Part 1 Status of Disaster Management in Japan

Japan is prone to various types of disasters due to its geographical conditions, and FY 2020 also witnessed disasters such as the Heavy Rain Event of July 2020. Part 1 describes recent disaster management, focusing on the status of priority measures implemented in FY 2020.

Chapter 1 Status of Measures related to Disaster Management

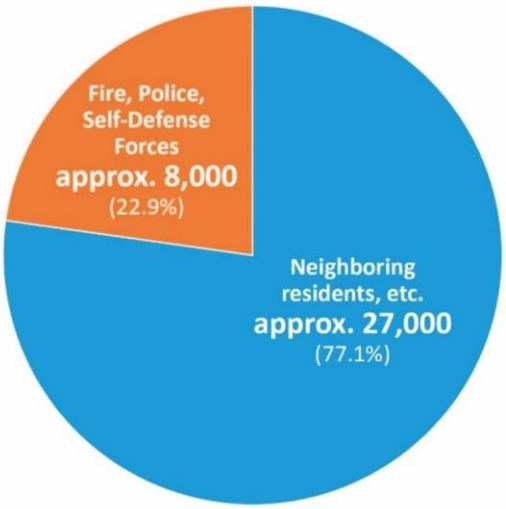
Section 1 Facilitation of Disaster Prevention Activity by Pre-Disaster Prevention through Self-Help, Mutual Support and by Collaboration with Diverse Actors

1-1 Improvement of National Consciousness for Disaster Prevention

Japan is prone to many natural disasters, so the government is constantly working to provide "public support." During normal times we take both structural and non-structural measures, such as building levees and other infrastructure and preparing hazard maps. In the event of a disaster, efforts such as emergency lifesaving, human resources support through the dispatch of personnel from the national and local governments to affected areas, push-type material support to urgently transport essential supplies to shelters and evacuees without waiting for requests from the affected areas, and financial support through designation as a Disaster of Extreme Severity and through the Act on Support for Reconstructing Livelihoods of the Affected due to Disaster.

However, concerns have been raised about the limitations of public support in the event of a large-scale disaster affecting a wide area, such as the Nankai Trough Earthquake now expected. In fact, in the Great Hanshin Awaji Earthquake, about 80% of the people were rescued through self-help (including family members) and mutual support (by neighbors), and only about 20% were rescued through public support represented by rescue teams, according to a survey (Figure 1-1-1). The environment surrounding local governments is becoming increasingly severe, as municipalities become more widespread due to mergers and the number of local governments decreases. Also, the number of people who require special care is on the rise in our aging society. Therefore, it is important for each and every citizen to think of disasters as a personal matter, rather than as someone else's problem. Raising awareness of disaster prevention and disaster mitigation, and taking concrete actions to prevent disasters, will help build a community in which people are aware of the importance of protecting their own lives and helping each other.

FIG. 1-1-1 Main rescuers and number of rescued people in the Great Hanshin-Awaji Earthquake

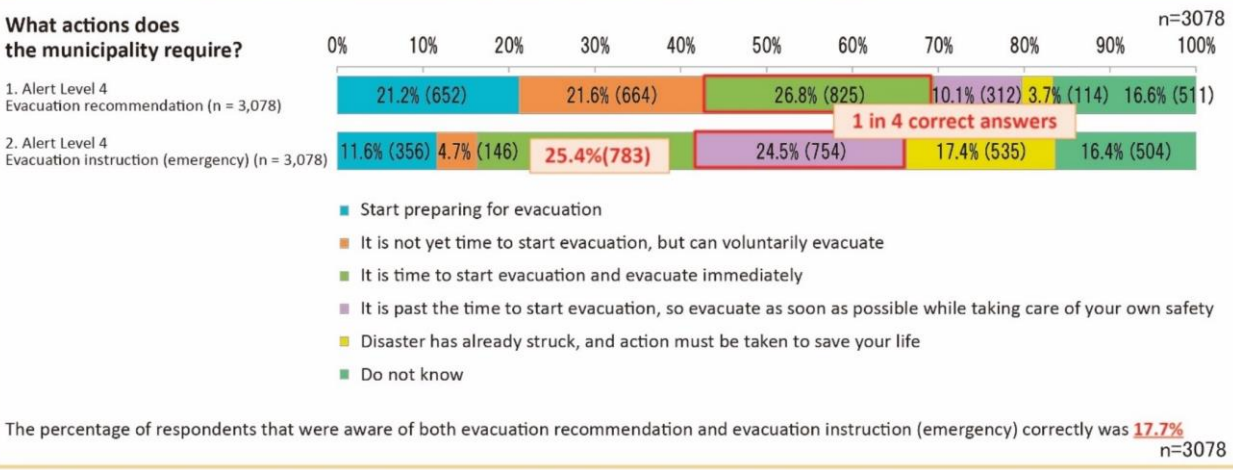


Source: KAWATA Yoshiaki (1997) "Prediction of Loss of Human Lives Due to Catastrophic Earthquake Disaster," prepared by the Cabinet Office based on National Science, Vol. 16, N0. 1 (Published in the 2016 edition of the White Paper on Disaster Management, Special Feature: "Disaster Reduction for the Future")

Specific actions for disaster prevention and mitigation include understanding the disaster risks in the area and making preparations in advance such as checking evacuation routes and storing emergency supplies of food. In order to protect oneself from floods, which have become more frequent in recent years, it is important to first properly understand the disaster risks in the region through hazard maps, etc. Then, it is also important to correctly understand the meaning of disaster prevention information such as weather information and evacuation instructions issued by local governments, and to evacuate as soon as possible when required.

A questionnaire survey was conducted with web monitors in municipalities where human casualties resulted from Typhoon Hagibis in 2019 (T1919). The results showed that, at that time, warning level 4 of the five warning levels required the following actions: "Evacuation instruction" and "Evacuation recommendation" meaning, respectively, "Start evacuation now and evacuate immediately", and "Evacuation should have started already. Evacuate immediately while taking personal safety into consideration." Only 1 in 4 respondents knew the correct meaning of these warnings and instructions. A large percentage of respondents (25.4%) mistakenly believed that the Evacuation Order meant that "Start evacuation now and evacuate immediately." (Figure 1-1-2).

FIG. 1-1-2 **Awareness of what Alert Level 4 pertains among residents of municipalities where human casualties were caused by Typhoon Hagibis in 2019**

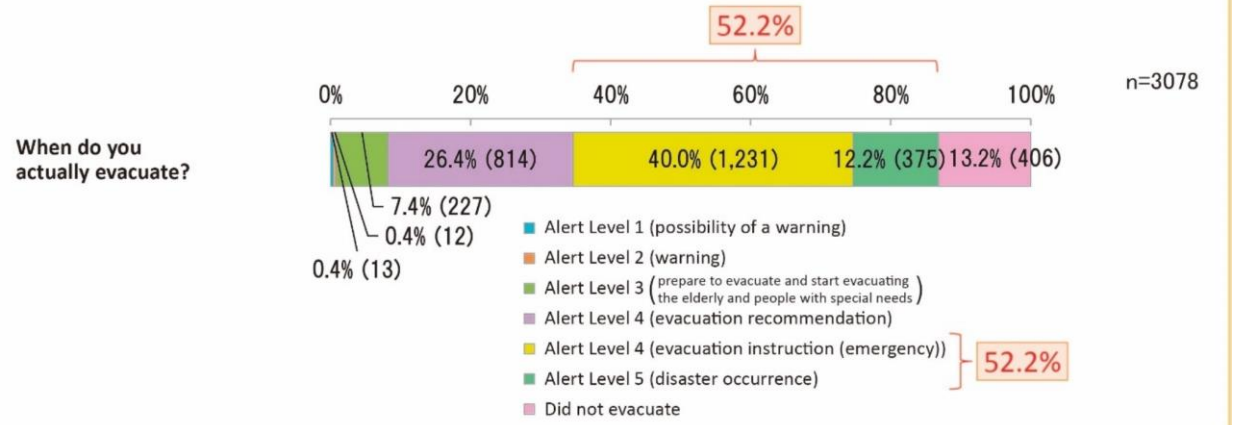


Source: Working Group on Evacuation from Disasters Caused by the Typhoon Hagibis in 2019, etc. Results of Questionnaire for Residents"
Prepared by the Cabinet Office based on a survey conducted between January 11 and 13, 2020

It is important to have an accurate understanding of the evacuation information issued by the local government in order to determine whether you need to evacuate and, if so, when. Based on the lessons learned from the Heavy Rain Event of July 2018, the five warning levels, which were first put into operation from the flood season of 2020, are designed to provide disaster prevention information in an easy-to-understand manner so that residents can intuitively understand what actions to take. At Level 3, those who take more time to evacuate should start evacuation; at Level 4, all those who are in areas at risk of disaster should evacuate. At Level 5, a disaster has already occurred and it may be dangerous to move outdoors, for example, to a designated emergency evacuation site. This means to take the best action to protect your life, such as evacuating to a safer upper floor or a room further away from the mountain side.

When asked about the warning level at which they would actually evacuate, about 40% of the respondents answered that they would evacuate when alert level 4 "Evacuation instruction (Emergency)" was issued, while over 10% said they would evacuate when alert level 5 "Disaster information" was issued. This indicates that about half of the respondents (52.2%) mistakenly believed that they should start evacuating later than they should, which is warning level 4 "Evacuation recommendation." It became clear that the warning levels for evacuation were not sufficiently understood (Figure 1-1-3).

FIG. 1-1-3 Actual evacuation Alert Levels for Typhoon Hagibis in 2019



Source: Working Group on Evacuation from Disasters Caused by the Typhoon Hagibis in 2019, etc. "Results of Questionnaire for Residents"
Prepared by the Cabinet Office based on a survey conducted between January 11 and 13, 2020

From the above, it is clear that many people confuse evacuation instructions with evacuation recommendations. In fact, during Typhoon Hagibis in 2019 (T1919), many residents did not evacuate when they should have, and were thus affected by the disaster. Therefore, in order to avoid confusion between evacuation recommendations and evacuation instructions, and to reduce the number of affected people due to delayed evacuation, evacuation recommendations and evacuation instructions were combined into one. The evacuation instructions are now issued from the stage of the conventional evacuation recommendations, thus comprehensively reviewing the nature of evacuation information (see Special Feature, Chapter 2, Section 1-1-2 (p.45～p.49)).

Based on such survey data and the lessons learned from disasters, the Cabinet Office and related ministries and agencies will continue to provide opportunities for awareness-raising and training, and to promote measures such as Community Disaster Management Plans and Individual Evacuation Plans. These measures are designed to make each of citizens can acquire knowledge about disaster risks and actions to be taken, and improve their ability to take action based on such knowledge, so that they ensure disaster prevention and disaster mitigation through safe evacuation behavior, and build a community of mutual support.

From this perspective, this section focuses on reducing the disaster risk in advance through self-help and mutual support, and outlines various measures to promote cooperation among diverse actors.

【Column】

Efforts to Build a Monument to Preserve Knowledge of Natural Disasters

Due to its location, topography, geology, weather, and other natural conditions, Japan has suffered from numerous natural disasters throughout history. Every time suffering from a disaster, our predecessors inscribed the events and lessons learned on stone and other monuments, and left them for posterity.

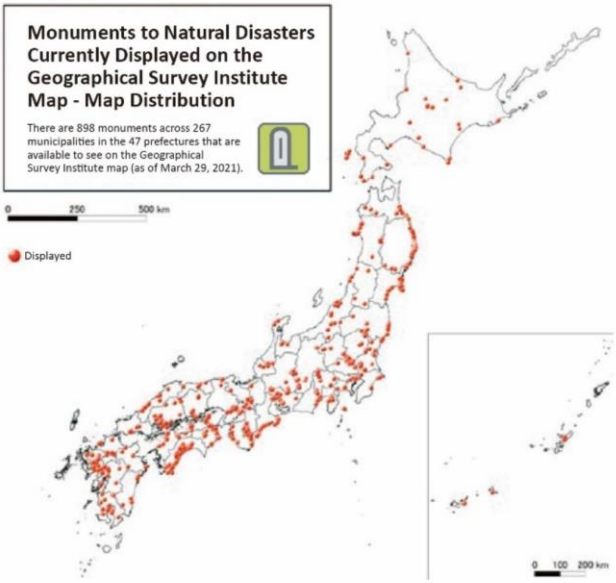
On the other hand, in the areas where many people lost their lives in the Heavy Rain Event of July 2018, there are stone monuments that tell the story of the floods that occurred more than 100 years ago. However, some

residents said that they had not paid attention to the inscriptions and had never thought deeply about floods. Thus, the valuable messages left behind by these monuments do not seem to have been adequately taken advantage of.

In light of this, the Geospatial Information Authority of Japan (GSI), as a contribution from the field of cartography and surveying to pass on the lessons of disasters, will include these (stone) monuments on topographic maps as "Monuments to Natural Disaster Legacies." The aim is to properly convey the lessons of past natural disasters to local residents and to mitigate damage through appropriate disaster prevention actions based on the lessons learned.

A look at the web map
"Geographical Survey Institute Map"

A look at a map on a 25,000:1 scale



Examples of "Monuments to Natural Disasters"

Earthquake and Tsunami (Osaka City, Osaka Prefecture)

"The Great Earthquake:
Ryokawaguchi Tsunami Chronicles"

The tsunami that followed the Ansei Nankai Earthquake of December 24, 1854, caused great damage to people who took refuge on boats anchored in the Anji and Kizu Rivers. It was built as a reminder to future generations that the lessons learned from a similar disaster during the 1707 Hōei Earthquake could not be put to use.

Storm Surge (Nagoya City, Aichi Prefecture)

"Monument to the Victims of the Isewan Typhoon"

The Isewan Typhoon struck in the middle of the night on September 26, 1959, inundating the southern coastal area due to the storm surge, and more than 2,000 people were lost.

Source: Monuments to Natural Disasters: https://www.gsi.go.jp/bousaichiri/denshouhi.html

1-2 National Council for Promoting Disaster Risk Reduction and National Conference on Promoting Disaster Risk Reduction

The “National Council for Promoting Disaster Risk Reduction,” consisting of experts from various fields, including six local governments, the business community, the academic community, and the medical and welfare sectors, was established in 2015. Its mission is to promote the exchange of information and opinions among various sectors and to cooperate with the National Disaster Management Council in promoting and raising public awareness of disaster prevention.

(1) 2020 National Conference on Promoting Disaster Risk Reduction

On October 3, 2020, the “National Conference on Promoting Disaster Risk Reduction (BOSAI Kokutai) 2020” was jointly organized by the Cabinet Office, the National Council for Promoting Disaster Risk Reduction, and the Council for Promoting Disaster Risk Reduction (an organization consisting of industry groups and other organizations working to promote a national movement to reduce damage from disasters). The event aims to introduce the disaster prevention activities of various organizations, including government, public interest groups, academia, private companies, and NPOs. The theme of the conference was “Preparing for Frequent Large-Scale Disasters - 'Disaster Mitigation by Everyone' through Mutual Support,” with the aim of promoting self-help and mutual- support efforts, cooperation among various actors, and raising disaster preparedness awareness. In light of the infection status of COVID-19, the conference was held online, with an emphasis on dissemination from Hiroshima, the originally scheduled venue.

In the opening session (opening remarks and high-level dialogue), Mr. Okonogi, then Minister of State for Disaster Management, Japan delivered the opening remarks, stating, "I hope that the new encounters and connections in the field of disaster management made during this conference will lead to the further strengthening of Japan's capacity to respond to disasters." Then, Mr. Otsuka, Chairperson of the National Council for Promoting Disaster Risk Reduction (President of the Japanese Red Cross Society) gave a welcome address from the organizers, while Mr. Yuzaki, Governor of Hiroshima Prefecture, and Mr. Matsui, Mayor of Hiroshima City, gave a welcome address from the host venue. In the high-level dialogue, on the theme of "Progress of Efforts to Promote Evacuation from Flood and Sediment Disaster (Landslide Disaster)," the experts discussed Japan's evacuation efforts, based on lessons learned from the Sediment Disaster (Landslide Disaster) that occurred in Hiroshima in the past, stressing the importance of evacuation to protect lives.

The conference featured 25 sessions, 11 workshops, and 84 presentations. In the thematic sessions held by the Cabinet Office and various other organizations, there were discussions on the self-help and mutual- support initiatives that will be needed in the future in light of the Heavy Rain Event of July 2018. In the "High-Level Session: Disaster Experience and Strengthening Local Disaster Preparedness," the mayor of Hiroshima, the Director-General of the Chugoku Regional Development Bureau, persons in charge of disaster prevention at the Cabinet Office, Mazda and other public and private organizations, together with local residents exchanged opinions on issues and measures to promote evacuation behavior among residents, measures to enhance local disaster resilience, and cooperation among organizations. It was suggested that it is important to build lateral and visible relationships among local residents and organizations related to disaster prevention from normal times. In the "Top Management Dialogue: How to Prepare for Frequent Torrential Rains and Impending Massive Earthquakes,"

Hiroshima Governor Yuzaki and Mie Governor Suzuki each introduced lessons learned from past disasters and their current disaster prevention efforts. In the "Talk Session: Hiroshima City Seminar on Disaster Prevention- Passing on the Lessons Learned", local residents introduced their efforts to pass on the lessons learned from disasters in Hiroshima, as well as examples of school education on disaster prevention, and discussed the importance of making use of such lessons.

In addition, other workshops were held on the theme of the new coronavirus outbreak and the Sediment Disaster (Landslide Disaster) in Hiroshima. Many disaster prevention leaders from all over Japan gathered to share examples of their daily efforts in disaster prevention and mitigation, as well as problems and issues they face. In the presentations, many disaster-prevention and mitigation initiatives were introduced, including the legacy of the Great East Japan Earthquake and the latest technologies related to disaster prevention, and in some cases, online interviews were held between exhibitors and participants.

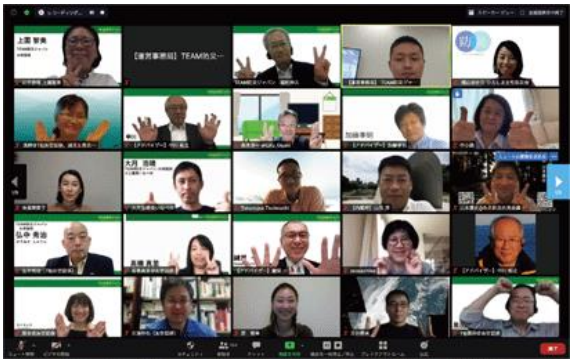
In the closing session, Mr. Akimoto, Vice Chairman of the National Council for Promoting Disaster Risk Reduction, gave a speech as the organizer, and Prof. Kaibori of Hiroshima University delivered a general comment. As a conclusion, Mr. Akazawa, State-Minister of Cabinet Office, expressed his gratitude to the participants and his expectations for the next conference (to be held in Kamaishi City, Iwate Prefecture). The conference, which was watched by about 15,000 people, confirmed the importance of building a disaster-aware society that is prepared against all kinds of natural disasters by raising awareness of disaster prevention in the entire community, through a combination of "self-help," in which each citizen prepares against disasters knowing that they will protect their own lives, and "mutual support," in which communities, businesses, schools, and volunteers help each other, as well as "public support."

Mr. Okonogi, Minister of State for Disaster Management, Japan

Opening remarks by Mr. Otsuka, Chairman

High-level dialogue: Progress of Efforts to Promote Evacuation from Flood and Sediment Disaster (Landslide Disaster)

Hiroshima Governor X Mie Governor Top Management Dialogue: How to Prepare for Frequent Torrential Rains and Impending Massive Earthquakes



Cabinet Office, TEAM Disaster Prevention Japan Workshop: Now is the time to connect online

Organizer's closing greeting by Vice Chairman Akimoto

(2) The 6th National Council for Promoting Disaster Risk Reduction

The 6th National Council for Promoting Disaster Risk Reduction was held on December 15, 2020 from the conference room of the Prime Minister's Office via videoconference due to the infection status of COVID-19. At the beginning of the meeting, Prime Minister Suga expressed his gratitude to the organizations of the National Council for Promoting Disaster Risk Reduction. He said, "In the COVID-19 Crisis, thanks in part to the awareness-raising activities of each organization evacuation drills and other activities focused on the prevention of infection were conducted, and when the disasters struck, countermeasures against infectious diseases at shelters and other facilities were able to control the spread of infection in the affected areas. It is important that the people of Japan work together as one to respond to disasters that are becoming more frequent and severer, and to this end, efforts and cooperation in all fields are indispensable," he added, expressing his expectations for the conference.

Next, there were reports on the activities of the National Conference on Promoting Disaster Risk Reduction 2020 and other events, and the Japan Firefighters Association, the Japan Fire and Disaster Prevention Association, and the Federation of Primary School Principals Associations presented their efforts to raise awareness of disaster prevention through self-help and mutual support.

The 6th National Council for Promoting Disaster Risk Reduction
(Prime Minister Suga in attendance)

1-3 Measures for Disaster Management Drill

In the event of a disaster, disaster management agencies such as the national government, local governments, and designated public corporations are required to work together to take appropriate measures in cooperation with residents. Therefore, it is important for related organizations to conduct drills and other disaster prevention activities even in normal times. For this purpose, disaster management related organizations are required to conduct disaster drills to verify and confirm emergency measures in the event of a disaster and to raise awareness of disaster prevention among residents, in accordance with the Basic Act on Disaster Management, the Basic Disaster Management Plan, and various other regulations.

In FY 2020, the following drills were conducted based on the "2020 Comprehensive Disaster Management Drill Framework," which stipulates the basic policy for conducting disaster prevention drills and the government's comprehensive disaster management drills.

(1) Comprehensive Disaster Management Drill on "Disaster Prevention Day"

On September 1, 2020, Disaster Prevention Day, a government headquarters operation drill was held on the assumption that an earthquake had just occurred. First, then Prime Minister Abe and other cabinet members gathered at the Prime Minister's Office on foot and conducted an operational drill of the Extreme Disaster Management Headquarters. The Headquarters assessed the damage situation and requests for assistance through video conferences with Tokushima Governor Iizumi, Kochi Governor Hamada, and Oita Governor Hirose, received reports on the damage and response from each cabinet minister, confirmed the policy of putting human life first, dispatched a government investigation team, and established on-site disaster management headquarters. In cooperation with local governments and other organizations, a system for implementing emergency measures immediately after the earthquake was secured and procedures were confirmed. A part of the meeting was also opened to the media. After the meeting, then Prime Minister Abe held a press conference, which was broadcasted by NHK (Japan Broadcasting Corporation), urging the public to take life-saving actions and announcing the government's initial response, including support for the operation of shelters to prevent the spread of COVID-19.

(2) Drills in conjunction with a joint emergency drill involving nine prefectures and cities

On November 1, 2020, a joint emergency drill involving nine prefectures and cities was held in Kawaguchi City, Saitama Prefecture, attended by Prime Minister Suga and related ministers. Prime Minister Suga flew from the Prime Minister's Office to the drill site by helicopter and first participated in the shelter management drill to cope with the COVID-19. He then observed rescue drills from buckled buildings and multiple collisions in a tunnel, and fire prevention drills by the police, fire department, and Self-Defense Forces. He also participated in a real-time broadcast drill of a local FM station and conveyed messages on stocking up on food and other necessities and actively participating in disaster prevention drills.

Assessing the damage situation and other information via video conferencing during the government headquarters disaster management drill

Prime Minister Suga participates in an evacuation center management drill
(Source: Prime Minister's Office website)

(3) Government tabletop exercise

In July 2020, an operational of the Secretariat of the Extreme Disaster Management Headquarters drill was conducted on the premise of a Nankai Trough earthquake. In this drill, officials from relevant government ministries and agencies as well as local governments in the Nankai Trough Earthquake Disaster Management Promotion Area participated in requesting and distributing relief supplies using the online support for Relief Goods Procurement and Transport Coordination Support System.

In December 2020, another similar operational drill was held on the assumption of a Tokyo Inland Earthquake. In this drill, officials from relevant ministries and agencies discussed issues and strategies related to support for affected people in consideration of the COVID-19 countermeasures. This was done online and at different venues, in order to protect against COVID-19.

These drills enhanced the knowledge and skills of the relevant ministry and agency staff, and strengthened cooperation with relevant organizations. In addition, based on these drills, the effectiveness of emergency measures stipulated in various plans and manuals was verified.

The Secretariat of the Extreme Disaster Management Headquarters drill with assumption of the Nankai Trough Earthquake

The Secretariat of the Extreme Disaster Management Headquarters drill with assumption of the Tokyo Inland Earthquake

As part of the drills for each regional block, the prefectures expected to be affected by the disaster collaborated to conduct regional drills for running on-site extreme disaster management headquarters on the assumption of a Nankai Trough Earthquake. In this exercise, the participants discussed issues that require cooperation among related organizations in the event of a disaster. Due to the need for COVID-19 countermeasures, joint online meetings were used to limit the number of participants at the training sites in Shikoku and Chubu in November 2020 and Kyushu in December 2020, while online meetings were used for the entire drill in Kinki in January 2021.

In June 2020, a large-scale flood response exercise was held in Tokyo, with the participation of the prefectures concerned, on the assumption that the Arakawa River flooded. In this exercise, lectures by experts were given via online conferencing after reviewing the response policies of each organization on issues that require cooperation among related organizations in the event of flooding of the Arakawa River.

Parliamentary Vice-Minister of Cabinet Office, Wada, participating online in the Kinki Secretariat of the Extreme Disaster Management Headquarters drill

Then State-Minister of Cabinet Office, Japan, Taira, addressing the participants in a large-scale flood response exercise

1-4 Measures for Tsunami Disaster Prevention

In the event of a tsunami, prompt and appropriate action can considerably reduce the damage to human life. On November 5, “Tsunami Disaster Prevention Day” and “World Tsunami Awareness Day,” the Cabinet Office, related ministries and agencies, local governments, and private companies are organizing various events to raise disaster prevention awareness related to tsunami disasters.

(1) Tsunami evacuation drills

In FY 2020 around the “Tsunami Disaster Prevention Day (November 5),” the national government (10 ministries and agencies), local governments (118 organizations), and private companies (39 bodies) held earthquake and tsunami disaster drills nationwide, attracting about 1.08 million participants.

Among these, the Cabinet Office, in cooperation with local governments, held drills with the participation of residents in 6 locations across Japan (Furubira Town, Hokkaido; Kisosaki Town, Mie Prefecture; Kainan City, Wakayama Prefecture; Izumo City, Shimane Prefecture; Tamano City, Okayama Prefecture; and Nakatosa Town, Kochi Prefecture). A total of about 1,000 citizens participated in these drills, which included drills to protect oneself in the event of an earthquake (shakeout drills) and drills to evacuate to the nearest evacuation site after the tremors subsided (evacuation drills). In addition, in accordance with the local disaster management plans and in

conjunction with various drills, drills for establishing shelters and disaster management headquarters were held, along study sessions and lectures on evacuation plan, taking into account local damage estimations and geographical conditions.

evacuation drill to higher ground
(Furubira Town, Hokkaido)

drills to protect oneself
(Kisosaki Town, Mie Prefecture)

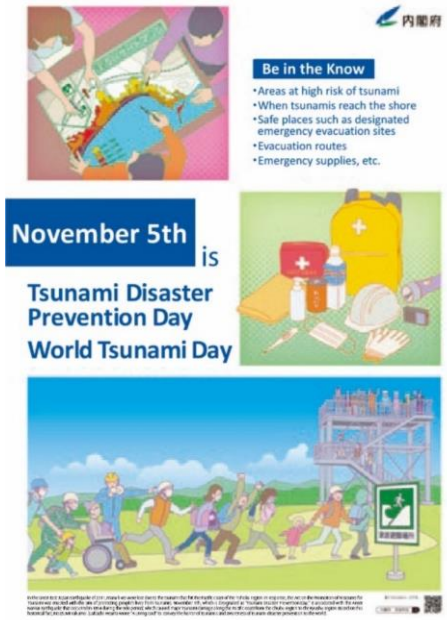
drills which take into account the evacuation
of persons requiring special care
(Kainan City, Wakayama Prefecture)

drills for establishing shelters
(Tamano City, Okayama Prefecture)

(2) Public awareness campaigns

1. Tsunami disaster public awareness campaign

In order to promote awareness of appropriate tsunami evacuation behavior, various media channels were used in FY 2020, such as educational posters at companies and local governments nationwide and displays at the cash registers of major convenience stores and supermarkets.



2. FY 2020 “Tsunami Disaster Prevention Day” educational events

On November 5, Tsunami Disaster Prevention Day, the Cabinet Office, the National Council for Promoting Disaster Risk Reduction, and the Council for Promoting Disaster Risk Reduction organized a special online "Tsunami Disaster Prevention Day Special Event" leveraging benefits of the online event to promote and raise public awareness of tsunami disaster risks.

First of all, as a pre-event, videos of experts explaining about Community Disaster Management Plans for tsunami preparedness, as well as videos introducing initiatives for tsunami disaster prevention in various areas of Japan were posted on the event website to promote the event. The areas covered were: Utoro (Shari Town, Hokkaido), Toi (Izu City, Shizuoka Prefecture), Izari (Minami Town, Tokushima Prefecture), Hamamachi (Kuroshio Town, Kochi Prefecture), and Shimoji (Kochi City, Kochi Prefecture). By posting these videos, momentum for the event on November 5 increased.

In his opening remarks on November 5, Mr. Okonogi, then Minister of State for Disaster Management, Japan, spoke about the government's concerted efforts to build a tsunami-resilient nation and community. He also mentioned that the government is providing support to increase the number of communities working on tsunami disaster prevention through Community Disaster Management Plans. He explained the importance for local residents to understand the risk of disasters before they happen, to overcome the so-called "normality bias," and to be prepared for disasters as a whole community.

In his keynote speech, Professor Imamura, Director of the International Research Institute of Disaster Science

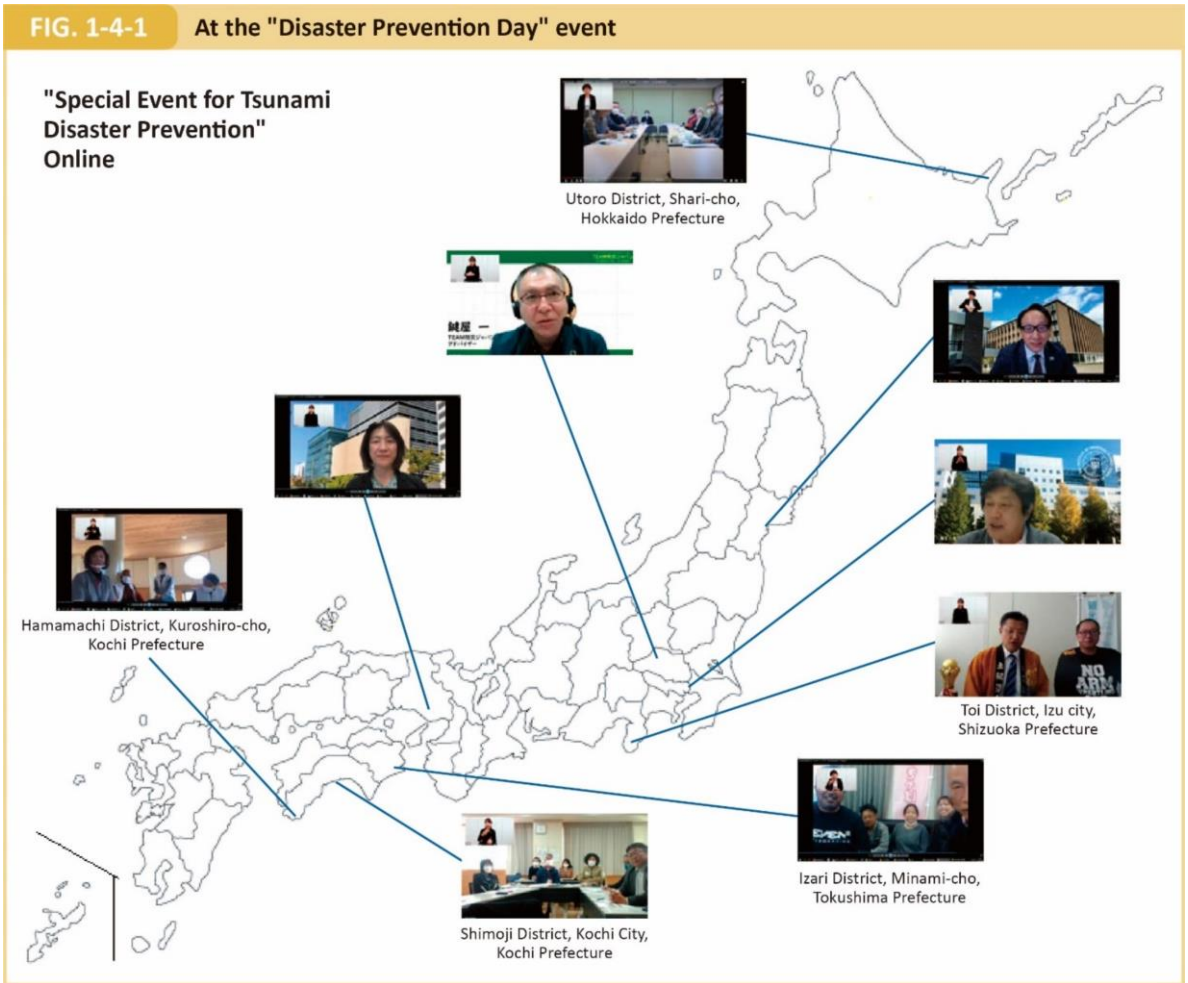
at Tohoku University, explained that although the damage caused by tsunamis is serious, proper evacuation can reduce human losses to zero. There are lives that can be saved by being prepared and lives that can be saved by learning from the lessons of the Great East Japan Earthquake 10 years on and other large-scale tsunami disasters. He also discussed the importance of expanding the concept of resilience.

In the online session, the five districts in Japan covered by the videos were connected online to introduce case studies and exchange opinions (Figure 1-4-1).

Opening remarks by Minister of State for Disaster Management, Japan, Okonogi

(Video message)

FIG. 1-4-1 At the "Disaster Prevention Day" event



1-5 Resident-Centered Measures (Promotion of Community Disaster Management Plan)

The Community Disaster Management Planning System was established in 2013 as a result of the revision of the Basic Act on Disaster Management in order to promote voluntary disaster prevention activities through self-help and mutual support by local residents (individuals and business operators with offices) in cooperation with municipalities, and to enhance the disaster preparedness of the community. This allows community residents, etc. to prepare a draft of local disaster management plans and propose it to the Municipal Disaster Management Council for inclusion in the Municipal Disaster Management Plan.

As of April 1, 2020, 4,170 areas were engaged in activities for the formulation of local disaster management plans, and in 901 areas, Community Disaster Management Plans were stipulated in the Municipal Disaster Management Plans. 7 years have passed since the establishment of the system, and it is expected that Community Disaster Management Plans will become even more widespread (Figure 1-5-1).

FIG. 1-5-1 Status of creating Community Disaster Management Plans (as of April 1, 2020)

Applied to regional disaster management plans: 30 prefecture, 73 municipalities, 901 districts

	R2			R2			R2			R2	
Prefecture	Municipalities	Districts	Prefecture	Municipalities	Districts	Prefecture	Municipalities	Districts	Prefecture	Municipalities	Districts
Hokkaido	3	18	Tokyo	4	76	Shiga			Kagawa	2	14
Aomori			Kanagawa	3	24	Kyoto	1	6	Ehime	2	18
Iwate	3	9	Niigata	1	1	Osaka	2	11	Kochi	1	1
Miyagi	1	11	Toyama			Hyogo	3	7	Fukuoka	1	1
Akita	1	1	Ishikawa	1	1	Nara	1	2	Saga		
Yamagata			Fukui			Wakayama			Nagasaki		
Fukushima	1	3	Yamanashi	1	510	Tottori	1	2	Kumamoto	2	21
Ibaraki	4	52	Nagano	5	34	Shimane			Oita		
Tochigi	2	2	Gifu	2	14	Okayama	1	1	Miyazaki		
Gunma			Shizuoka	6	21	Hiroshima			Kagoshima	7	13
Saitama	5	16	Aichi	4	4	Yamaguchi			Okinawa		
Chiba			Mie	2	7	Tokushima			Total	73	901

(1) Significance of the Community Disaster Management Plan

The Community Disaster Management Plan is a plan that links mutual support and public support through discussions among various actors in the community. These include residents, businesses, and people involved in welfare, who discuss local disaster risks, disaster prevention behavior and activities in both normal times and times of disaster. They then freely define the contents of the draft plan, which is later included in the local disaster management plans in municipalities. The process of creating the plan, including not only the contents but also the repeated discussions among local residents, is important in strengthening the power of mutual support.

(2) Trends in Community Disaster Management Plans

The Cabinet Office analyzed the cases of 74 districts in 22 cities, wards, towns and villages that had community disaster management plans included in their local disaster management plans in 2019, and found the following characteristics.

1. To help the residents to understand the disaster risks in their communities, some presented local conditions in an easy-to-understand manner. For example, maps were used to show disasters that are expected to cause

damage in the area or to remind people of the damage (e.g., Yonawa District, Tsuru City, Yamanashi Prefecture, and Myojin Elementary School District, Ichihara City, Chiba Prefecture). In other cases, maps and photos were used to show disasters that occurred in the past (e.g., Oishi District, Matsusaka City, Mie Prefecture). In addition, there were cases (e.g., Utoro District, Shari Town, Hokkaido) where residents collaborated with tourism-related organizations and companies to disseminate disaster information and evacuation information to domestic and foreign tourists, thereby going beyond disaster prevention for residents (Figure 1-5-2).

FIG. 1-5-2 Collaboration with various organization and mutual support rules in Utoro District

▼ **Disaster management system and division of roles in Utoro District** (as of February 28, 2020)

	Phase I	Phase II	Phase III
Utoro Branch Office	・Disaster prediction survey ・Public relations ・Evacuation guidance	・Collection of disaster information, etc. ・Contact disaster headquarters ・Contact relevant organizations ・Public relations ・Set up shelters (prepare stationed radios) ・Evacuation guidance ・Relief activities for the affected people	・Emergency rehabilitation ・Procurement of materials and equipment and arrangement of heavy machinery ・Damage assessment and reporting ・Liaison and coordination of shelters ・Supply planning for food and other daily commodities ・Matters related to emergency response plans ・Acceptance of volunteers
Utoro Police Substation	・Evacuation guidance	・Disaster security ・Collection of disaster information ・Public relations ・Evacuation guidance ・Traffic control ・Rescue operations	・Disaster security ・Emergency actions (setting up hazard zones, etc.)
Utoro Substation	・Public relations ・Evacuation guidance	・Public relations ・Contact the fire corps volunteers for dispatch ・Evacuation guidance ・Relief activities for the affected people	・Relief activities for the affected people
Shari Fire Corps Volunteers Company No. 6 (female fire corps volunteers, etc.)	・Evacuation guidance	・Disaster field activities ・Evacuation guidance ・Relief activities for the affected people	・Relief activities for the affected people
Shiretoko Utoro School	・School closures during weather warnings ・Liaison and coordination with child guardians	・Liaison and coordination with child guardians ・Emergency planning for opening shelters	・Emergency planning for disasters during school (cooperation of teachers and staff)
Utoro Neighborhood Association	・Contact the head of each neighborhood association ・Evacuation guidance for the elderly, young children, and those who require assistance evacuating ・Public relations for residents ・Communication of weather warnings to residents	・Contact the head of each neighborhood association ・Evacuation guidance for the elderly, young children, and those who require assistance evacuating ・Protection of rescuers and affected people ・Public relations for residents ・Communication of weather warnings to residents	・Management and operation of evacuation sites ・Protection of rescuers and affected people ・Cooperation in transporting personnel and relief supplies ・Collection and provision of disaster information ・Public relations for residents
Utoro Fishries Cooperative (Youth Division, Women's Division)			・Dispatch of ships to transport personnel and relief supplies when roads are blocked ・Procurement of food ・Cooperation in transporting personnel and relief supplies ・Emergency food distribution
Roadside Station Utoro Shiretoku (Shiretoko Shari-cho Tourist Association) **Shiretoko National Park Nature Center** (Shiretoko Nature Foundation) **Shiretoko World Heritage Conservation Center** **Shiretoko Forest Ecosystem Conservation Center**	・Provision of disaster information and evacuation guidance to tourist facilities and tourists Guiding guests and employees to evacuate and ascertaining the number of guests and employees	・Provision of disaster information and evacuation guidance to tourist facilities and tourists ・Guiding guests and employees to evacuate and ascertaining the number of guests and employees ・Protection of rescuers and affected people	・Cooperation in food procurement ・Emergency food distribution

▼ **Mutual support rules for tourist evacuation**

- For the evacuation of domestic and foreign tourists visiting the Utoro District, a system will be established to transmit disaster information and evacuation information, guide evacuation, and receive tourists in collaboration with organizations and companies involved in tourism.
- Consideration and installation of evacuation guidance signs for foreign persons

▼ **New indispensable collaborators**

Utoro District Disaster Prevention Liaison Meeting

+

- **Road Administrator**
  Abashiri Development and Construction Department, Hokkaido Regional Development Bureau
- **Medical Facilities**
  Hokkaido Utoro Clinic

Source: Utoro District (Shari-cho, Hokkaido)

2. In many cases, neighborhood associations, and voluntary disaster management organizations are indicated as the "main creators" of the plans. In addition, in a few cases, school districts and community development councils were the main actors. It is expected that the entities responsible for preparing the plans will be diverse according to the social characteristics of the community (Figure 1-5-3).

FIG. 1-5-3 Entity preparing the Community Disaster Management Plan

Planning entity	No. of districts
Town councils / Neighborhood Associations	27
Voluntary Disaster Management Organizations	52
Community Development Councils	4

N = 74 (*some overlapping)

Source: Cabinet Office survey (survey as of April 2020)

(3) Cabinet Office Measurements

1. Convening the Community Disaster Management Plan then 2021

The Cabinet Office held the "Community Disaster Management Plan Forum 2021: Community Building via Disaster Risk Management" online on February 14, 2021. The event aimed to promote the formulation of community disaster management plans by sharing examples and experiences. After opening remarks by Mr. Okonogi, then Minister of State for Disaster Management, Japan, the forum connected online with Kumamoto Prefecture affected by the 2016 Kumamoto Earthquake, Tokyo, Ehime, Okayama, and Fukuoka Prefectures. Participants engaged in lively discussions about the efforts of local disaster prevention organizations of which the areas experienced disasters and the roles of their supporters.

Video message from Minister of State for Disaster Management, Japan, Okonogi

Forum Overview

2. Supporting the Activities of Chikuboz, a Network of Local Governments to Promote Community Disaster Management Plans

Chikuboz is a platform where local government officials supporting the preparation of community disaster management plans exchange information and share experiences on issues related to the preparation of such plans on a more routine basis. On March 19, 2021, the "Chikuboz Online Meeting 2021" was held to discuss what kind of local efforts are being made to promote disaster prevention activities and the preparation of community disaster management plans, to share concerns in the field, and to discuss how the entire local government office can be involved.

3. Building a Library of Community Disaster Management Plans

A library of community disaster management plans categorized by the content (targeted issues, countermeasures, and actors) has been established and can be viewed on the Cabinet Office website to support the creation of such plans defined in the local disaster management plans.

1-6 Improving the Environment for Volunteer Activities

When disasters strike, volunteers, NPOs, and various other organizations gather in the affected areas and provide detailed support to the affected people, playing an important role. The Cabinet Office has been working

to enhance the environment for volunteers to provide smooth support to the affected people. In recent years, it has become a common practice for various entities supporting affected people, such as governments, volunteers, and NPOs, to collaborate, share information, and coordinate their activities in times of large-scale disasters.

(1) Promoting Collaboration Among Disaster Victim Supporting Entities Such as the Government, NPOs, and Volunteers

According to the "Survey on Collaboration and Coordination Among Various Affected People Supporting Entities" conducted by the Cabinet Office in June 2020, a total of 40 prefectures responded that in preparation for disasters, they have established collaboration systems for sharing and discussing information between entities supporting affected people including governments, volunteers and NPOs even under non-emergency conditions. Later, the Cabinet Office interviewed the remaining 7 prefectures that answered, "in preparation," or "no collaboration system," and confirmed that all are working to build collaboration systems with government, volunteers, NPOs, and others, and have systems in place to collaborate and share information in times of disasters. However, the survey revealed that although collaboration systems are in place, the status of collaboration varies from prefecture to prefecture. Within the government, the need to organize the roles of the government, volunteers, NPOs, and others in activities to support affected people when a disaster occurs, and the role of the government in particular, is not sufficiently organized or understood.

(2) Disaster Reduction and Volunteer Meeting

On February 6, 2021, "Disaster Reduction and Volunteer Meeting" was held online by the Cabinet Office. In the first section, under the theme of "Ten Years Since the Great East Japan Earthquake, Collaboration and Coordination", individuals from 3 prefectures of Tohoku region (Iwate, Miyagi, and Fukushima Prefectures) who dedicated their efforts to the collaboration and coordination in the areas affected by the Great East Japan Earthquake, which marks its 10th year since 2011 held a panel discussion.

In the second part, under the theme of "Disaster Volunteer Activities under COVID-19 Crisis: Kumamoto Prefecture's Experience" a panel discussion was held among the government, the Social Welfare Council, and NPOs on collaboration and activity innovations, challenges and lessons learned in the affected areas under COVID-19 crisis.

Disaster Reduction and Volunteer Meeting

The first section

The second section

(3) Training Courses for Promoting Collaboration Among Disaster Victim Supporting Entities Such as the Government, NPOs, and Volunteers

For smooth collaboration and coordination among government, volunteers, NPOs, and others in the event of a disaster, it is necessary to deepen exchanges and develop mutual understanding through activities such as trainings from normal time. The Cabinet Office holds training courses for government officials, persons involved in volunteer centers such as the Social Welfare Council, NPOs, and others to meet face-to-face and discuss issues related to collaboration and coordination to enhance mutual understanding.

In FY 2020, the "Training Course on Promoting Collaboration Among Various Public and Private Affected People Supporting Entities (Basics)" was held in 5 prefectures and 1 city (Tokushima, Gunma, Aichi, Kagoshima, Shizuoka Prefectures, and Saitama City) (Some sites were conducted online as COVID-19 countermeasures). At each site, approximately 60 to 100 people from the government, the Social Welfare Council, NPOs, and others participated. This training course was held for the purpose of understanding the necessity of collaboration and coordination among various entities supporting affected people including the government, volunteers, NPOs, and others to ensure smooth support for the affected people in the event of a disaster, and to build a collaboration and coordination system and energize activities within the community. In the course, the Cabinet Office, and Japan Voluntary Organizations Active in Disaster (JVOAD) gave lectures on the necessity of collaboration and coordination among various entities in times of disaster. Also, officials from the government, the Social Welfare Councils, and NPOs, who have been involved in collaboration among various entities in affected areas in past disasters, explained the effects and challenges of such collaborations, and the participants performed group work on understanding the needs of the affected people during disasters and examining specific responses, and the approaches of each entity in times of disaster.

Training Course on Promoting Collaboration Among Various Public and Private Affected People Supporting Entities (Basics)

Also, a new "Training Course on Core Human Resource Development for Promoting Collaboration Among Public and Private Affected People Supporting Entities" was held online. This training program was held 4 times with the aim of developing human resources who will play a central role in coordination activities both among and within support entities such as governments, Social Welfare Councils, and NPOs in each prefecture. Approximately 200 people from 30 prefectures participated in each session. In this training course, lectures were given on the overall picture of support for the affected people by the government and private support organizations, how the needs of

affected people change in different phases such as recovery and rehabilitation periods, and support provided by private support organizations during the recovery period. There were also exercises to study the planning and management of information sharing meetings, and to study specific responses to provide support to affected people staying at home and residents in emergency temporary housing. The exercises were followed by discussions among the participating prefectures, providing an opportunity to talk about what should be done during disasters and normal times.

Training Course on Core Human Resource Development for Promoting Collaboration Among Public and Private Affected People Supporting Entities

1-7 Building a Business Continuity System

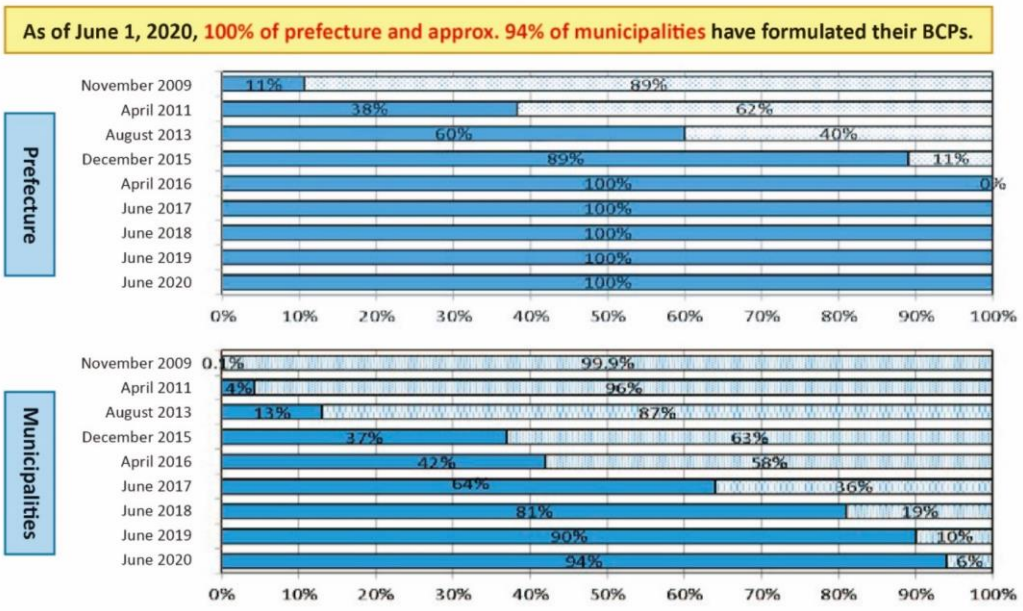
(1) Building Business Continuity Systems of Central Government Ministries and Agencies

In response to the Cabinet approving the “Business Continuity Plan of the Central Government (Measures against a Tokyo Inland Earthquake)” in March 2014, the national government's ministries and agencies, which are the administrative organs of this country, have been reviewing their business continuity plans based on this plan. Based on this plan, the Cabinet Office has been working to improve the effectiveness of ministerial business continuity plans throughout the fiscal year through training in collaboration with ministries and agencies and evaluations by experts. The Cabinet Office will also construct a business continuity system to ensure the smooth continuation of operations as the National Government even in the case of a Tokyo Inland Earthquake.

(2) Building Business Continuity Systems of Local Governments

Local governments must ensure that administrative functions are maintained, and operations continue even when a disaster occurs. For this reason, it is extremely important for local governments to formulate business continuity plans and construct business continuity systems. The status of the formulation of business continuity plans by local governments reached 100% for prefectures in FY 2016. Municipalities as of June 2020, the ratio is 94%, which is a 4% increase compared to the previous year (Chart 1-7-1).

FIG. 1-1-7 Rate of formulation of business continuity plans by local governments



Source: November 2009: Survey on the Status of Business Continuity Systems in the Event of an Earthquake (survey by the Cabinet Office Disaster Prevention and Fire and Disaster Management Agency, Ministry of Internal Affairs and Communications)
April 2011: Overview of Local Information Management (Survey by the Regional Information Policy Office, Local Administration Bureau, Ministry of Internal Affairs and Communications, March 2012)
August 2013: Preliminary Figures for the Rate of BCP Formulation for Natural Disasters such as Large-Scale Earthquakes (Fire and Disaster Management Agency survey, Ministry of Internal Affairs and Communications)
December 2015: Survey on the "Status of Formulation of Business Continuity Plans" and "Status of Formulation of Specific Standards for Issuing Evacuation Recommendations" in Local Governments (Fire and Disaster Management Agency survey, Ministry of Internal Affairs and Communications)
April 2016, June 2017, June 2018, June 2019, June 2020: Results of a Survey on the Status of Business Continuity Planning in Local Governments (Fire and Disaster Management Agency survey, Ministry of Internal Affairs and Communications)

The Cabinet Office developed the “Business Continuity Plan Formulation Guidelines for Municipalities” in May 2015 to support municipalities in formulating business continuity plans and to make it easier for smaller municipalities to formulate business continuity plans. Also considering past disaster cases, the “Business Continuity Manual for Local Governments During Earthquake Disasters” was revised in February 2016 as the “Business Continuity Manual for Local Governments During Major Disasters” and notified to local governments.

In the event of a large-scale disaster, it will be difficult for the affected municipalities to handle the enormous amount of disaster response work alone. Therefore, to build a business continuity system, it is necessary for local governments to develop a system to accept quick and accurate support from such sources as the national government, local governments, private companies, and volunteer groups to share information and make various adjustments, along with their business continuity plans. In April 2020, the Cabinet Office formulated the “Guide to Formulate Aid Acceptance Plans Regarding the Receipt of Human Support for Municipalities” to help municipalities that lack dedicated disaster management personnel or have other concerns about their disaster management systems understand how to improve their aid acceptance systems and develop aid acceptance plans with minimum burden.

Furthermore, to support local governments in building business continuity systems, joint seminars have been held annually since FY 2015 by the Cabinet Office and the Fire and Disaster Management Agency for municipal staff in charge.

Through these measures, collaborating with the Ministry of Internal Affairs and Communications and the Fire and Disaster Management Agency, support towards the construction of business continuity systems in local governments, enhancing the 6 critical elements* of the formulated business continuity plans, and developing support acceptance systems will continue.

*The 6 critical elements (Source: Cabinet Office, “Business Continuity Manual for Local Governments During Major Disasters”).

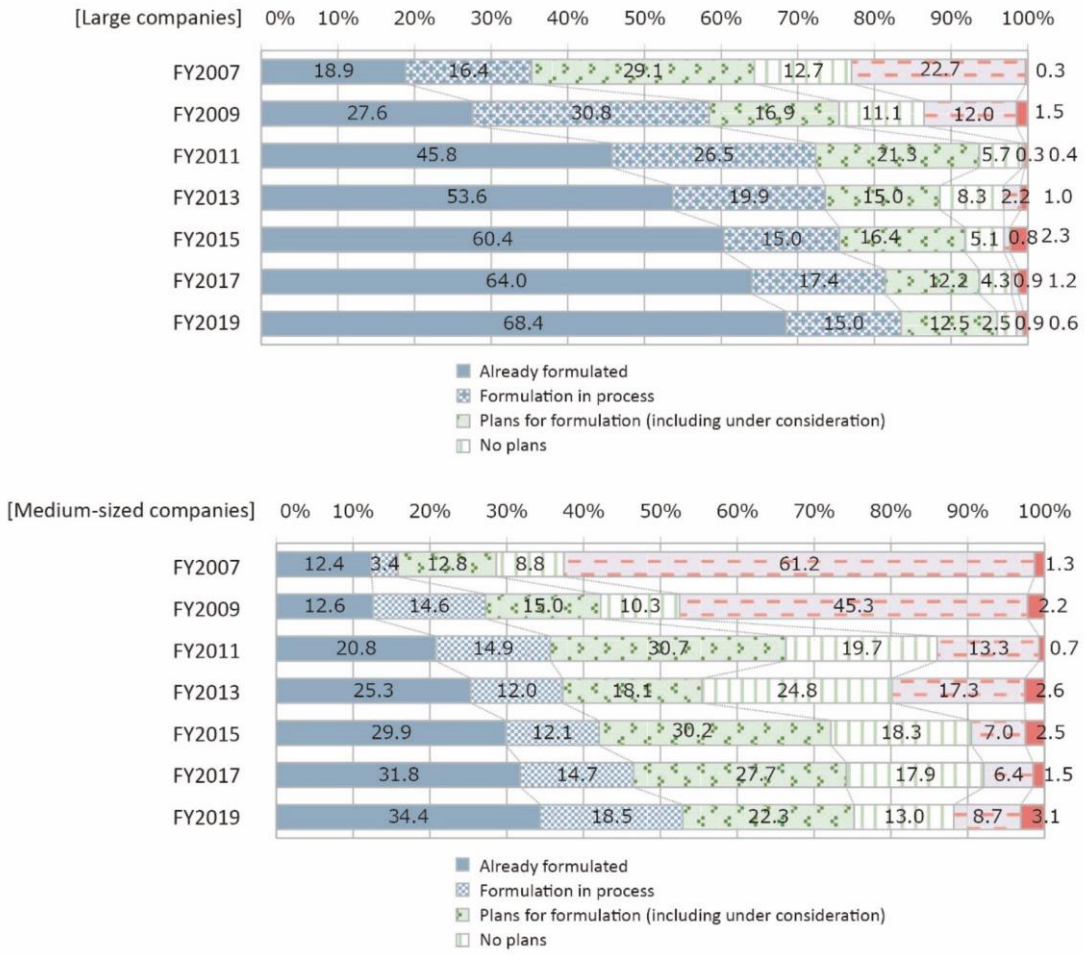
(1) clear order of representation in the absence of the head of the government and a system to gather staff; (2) designation of alternative government buildings in case the main government building becomes unavailable; (3) securing of electricity, water, food, etc. (for staff to carry out their duties); (4) securing of various communication means that can be easily connected even in times of disaster; (5) backup of important administrative data; (6) sorting out the priority tasks in case of an emergency.

(3) Status of Business Continuity Systems of Private Companies

After the Great East Japan Earthquake in 2011, it became apparent that Business Continuity Management (hereinafter referred to as “BCM”) incorporated into management strategies during normal times was crucial. For this reason, the Cabinet Office published a revised version of the “Business Continuity Guidelines Third Edition - Strategies and Responses to Overcome All Crisis Events” in 2013 that incorporates the concept of BCM and is currently recommending its widespread use, and the formulation of Business Continuity Guidelines based on the Third Edition of the Guidelines.

The Cabinet Office conducts a survey every other fiscal year on the actual situation of private companies, which includes for example the rate of BCP formulation. The results of the “2019 Fact-finding Survey on Company Business Continuity and Disaster Preparedness Initiatives” conducted in February 2020 show that the number of companies that have formulated BCPs increased to 68.4% for large companies (64.0% in the previous survey) and 34.4% for medium-sized companies (31.8% in the previous survey), and including those in the process of formulating BCPs, approximately 83% of large companies and 53% of medium-sized companies are taking action (Chart 1-7-2 and Chart 1-7-3).

FIG. 1-7-2 Status of BCP formulation by large and medium-sized companies



Source: Prepared by the Cabinet Office based on the "FY2019 Survey on Business Continuity And Disaster Prevention Measures by Businesses"

FIG. 1-7-3 Status of questionnaire collection for the Company Survey (FY2019) (large and medium-sized companies)

			All	Large companies (Capital: 1 billion yen or more; Number of full-time employees: over 50)	Medium-sized companies (Capital: less than 1 billion yen; Number of full-time employees: pver 50)	Other companies (Capital: Over 100 million yen; not a medium-sized company)
All		Number of companies	1651	554	518	579
		BCP formulation rate	**41.8**	**68.4**	**34.4**	**38.2**
Was there damage?	Yes	Number of companies	853	308	280	265
		BCP formulation rate	**42.0**	**65.6**	**31.1**	**40.6**
	No	Number of companies	791	245	234	312
		BCP formulation rate	**41.8**	**72.0**	**38.4**	**36.4**

Also, the Cabinet Office conducted a “Problem Extraction Survey on Examples of Corporate Responses to the COVID-19 crisis” during January and February 2021. The following are the main results of the survey (Chart 1-7-4 to Chart 1-7-9).

FIG. 1-7-4 **Survey Summary**

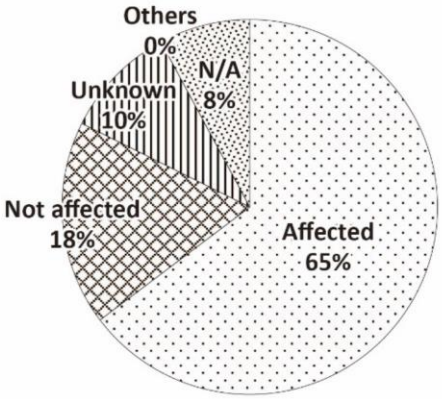
Survey targets: Trade associations, mainly those that have established industry-specific guidelines for countermeasures for COVID-19, and local associations that are actively engaged in disaster prevention activities in their communities.
Number of targets: 89 Organizations (84 Trade associations, 5 Local associations)
Number that answered: 51 Organizations (46 Trade associations, 4 Local associations, 1 Unsigned)

Main survey topics

- Effects on business continuity under the influence of COVID-19 for member companies of the associations
- New measures adopted by the associations and member companies
- Measures to promote the formulation of business continuity plans (BCPs) for member companies of the associations
- The biggest issues to business continuity in association member companies
- Lessons learned

FIG. 1-7-5 **Effects on business continuity under the influence of COVID-19 for member companies of the associations**

n=51



The following is a list of the reported effects. **(Excerpts from the comments.)**

<Not affected>

- Business continuity is required as most of the cargo stored in the warehouse are food. There is an impact on the warehousing of cargo due to the food service industry's self-restraint, but there is no major impact on business continuity itself.
- There were no effects that led to the cancellation of broadcasting.

<Affected>

(Business activities)

- Events were cancelled or rescheduled.
- Meetings, seminars, etc. were cancelled.
- Closed down factories, stopped the supply of parts, and cancelled or refrained from visiting business partners.
- Operations were suspended due to tenant closures and the disappearance of inbound demand.
- Production was reduced due to the suspension of supply chain operations and personnel reductions resulting from school closures.

(Revenues)

- "Event income" disappeared/decreased due to the continued cancellation of events.
- "Advertising revenue", which was the main source of income, decreased due to the overall economic downturn in the society.
- Corporate donations decreased.
- Rent income of real estate agents was affected due to the closure of commercial facilities.
- Demand for food products surged.

(Policies and implementation methods)

- Changed the policy to specialize in e-commerce (electronic commerce).
- Moved seminars to online.
- Broadcast programs and schedules were rearranged due to not being able to record programs or hold promotional events.
- Business continuity was achieved by avoiding the three Cs on how to hold gathering events.

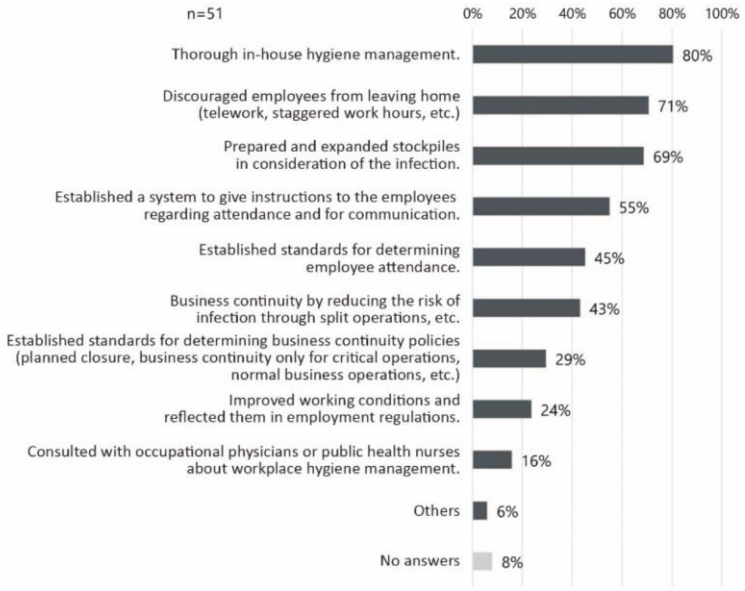
(Working styles and human resources)

- Some association member companies were not able to smoothly obtain the necessary equipment (computers, cell phones, etc.) for their employees to work remotely.
- Resignation of part-time employees due to infection risk and school and daycare closures affected employee shifts. Business hours were shortened due to staff shortages.
- There was harassment during customer service and phone calls caused by the extreme shortage of face masks and sanitizers. Employees were stressed and exhausted.

(Others)

- While the need for call centers increased due to the focus on non-face-to-face and
- non-contact services, it became necessary to avoid the 3C's, secure social distance, and reduce the number of employees coming to work, even though the early transition to telecommuting was difficult due to information security. Conflicting responses were required.
- Continued operation and management of the facility is required.
  The measures to prevent the spread of risk and infection were expanded in the workplace.

FIG. 1-7-6 New measures adopted by the associations and member companies



The following is a list of the "Others" (excerpted from the comments).

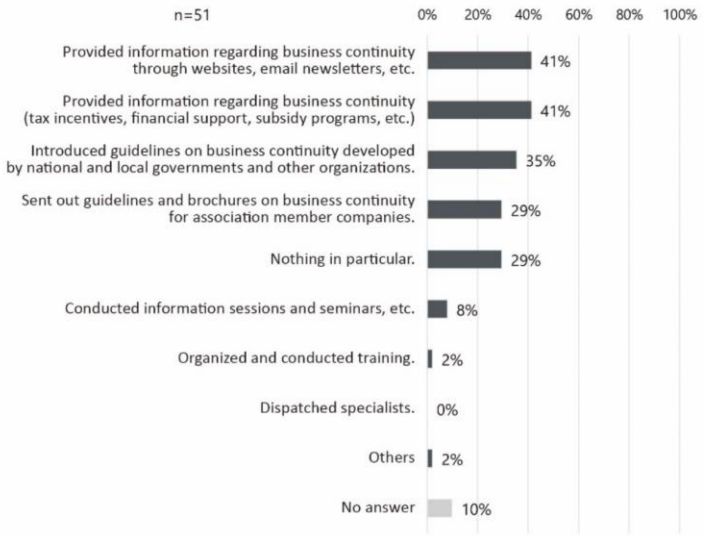
<Raised awareness by establishing guidelines.>

- Since the member companies of our association range from small companies with a few stores to listed companies with more than 1,000 stores, we used the "Guidelines for the Prevention of the Spread of COVID-19 in Retail Stores" as a basis for disseminating information according to the situation of each company.
- We formulated guidelines for the infection prevention measure of COVID-19 in businesses, and set up a customer support desk for member companies of our association.
- We formulated various guidelines. We made requests to the related ministries and agencies (Ministry of Internal Affairs and Communications and Cabinet Office) for deregulation and to obtain promotional budgets.
- We collaborated with similar associations to create and implement guidelines and posters.

<Others>

- As our industry was requested to continue operating, we operated while taking measures to prevent the spread of infection.
- Conducted temperature check, disinfection, etc.

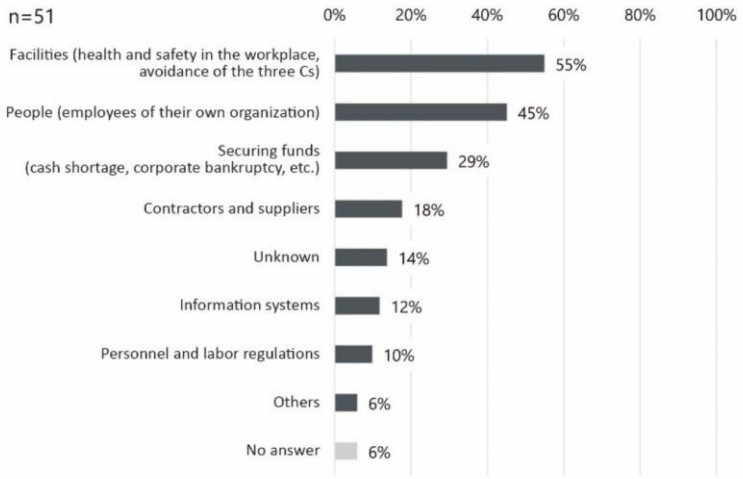
FIG. 1-7-7 **Measures to promote the formulation of business continuity plans (BCPs) for member companies of the associations.**



The following are the measures that were answered as "Others" (excerpts from the comments).

- Prepared and promoted a draft BCP model for member companies of the association, referring to guidelines for the industry and guidelines on business continuity formulated by national and local governments and other organizations.
  Provided guidelines via website.
- Have been working on it from normal times, not just for COVID-19.
- Established and promoted guidelines on COVID-19 countermeasures.
  Sent out infection control manuals.
- Shared information on how to hold events organized and sponsored by the association, as well as the online process.

FIG. 1-7-8 The biggest issues to business continuity in association member companies

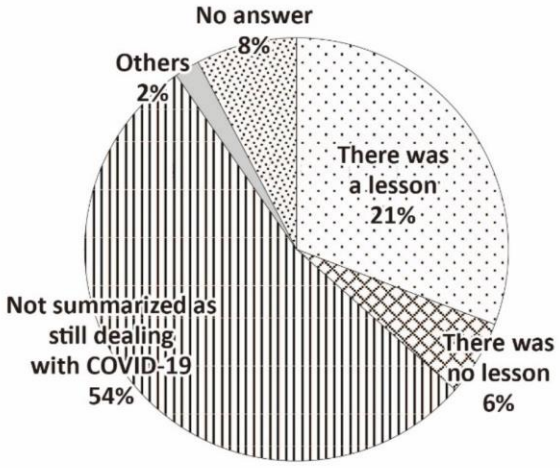


The following is a list of the "Others" (excerpted from the comments).

- Many of our association member companies are run by a small number of people. Although they are working on remote recording and devising a system of attendance based on the new lifestyle, because studios are built on the premise of being closed rooms due to sound insulation, and their offices are not large enough in some cases, ventilation is difficult in many places.
- While many small and medium-sized companies are facing a shortage of manpower, it can be difficult to secure personnel in the event of an infection.
- The issue is what measures can be taken to continue program production, event, and broadcasting operations.
- Although improvements have already been considered this year, the requirement to place official stamps on documents to be submitted to government agencies is an issue.
- There have been situations where people have had to attend work just to obtain an official stamp. The promotion of electronic applications is an issue.
- The challenge is to ensure that employees act in a way that prevents them from becoming infected.
- The issues are the digitization of accounting vouchers as confirmation and internal approval rules, the promotion of telephone transactions with business partners, and the telework of administrative work such as accounting, which has lagged even during the telework promotion period.
- We must be able to avoid the three Cs in the manufacturing sector to ensure a stable supply of pharmaceuticals.
- As our business is related to capital investment, demand has decreased due to postponement and suspension of capital investment.
- Public interest incorporated foundations have little or no internal reserves due to the principle of compensating for income and expenditure, which makes us less durable against problems like this COVID-19 crises.

FIG. 1-7-9 Lessons learned

n=51



<The following is a list of the "Others" (excerpts from the comments).>

- Our approaches so far have not been wrong.
- The office has not issued any information regarding BCP.

<Comments on lessons learned (excerpts from the comments).>

- Reviewed the system for prompt provision of information by the national and local governments, not limited to the promotion of BCP formulation.
  Since communication by post, telephone, and fax did not work well with many of the member companies working remotely, we strengthened our communication system through e-mail and the association member companies' dedicated website. However, we feel that there is a difference in the level of cooperation depending on the scale of the association member companies and the region.
- Although we had simulated the operations of the office in anticipation of a large-scale natural disaster, we had not expected that remote work would be required for a long period of time. Although we have established a system that allows remote work at all times, there are still some tasks that cannot be done remotely, and this is an issue that needs to be addressed.
- The issues to be addressed are the spread of telework, the promotion of further digitization of office work, and the thoroughness of web-based meetings and meetings avoiding close-contact .
- There is a need for rapid response to social changes in the industry.
- As the member companies of the associations differ from each other in many ways, consistent measures have been taken in the area of formulating guidelines and providing information. We would like to collaborate with other organizations and related ministries and agencies to provide more information, including that which leads to funding sources.
- We confirmed that a variety of measures, including administrative and sales-related measures, are necessary for broadcasting business continuity.
- The lessons learned include securing supply routes for equipment such as masks, remote education and training, the need for web conferencing, and the establishment of standards for holding events.
- Thorough infection prevention measures is one of the lessons we learned.
- Our association is an industry organization for long-term care insurance services, and we have promoted the use of the guidelines issued by the Ministry of Health, Labour and Welfare. In addition, the long-term care insurance system is scheduled to make the formulation of business continuity plans mandatory for all long-term care service providers, with a three-year transitional measure starting in 2021.

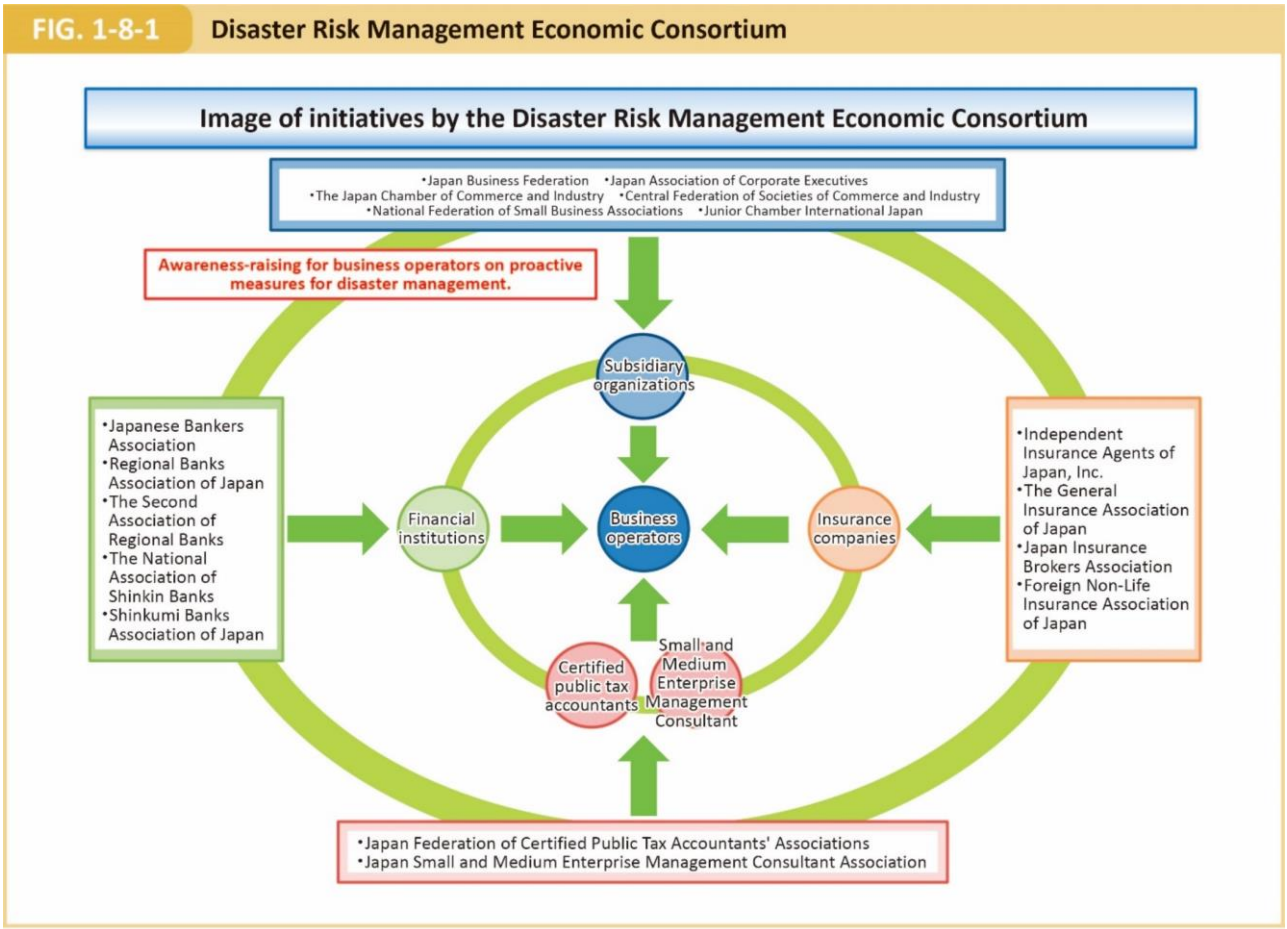
1-8 Collaboration with the Manufacturing Industry

To improve disaster risk management capabilities of society, private businesses also must enhance advance preparedness for large-scale natural disasters. This is why the “Disaster Risk Management Economic Consortium” was established on March 23, 2008, as a platform for businesses to exchange opinions and communicate (Chart 1-8-1).

The Cabinet Office has provided support by exchanging information as needed to ensure that the public and private sectors work in unison on these industrial initiatives. In FY 2020, reference indicators and examples were posted on the Cabinet Office's website to allow businesses to understand the effects of advance measures against flooding damage.

(Reference: http://www.bousai.go.jp/kyoiku/consortium/index.html)

FIG. 1-8-1 Disaster Risk Management Economic Consortium



Source: Cabinet Office documents

The “Disaster Risk Management Economic Consortium” formulates the “Principles of Disaster Management Economic Action”, a shared concept for businesses to prepare for disasters in advance (Chart 1-8-2).

In FY 2020, the members of 17 organizations mainly carried out activities to promote and spread the concept of the principles down to their own subsidiary organizations. Not only did the members have a chance to exchange their opinions, but 3 administrative meetings were also held including lectures by experts and information provided by various government agencies regarding disaster management.

FIG. 1-8-2 About the "Principles of Disaster Management Economic Action"

Principles of Disaster Management Economic Action

March 23, 2018
Disaster Management Economic Consortium

[Preamble]

Due to its natural conditions, Japan is prone to disasters.
For this reason, it is important for business operators to recognize when making business decisions that disaster risk management is a fundamental part of business management.
For large scale disasters in particular, it is critical for business operators to make preparations as described in (1) to (4) below based on self-help and mutual support approaches because of the limitations of public support.

(1) Business operators shall appropriately recognize and understand their own disaster risks.
(2) Businesses shall implement disaster prevention measures through effective disaster risk management based on a combination of risk control (e.g., seismic reinforcement, BCP measures) and financial risk management (e.g., insurance, loans, cash holdings) in accordance with their recognized and understood disaster risks.
(3) Business operators shall enhance disaster prevention education to their executives/employees to raise their awareness in order to act on their own initiative.
(4) Business operators shall implement self-help and mutual-help disaster prevention measures by collaborating and communicating with business partners, financial institutions, trade associations, and other related organizations that are indispensable to their own business operations.

The Principles of Disaster Management Economic Action should be respected in the activities of the members of the Disaster Management Economic Consortium so that business operators can prepare in advance through self-help and mutual support, resulting in an increase in disaster risk management capacity of a society as a whole.

[Principles of Disaster Management Economic Action]

Due to its natural conditions, Japan is prone to disasters.
For this reason, it is important for business operators to recognize when making business decisions that disaster risk management is a fundamental part of business management.
For large scale disasters in particular, it is critical for business operators to make preparations as described in (1) to (4) below based on self-help and mutual support approaches because of the limitations of public support.

1. The members of the Disaster Management Economic Consortium shall promote the necessary measures to achieve (1) to (4) of the [Preamble].
2. The members of the Disaster Management Economic Consortium shall share knowledge and information obtained with the Disaster Management Economic Consortium and providing them to business operators as much as possible in order to promote the improvement of disaster risk management capabilities of society as a whole.
3. The members of the consortium will promote and raise awareness to improve the disaster risk management capabilities of business operators by using creativity and ingenuity based on the characteristics of the industry to which the members belong.

End.

Source: Cabinet Office website
(Reference: http://www.bousai.go.jp/kyoiku/consortium/index.html)

1-9 Measures in Academic Fields

In Japan, research on disaster management is being performed in a variety of fields, including natural phenomena such as earthquakes, tsunamis, volcanoes, and torrential rains; structural engineering and architecture; medical and sanitary services such as emergency medical and environmental hygiene; human activities including economics, geography, and history; information; and energy and others. As a result of the Great East Japan Earthquake, disaster management and mitigation research from a comprehensive and multidisciplinary perspective in these fields is essential, and the necessity of promoting the sharing of information and exchange between different fields that transcend the boundaries of specialized fields, as well as interdisciplinary collaboration, is recognized. For this purpose, after discussions at the Science Council of Japan and related academic societies, the “Japan Academic Network for Disaster Reduction” was established in January 2016 as a

network of 47 academic societies related to disaster management, mitigation, and recovery. As of the end of March 2021, 58 academic societies are participating in this network.

In FY 2020, considering the situation of COVID-19, the organization held its first web conference, “Recent Abnormal Weather and Global Warming, Including Preparations for This Summer,” in June, and its second web conference, “Countermeasures for COVID-19 and Activities of the Japanese Association for Disaster Medicine,” in July. In January 2021, they also held the 11th Japan Academic Network for Disaster Reduction Symposium held by the Science Council of Japan, “’10 Years Memorial and Beyond Great East Japan Earthquake Disaster’ 58 Academic Societies and Japan Academic Network for Disaster Reduction” online. As the 10th anniversary of the Great East Japan Earthquake approaches, the participants reviewed the experience of the Great East Japan Earthquake and the development of activities following the disaster and presented future plans.

Commemorative photo of the 11th Japan Academic Network for Disaster Reduction Symposium held by the Science Council of Japan

1-10 Strengthening Disaster Response Measures from the Gender Equality Perspectives

The occurrence of a large-scale disaster threatens the lives of all people, especially women who account for 51.3% of the population (Ministry of Internal Affairs and Communications, “Population Estimates,” as of October 1, 2019). It is essential for disaster prevention and mitigation, and for the achievement of a disaster-resilient society, that disaster response be based on sufficient consideration of the differences between women and men in the impact of disasters.

In May 2020, the Cabinet Office issued the “Women’s Perspectives to Strengthen Disaster Response Capabilities - Guidelines for Disaster Prevention and Reconstruction from the Perspective of Gender Equality - “ (hereinafter referred to as the “Guidelines”) to promote efforts by local governments to respond to disasters from a gender equality perspective at each stage of preparedness from normal time, initial response, evacuation life, and recovery and reconstruction. The Director-General of the Cabinet Office’s Gender Equality Bureau and the Director-General for Disaster Management jointly issued a notice to local governments on the promotion of measures based on the Guidelines. Also, the Basic Disaster Management Plan was revised to add new provisions such as clarifying the roles of the Gender Equality Department and Centers for promotion of gender equality in local disaster management plans.

During the heavy rain event in July 2020, a Gender Equality Bureau staff was dispatched to the Kumamoto Prefecture Government Office for the first time as a member of the “Cabinet Office Survey Team” sent to the affected areas and supported the Gender Equality Division. More specifically, the staff visited the affected municipalities and requested local government officials involved in operation of evacuation shelters to utilize the Guidelines. Based on the request from national government, the head of the Environmental and Community Affairs Department in charge of the Gender Equality Division, encouraged the use of the Guidelines and the Evacuation Shelter Checklist at the meeting for the Disaster Management Headquarter, and handed out the Checklist to all prefectural government officials dispatched to shelters and encouraged its use. Also, officials from the Gender Equality Division were assigned to the Shelter Support Office, which was established as a subsidiary organization of the Disaster Management Headquarters.

The Fifth Basic Plan for Gender Equality, approved by the Cabinet on December 25, 2020, sets the following measures to strengthen disaster response from gender equality perspectives, targeting to increase the ratio of female members in Prefectural and Municipal Disaster Management Councils to 30% by 2025.
(Reference: https://www.gender.go.jp/about_danjo/basic_plans/5th/pdf/2-08.pdf)

- At national and local levels, disaster/risk management departments and gender equality departments shall collaborate and coordinate more intensively from normal times to promote disaster management from gender equality perspectives.
- The government shall request each prefecture to increase the proportion of female members in prefectural disaster management councils. In addition, to ensure at an early stage that all municipal disaster management councils have at least one female member, and to drive forward initiatives to increase the proportion of female members, the government shall collaborate with the prefectures and provide good examples of municipalities that actively promote female members (Chart 1-10-1, Chart 1-10-2).

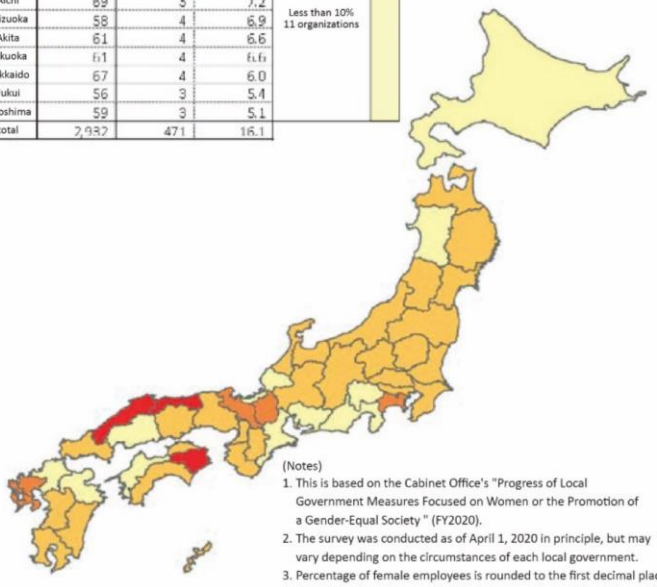
- At the local Disaster Management Headquarters, efforts shall be made from normal times to assign female officials and/or officials in charge of gender equality, and to encourage male officials who will be members of the headquarters to have a better understanding of disaster response measures from gender equality perspectives.
- The national government shall monitor and evaluate the efforts of local governments based on the Guidelines and make them “visible.”

Additionally, the Cabinet Office is revising the “Disaster Management Training Program from Gender Equality Perspectives”, aiming to enable all personnel involved in disaster response in local governments to plan and implement disaster management measures from gender equality perspectives, referring to the contents of the Guidelines.

FIG. 1-10-1 Changes in the ratio of female members of local disaster management councils

The ratio of female members of local disaster management councils

Prefectures	Total members (persons)	Female members (persons)	Raito of female members (%)	
Tokushima	81	38	46.9	More than 40% 3 organizations
Tottori	67	27	40.3	
Shimane	72	29	40.3	
Saga	70	20	28.6	20% to less than 30% 5 organizations
Shiga	60	14	23.3	
Kyoto	66	15	22.7	
Kanagawa	57	12	21.1	
Nagasaki	60	14	20.6	
Iwate	76	15	19.7	10% to less than 20% 28 organizations
Gifu	61	12	19.7	
Tochigi	56	11	19.6	
Nagano	78	15	19.2	
Niigata	76	14	18.4	
Aomori	60	11	18.3	
Chiba	53	9	17.0	
Fukushima	54	9	16.7	
Miyazaki	55	9	16.4	
Toyama	60	11	16.2	
Kagoshima	63	10	15.9	
Miyagi	58	9	15.5	
Wakayama	55	8	14.5	
Hyogo	56	8	14.3	
Okayama	50	7	14.0	
Ibaraki	52	7	13.5	
Kagawa	60	8	13.3	
Nara	61	8	13.1	
Okinawa	54	7	13.0	
Yamagata	62	8	12.9	
Gunma	48	6	12.5	
Kumamoto	57	7	12.3	
Tokyo	74	9	12.2	
Osaka	59	7	11.9	
Yamaguchi	60	7	11.7	
Saitama	73	8	11.0	
Ishikawa	70	7	10.0	
Kochi	60	6	10.0	
Yamanashi	64	6	9.4	Less than 10% 11 organizations
Oita	58	5	8.6	
Mie	60	5	8.3	
Ehime	61	5	8.2	
Aichi	69	5	7.2	
Shizuoka	58	4	6.9	
Akita	61	4	6.6	
Fukuoka	61	4	6.6	
Hokkaido	67	4	6.0	
Fukui	56	3	5.4	
Hiroshima	59	3	5.1	
total	2,932	471	16.1	



(Notes)
1. This is based on the Cabinet Office's "Progress of Local Government Measures Focused on Women or the Promotion of a Gender-Equal Society " (FY2020).
2. The survey was conducted as of April 1, 2020 in principle, but may vary depending on the circumstances of each local government.
3. Percentage of female employees is rounded to the first decimal place.
4. Some islands may be omitted for the convenience of the data notation.

Source: Based on the Cabinet Office's "Progress of Local Government Measures Focused on Women or the Promotion of a Gender-Equal Society " (FY2020)

FIG. 1-10-2 The outcome targets of prefectural disaster management councils and municipal disaster management councils under the 5th Basic Plan for Gender Equality

Items		Current status	Outcome target (deadline)
Percentage of female members of prefectural disaster management councils		16.1% (2020)	30% (2025)
Percentage of female members of municipal disaster management councils			
	Number of councils without female members	348 (2020)	0 (2025)
	Ratio of female members	8.8% (2020)	15% (Early stage) Target further to 30% (2025)

Source: The 5th Basic Plan for Gender Equality “Toward a Reiwa Society Where All Women and Girls Can Thrive and Achieve Their Full Potential” (approved by the Cabinet on December 25, 2020)

【Column】

How to Expand the Participation of Female Members in Local Disaster Management Councils

In the Fifth Basic Plan for Gender Equality (approved by the Cabinet on December 25, 2020), the target is to achieve a 30% ratio of female members in Local Disaster Management Councils by 2025. However, currently, the ratio of female members in Prefectural Disaster Management Councils averages 16.1% and in Municipal Disaster Management Councils 8.8%, which is extremely low*1.

The Local Disaster Management Council members are defined by Article 15 of the Basic Act on Disaster Management, and others. The reason for the low number of female members is that the positions are appointed from designated positions and these designated positions (heads of organizations) are mostly males. In contrast, in disaster management councils where the ratio of female members is high, each local government is making efforts to increase the number of female members under the strong leadership of its head to promote gender equality.

Tokushima Prefecture ranks first in Japan in the ratio of female members of its Local Disaster Management Council at 46.9% (FY 2020). The prefecture amended its ordinance in 2014 to increase the number of the Council's members by 20 and has been actively promoting the appointment of women. Currently, No. 5 committee members, appointed by the governor from among prefectural employees, include female managers of the Health and Welfare Department and Youth Department, making 11 out of 12 members female. Also, the No. 8 committee members, appointed from voluntary disaster management organizations, and scholars and experts by the governor, include representatives of organizations for women, childcare, the elderly, and people with disabilities, making all 21 members female*2.

In the prefecture, hardly any women turn down requests from the prefectural government to serve as members of the Disaster Management Council, as the prefecture collaborates with women leaders active in the community from normal times. In addition, the increase of female members in the Disaster Management Council has helped to make it easier to learn about women's concerns in disaster response, and to operate shelters considering the needs of women and persons requiring special care *3.

Research has shown that the higher the percentage of female members in Local Disaster Management Councils, the higher the percentage of household items, women's and infant items, and others stockpiled regularly. It has been pointed out that an increase in the ratio of female members in local disaster management councils and

decision-making bodies leads to the incorporation of women's perspectives in local disaster management plans, allowing them to meet needs and take necessary measures that are often overlooked by men*4.

The Cabinet Office will encourage local governments to encourage efforts to increase the participation of women in their Local Disaster Management Councils by providing positive examples of municipalities actively appointing female members to their Local Disaster Management Council.

*1: Cabinet Office, "Progress of Local Government Measures Focused on Women or the Promotion of a Gender-Equal Society" (FY 2020).
(Reference: https://www.gender.go.jp/research/kenkyu/suishinjokyo/suishin-index.html)

*2: Tokushima Prefecture website, "About the Disaster Management Council of Tokushima Prefecture 2020" (As of February 9, 2021).
(Reference: https://anshin.pref.tokushima.jp/docs/2020102000010/)

*3: Interview with the Tokushima Zero Strategy Section, Crisis Management and Environment Department, Tokushima Prefecture (February 4, 2021).

*4: Cabinet Office, "Women's Perspectives to Strengthen Disaster Response Capabilities - Guidelines for Disaster Prevention and Reconstruction from the Perspective of Gender Equality -" (p.12) (May 2020).
(Reference: https://www.gender.go.jp/policy/saigai/fukkou/guideline.html)