



WORKING PAPER

FOURTEENTH AIR NAVIGATION CONFERENCE

Montréal, Canada, 26 August to 6 September 2024

- Agenda Item 2: Timely and safe use of new technologies**
2.3: 2026-2028 Edition of the Global Aviation Safety Plan (GASP)

ACTIVITIES TO FOSTER POSITIVE SAFETY CULTURE

(Presented by Japan and co-sponsored by Australia, Philippines, Thailand, and
Airports Council International (ACI))

EXECUTIVE SUMMARY

This paper presents activities by some Japanese airlines and Japan Civil Aviation Bureau (JCAB) to foster positive safety culture. In particular, two facilities are symbolic of this activity which have been established to ensure the past accidents and the lessons learned were never to be forgotten and to reconfirm the importance of flight safety.

Action: The Conference is invited to agree to the recommendation in paragraph 3.3.

1. INTRODUCTION

1.1 Regarding fostering a positive safety culture, the *Safety Management Manual (SMM)* (Doc 9859) states that "both States and the service providers promote a positive safety culture with the aim of fostering effective safety management implementation through the SSP/SMS". In addition, ICAO Global Aviation Safety Plan (GASP) 2023-2025 also states that "GASP strives to enhance global civil aviation safety by promoting a positive safety culture". This paper presents efforts by some Japanese airlines and JCAB to foster positive safety culture.

2. DISCUSSION

2.1 All Nippon Airway's activity to foster positive safety culture¹

2.1.1 On 30 July 1971, a Japan Air Self-Defense Force F-86F Sabre jet fighter collided with the All Nippon Airways (ANA) Flight 58, Boeing 727-200 airliner operating the flight near Shizukuishi, Iwate Prefecture, causing both aircraft to crash. All 162 people aboard the airliner were perished and it was the largest aircraft accident in Japan at that time in terms of the number of victims.

¹ The ANA Group Safety Education Center : <https://www.ana.co.jp/group/en/safe/culture/asec/>

2.1.2 In 2007, the ANA Group Safety Education Center was established in Tokyo based on a proposal by a young employee who said the ANA Group needed a facility to ensure past accidents were never forgotten. The center was moved to ANA Blue Base in 2019 and thereby re-opened to employees in a new setting. It delivers a safety training program which conveys the motivation behind its establishment back in 2007. The program teaches participants to embody safety through their actions at the workplace by encouraging them to proactively embrace center's three concepts: 1) Facing accidents, 2) Understanding other minds, 3) Discussing with co-workers.

2.1.3 The center has aircraft wreckage on display to remind their employees of the impact and devastation brought about by accidents. They can also hear a commentary on the accidents and other incidents. The center also has following four steps:

- a) Step 1; *Introduction Area*: This area encourages their employees to face the serious accidents caused by the ANA Group and has aircraft wreckage from ANA Flight 58 which crashed near Shizukuishi on display as a visceral reminder of the impact and devastation brought about by such accidents.
- b) Step 2; *Theater Area*: The theater shows a video featuring animated reconstructions of accidents as well as footage from the time of the accidents. It is imperative that we never cause another aviation accident, and therefore this video details the facts and lessons learned from these accidents to convey their devastation and foster among their employees a sense of personal responsibility for them.
- c) Step 3; *The Sky of Pledges*: Here the employees can learn about and contemplate the sentiments of their senior colleagues who experienced actual accidents. In the very center of this room is "the Pillar", which displays the ANA Group Safety Principles and the declaration each trainee makes in relation to safe actions.
- d) Step 4; *The Active Lounge*: In this lounge, the employees take their first step toward embodying safety through their actions in the workplace. During their time here, employees broaden their horizons by speaking about mistakes they have made and participating in workshops with their colleagues.



Step 1, Introduction Area



Step 2, Theater Area



Step 3, The Sky of Pledges



Step 4, The Active Lounge

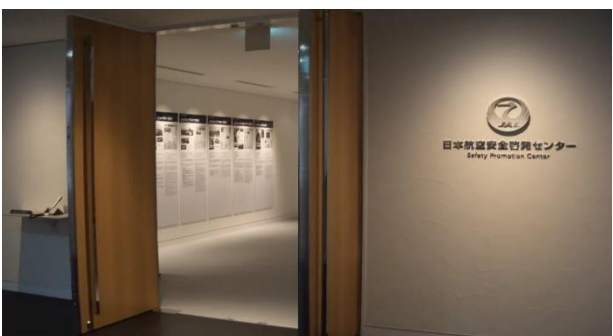
2.2 Japan Airline's activity to foster positive safety culture ²

2.2.1 On 12 August 1985, Japan Airlines (JAL) Flight 123, Boeing 747SR-100 flying the route suffered a severe structural failure and decompression 12 minutes into the flight. After flying under minimal control for a further 32 minutes, the Boeing 747 crashed in the area of Mount Osutaka, Gunma Prefecture, known as Osutaka-no-one (Osutaka Ridge). The crash perished all 15 crew members and 505 of the 509 passengers on board, leaving only four survivors. The crash of Flight 123 is the deadliest single-aircraft accident in aviation history.

2.2.2 JAL opened the Safety Promotion Center on April 24th, 2006, to reconfirm the importance of flight safety and to embed, the lessons learned from this accident in their minds. JAL Group positions the center as its "Fortress of Safety" and the starting point of safe and reliable operations. Every staff is reminded that valuable lives and property are entrusted to them in their work.

2.2.3 The Safety Promotion Center is composed of two rooms:

- a) *The Display Room* exhibits aircraft debris including the aft pressure bulkhead, the malfunction regarded as the main cause of the JAL123 accident, the aft fuselage wreckage, cockpit voice recorder, passengers' personal belongings, newspaper reports, and photographs of the crash site.
- b) *The Library* features the history of aviation safety, which describes safety improvements based on lessons learned from accidents, and the digital panels describing actual cases of severe accident mitigation, etc. Also shown are message cards containing "My Safety Pledge" of JAL Group staff.



Entrance



Library

² The JAL Safety Promotion Center: <https://www.jal.com/en/safety/center/>



Display Room



Display Room

2.2.4 At both airlines, most employees have now joined the company after the accident and now have fewer employees who experienced the accident. Thus, not only utilizing these facilities as the training facilities for their employees to ensure the past accidents and to reconfirm the importance of flight safety, but also they are opened to the public for those who are interested in aviation safety to preserve the lessons of the accident for the future generations (reservations required).

2.3 JCAB's activity to foster positive safety culture

2.3.1 It goes without saying that the senior management's commitment to safety prescribed in *Annex 19 – Safety Management* is important, but to avoid a one-way message from the senior management, an initiative to evaluate supervisors from subordinates was introduced since 2019. In addition, JCAB, Safety and Security department has established a vision and values, which are posted on the wall, and each staff member sets semi-annual goals based on these values, which are evaluated by his/her supervisor.

2.3.2 The JCAB also conducts safety education and training for its employees periodically (e.g., visiting JAL Safety Promotion Center, climbing to Mount Osutaka as a memorial hike to offer prayers at grave markers engraved with the names of the victims, etc.).

2.3.3 Unfortunately, a runway incursion occurred at Haneda Airport in early 2024, leading to an aircraft accident. It is hoped that safety culture will be further fostered in the future to prevent such accidents from recurring, not only in Japan but also in other states around the world.

3. CONCLUSION

3.1 Safety culture is the outcome of individual and organizational values, attitudes, competencies, and behaviours related to safety, which includes promoting the reporting of hazards, treating the reporters fairly, being flexible to changing demands, and learning from hazards as they are revealed.

3.2 It is hoped that the above efforts by some of the airlines and JCAB described in this paper will serve as a catalyst for fostering a safety culture and will be beneficial to other states and industries as well.

3.3 In light of the above, the Conference is invited to agree to the following recommendation;

Recommendation 2.3/x — Activities to foster positive safety culture

That the Conference:

- a) note the approach taken by some of the airlines and Japan Civil Aviation Bureau (JCAB) to foster positive safety culture; and
- b) encourage States and industries to share experiences and good practices in implementing initiatives to strengthen safety culture.

— END —