends the legislature;
- the strategy to be followed for the current legislature;
- a reference to the multi-year budget;
- mutual commitments to create favorable conditions for the proper implementation of the strategies and corresponding objectives (including safety objectives) described in the strategic plan and in the annual operational plans.

4.2.2. Annual operational plan

The implementation of the strategies and associated objectives contained in the strategic plan and the elaboration of the objectives in the annual policy paper (beleidsnota / note de politique générale) of the Minister of Mobility are made concrete each year in an annual operational plan. This plan ensures that the objectives of the strategic plan are concretized annually, including the contribution of the FPS Mobility and Transport to the realization of the minister's policy statements.

The operational plan comes into force on 1 January of the calendar year to which it relates and ends on 31 December of the same calendar year.

The annual operational plan includes at least:

- the SMART description of the operational objectives (including aviation safety objectives) as well as the resources used for this purpose;
- the concise description of the processes, projects, and actions/initiatives that implement these operational objectives with corresponding indicators against which the implementation will be monitored and measured, and the assignment of the responsibility for implementation to a certain service, department or other sub entity of the Federal Public Service Mobility and Transport (among others the BCAA).

4.3. The Belgian Aviation Safety Programme (BASP)

The Belgian Aviation Safety Programme (BASP) is a system-level description of Belgium's aviation safety management. The mandatory nature of the BASP has been described in Article 7 of the EASA Basic Regulation (EU) No 2018/1139. This article describes among others that Belgium shall, in consultation with relevant stakeholders, establish and maintain an SSP for the management of civil aviation safety in relation to the aviation activities under its responsibility. That programme shall be commensurate with the size and the complexity of those activities and shall be consistent with the EASP. The SSP shall also include at least the elements related to State safety management responsibilities described in the ICAO SARP's.

The strategic Plan describes the political view and determines the political and strategic objectives for the FPS Mobility and Transport in Belgium (including aviation safety objectives).

The different actors within or under supervision of the FPS Mobility and Transport are the BCAA, the AAIU(Be) and the Just Culture Body. The BCAA prepares the BASP revisions referred to in Article 7 of the EASA Basic Regulation as well as the State Plan for Aviation Safety (BPAS) referred to in Article 8, taking into consideration the Standards referred to in the Chicago Convention as well as the European Aviation Safety Programme (EASP) referred to in Article 5 of the EASA Basic Regulation and the European Plan for Aviation Safety (EPAS) referred to in Article 6 of the EASA Basic Regulation.

The BPAS describes the key risks identified in Belgian aviation as well as the strengths of the aviation system to be fostered, along with Belgium's safety objectives and the measures taken to attain them.

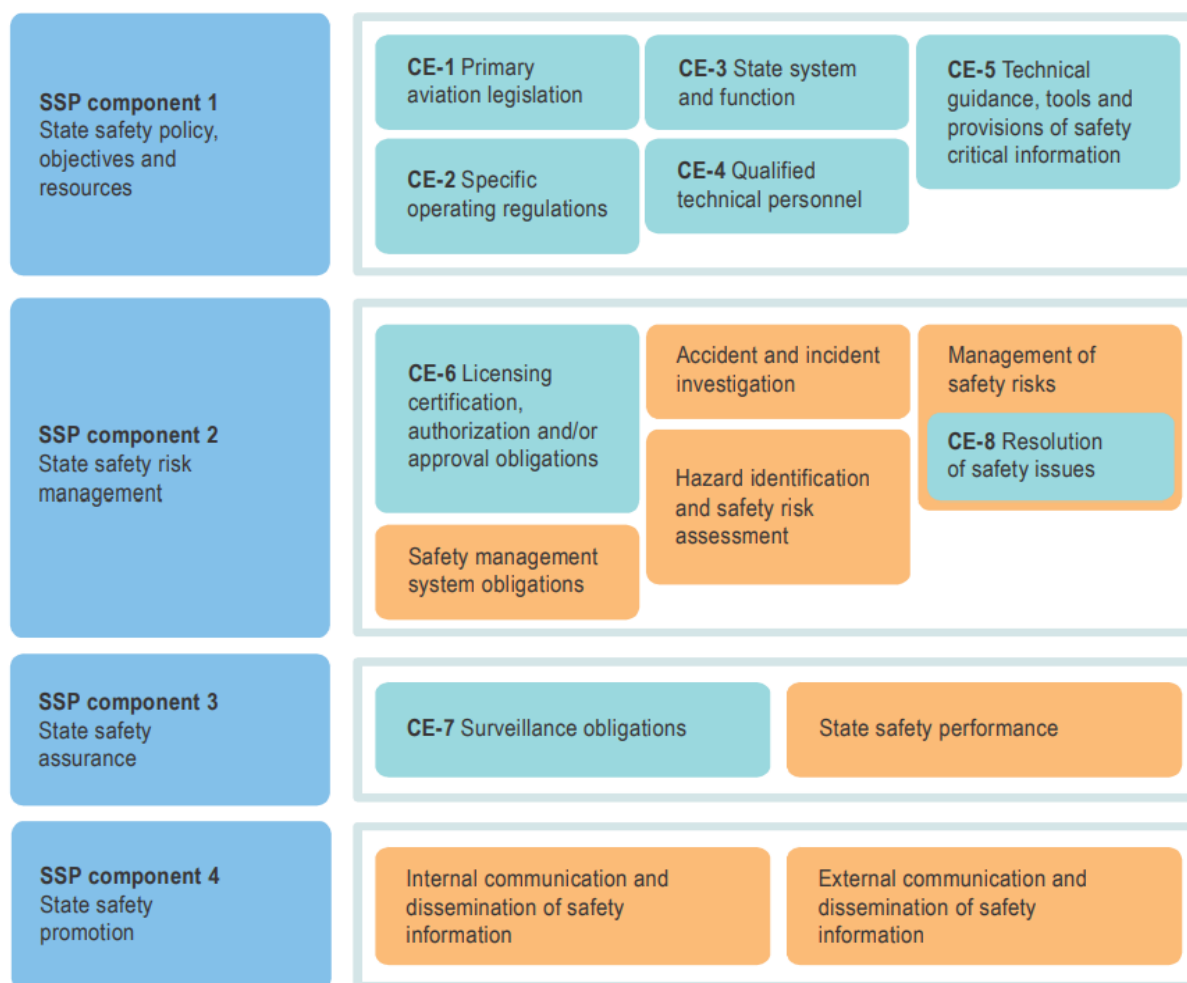
As required by ICAO Annex 19, the core of the BASP consists of the eight critical elements of safety that ICAO requires the states to manage effectively.

These are as follows:

1. Primary aviation legislation, CE-1
2. Specific operating regulations, CE-2
3. State system and functions, CE-3
4. Qualified technical personnel, CE-4
5. Technical guidance, tools and provision of safety-critical information, CE-5
6. Licensing, certification, authorization and/or approval obligations, CE-6
7. Surveillance obligations, CE-7
8. Resolution of safety issues, CE-8

These critical elements of safety are incorporated in the four components of the SSP framework, which are:

1. State safety policy, objectives and resources
2. State safety risk management
3. State safety assurance
4. State safety promotion



ICAO has specified responsibilities and obligations generally connected to safety management for its Member States based on ICAO Annexes 1 (Personnel Licensing), 6 (Flight Operations), 8 (Airworthiness), 11 (Air Traffic Services), 13 (Aircraft Accident and Incident Investigation), 14 (Aerodromes) and Annex 19 (Safety Management).

Safety management is implemented through the activities of the BCAA and the other national stakeholders. The BCAA defines quantitative safety objectives in the BPAS, and the service providers shall establish the functions required for safety management and the relevant SMS's with the purpose of meeting these objectives.

In this document, 'service providers' refers to air navigation service providers, airport operators, aircraft operators, ground handling providers, approved training organizations, aero-medical centers, organizations for flight synthetic training devices, production organizations, continuing airworthiness management organizations, maintenance organizations and maintenance training organizations.

4.4. BASP maintenance and update

The President of the FPS Mobility and Transport and the BCAA Director General are responsible for initiating the development and maintenance of the BASP taking into account among others the strategic and operational safety objectives as described in the strategic plan and the annual operational plan of the FPS Mobility and Transport.

The BCAA is responsible for assessing the need to update the BASP and, when necessary, for coordinating this update with the other aviation actors of the FPS Mobility and Transport. Therefore, a BASP coordinator (focal point) responsible for the maintenance and updating of the BASP and its annexes has been designated.

The President of the FPS Mobility and Transport approves the amendments to the BASP by signing the BASP document.

An amendment to the BASP may arise from parties within the BCAA, who must consider updating the BASP when they become aware of any need for amendment. Possible additional sources to feed the BASP are the analysis of the results of the BCAA oversight programmes and the BCAA participation in the EASA technical groups or advisory bodies. Initiatives for amending the BASP may also be made by national and international stakeholders outside the BCAA.

The BASP coordinator regularly performs a gap analysis to determine what actions shall be developed for the further development of the BASP including a timeframe of actions. The initiation and follow-up of these actions are ensured through the BCAA project management system and the follow-up of the projects at the level of the BCAA Management Team. The BASP coordinator ensures the coordination of the gap analysis process and the monitoring /reporting on the progress of the BASP.

The necessary resources for the coordination, implementation and maintenance of the BASP are ensured through the strategic plan of the FPS Mobility and Transport and through the BCAA framework related to the objective measurement of resources for performing the BCAA missions and activities. These necessary resources are quarterly monitored by the BCAA Management Team.

The internal review for the assurance of continuing improvement and effectiveness of the BASP also includes the State's activities in compliance to the ICAO Universal Safety Oversight Audit Programme, Continuous Monitoring Approach (USOAP CMA).

4.5. The Belgian aviation safety policy and objectives

Belgium will make every effort to reduce the number of accidents and incidents in civil aviation. Belgium strives for a continuous improvement of aviation safety within the framework of the regulatory provisions of the ICAO and of the European Union and this for all domains of the civil aviation chain.

Belgium also promotes a sustainable aviation and supports the economic strengthening of the Belgian aviation sector.

Belgium promotes, regulates and supervises the safety of civil aviation. Belgium is fully committed to developing and implementing effective strategies, regulatory frameworks and processes to ensure that aviation activities under its oversight achieve the highest practicable level of safety.

To this end Belgium shall:

- Implement the respective safety standards and regulations of the International Civil Aviation Organization (ICAO) and the European Union (EU);
- Integrate a safety culture into all its activities to ensure that aviation safety is managed as effectively as possible;
- Encourage safety information collection, analysis and exchange amongst all relevant aviation companies, service providers and private stakeholders and associations, with the intent that such information is to be used for safety management purposes only;
- Measure and monitor the safety performance of the Belgian aviation system through the safety indicators of the Belgian State;
- Identify safety trends within the aviation industry and adopt a risk-based approach to address areas of greater safety concern or need;
- Support the introduction and operation of SMS among the Belgian service providers;
- Collaborate with the aviation industry to address safety issues and to continuously enhance aviation safety;
- Promote best safety practices and a positive organization culture within the industry based on sound safety management principles;
- Promote the principle of a ‘just culture’ where front-line operators or other persons are not punished for their actions, omissions or decisions taken by them that are commensurate with their experience and training, but in which gross negligence, willful misconduct and destructive acts are not tolerated;
- Support the safe and economic development of the drone sector;
- Contribute to the implementation of an ambitious environmental policy at national and international level;
- Contribute through studies to broadening knowledge about aviation safety in order to better substantiate policy decisions;
- Ensure that the staff responsible for the development of the BASP share a common supervision philosophy and practices, have the proper skills and expertise to discharge their management and safety oversight responsibilities competently. Belgium will therefore ensure that this staff receive proper and targeted training.

The Belgian safety policy is based on:

- The strategic plan of the FPS Mobility and Transport, which itself is converted into an operational plan including the safety objectives and safety actions of the FPS Mobility and Transport and the BCAA;
- the BASP document that was approved by the Minister of Mobility. The FPS Mobility and Transport commits itself to keep the resources, expertise and staff responsible for the coordination, implementation and maintenance of the BASP at a sufficient level. This commitment is supported through continuous training and international co-operation.

As a minimum, the Belgian aviation safety standards meet the requirements of ICAO, EU, and the applicable national requirements. The Belgian State is also committed to integrating a safety culture into all its activities to ensure that aviation safety is managed as effectively as possible.

The Belgian State promotes safety and a suitable operating environment for the aviation business. The safety management principles, continuous improvement and a risk based approach are the cornerstones of Belgian aviation safety. Responsibility for safety is divided between the BCAA, the Belgian service providers and the other national stakeholders in line with their respective areas of responsibility. Belgium also supports the operation of SMS among the service providers.

Safety information collection, analysis and exchange is encouraged amongst all stakeholders, relevant service providers and associations, with the intent that such information is to be used for safety management purposes only. Safety trends are identified and a risk-based approach is adopted to address areas of greater concern or need. Safety performance is measured and monitored through the BPAS safety performance indicators and targets (SPI's/SPT's).

Belgium also promotes best safety practices and a positive organization culture within the industry based on sound safety management principles.

The BCAA informs all national stakeholders and service providers about the Belgian aviation safety policy and any amendments to this policy. The employees of the FPS Mobility and Transport responsible for the development of the BASP and the BCAA employees are also informed about the safety policy and any amendments.

The latest edition of the Belgian safety policy can be found on the BCAA's website:

- <https://mobiliteit.belgium.be/nl/luchtvaart/veiligheid/belgisch-veiligheidsprogramma-en-plan> (English and Dutch version);
- <https://mobiliteit.belgium.be/fr/aviation/securite/programme-et-plan-belge-de-securite> (English and French version).

4.6. Safety responsibilities and accountabilities

4.6.1. National coordination of aviation

a. The Committee of Directors (DIRCOM) and the Airspace and Navigation Committee (BELANC)

The main national participants involved in ATM in Belgium are the following:

- The FPS Mobility and Transport, through the BCAA
- The Belgian civil ANSP
- MUAC
- The Ministry of Defense, through the Belgian Air Component

The National Supervisory Authority (NSA), as per Single European Sky service provision regulation is the Belgian Supervisory Authority for Air Navigation Services (BSA-ANS), a department within the BCAA. There is a full separation between the Belgian civil ANSP and the BCAA.

MUAC is an international non-profit ANSP operated by EUROCONTROL on behalf of four States – Belgium, Germany, Luxembourg and the Netherlands. MUAC provides multinational civil and military air navigation services in the upper airspace (from FL 245 to FL 660 or 24.500 feet to 66.500 feet) of:

- Belgium (Brussels Upper Information Region)
- Luxembourg (Brussels Upper Information Region)
- The Netherlands (Amsterdam Flight Information Region) and
- The north-west of Germany (Hannover Upper Information Region)

Military aviation in Belgium is the responsibility of the Ministry of Defense. This ministry plays a major role in managing and controlling parts of the Belgian airspace. The separation of regulatory authority and service provision is assured within the separate functions of this ministry.

Co-ordination between the Ministry of Defense (through the Belgian Air Component), the Belgian civil ANSP, MUAC and the BCAA is mainly dealt with by the Committee of Directors (DIRCOM). The DIRCOM is the National High-Level Airspace Policy Body meant in article 4.3. of the Commission Regulation (EC) No 2150/2005 of 23 December 2005 laying down common rules for the flexible use of airspace. It is responsible for the execution of the tasks listed in article 4.1. of the above-mentioned Commission Regulation and tasks described hereafter.

In addition to the tasks mentioned in article 4.1 of the above-mentioned Commission Regulation, the DIRCOM is empowered to:

- formulate the national policy for airspace management taking into account national and international airspace users and ATS providers requirements;
- ensure the civil-military coordination of the airspace management and its consistency with the air traffic services and air traffic flow & capacity management;

- coordinate the airspace management policy with that of neighboring Member States to jointly address the use of airspace across national borders and/or the boundaries of flight information regions;
- deal with any other vital issue related to all regulatory functions of airspace management or for which the coordination between the regulators and service providers is needed;
- approve the Terms of Reference of the BELANC;
- give strategic guidelines to the BELANC;
- take a stance on issues escalated by BELANC;
- establish working groups or task forces to deal with specific tasks.

The Belgian Airspace and Navigation Committee (BELANC) is a committee that assists and advises the DIRCOM in the execution of its tasks and is made up of high-level delegates of the BCAA, the Belgian civil ANSP, the Belgian Ministry of Defense and MUAC. The Belgian Air Transport Association (BATA) in name of the Belgian commercial airlines, the Royal Belgian Aero Club (ACRB-KBAC), the “Vereniging Vlaamse Motor Vliegclubs - “Fédération Francophone des Aéroclubs Moteur (VMMV / FFCAM) and the Belgian Civil Drone Council (BCDC) are also represented in this group.

The scope of the BELANC is to deal with all ANS matters for which co-ordination between civil and military service providers and/or airspace users is necessary to ensure safe and efficient air navigation. The BELANC reports to the DIRCOM in case of disagreement between the members of unsolved high-level issues.

The main tasks of the BELANC consist to:

- coordinate and prepare high-level decisions on air navigation and in particular on airspace structure and airspace management;
- prepare proposals for signature by the appropriate authority;
- address national consultation procedures on rules, specifications or guidelines;
- coordinate the participation of Belgian delegates in international ANS meetings and debriefings;
- prepare the decision making in the DIRCOM on matters defined in scope as well as any item requested by the DIRCOM;
- address any other matter directly related to the BELANC;
- Provide monthly Flexible Use of Airspace (FUA) indicator report on indicators requested by DIRCOM.
- Register and implement actions listed in minutes of meeting.

b. Coordination between the Belgian civil ANSP and the BCAA

The Belgian civil ANSP and the BCAA, with the participation of the AAIU(Be) when applicable, organise periodic meetings related to the coordination of occurrence reporting and investigation. Both the coordination of operational and technical ANS occurrences are discussed at those meetings.

In order to collect useful input for the analysis and evaluation of safety related occurrences, the BCAA co-operates in data collection and communication with third parties, on request of the Belgian civil ANSP as far as reasonably practicable. Agreements are also made to collect the pilot and/or operator feedback on a daily basis for some types of occurrences (airspace infringements, runway incursions etc.).

c. The Belgian Civil Drone Council (BCDC)

The BCDC promotes the dialogue, the exchange of information /experience and the cooperation between the different actors of the Belgian sector of civil drones for professional use, from the public and private sector, in order to participate in the development of this market in Belgium.

The BCDC aims to contribute to technological developments in the sector of civil drones for professional use as well as to the development of operations with civil drones for professional use. In this regard, the BCDC, within its various areas of competence, will ensure a high level of aviation safety without forgetting the requirements related to public safety.

The BCDC deals with any matter that relates, directly or indirectly, to the Belgian sector of civil drones for professional use. The BCDC formulates advices or proposals to the public authorities, in particular to the BCAA and makes recommendations for the sector. The BCDC can also launch joint initiatives to advance the development of the Belgian civil drone sector.

The development of the actions of the BCDC is based on a "Roadmap" methodology aimed at defining common objectives for the actors of the Belgian sector of civil drones for professional use and determining the means whatever their nature (regulatory, technical, informative...) to achieve these goals.

The BCDC consists of:

- an Executive Committee (ExeCom)
- several working groups
- a secretary

In addition to the Chairman, the ExeCom consists of representatives, responsible for drones, from the following organizations:

- the BCAA
- the Belgian civil ANSP
- the General Directorate Quality and Safety of the FPS Economy
- the Air Support Directorate of the Federal Police
- the Standing Committee of the Local Police

- the Ministry of Defense
- the « Direction générale opérationnelle de l'Economie, the l'Emploi et de la Recherche du service public de Wallonie »
- Agoria and Skywin
- The Belgian Drone Federation (BeUAS) and EUKA, the Flemish Drone Federation

The working groups ensure the execution of the assignments and the objectives of the BCDC as described in the Roadmap. At its establishment, the BCDC consists of the following working groups (WG's):

- the WG Operations, Regulation and Use
- the WG Airworthiness
- the WG Drone Integration
- the WG Security & Counter-drones measures (C-UAV)
- the WG Support and Promotion
- the WG Innovation, Research and Development

d. The Local Runway Safety Teams (LRST's)

LRST's have been established at each Belgian international airport, which comprise representatives from aircraft operators, ANSP's (civil and military), airport operators and the BCAA. The BCAA is an active member of those teams. It handles issues related to local runway safety and proposes corrective measures, if necessary. LRST's also focus on local solutions for the prevention of runway incursions where participating partners have management control.

e. The Belgian Aviation Wildlife Hazard Committee (BAWiHaC)

The BAWiHaC periodically exchanges experiences on specific technical issues in the field of wildlife management. The BAWiHaC creates a strong and open collaboration between the Belgian international airports for Bird Control Unit matters (including military) and gives a higher priority to wildlife issues on all levels of management. The BCAA interacts with the BAWiHaC to translate the identified trends and hazards in the field of wildlife management into BPAS safety actions.

f. The Certified Aerodromes Taskforce

The members of the Certified Aerodromes Taskforce are the following:

- Belgian certified aerodromes, represented by their safety managers, compliance managers, operations managers or their delegates
- the BCAA Director General and the director of the Airspace, Airports and Supervision Directorate
- team members and focal points of the BCAA Airports Department
- team members of the BCAA Management System Unit if required
- team members of the BCAA Aviation Safety Inspectorate if required and respecting Just Culture principals

The objectives of the Certified Aerodromes Taskforce meeting are:

- to share the information, captured by the BCAA, with the Belgian aerodromes
- to discuss the way of working on compliance and safety
- to present the progress made (e.g. audits, changes, events etc.)
- to present the planned activities for the upcoming period (e.g. audits, changes, events etc.)
- to invite guest speakers on relevant and emerging safety risks and subjects (e.g. the Belgian civil ANSP, the BCAA Management System Unit etc.)

g. The Aviation Safety Directorate (ASD) of the Ministry of Defense

The ASD of the Ministry of Defense ensures all the safety related functions, and is settled as an independent body within the Air Component (COMOPSAIR). The investigation of military aircraft accidents is conducted by a commission constituted by the staff of the ASD and by external persons when deemed necessary. The ASD mobilizes its expertise and resources for the benefit of the Belgian State as part of the Protocol with the AAIU(Be) of the FPS Mobility and Transport.

h. Coordination between the Belgian recreational aviation sector and the BCAA

The BCAA organises periodic meetings with the Belgian recreational aviation sector - the “Vereniging Vlaamse MotorVliegclubs & Fédération Francophone des Aéroclubs Moteur (VVMV-FFCAM)” and “the Royal Belgian Aero Club (ACRB-KBAC)” to promote the dialogue, the exchange of experiences /safety information and the cooperation between the different actors in Belgium.

i. The National Civil Aviation Security Committee (NAVECO)

Belgium has established a national civil aviation security committee (NAVECO) in accordance with the Royal Decree of July 20th 1971. The task of this national committee is to propose to the Belgian government a general policy for safeguarding the civil aviation security.

The NAVECO is composed of:

- a representative of the Crisis Center of the FPS Internal Affairs
- the Director General of the Federal Police
- the Head of the General Intelligence and Security Service of the Ministry of Defense
- a representative of the FPS Foreign Affairs
- a representative of the Customs and Excise Administration
- a representative of the State Security
- the BCAA Director General of the FPS Mobility and Transport
- the managing director of the Belgian civil ANSP
- the person responsible for the security of Brussels National Airport (EBBR)
- the person responsible for the security of the airports Ostend-Bruges (EBOS), Antwerp (EBAW), Kortrijk-Wevelgem (EBKT), Liège-Bierset (EBLG) and Charleroi-Gosselies (EBCI)
- a representative of the Flemish government competent in airport policy
- a representative of the general direction of Mobility and Waterways of the Service Public Wallonie
- the chairman of the Belgian Air Transport Association (BATA)
- the chairman of the Airline Operators Committee (AOC)
- the president of the Belgian Cockpit Association (BeCA)
- the representative in the field of rail security
- the rail security representative of the railway infrastructure managers
- a representative of the competent administration of the Brussels-Capital Region

The NAVECO carries out his mission as follows:

- periodically investigate how the relevant ICAO recommendations to the Member States are applied
- advise the competent authorities on the appropriateness of applying any measures that can contribute to greater civil aviation security, in particular at airports
- coordinate studies on civil aviation security issues, including the preparation of the Belgian contribution to international efforts
- provide local committees with instructions and recommendations

The chairmanship of the NAVECO is entrusted to the BCAA Director General of the FPS Mobility and Transport. The chairman can convene a select national committee consisting of certain of the members in function of the urgency, the subjects dealt with and/or the extent to which documents are used that have been the subject of a security classification or may only be distributed to a limited extent.

j. The National Runway Safety Forum (NRSF)

Runway safety is a strategic priority for the BCAA. The BCAA conducts regulatory oversight and inspections on aircraft and aerodrome operators as well as the civil ANSP in order to monitor the safe provision of these operations and to verify compliance with the regulatory requirements. In addition to the regulatory oversight, it is beneficial that the BCAA keeps a high level, national focus on runway safety. This has been achieved by establishing a National Runway Safety Forum (NRSF) in accordance with GAPRRE and EAPPRI recommendations.

The NRSF consists of:

- the safety managers of the operators with a Belgian AOC
- the safety managers of the certified Belgian aerodromes
- the Belgian civil ANSP
- the Air Accident Investigation Unit of Belgium (AAIU(Be))
- the BCAA
- experts and safety managers from other organizations. They may attend the meeting at the invitation of the chairman and depending the topics on the agenda.

Objectives and scope of the NRSF:

- to keep a high level, national focus on the risk of runway excursion – runway incursions – runway collisions.
- address specific hazards identified nationally and to make recommendations to reduce the risk of runway excursion – runway incursions – runway collisions.
- to share best practices and learning with representatives from aircraft operators, ANSP, aerodromes, the Air Accident Investigation Unit of Belgium (AAIU(Be)) and the BCAA.
- to provide an environment where safety sensitive data can be exchanged taking into account the principles of Just Culture.

4.6.2. Coordination with the Air Accident Investigation Unit of Belgium

A protocol for the investigation of accidents and serious incidents in the field of civil aviation has been established between the AAIU(Be) and the BCAA. The purpose of this protocol is to consolidate cooperation between, on the one hand, the AAIU(Be) and on the other hand the BCAA while taking into account the specific missions of each.

A second protocol has been established between the AAIU(Be) and the Ministry of Defense. This protocol determines the terms and conditions under which the Aviation Safety Directorate (ASD) of the Air Component (COMOPSAIR) undertakes to provide ad hoc support to the AAIU(Be) in safety investigations during accidents and serious incidents.

4.7. Enforcement policy

Almost every aspect of aviation activity is subject to a regime of permission. Pilots, aircraft maintenance engineers and air traffic control officers must have a license. Belgian service providers must have a certificate. Individual aircraft must have a certificate of airworthiness or a permit to fly. Except for design organization approvals, all these permissions are issued, so far as individuals and aviation organizations in Belgium are concerned, by the BCAA. They are all issued in accordance with legal requirements setting out the criteria which must be met to grant such permissions. If, during its oversight, the BCAA detects non-compliances with the requirements, it can intervene through administrative measures. The BCAA has powers to limit, suspend or revoke licenses and certificates where it is no longer satisfied that the relevant criteria are met.

A violation of the articles of the Law of June 27th 1937 and its related Decrees is a criminal offence in Belgium. And therefore, these failures are subject to both penal sanctions and administrative fines. The BCAA Aviation Safety Inspectorate investigates these criminal offences. Actual offences are transferred to the relevant Crown Prosecutor. If a violation is dismissed by the Prosecutor for reasons unrelated to the constituent elements of the violation, the BCAA will impose an administrative fine.

The Regulation (EU) No 376/2014 on the reporting, analysis and follow-up of occurrences ensures that front-line aviation professionals report occurrences that pose a risk to aviation safety. This regulation provides that (apart from cases of gross negligence or willful misconduct) no criminal proceedings shall be instituted in respect of unpremeditated or inadvertent infringements of the law which come to the attention of the relevant authorities only because they have been reported under the mandatory occurrence reporting scheme (Just Culture principle).

Service providers have the responsibility to address any occurrences they observe in their operations and to take corrective actions. They have to analyze individual occurrences within their own SMS, in accordance with Regulation (EU) No 376/2014 on the reporting, analysis and follow-up of occurrences and to submit the analysis results on identified safety risks to the BCAA.

4.8. Personnel qualifications and training

The Belgian State maintains and develops the professional skills of the employees of the FPS Mobility and Transport responsible for the development of the BASP and the BCAA employees by providing training and supporting the maintenance of professional aviation skills.

These employees are appropriately qualified and have the necessary knowledge, experience and training to perform their allocated tasks.

The BCAA has therefore developed a centralized system to manage competencies and training of staff. Training programmes are elaborated for all BCAA functions and contracted experts. This system also identifies the individual and collective training priorities and needs.

Staff development discussions are held every year to review the employees' strengths and improvement needs with regard to general and job-specific competence requirements. Individual training plans are drawn up for all BCAA staff. This information is also taken into account when planning the BCAA training schedules as a whole.

The BCAA has also a process in place to identify safety management related training requirements including SSP and SMS. Internal training records show that personnel involved in SSP implementation have undergone appropriate SSP/SMS training.

Employees are also provided briefing on current matters, such as changes in regulations, instructions and objectives.

5. Safety risk management

5.1. Requirements for service providers' safety management systems

An SMS involves a systematic approach that includes the administrative structures, accountability, safety policy and procedures required for safety management. The SMS is used to identify safety threats, ensure corrective action to maintain appropriate levels of safety, carry out continuous monitoring and regular assessment of safety levels, and strive for continuous improvement of the SMS.

ICAO requires that approved training organizations (ATOs), organizations for flight simulator training devices (FSTD), aeromedical centers, air operators, ANSP's, airport operators, maintenance organizations, continuing airworthiness management organizations, aircraft design organizations and manufacturing organizations implement an SMS that fulfils the requirements of ICAO Annex 19 related to Safety Management.

The requirement for an SMS for approved training organizations (ATO), declared training organizations (DTO), holders of a flight simulator training device (FSTD) qualification certificate, and aeromedical centers is implemented in Belgium through the Air Crew Regulation (EU) No 1178/2011. DTO organizations are not required to have a similar SMS as the ATO organizations. However, DTOs must have tools and procedures for identifying threats and risks, implementing mitigating measures and monitoring these measures.

The requirement for an SMS for air operators, is implemented in Belgium through Air Operations Regulation (EU) No 965/2012 of October 5th 2012 laying down technical requirements and administrative procedures related to air operations.

The requirement for an SMS for continuing airworthiness management organizations (Part-CAMO) is implemented through Regulation (EU) No 1321/2014 on the continuing airworthiness of aircraft and aeronautical products, parts and appliances, and on the approval of organizations and personnel involved in these tasks.

The requirement for an SMS for Air Traffic Service Providers is implemented in Belgium through Regulation (EU) No 2096/2005 laying down common requirements for the provision of air navigation services. Currently, Regulation (EU) No 2017/373 is applicable.

The requirement for an SMS for airport operators is implemented in Belgium through Regulation (EU) No 139/2014 of February 12th 2014 laying down requirements and administrative procedures related to aerodromes. The BCAA has audited all Belgian airport SMS's and found them also compliant with ICAO SMS requirements. The rules foresee that aerodrome operators of such aerodromes that will require certification shall implement and maintain a management system that integrates an SMS.

The requirement for an SMS for ground handling providers at Brussels-National airport is implemented in Belgium through the Royal Decree of November 6th 2010 regarding ground handling activities for handling companies at Brussels-National airport. On the EU level, work

on a more specific implementing regulation is ongoing (RMT.0728 Development of Requirement for ground handling).

The requirement for an SMS for approved maintenance organizations (Part-145) is implemented in Belgium through Regulation (EU) No 1321/2014 on the continuing airworthiness of aircraft and aeronautical products, parts and appliances, and on the approval of organizations and personnel involved in these tasks. All Part-145 approved maintenance organizations shall have an SMS after December 2nd 2024.

The requirement for an SMS for approved production organizations (POA) in accordance with Part 21, is implemented in Belgium through Regulation (EU) 748/2012 laying down implementing rules for the airworthiness and environmental certification of aircraft and related products, parts and appliances, as well as for the certification of design and production organizations. All production organizations shall have an SMS after March 7th 2025.

The BCAA shall, through annual audits and approval processes, monitor and review the operation and adequacy of service providers' SMS's.

To assist organizations to implement an SMS, and on methods to identify operational hazards, the BCAA has published various guidance documents on the BCAA's website among others Safety Management International Collaboration Group (SMICG) and EASA Safety Promotion documents.

5.2. Requirements for the BCAA's management system

EASA Regulations also contain requirements for authorities. Authorities are required to have a management system that includes a documented policy and procedures that describe their organization as well as the tools and procedures available. The authority must also have an adequate number of qualified staff, as well as the necessary procedures for assessing and verifying the sufficiency and qualifications of staff.

The BCAA has therefore implemented a system to monitor how its operations comply with the authority requirements. The BCAA has also an internal control system in place. The internal control system is an integral process that is designed to address internal risks and to provide reasonable assurance that the objectives of the BCAA are being achieved. The internal control system serves to establish whether the BCAA respects the regulations and correctly execute the applicable processes, procedures and guidelines. The system is based on the PDCA cycle ('Plan, Do, Check, Act') and contributes to the continuous improvement of the operational activities. The BCAA Management System Manual (MASM), and the BCAA's procedures manuals form essential elements in the required management system.

5.3. Safety data collection, analysis and exchange

5.3.1. Occurrence reports and occurrence information

The system of mandatory reporting is part of the BCAA. The BCAA collects safety information from various sources. One of the main sources is occurrence reports, which shall be reported to the BCAA by all natural persons related to the operation, maintenance, repair or manufacture of aircraft, to aerodrome operations or to air navigation services in accordance with Regulation (EU) No 376/2014 on the reporting, analysis and follow-up of occurrences in civil aviation and the RD of August 20th 2020. Accidents and serious incidents must additionally be reported to AAIU(Be) without delay.

The system of voluntary reporting is also part of the BCAA. The system of voluntary occurrence reporting is used to collect details on events and other safety information that do not fall under the system of mandatory reporting in accordance with Regulation (EU) No 376/2014 on the reporting, analysis and follow-up of occurrences in civil aviation and the RD of August 20th 2020. Anyone who becomes aware of an issue affecting flight safety for which he or she is not obliged to file a report may also submit a voluntary report.

Employees of aviation organizations and their contracted personnel should primarily report under the organization's own SMS. Private pilots submit their reports directly to the BCAA. This reporting obligation also applies to aircraft referred to in Annex I to the EASA Basic Regulation in accordance with the RD of August 20th 2020.

The BCAA is the national competent authority as referred to in Regulation (EU) No 376/2014 and in accordance with the RD of 20 August 2020 implementing Regulation (EU) No 376/2014. More details on how to report accidents, incidents and occurrences are given in the Circulars CIR/ACCID-01 and CIR/MAS-01. Reports to the BCAA are submitted using the European reporting portal (<https://aviationreporting.eu/>) or through the electronic reporting of data by the aviation organizations.

The BCAA stores the reports received, without identifying information, in the European ECCAIRS database. Through ECCAIRS, Belgium exchanges safety information with EASA and the other Member States according to Just Culture principles.

Occurrence data received through occurrence reports are used in accordance with the Just Culture principle: the authorities will refrain from legal action against unplanned or unintended violations that come to the authorities' attention because of compliance with the requirement for occurrence reporting, except in cases of gross negligence or actions punishable under criminal law. Similarly, service providers shall not discriminate against employees and contracted personnel who report an occurrence of which they are aware.

Employees and contracted personnel may notify the Belgian Just Culture Body of any alleged breaches of Just Culture principles as established in Regulation (EU) No 376/2014 and in accordance with the RD of 20 August 2020. This body is part of the FPS Mobility and Transport and is independent from the BCAA (see also chapter 4.1.4.).

In addition to occurrence reports, sources of safety information include audit and inspection findings, information from SMS's of service providers and safety recommendations from accident investigation reports.

5.3.2. Using safety information

The BCAA evaluates the risk in every individual occurrence reported by applying the European Risk Classification Scheme (ERCS) from January 1st 2022. The ERCS is applied in accordance with Regulation (EU) No 376/3014, Delegated Regulation (EU) No 2020/2034 and Implementing Regulation (EU) No 2021/2082.

The primary purpose of an occurrence reporting system is to identify the precursors to a safety event before they contribute to an accident or serious incident. The identification of the potential accident outcome of an occurrence is realized through the application of the ERCS. It is also a way of estimating how close the occurrence was to the potential accident outcome. The ERCS identifies barriers that did or did not prevent the occurrence from escalating to an unwanted accident outcome.

The BCAA assesses the probability and the severity of every occurrence that has come to its knowledge. Based on all the safety information gathered, it makes an analysis to identify major trends that affect safety and factors contributing to the occurrences. The information analyzed is also used for defining corrective actions if necessary.

The assessment of the severity of the potential accident outcome is based on the determination of the most likely type of accident that the occurrence under assessment could have escalated to, the so-called Key Risk Area (KRA). The assessment of the probability of the assessed occurrence escalating into the accident outcome is done by using a barrier model.

The BCAA is also an active member of the EASA Network of Analysts (NoA). This partnership between EASA and other aviation organizations aims to enhance aviation safety in Europe by providing a framework for the collaboration of safety analysis activity throughout the European Aviation Safety Community. The primary mission is to improve aviation safety by identifying safety risks and bringing such risks to the attention of the decision makers.

5.4. The BPAS process

The BPAS forms part of the Belgian aviation safety policy and seeks to eliminate potential sources of safety problems through the optimization of regulatory and supervisory activities or through safety promotion. The BPAS, which is valid for a period of five years, is mainly based on safety objectives derived from the national and European risk management system.

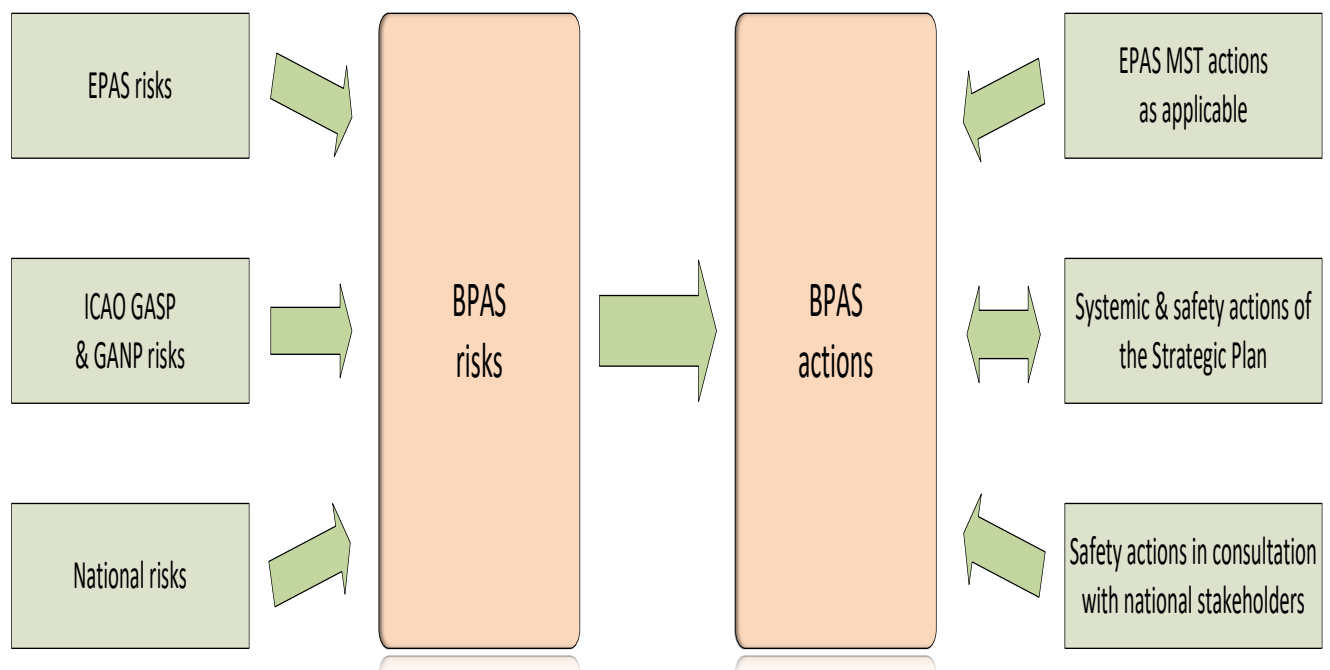
Managing safety and “continuously improving the safety performance within Belgium” is the way forward through setting of safety objectives, implementing safety actions and monitoring safety performance by setting SPI's and SPT's. Accordingly, safety performance to be achieved has to be assessed at three different levels in accordance with the safety objectives and actions at EU level (EPAS), the national level (BASP/BPAS) and industry level (SMS).

Belgium as part of its BASP and BPAS sets its safety objectives addressing the risk picture, including the areas of greater risks or emerging risks, for which a number of actions are identified.

The setting of safety objectives is supported by:

- the implementation of the relevant EPAS objectives and risks at national level
- the identification and implementation of national safety objectives and risks

According to Articles 7 and 8 of EASA Basic Regulation (EU) No 1139/2018, Belgium takes the EPAS safety objectives and risks into consideration in the BASP/BPAS. These elements provide a framework for the Belgian safety objectives and risks in the BASP/BPAS. After all, many of the EPAS risks also apply in Belgium.



The ICAO Regional Office for the EUR/NAT region and EASA are working together to develop a Regional Aviation Safety Plan (RASP) based on the EPAS, thus allowing Belgium that is part of the ICAO EUR/NAT region to benefit from this approach. The aim of the RASP is to facilitate the achievement of the ICAO GASP and GANP goals at regional level.

The safety performance management at the level of the Belgian State considers also local risks or specific operational issues which cannot be necessarily captured by the EPAS. Local risks can emerge from national priorities such as the recruitment at the level of the BCAA and the AAIU(Be) or the analysis of occurrences arising from the national mandatory and voluntary reporting systems, which may reveal specific safety concerns or safety cultural issues.

Local safety objectives are also derived from the strategic plan of the FPS Mobility and Transport. This agreement contains the development priorities shared by the FPS Mobility and Transport, represented by the Chairperson of the Executive Committee, and the Federal Government, represented by the Minister of Mobility. For more information see chapter 4.2.

The BCAA and the national stakeholders addresses the aviation issues to be dealt with as a priority, selected by considering factors such as the level of risk-mitigation actions already in place.

The BPAS provides following information for each safety issue:

- Description: why has the issue been identified as an important safety issue?
- Safety objectives: the expected safety benefits
- Safety Performance Indicators: how is the improvement monitored?
- Safety actions
- Alignment with the EPAS
- Alignment with the strategic plan

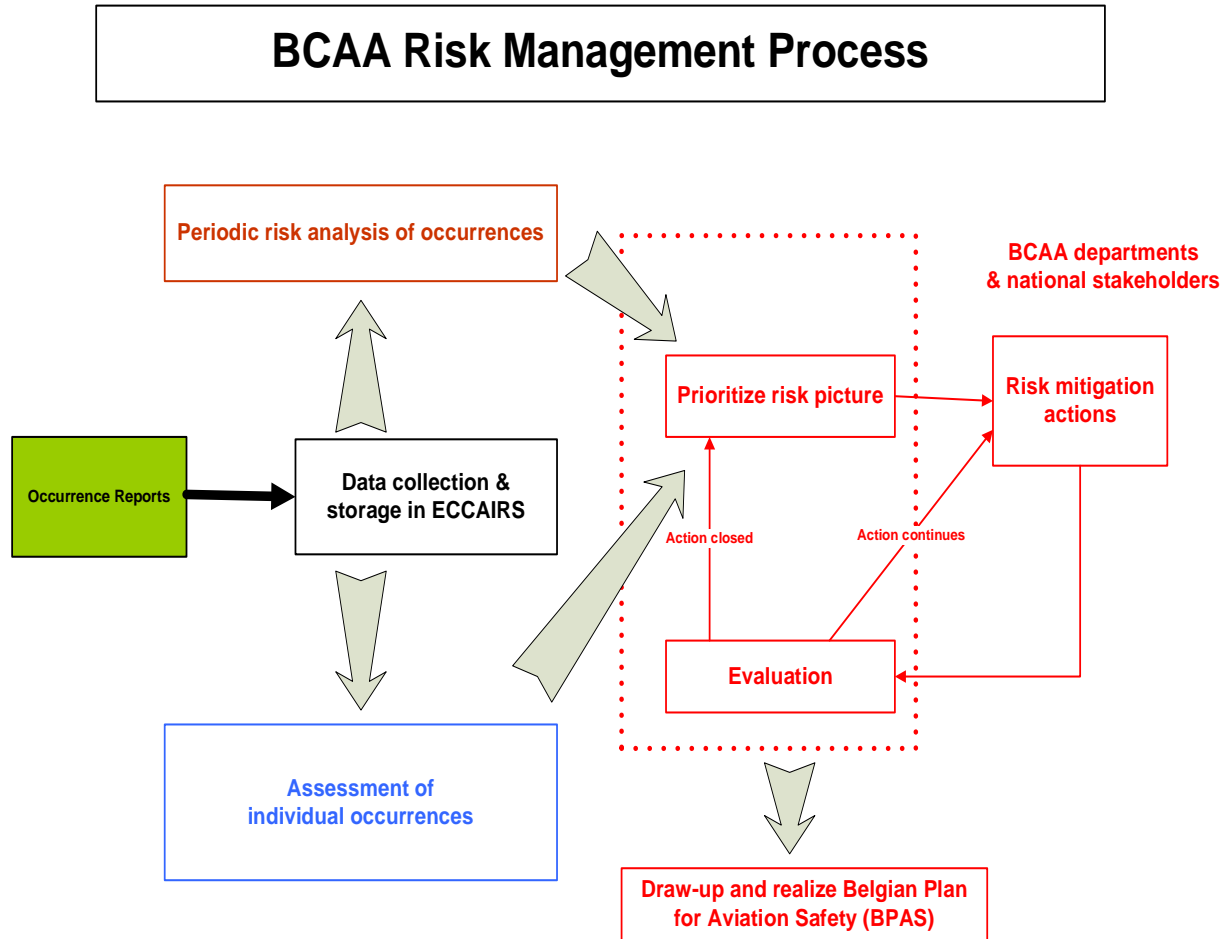
The BPAS consists of two categories of safety issues: systemic and operational, each one addressing the main safety areas and risk mitigating actions.

Therefore, BPAS safety actions are divided into two different types:

- Systemic Actions (SA)
- Operational Actions (OA)

The BCAA determines the BPAS operational risks through the periodic analysis of the reported occurrences, and prioritizes the risks to be treated. BPAS operational safety actions are determined in collaboration with national stakeholders and service providers. Expert forums are organized to process safety information into the risk picture, to exchange safety information and to promote mutual learning (see also chapter 4.4.1).

The BCAA assesses, approves, modifies and follows-up the BPAS. The BCAA Management Team evaluates and accepts the BPAS safety actions for the selected risks. The BCAA Management Team is also responsible for the follow-up of the risk mitigating actions and evaluates the BPAS status report update.



The BPAS is approved by the BCAA Director General and is annually assessed and published. The BCAA normally publishes a yearly BPAS update. When the BPAS is not updated annually, depending on the timely realization of safety actions, the BPAS status report update shall be published at least annually.

The national stakeholders, the service providers, the employees of the FPS of Mobility and Transport responsible for the development of the BASP and the BCAA employees are annually informed about the BPAS updates.

6. Aviation Safety Assurance

6.1. Safety oversight

The safety oversight carried out by the BCAA is predominantly based on approvals and licensing, as well as oversight through practical inspections and audits.

The BCAA has described the processes by which safety oversight of service providers is conducted. These processes consider the international and national requirements governing each area. The BCAA operational departments have established their own oversight procedures, reflecting the oversight requirements under the relevant EU Implementing Rules (IR), and these are described in the relevant BCAA's Procedures Manuals.

The BCAA has a system in place for addressing identified safety-related shortcomings through audit findings. These are recorded in order of priority with the most severe level 1 finding being made where the BCAA determines that the level of compliance and the safety performance has fallen to the extent that there is a significant risk to flight safety. In accordance with EU Regulations, such a finding will result in the suspension or the limitation of an approval or the prevention of an aircraft from flying or, in the most severe cases, prosecution.

The inspection and auditing processes are used to oversee the activities of the service provider and its management system, ensuring that they fulfil the national and international requirements. Service providers are generally audited by means of an annual oversight plan. In addition, operations are monitored through individual safety inspections.

The oversight plans of the BCAA operational departments describe in more detail the organizations or units to be audited. Audits are carried out by BCAA staff qualified in auditing in accordance with the relevant audit process. After the audit, the service provider receives an audit report, describing the findings and requesting the service provider to take any appropriate corrective actions. The BCAA assesses the adequacy of the corrective actions and either approves them or requests further clarification if needed.

6.2. Risk-based targeting of oversight

The safety information collected and the results of analyses are used for risk-based targeting of oversight. Actions are targeted, for example, through an increase in the number of inspections or audits, increased frequency of inspections or audits, and emphasis on areas of greater concern or need in the inspections or audits.

Risk-based criteria in oversight planning are considered in the oversight processes and procedures at the level of the BCAA's operational departments.

6.3. Acceptable level of safety and safety performance

An important part of the BASP is the definition of an acceptable level of safety by means of safety performance indicators (SPI) and safety performance targets (SPT). The achievement of the safety level is monitored via SPI's relevant to each target.

The development of SPI's is based on common European and international indicators. Efforts have been made to develop a set of indicators that are as comprehensive as possible and also consider national circumstances. These SPI's are used to assess the safety performance for specific safety issues.

The results of the most relevant SPI's are published in the BPAS. The effectiveness of safety performance indicators is reviewed annually in relation with the assessment of the need for updating the BPAS. The BPAS safety indicators are expected to be used by service providers to monitor and measure safety performance.

The EPAS safety objectives and actions provide a framework for the national safety objectives of the BPAS/BPAS. Accordingly, safety performance to be achieved has to be assessed at three different levels in accordance with the safety objectives and actions at EU level (EPAS), State level (BASP/BPAS) and industry level (SMS).

Managing safety and continuously improving the safety performance within the Belgian State is the way forward through setting safety objectives, implementing safety actions and monitoring the safety performance at State and service provider level. The BCAA safety performance considers the competent authorities' risks (systemic risks) and that of the aviation industry (operational risks). Therefore, the BPAS also consists of two categories of safety issues: systemic and operational, each one addressing the main safety areas and risk mitigating actions.

As part of the safety risk management and safety assurance, the effectiveness of each safety actions associated to the mitigation of risks or operational issues, is monitored until the safety objective is considered achieved and the associated level of safety performance is considered "acceptable". These actions can be for continuous improvement and for keeping the current safety risk controls or mitigation measures effectively working.

Safety actions in the BPAS can be temporary, and the actions can be closed when the expected outcomes are reached. The realization of an intended improvement can also take many years or be continuous over time with no end date. The details to implement and monitor these national actions/measures and their related safety objectives are regularly updated and adjusted in the BPAS, when necessary.

7. Safety Information and Safety Promotion

7.1. Internal communication and dissemination of safety information

The BCAA website continuously informs the BCAA staff of the availability of new publications of the BASP, the BPAS, the Belgian aviation safety policy, safety analysis reports, promotional material like Belgian safety leaflets, EASA safety promotion documents, SMICG documents, etc.

Enforcement policies and procedures are available on the BCAA network servers.

Dissemination of safety information within the BCAA is also effected through regularly arranged safety review meetings with the BCAA safety coordinators. The safety coordinator acts as a single point of contact within the respective BCAA department for all safety related items. At these periodic meetings, safety coordinators and management representatives discuss the further improvement of the BASP, the assessment and analysis of individual occurrences and possible corrective actions resulting from these assessments and analysis.

7.2. External communication and dissemination of safety information

The BCAA website continuously informs the Belgian aviation sector industry of the availability of new publications of the BASP, the BPAS, the Belgian aviation safety policy, safety analysis reports, promotional material like Belgian safety leaflets, EASA safety promotion documents, SMICG documents, etc.

The BPAS and the BPAS status report update are also published annually. The Belgian service providers and aviation associations are informed about the BPAS and the BPAS status report update.

The BCAA is a member of the EASA Safety Promotion Network (EASA SPN). The EASA SPN coordinates EASA's safety promotion efforts. It is a permanent partnership with the aim of promoting the safety of European aviation through cooperation between EASA, the Member States and other aviation organizations. The EASA SPN provides a framework for the collaboration of safety promotion activities throughout the EASA Member States. The network activities include coordinating, cooperating and collaboration with respect to the design, development, publication, translation and dissemination of safety information. The network will also explore common tools and develop means to measure the effectiveness of safety promotion products that have been disseminated.

At a national level, safety promotion has become one of the tools of aviation safety management in addition to oversight and regulation, and its importance as a solution for managing safety risks and safety assurance has increased year by year.

The BCAA offers safety information to the aviation sector in topical issues under the responsibilities of the aviation authority.

Current safety issues are published on the BCAA's website as Aviation Safety Information Leaflets (ASIL's). The aviation sector is informed about the availability of new ASIL's on the BCAA's website. ASIL's are published to interact with relevant aviation stakeholders and service providers in order to raise awareness and to positively influence or change individual behaviour with the ultimate objective of achieving predetermined aviation safety objectives. These leaflets are part of a larger frame aimed at safety promotion including the development of reports, flyers, posters, audiovisual material, manuals, conferences and promotional campaigns eventually in collaboration with EASA, the national stakeholders and the service providers.

See <https://mobilit.belgium.be/fr/aviation/securite/promotion-de-la-securite>

See <https://mobilit.belgium.be/nl/luchtvaart/veiligheid/veiligheidspromotie>

The BCAA regularly organizes safety events with the stakeholders and the service providers. These events include among others meetings with flight examiners, the BELANC, the Belgian Aviation Wildlife Hazard Committee, the National Runway Safety Forum, the Certified Aerodromes Taskforce and the Belgian recreational aviation sector (see chapter 4.4.1).

As part of its tasks as a regulatory authority, the BCAA provides advice and information to aviation-industry organizations and individuals on changes in national and international regulations and guidelines. Advice is given in person, and information sessions are arranged as needed on specific safety-related matters that the operators should pay attention to in their activities.

8. Annexes

8.1 Belgian Plan for Aviation Safety (BPAS)

The BPAS is published as a separate document available at:

<https://mobiliteit.belgium.be/fr/aviation/securite/programme-et-plan-belge-de-securite>
(English & French version)

<https://mobiliteit.belgium.be/nl/luchtvaart/veiligheid/belgisch-veiligheidsprogramma-en-plan>
(English & Dutch version)