

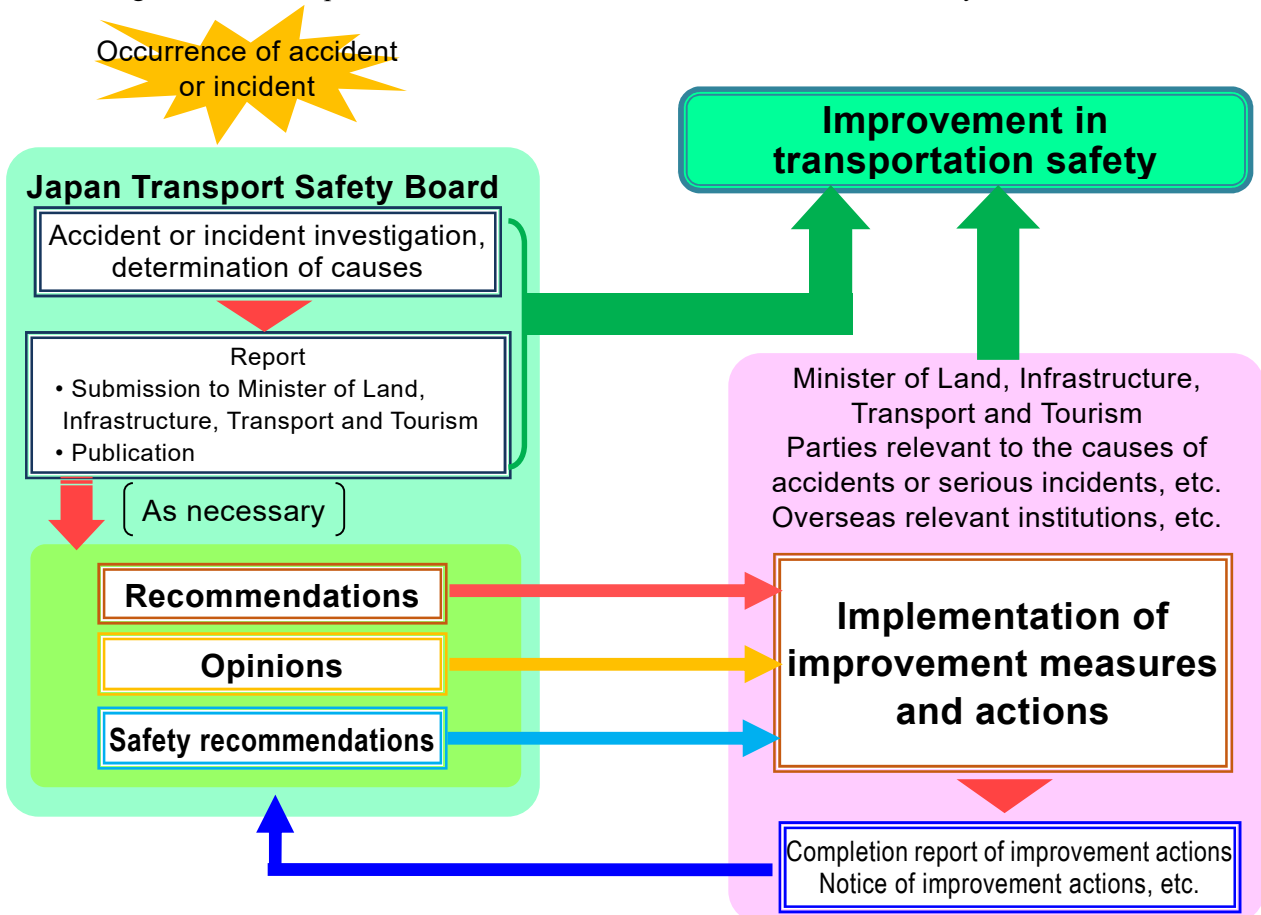
Chapter 2 Summary of recommendations and opinions

The Japan Transport Safety Board (hereinafter referred to as “the JTSB”) is an organization established as an external organ of the Ministry of Land, Infrastructure, Transport and Tourism in order to achieve the purposes stipulated in Article 1 of the Act for Establishment of the Japan Transport Safety Board (hereinafter referred to as the “Act for Establishment”) (Article 3 of the Act for Establishment), and it is stipulated that its mission is not only to appropriately conduct investigations to determine the causes of accidents and incidents involving aircraft, railway, and marine and the causes of damage caused by the accidents but also to demand the Minister of Land, Infrastructure, Transport and Tourism or parties relevant with the cause to implement necessary policies or measures based on the results of these investigations. (Article 4 of the Act for Establishment)

In order to fulfill its mission of improving transportation safety, the JTSB has an important system of “recommendations” and “opinions” along with accurate accident investigation. Based on the results of investigations into accidents, the JTSB can make recommendations to the Minister of Land, Infrastructure, Transport and Tourism and other parties concerned about measures that should be taken to prevent accidents and reduce damage. It is stipulated in the act that the Minister of Land, Infrastructure, Transport and Tourism must notify the JTSB of the measures taken based on the recommendations. If the parties concerned with the cause do not take measures related to the recommendations, the JTSB is entitled to announce that effect publicly. (Articles 26 and 27 of the Act for Establishment)

On the other hand, it is determined not only based on the results of investigations into individual accidents but also on the interim results of investigations or investigations of past accidents. The JTSB is entitled to state its opinion to the Minister of Land, Infrastructure, Transport and Tourism about policies and measures to prevent accidents and reduce damage, if necessary. (Article 28 of the Act for Establishment)

Incidentally, in the case of aircraft and marine accidents, the JTSB may recommend measures to be taken swiftly to enhance safety (safety recommendations) in the course of accident investigations to relevant overseas organizations and parties based on international conventions, if necessary.



1 Recommendations

The recommendations issued by the JTSB in 2023 are as follows.

(1) Recommendations concerning the railway accident that occurred in the premises of Toneri Koen Station on the Nippori-Toneri Liner operated by the Tokyo Metropolitan Bureau of Transportation

(Recommendations on February 16, 2023)

○ Summary and probable causes

See Chapter 4, page 70.

○ Details of the recommendation to the Tokyo Metropolitan Bureau of Transportation

This accident is believed to have occurred because the right-side guide wheel of the front bogie of the first car rode up onto the guide rail due to seismic motion from an earthquake with an epicenter in the northwestern part of Chiba Prefecture. This accident was exacerbated by the natural frequencies of the structures near the accident site and the vehicle itself being around 1.0 Hz, combined with the rotational behavior of the structures near the accident site, which amplified the rolling motion of the vehicle, causing the bogie's left and right wheels to lift alternately.

After the accident, the dispatcher instructed the power supply controller to re-electrify the section near the accident site to move train No. 2265A and evacuate passengers. However, this was done without confirming that the train had derailed, resulting in sparks from the overhead wire, which caused smoke to enter the train.

Based on the investigation results, the JTSB recommends that the Tokyo Metropolitan Bureau of Transportation implement the following measures to ensure transportation safety per Article 27, Paragraph 1 of the Act for Establishment of the Japan Transport Safety Board.

In addition, under Article 27, Paragraph 2, the JTSB requests a report on the measures taken.

Recommendations

- (1) The Tokyo Metropolitan Bureau of Transportation should implement measures at facilities near the accident site to prevent the guide wheels and guide rails from riding up onto the guide rail due to seismic motion.
- (2) The Tokyo Metropolitan Bureau of Transportation should establish procedures and methods for evacuation guidance, prioritizing passenger safety. It should ensure that re-electrification is not conducted until vehicle and facility conditions are confirmed after an earthquake with a seismic intensity of 5 lower or higher on the Japanese seismic intensity scale. These procedures should be included in the abnormal situation response manual and thoroughly communicated to relevant personnel.

The accident investigation report can be viewed on the JTSB website.
<https://www.mlit.go.jp/jtsb/railway/rep-acci/RA2023-2-1.pdf> (Japanese)



2 Opinions

The opinions issued by the JTSB in 2023 are as follows.

(1) Opinions concerning the accident of the recreational fishing vessel SUHARAMARU NO. 15 injuring anglers and the measures taken in response to the opinions

(Opinions on February 16, 2023)

○Summary

On January 4, 2022, while heading south-southeast, two passengers on the starboard bow of the recreational fishing vessel SUHARAMARU NO. 15 were injured when the bow moved up and down.

○Probable Causes

This accident is believed to have occurred when the vessel, moving south-southeast at approximately 15 knots in swells of about 0.5 to 1.0 meters from the southwest off the east-southeast of Kannonzaki, experienced significant vertical movement of the starboard bow due to the swells. As a result, two passengers, A and B, seated on the starboard bow fishing seats, were lifted upward and then fell, striking their buttocks on the seats.

After the swells appeared, the master reduced the cruising speed of about 20 knots to about 15 knots and did not feel significant rolling. Therefore, the master continued navigating at the same speed and made the usual pre-arrival announcement, leading passengers A and B to move to the starboard bow fishing seats.

○Details of the opinions to the Director-General of the Fisheries Agency

This accident is believed to have occurred when the vessel, moving south-southeast at approximately 15 knots in swells of about 0.5 to 1.0 meters from the southwest off the east-southeast of Kannonzaki, Yokosuka City, Kanagawa Prefecture, experienced significant vertical movement of the starboard bow due to the swells. As a result, two passengers, A and B, seated on the starboard bow fishing seats, were lifted upward and then fell, striking their buttocks on the seats.

After the swells appeared, the master reduced the cruising speed of about 20 knots to about 15 knots and did not feel the vessel rolling significantly. Therefore, the master continued navigating at the same speed and made the usual pre-arrival announcement, leading passengers A and B to move to the fishing seats at the starboard bow.

In September 2011, the JTSB expressed opinions to the Director-General of the Fisheries Agency to prevent the recurrence of similar accidents involving recreational fishing vessels. In response, the Fisheries Agency revised the operational guidelines in October of the same year, advising that “masters of recreational fishing vessels should instruct passengers to move to the middle or rear parts of the vessel where the rolling is relatively mild when significant rolling is expected due to waves” and provided this advice to prefectural governors to guide recreational fishing vessel operators to revise their operational guidelines.

However, 14 similar accidents involving recreational fishing vessels (only those with published reports by the JTSB) have occurred since then, resulting in 21 passengers suffering injuries such as lumbar fractures, with accidents occurring every year since 2016.

These accidents have occurred because the guidance to seat passengers in the vessel’s rear and adequate speed reduction, as specified in the operational guidelines, were not properly followed. Therefore, it is necessary to ensure strict compliance with the operational guidelines for masters of recreational fishing vessels.

Based on the results of this accident investigation, the JTSB expresses the following opinions to ensure the safety of passengers using recreational fishing vessels in accordance with Article 28 of the Act for Establishment of the Japan Transport Safety Board.

If any measures are taken in response to this opinion, please provide us with the details.

Opinions

The Director-General of the Fisheries Agency should advise prefectural governors to inform recreational fishing vessel operators about the injuries caused to passengers by this accident and ensure the following measures are implemented to ensure the safety of passengers.

- (1) Masters and other responsible parties of recreational fishing vessels should reduce rolling by changing course and sufficiently reducing speed when the vessels are affected by waves. They should also instruct passengers to move to the middle or rear of the boats when significant rolling is expected due to waves, following the operational guidelines for preventing passenger injuries due to rolling.
- (2) Masters and recreational fishing vessel operators should review and implement the following measures to ensure compliance with the operational guidelines for preventing passenger injuries due to rolling.
 - 1) Establish guidelines for wind direction, wind speed, wave direction, wave height, etc., with consideration of the wave characteristics of the navigated area, past similar accidents, and the rolling characteristics during navigation, to instruct passengers to move to the middle or rear of the boats.
 - 2) If the established guidelines are exceeded during navigation, stop or sufficiently reduce speed to ensure safety before moving passengers to the middle or rear of the boats.
 - 3) Obtain information on wind and waves in the planned navigation area, and if the established guidelines are exceeded, confirm that passengers have moved to the middle or rear of the boats before departure. If the area exceeding the guidelines is far away, move the passengers to the middle or rear well before entering the area.
- (3) Recreational fishing vessel operators should educate and instruct masters and other responsible parties to comply with the above (1) and (2) measures.

A report on the measures taken by the Director-General of the Fisheries Agency based on the opinions issued on March 13, 2023, has been received. For details, please refer to the JTSB website.

https://www.mlit.go.jp/jtsb/shiphoukoku/ship-iken19re_20230328.pdf (Japanese)



The accident investigation report can be viewed on the JTSB website.

https://www.mlit.go.jp/jtsb/ship/rep-acci/2023/MA2023-2-8_2022yh0025.pdf
(Japanese)



3 Safety recommendations

In 2023, the JTSB did not issue any safety recommendations.

4 Implementation status of measures taken in response to the recommendations, opinions, etc. issued in the past

There were no reports in 2023 on the measures taken in response to recommendations and opinions issued by the JTSB up to 2022. For the status of measures taken in response to recommendations and opinions issued in 2023, refer to 1-3 of this chapter.

Column

Holding of Opinion Hearing

Director for Management

On September 7, 2023, the Japan Transport Safety Board published the Marine Accident Investigation Report on the foundering of the passenger ship “KAZU I.”

This accident falls under the provisions of Article 24, Paragraphs 2 and 3 of the Act for Establishment of the Japan Transport Safety Board (a marine accident, etc., occurring to a ship used for marine transportation services that transport passengers and draws public attention). Therefore, the Japan Transport Safety Board held an opinion hearing on July 26.

The Japan Transport Safety Board held the opinion hearing to listen to the opinions of those involved in the accident or those with academic experience to aid in determining the cause of the accident.

Although the predecessor organizations of the Japan Transport Safety Board, the Japan Aircraft Accident Investigation Commission and the Aircraft and Railway Accidents Investigation Commission, held eight opinion and hearing sessions in the past, this was the first time since the establishment of the Japan Transport Safety Board in 2008 that such a hearing was held.

Prior to the hearing, we posted a draft report on the factual investigation on the Japan Transport Safety Board’s website. We solicited public speakers from among those involved in the accident or those with academic experience to provide their opinions. Three individuals applied, and we added two members appointed by the Japan Transport Safety Board, making a total of five public speakers who attended and provided their opinions at the venue on the day of the hearing.

The proceedings of the opinion hearing were streamed live over the internet, except for the opinions of two individuals who requested confidentiality, allowing many people to watch.

In the past, general audience members attended the venue for such hearings. However, for this opinion hearing, we adopted online live streaming for the first time to make it easier for those who could not attend in person to listen, taking advantage of advancements in communication technology. The hearing was successfully held without any communication disruptions.

The opinions received from the public speakers were used as references in the Japan Transport Safety Board’s deliberations. We hope that such accidents will never be repeated.



The venue



During the event