

Circular No. 4-020

General Policy
for
Establishing Safety Management System

September 26, 2006	First issue
June 22, 2007	Amended
July 3, 2008	Amended
June 30, 2011	Amended
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Aviation Safety and Security Department
Japan Civil Aviation Bureau
Ministry of Land, Infrastructure, Transport and Tourism

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Director General
Japan Civil Aviation Bureau

Subject: General policy for establishing Safety Management System

1. Purpose

The purpose of this Circular is to provide guidelines on the establishment of a safety management system for a domestic air carrier obliged to create a safety management manual and appoint a safety manager under the provisions of Article 103-2 of the Civil Aeronautics Law (Law No. 231 of 1952; hereinafter referred to as “the Law”) and Articles 212-2 to 212-6 of the Civil Aeronautics Regulations (Ordinance of the Ministry of Transport No. 56 of July 31, 1952, hereinafter referred to as “the Regulations”).

2. General Provisions

2.1 What is Safety Management?

According to Chapter 1 of Annex 19 to the Chicago Convention, the term “safety” is defined as:

“The state in which risks associated with aviation activities, related to, or in direct support of the operation of aircraft, are reduced and controlled to an acceptable level.”

The systematic approach is subdivided into “reactive approach” and “proactive approach” to improve overall safety. The reactive approach involves operations and maintenance conforming to laws, regulations and technical standards to ensure transportation safety and prevent the recurrence of accidents and incidents by identifying the relevant causes. The proactive approach involves identifying hazards¹ which may potentially develop into accidents or incidents, evaluating the risks imposed by such hazards and mitigating them.

Note 1: The term “hazard” refers to a factor that can lead to an accident or situation which may have an impact on safety of operations.

2.2 What is Safety Management System?

According to the Aviation Safety Program (KOKU-KU-AN-KI-29, issued on October 8, 2013), the term “Safety Management System” is defined as: “a system that manages risks concerning² safety and also includes necessary organizational structures, responsibilities, policies, and procedures.”

As indicated in 2.1, systematic implementation of hazard identification and risk management for safety are the cornerstones of safety management. Therefore, air carriers shall establish methodologies of risk management for safety throughout their operations, including the collection and sharing of safety information, identification of hazards, analysis of potential risks, and if necessary, implementation of corrective action and evaluation of the effectiveness of corrective action. All these activities should be performed regularly.

The air carrier, which comprises numerous specialized departments, including flight operations, maintenance, cabins, airport and cargo, shall strive to ensure safety management is effective with concerted efforts from the person in charge of management to on-site workers, ensuring all employees completely understand and observe corporate policies for operating services, establishing a system to assign responsibility and facilitate the mutual understanding of executives and general workers, and individual departments.

The “safety management system” is a generic name for organizational mechanisms that include safety policy, organization, responsibility sharing, risk management for safety, and so on.

Note 2: The term “risk for safety” refers to a combination of probability and severity that are expected for hazard-triggered situations.

2.3 Role of Safety Management Manual

A safety management manual is the air carrier’s documented safety management system, which helps members of the organization understand the safety policy, organization, responsibility sharing and risk management for safety, and make concerted efforts for achieving safety management. The contents of the safety management manual may depend on the scale and management situation of individual air carriers, and hence is not subject to approval but requires notification to the relevant authorities.

3. Matters to be specified in the Safety Management Manual

The matters to be specified in the safety management manual pursuant to Article 103-2 Paragraph 2 of the Law, and Article 212-4 of the Regulations are necessary items to ensure the effectiveness of the safety management system of an air carrier. This section provides guidelines for air carriers what to include in their safety management manual for respective matters.

3.1 Matters concerning policies for operations of services for ensuring transportation safety (“Matters concerning policies for operations of services for ensuring transportation safety” in the table in Article 212-4 of the Regulations)

3.1.1 Matters concerning basic policies

The basic policies for transportation safety shall be clearly defined by the management. The effective use of a safety management system shall be promoted with the concerted efforts of all concerned, from the person in charge of management to on-site workers.

3.1.2 Matters related to compliance with relevant laws and regulations, safety management manual and other rules for ensuring transportation safety

Compliance with relevant laws and regulations including the Civil Aeronautics Law, Safety Management Manual, Operations Manual, Maintenance Manual, and corporate rules shall be clearly stated. The provisions for immediate actions against any non-conformity, such as reporting and corrections, shall be clearly stated.

3.1.3 Matters related to management

To conduct business according to basic policies, establishment of safety goals in respective departments and organization-wide and efforts to achieve these goals and evaluate the safety achievement level³ for setting new goals shall be clearly stated.

With regard to safety goals, appropriate safety indexes⁴ and target safety values⁵ shall be established based on the following perspectives and notified to the Minister of Land, Infrastructure, Transport and Tourism or the director of the Regional Civil Aviation Bureau before the time specified separately.

- i) Indexes shall represent the characteristics of operations carried out by air carriers.
- ii) Indexes shall be measurable.
- iii) Target goal values shall be values better than the present condition by taking into consideration past achievements, project plans, and so on (if the present condition shows the highest safety level and no further improvements are expected, the condition shall be maintained).

Note 3: The term “safety achievement level” refers to a value that is identified by comparing the value measured based on the safety index and the target safety value, and indicates how much safety goal has been achieved.

Note 4: The term “safety index” refers to an index used for quantitative measurement of safety.

Note 5: The term “target safety value” refers to a value planned for a safety index to be achieved within a certain period of time.

3.2 Matters concerning implementation of operations and its management system for ensuring transportation safety (“Matters concerning implementation of operations and its management system for ensuring transportation safety” in the table in Article 212-4 of the Regulations)

Matters concerning implementation of operations and its management method for ensuring transportation safety

3.2.1 Matters related to organization

Authority and responsibility of the person in charge of management, safety manager, persons responsible for flight operation, maintenance and other services, and chiefs within individual departments shall be clearly defined, and reporting and command structures in each department shall be established. Refer to 3.2.2 and 3.2.3 for the responsibility of the person in charge of management and safety manager.

The establishment of an administrative organization independent of departments and adopting a central role for systematic risk management for safety such as the safety promotion council (hereinafter referred to as the “safety promotion council, etc.”) shall be stated. It shall be clarified that the safety promotion council, etc. comprises a safety manager, the person in charge of management, department managers, and those with experience in field services, etc. and facilitates accurate understanding of the state of services and inter-department communication.

Regular investigations and inspections of safety management, including safety measures and safety investments determined based on risk management for safety, subsequent validity check of said measures and investments in the safety promotion council, etc. shall be defined.

If multiple safety promotion councils are established within an organization, or a safety promotion council, etc. is shared by group companies, the role and coordination of the respective entities shall be clarified.

3.2.2 Matters related to responsibility of the person in charge of management for ensuring transportation safety

The responsibility of the person in charge of management shall be clearly stated which includes ensuring safety proactively by promoting basic policies for the safety of services organization-wide, and making final decisions on safety measures and investments by taking in account the opinion of the safety manager.

3.2.3 Matters related to authority and responsibility of a safety manager

The safety manager is a person responsible for comprehensively supervising efforts for safety management within the organization. The task of the safety manager, including reporting critical safety matters to the person in charge of management, shall be clearly defined. The authority and responsibility assigned to the safety manager in the corporation, such as the direct involvement of important business judgment relating to the determination of safety measures and investments, shall be clearly stated.

3.3 Matters concerning implementation of operations and its management method for ensuring transportation safety (“Matters concerning implementation of operations and its management method for ensuring transportation safety” in the table in Article 212-4 of the Regulations)

3.3.1 Matters related to communication and sharing of information

The establishment of an in-house system shall be clearly stated which involves collection⁶ of safety information generated from the air carrier's overall operation (hereinafter referred to as "safety information") under the non-punitive environments⁷ and the distribution of safety information among required departments and a group including the management executive and safety manager. Appropriate operation of the above system together with the safety information distribution system specified in the Operation manual and Maintenance Manual shall also be clearly stated.

Reports of events potentially affecting safety under Article 111-4 of the Law, and publication of safety reports pursuant to Article 111-6 of the Law shall also be included.

Note 6: Collection of safety information includes, for example, in-house reports from pilots in command and flight attendants, reports of defective equipment or material, reports of near misses, and information on flight data analysis programs, safety meetings, causes of accidents and incidents, internal audits, and information from airplane manufacturers.

Note 7: An environment, in principle, where no in-house punitive measures are taken. Conduct that is subject to in-house punitive measures even under the non-punitive environments shall be clarified.

The sharing of safety information among related departments via the safety promotion council, etc. and sharing of information shared by air carriers (horizontal deployment of information) are effective.

3.3.2 Matters related to consideration and implementation of preventive measures against accident etc.

It shall be clearly stated that the procedures for "risk management for safety" are established which includes the understanding of the tendencies of occurrence and identification of hazards (e.g. human, technical, organizational, and environmental factors, including those resulting from business operation changes) based on collected and shared information, the studies on risks including the predicted frequency of occurrence and effects on safety of hazards, planning, determination, and implementation of practical measures for removal or prevention of unacceptable risks, and subsequent validity check of these measures. It shall be also clearly stated that level of consideration and implementation of measures to prevent accidents is maintained and improved.⁸

For air carriers operating aircraft with maximum weight exceeding 27 tons, the implementation of flight data analysis program shall be clearly stated.

For implementation of flight data analysis program, refer to the guideline provided separately.

Note 8: Actual methods of risk management for safety depends on the scale of the

organization.

3.3.3 Matters related to response to accident, disaster etc.

It shall be clarified that systems of emergency contact with related agencies and the site, emergency response, investigation, training and exercise in cases of aircraft accidents, serious incidents, hijack, terrorism or natural disaster are established.⁹

Note 9: “Emergency procedures” to be included in the operation manual under item (i), (i) in the table in Article 214 of the Regulations need not be reproduced in the Safety Management Manual, but the inclusion of such procedures in the Operation Manual should be clearly indicated.

3.3.4 Matters related to implementation of internal audit and other operation and confirmation of its management situation

Planning and implementation of internal audits, evaluation of results and necessary corrections on a regular basis shall be defined to check whether flight operations, maintenance and other services are implemented according to the procedures and whether procedures actually function and to improve the procedures.¹⁰ In addition, similar provisions are desired for safety audits of group companies.

Note 10: At present, matters concerning internal audits for maintenance work to be specified in the Maintenance Manual based on the Procedure for evaluating Maintenance Manual need not be reproduced in the Safety Management Manual, but their inclusion in the maintenance manual should be clearly indicated.

3.3.5 Matters concerning education and training

It shall be stated that a safety culture are promoted in the organization by establishing and executing education to promote the safety management system of the air carrier, safety awareness seminars, and training concerning human factors.

3.3.6 Matters related to preparation and management of documents for transportation safety

It shall be clearly stated that Safety Management Manual and related materials are created and managed. Methods to manage records of safety information, records of internal audits, minutes of the safety promotion council, etc., and records of education and training are clearly stated.

3.3.7 Matters related to improvement of implementation and management of operation

It shall be clearly stated that regular evaluation of the effectiveness of factors comprising a safety management system covered by Section 3.1.1 to 3.3.6, by the safety promotion council, etc. are conducted. It shall be also clearly stated that new safety policies are established the organization is enhanced, or methods of risk management for safety are improved if found necessary based on evaluation results.

3.4 Matters concerning a method of appointing a safety manager (“Matters concerning appointment of a Safety Manager” in the table in Article 212-4 of the Regulations)

A means of appointing a Safety Manager shall be clearly described. For example, the person in charge of management appoints the Safety Manager among a person who meets the requirements. Or, chairman of the safety promotion council is also appointed as Safety Manager.

4. Requirements to be appointed as a Safety Manager

Under Article 103-2 Paragraph (2) item iv) of the Law, a Safety Manager is any person who is appointed by a domestic air carrier from those who "serve in an administrative position participating in important decisions on business operations," and "have a certain level of practical experience for air transport services and meet other requirements specified by Ordinances of the Ministry of Land, Infrastructure, Transport and Tourism.” This section presents an interpretation of the requirements to “serve in an administrative position participating in important decisions on business operations” and “have a certain level of practical experience for air transport services and meet other requirements specified by Ordinances of the Ministry of Land, Infrastructure, Transport and Tourism”:

4.1 To serve in an administrative position participating in important decisions on business operations (Article 103-2 Paragraph (2) item (iv) of the Law)

Anyone directly involved in important decisions on business operations such as safety measures and investments is assumed. This person must be able to deliver his/her opinion directly within the highest decision-making bodies such as the board of directors.

Provisions of “Any domestic air carrier shall respect the opinions of a safety manager in performing his/her duties with regard to ensuring transportation safety” under Article 103-2 Paragraph (6) of the Law shall not be interpreted as limiting the authority of a safety manager to solely deliver his/her opinion to the person in charge of management. Rather, the safety manager should be appointed from those with the right of representation, or in an equivalent position to put the highest priority on safety in business operations. Even if the appointed safety manager lacks the right of representation or is not in an equivalent position, his/her involvement in the business judgment, not solely for the benefit of the division to which he/she belongs but from company-wide perspectives of ensuring safety within the entire business operations, must be assured.

4.2 A person who has an experience of the enforcement or management of air transport service over three years, or the Minister of Land, Infrastructure, Transport and Tourism admitted as more than equivalent. (Article 212-5 of the Regulations).

A safety manager must reflect his/her opinion regarding safety in the form of a business judgment from company-wide perspectives, to ensure safety in air transport services. This means anyone with three or more years of experience in

operation involving participation in the highest administrative decision-making bodies as a member of the board, operation for supervising company-wide air transport services, or operation for supervising the execution of cross-departmental air transport services. If a person who lacks said experience is to be appointed as Safety Manager, the separate approval of the Minister of Land, Infrastructure, Transport and Tourism is required.

5. Procedures Concerning Notification of the Safety Management Manual and the Safety Manager as well as Safety Indexes and Target Safety Values (Articles 212-3 and 6 of the Regulations)

5.1 Forms of Safety Management Manual

- (1) The Form of the Safety Management Manual shall be of A4 size in Japanese Industrial Standards in principle, to be arranged in a replaceable binder.
- (2) The cover sheet of the safety management manual shall include the title of the manual such as “Safety Management Manual” and the name of the air carrier.
- (3) Each page of the Safety Management Manual shall contain the date of notification, a list of changes and locations and page number, and a list of pages shall be provided for indicating effective pages as well as the date of notification for each page.

5.2 Addresses for notification of Safety Management Manual and Safety Manager

(1) Specified domestic air carriers

Air Carrier Safety Inspector, Aviation Safety and Security Department, Japan Civil Aviation Bureau, Ministry of Land, Infrastructure, Transport and Tourism
2-1-3, Kasumigaseki, Chiyoda-ku, Tokyo 100-8918
Tel: +81-3-5253-8731

(2) Other domestic air carriers

Air Carrier Safety Inspector of Security Department, competent Regional Civil Aviation Bureau

Air Carrier Safety Inspector of Security Department, Tokyo Regional Civil Aviation Bureau, Ministry of Land, Infrastructure, Transport and Tourism

Kudan Common Government Office Building No. 2,
1-1-15, Kudan-Minami, Chiyoda-ku, Tokyo
Tel: +81-3-5275-9307

Air Carrier Safety Inspector of Security Department, Osaka Regional Civil Aviation Bureau, Ministry of Land, Infrastructure, Transport and Tourism

Osaka National Government Building No. 4,
4-1-76, Otemae, Chuo-ku, Osaka
Tel: +81-6-6949-6595

5.3 Address for the notification of safety indexes and target safety values

(1) Specified domestic air carriers

Air Carrier Safety Inspector, Aviation Safety and Security Department, Japan
Civil Aviation Bureau, Ministry of Land, Infrastructure, Transport and Tourism
2-1-3, Kasumigaseki, Chiyoda-ku, Tokyo
Tel.: +81-3-5253-8731

(2) Other domestic air carriers

Aeronautical Operation and Information Division, Security Department, relevant
Regional Civil Aviation Bureau

Aeronautical Operation and Information Division, Security Department, Tokyo
Regional Civil Aviation Bureau, Ministry of Land, Infrastructure,
Transport and Tourism

Kudan Common Government Office Building No. 2,
1-1-15, Kudan Minami, Chiyoda-ku, Tokyo
Tel.: +81-3-5275-9321

Aeronautical Operation and Information Division, Security Department, Osaka
Regional Civil Aviation Bureau, Ministry of Land, Infrastructure,
Transport and Tourism

Osaka National Government Building No. 4,
4-1-76, Otemae, Chuo-ku, Osaka
Tel.: +81-6-6949-6229

Supplementary Provisions

This guideline shall be enforced on October 1, 2006.

(June 22, 2007)

This guideline shall be enforced on July 1, 2007.

(July 7, 2008)

This guideline shall be enforced on September 1, 2008.

(June 30, 2011)

This guideline shall be enforced on July 1, 2011.

Supplementary Provisions (March 31, 2014)

1. This guideline shall be enforced on April 1, 2014.
2. The revisions concerning implementation of Non-unitive environments in Section 3.3.1 and management of changes in Section 3.3.2 may be introduced in a phased manner after the revisions are specified in the Safety Management Manual by the end of September 2014, but must commence operation by the end of March 2015,