

## Section 2: Disaster Management Frameworks, Disaster Response, and Preparation

### 2-1 Revision of the Basic Plan for Disaster Risk Reduction

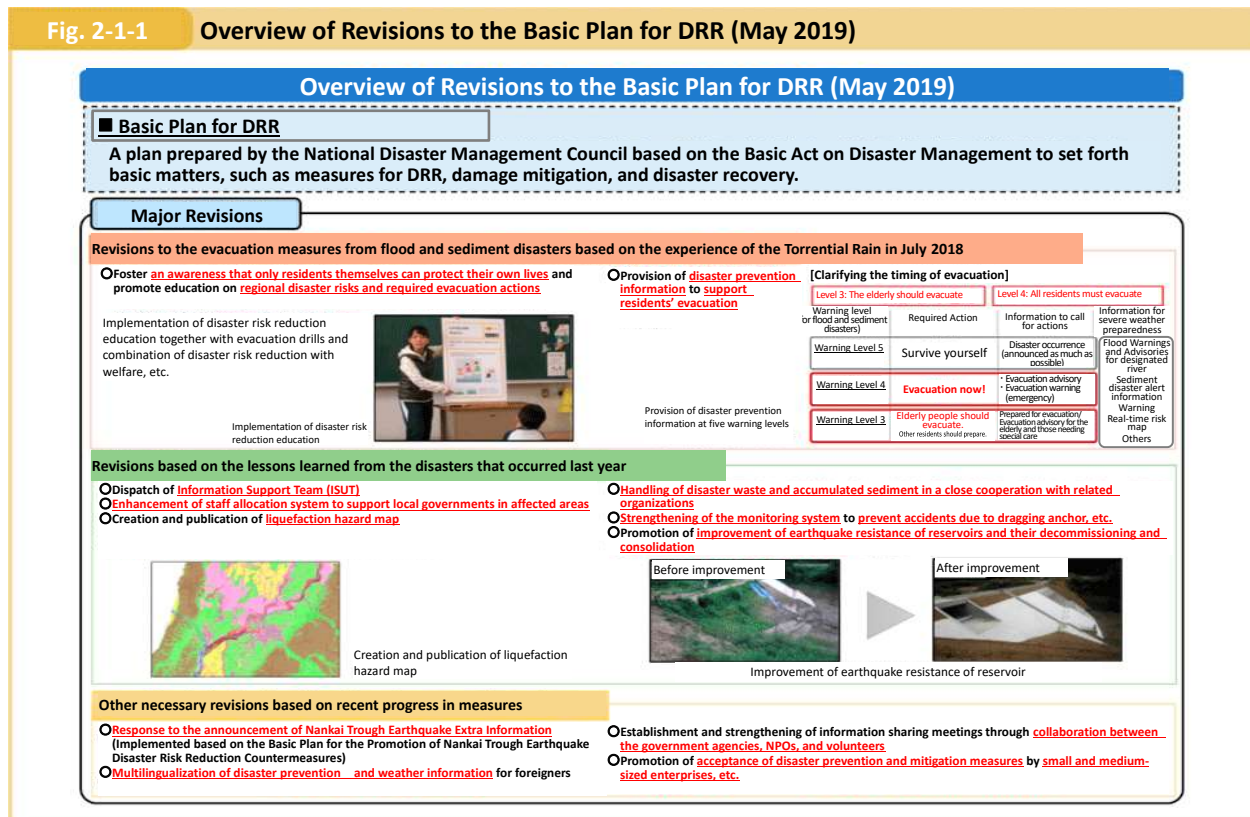
The Basic Plan for Disaster Risk Reduction is decided by the National Disaster Management Council in accordance with Article 34 of the Basic Act on Disaster Management. It is reviewed annually and revised when deemed necessary, to take account of the findings from scientific research concerning disasters and their prevention, as well as disasters that have occurred and the effects of emergency disaster management measures implemented in response. Local governments are required to develop Local Plans for DRR, while Designated Administrative Organizations and Designated Public Corporations are required to develop Disaster Management Operations Plans, which must be based on the Basic Plan for DRR.

In FY2019, the Basic Plan for DRR was revised in May of FY2019 (Fig. 2-1-1). The main revisions include the addition of the description of how to deal with issues revealed during the Heavy Rain Event of July 2018.

More specifically, we have added the following content for evacuation measures from flood and sediment disasters based on experience of the Heavy Rain Event of July 2018: Fostering an awareness that “protecting our own lives by ourselves” disseminating local disaster risks and evacuation actions that should be taken and providing disaster prevention information that supports the evacuation of residents, etc., as well as a description based on the lessons learned from the disasters that occurred in 2018, such as dispatching Information Support Teams (ISUTs) and enhancing the staff allocation system to support local governments in affected areas.

In addition, necessary revisions have been made based on recent developments in measures, such as responding to the announcement of Nankai Trough Earthquake Extra Information and providing multilingual disaster prevention and weather information for foreigners.

Fig. 2-1-1 Overview of Revisions to the Basic Plan for DRR (May 2019)



Source: Cabinet Office

## 2-2 Enhancement of the Training Contents for Local Government Heads and Officials

The ability to respond swiftly and accurately to a disaster largely relies on the knowledge and experience of the head of a local government and officials in charge of disaster management. Accordingly, in FY2013, the Cabinet Office began offering Disaster Management Specialist Training Courses for national and local government employees, to build capacity to respond swiftly and accurately to crises and to develop networks of national and local government organizations.

As part of such efforts, we conducted “Training at Ariake-no-Oka Core Wide-Area Disaster Prevention Center” in FY2019. This involved holding a Working Group for each course to examine and review matters such as curriculums, training guidelines, textbooks, tests and human networks with coordinators. From FY2019, we conducted Regional Training to help the region promote the development of independent disaster risk reduction personnel. In the training, we included contents that reflected the actual situation and needs of a particular region and trained local government staff engaged in disaster risk reduction activities.

The Cabinet Office and Fire and Disaster Management Agency jointly held a National Seminar on Disaster Prevention and Crisis Management for Heads of Local Government to improve the capacity of municipal mayors who would spearhead the municipality in the event of a disaster to make decisions faster and more accurately. In the seminar held in FY2019, which specifically encouraged those newly in office, 297 new municipal mayors joined and learned about the proper initial responses as the head of a municipality and actual examples of initial responses taken by the disaster-affected local governments.

In addition, the Cabinet Secretariat, Cabinet Office and Fire and Disaster Management Agency co-sponsored a Special Training Course on Disaster Prevention and Crisis Management for persons overseeing disaster and crisis management at related ministries and agencies, prefectural governments and ordinance-designated cities over two days in April FY2019 at the Local Autonomy College.

These training courses and seminars should be further enhanced to improve the national capability of disaster management and response now and in future.



The Training Course at the Ariake-no-Oka Core Wide-area Disaster Prevention Base in FY2019



The National Seminar on Disaster Prevention and Crisis Management for Heads of Local Government in FY2019

## 2-3 Securing Designated Emergency Evacuation Sites and Designated Shelters

Designated emergency evacuation sites are positioned as facilities or places to which local citizens and others should evacuate urgently to safeguard their lives in the event of imminent danger from a tsunami, flood, or other such hazard. Designated shelters are facilities for accommodating people who have evacuated until the danger posed by a disaster has passed or for accommodating them temporarily when a disaster prevents their returning home.

The distinction between evacuation sites and shelters was not entirely clear at the time of the Great East Japan Earthquake, which was a factor that increased the harm. Accordingly, the Cabinet Office revised the Basic Act on Disaster Management in 2013 to require mayors of municipalities to designate both kinds of evacuation facility in advance, making a distinction between designated emergency evacuation sites and designated shelters, and issue a public notice to notify citizens of details of these facilities. Fig. 2-3-1 shows the designation status of designated emergency evacuation sites as of April 1, 2019.

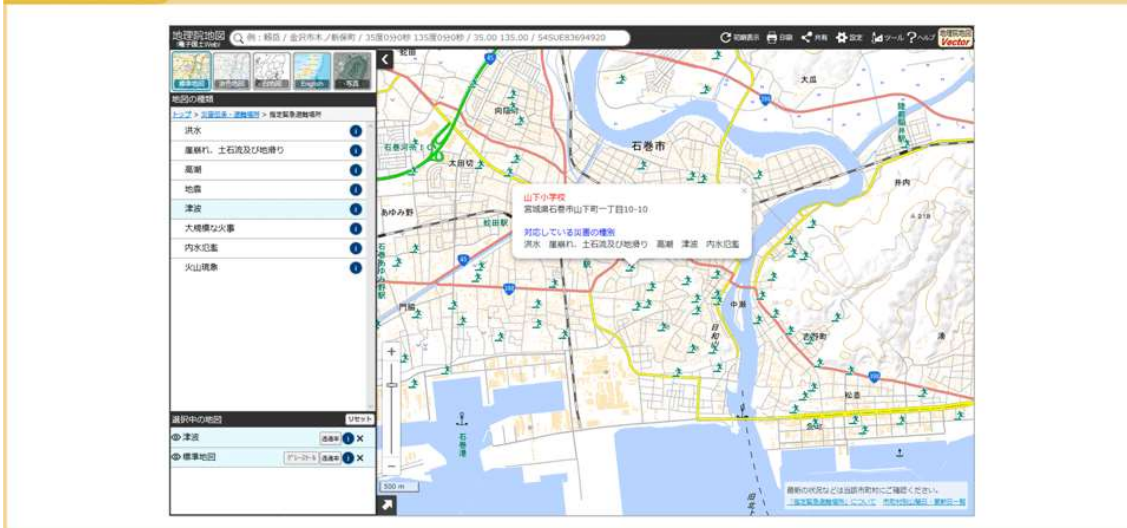
**Fig. 2-3-1 Designated Emergency Evacuation Sites**

	Number of designated emergency evacuation sites by type of anomalous phenomenon								Total
	Flood	Sediment disaster	Storm surge	Earthquake	Tsunami	Widespread fire	Rain inundation	Volcanic phenomena	
Number of designated evacuation sites (sites)	67,283	61,828	19,514	80,546	36,313	37,513	36,286	9,276	109,764
Expected capacity (10,000 people)	12,220	12,903	5,464	22,645	8,428	15,623	7,239	2,351	

Source: Formulated by the Cabinet Office based on the Fire and Disaster Management Agency report “Status of Regional Disaster Management Administration” (multiple responses permitted for each category)

To help local governments evacuate people smoothly and promptly, the Cabinet Office, the Fire and Disaster Management Agency of the Ministry of Internal Affairs and Communications and the Geospatial Information Authority of Japan have enabled designated emergency evacuation sites, i.e., places to evacuate urgently to protect people against disasters, to be displayed on the “GSI Map”, which is managed by the Geospatial Information Authority of Japan. (Fig. 2-3-2) (Reference: <https://www.gsi.go.jp/bousaichiri/hinanbasho.html>)

Fig. 2-3-2 Display example of designated emergency evacuation site



Source: Geospatial Information Authority of Japan website  
(Reference: <https://www.gsi.go.jp/bousaichiri/hinanbasho.html>)






Along with the Fire and Disaster Management Agency of the Ministry of Internal Affairs and Communications, the Cabinet Office is encouraging local governments to specify their designated emergency evacuation sites without delay. As local governments are required to specify designated emergency evacuation sites for each type of disaster, the Cabinet Office is calling on local governments nationwide to lose no time in starting to install signs that comply with the Hazard Specific Evacuation Guidance Sign System (JIS Z 9098), which was instituted in March 2016 to enable evacuees to clearly identify such facilities (Fig. 2-3-3).

(Reference: <http://www.bousai.go.jp/kyoiku/zukigo/index.html>)



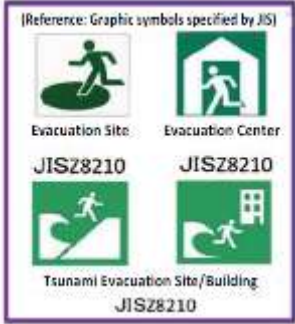
Example of a sign compliant with the Hazard Specific Evacuation Guidance Sign System

Fig. 2-3-3 Standardization of graphic symbols for evacuation sites, etc.

Disaster type in Basic Act	JIS symbol by disaster type	
Tsunami	Tsunami/storm surge. (Old symbols are also used, symbols for general maps are created)	
Storm surge		
Flood	Flood	
Rain inundation	Rain inundation	
Slope failure	Slope failure	
Debris flow	Debris flow	
Landslide	Landslide	
Fire disaster	Fire disaster	
Earthquake	Indicated by a disaster (tsunami, widespread fire, etc.)	
Volcanic eruption	A dissemination campaign is conducted for evacuation to designated sites.	

- **Evacuation sites need to be specified for each disaster type** by the revised Basic Act on Disaster Management.
- Related ministries and agencies decided to launch a liaison conference to standardize graphic symbols for evacuation sites, etc. The JIS Drafting Committee creates draft symbols, which are then reported to the Minister of Economy, Trade and Industry.  
→**The graphic symbols were standardized by JIS on March 22, 2016.**
- **Discussion for international standardization is ongoing** based on the proposal from Japan to the ISO.

(Reference: Graphic symbols specified by JIS)



Evacuation Site: JISZ8210

Evacuation Center: JISZ8210

Tsunami Evacuation Site/Building: JISZ8210

Source: Cabinet Office

The number of shelters designated pursuant to Article 49-7 of the Basic Act on Disaster Management increased from 48,014 as of October 1, 2014 to 78,243 as of October 1, 2019, as a result of the government's effort to urge municipalities that have not designated shelters to swiftly complete designation, which had been continued since the establishment of the designation system in April 2014.

Following situations that have arisen in recent disasters, various problems have been pointed out in relation to efforts to provide an appropriate living environment at shelters, including the need to improve toilet facilities there. Even in the event of a disaster, when evacuees are compelled to lead their lives amid the inconvenient conditions of a shelter, it is important to improve the quality of life in shelters and seek to ensure a good living environment. Accordingly, since July 2015, the Cabinet Office has been holding meetings of the Study Group on Securing Shelters and Improving their Quality, to consider and take the necessary steps to deal with a wide range of issues, including encouraging municipalities to designate shelters and welfare shelters, improving toilet facilities at shelters, and developing support and consultation systems for persons requiring special care.

Based on discussions by this committee, the Guidelines for Ensuring Satisfactory Living Conditions at Shelters (published by the Cabinet Office in August 2013) were partially revised in April 2016. At the same time, based on these revised guidelines, the Cabinet Office published three other sets of guidelines: the Shelter Management Guidelines; the Guidelines for Securing and Managing Toilets at shelters; and the Guidelines for Securing and Managing Welfare Shelters (Fig. 2-3-4).

In addition, the FY2016 Report on Case Examples of Support for Affected People at shelters was compiled and published in FY2017. The Report on the Study on Measures for Ensuring Satisfactory Living Conditions at Designated Shelters was published in FY2018 as supplementary documents to the Shelter Management Guidelines (Fig. 2-3-4)

(Reference: <http://www.bousai.go.jp/taisaku/hinanjo/index.html>)



**Evacuation Shelter Management Guidelines (April 2016)**

The guidelines emphasize the establishment of systems for internal and external partnership and cooperation before disaster occurs, as well as attaching importance to maintaining the health of evacuees. In addition, they provide a specific checklist of 19 tasks that should be carried out at each stage of disaster response (preparation, initial response, emergency response, and recovery), specifying detailed tasks that tend to be overlooked, such as arrangements for toilets, beds, baths, and pets.

**Guidelines for Securing and Managing Toilets at Evacuation Shelters (April 2016)**

The guidelines stress the importance of securing and managing toilets. This is because a growing number of affected people experience discomfort due to the unhygienic state of toilets in times of disaster, which leads them to refrain from using the toilet by restricting food and/or water intake to reduce the need to use the toilet, running the risk of adverse impacts on their health or even their lives in a worst-case scenario.

**Guidelines for Securing and Managing Welfare Evacuation Shelters (April 2016)**

These guidelines are the updated version of the Guidelines on the Establishment and Management of Welfare Shelters (June 2008) revised based on the lessons learned from the Great East Japan Earthquake. Based on an understanding that preparedness efforts are essential in bringing about effective response operations in the event of a disaster, these Guidelines stress the importance of promoting welfare shelters-related initiatives under the initiative of municipalities before a disaster occurs.

**FY2016 Report on Case Examples of Support for Affected People at shelters (April 2017)**

This report is based on the results of surveys with local governments, social welfare facilities, persons with disabilities, and evacuees from the Kumamoto Earthquake, as well as interviews with NPOs, disabled people's groups, persons with disabilities, and local government employees who were in charge of managing shelters. Based on the results of these surveys, the Report summarized facts and challenges concerning support for the affected people at shelters, as well as advanced examples of countermeasures promoted in various areas.

**Report on the Study on Measures for Ensuring Satisfactory Living Conditions at Designated Shelters (August 2018)**

Based on the experience of the July 2017 Northern Kyushu Heavy Rain and opinions from local governments, the government carried out a survey concerning the needs of affected people, interviews with experts, a survey and interviews with local governments. The Report summarizes measures to ensure good living conditions in designated shelters based on the results of the above surveys.

Source: Cabinet Office website  
(Reference: <http://www.bousai.go.jp/taisaku/hinanjo/index.html>)

**Column: Ideal Shelter in the Event of a Disaster**

It is crucial to secure supplies for evacuees and improve the living environment at shelters as part of such work.

For the Faxai and Hagibis typhoons having occurred last year in 2019, the Cabinet Office notified local governments eligible under the Disaster Relief Act that the national government would bear the cost of installing kitchenettes and cardboard beds, etc. to help improve the living environment at the shelters. In addition, the Cabinet Office dispatched staff to affected local governments to understand the needs and issues of the affected areas and promoted a push-mode support for food, beverages, cardboard beds and other supplies necessary for daily life.

For local governments subject to the Disaster Relief Act, the residents of which are expected to endure long-term evacuation life, the Cabinet Office has provided an adequate system to maintain a hygienic environment and manage the health of evacuees and offered opportunities for bathing, etc. Bathing opportunities were secured, not only for those living in shelters but also those at home who may be otherwise unable to take a bath due to power or water outages. The Cabinet Office has decided to subsidize the costs of bathing, staying, etc. at private hotels or inns with disaster relief costs. During Typhoon Hagibis in 2019, approximately 1,000 victims used the bathing services in five prefectures.

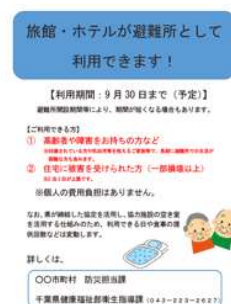
Performance of push-mode support in the Typhoon Hagibis in 2019

Article	Quantity
Food (Packed rice, retort food, etc.)	179,500
Beverages (Water, tea, etc.)	357,800
Cardboard bed	3,900
Clothing (Underwear, sweatshirts, etc.)	20,400
Heating apparatus (Electric blankets, hot carpets, stoves, etc.)	1,100
Blanket	11,500
Others (Baby products, masks, sandbags, etc.)	655,500

(As of January 10, 2020: Cabinet Office survey)



Scene of shelter (Former 2<sup>nd</sup> Kashimadai Elementary School, Osaki City, Miyagi Prefecture)



Flyers distributed by Chiba Prefecture to its municipalities

Conversely, there were inappropriate responses at some shelters; street dwellers (the homeless) were not accepted because they did not have a certificate of residence at the municipality. Accordingly, we stipulated in the Basic Plan for DRR that municipalities should properly accept all evacuees, regardless of whether or not they have a certificate of residence. At some shelters, there were cases in which insufficient measures were taken for pets and their owners. Moreover, we stipulated in the Basic Plan for DRR that the municipalities should promote the acceptance of pets, such as securing space for pets at shelters. (This revision is to be decided at the National Disaster Management Council scheduled for mid-May 2020)

## 2-4 Use of ICT in Disaster Management

As seen in recent disasters, many of affected people would stay in their cars or elsewhere but not in shelters. This may also hinder efforts to integrate information, including understanding the action of these people, the needs of evacuees at shelters and the distribution of supplies. In response, the national government, local governments and private companies and organizations must share information through public-private partnership at ordinary times and respond to disasters promptly.

For this reason, the Cabinet Office organized the National and Local Government Public-Private Disaster Information Hub Promotion Team under the Working Group for the Promotion of Standardization of Disaster Measures of the Disaster Management Implementation Committee, the National Disaster Management Council to utilize information and communication technology (ICT), which may be an effective means of sharing

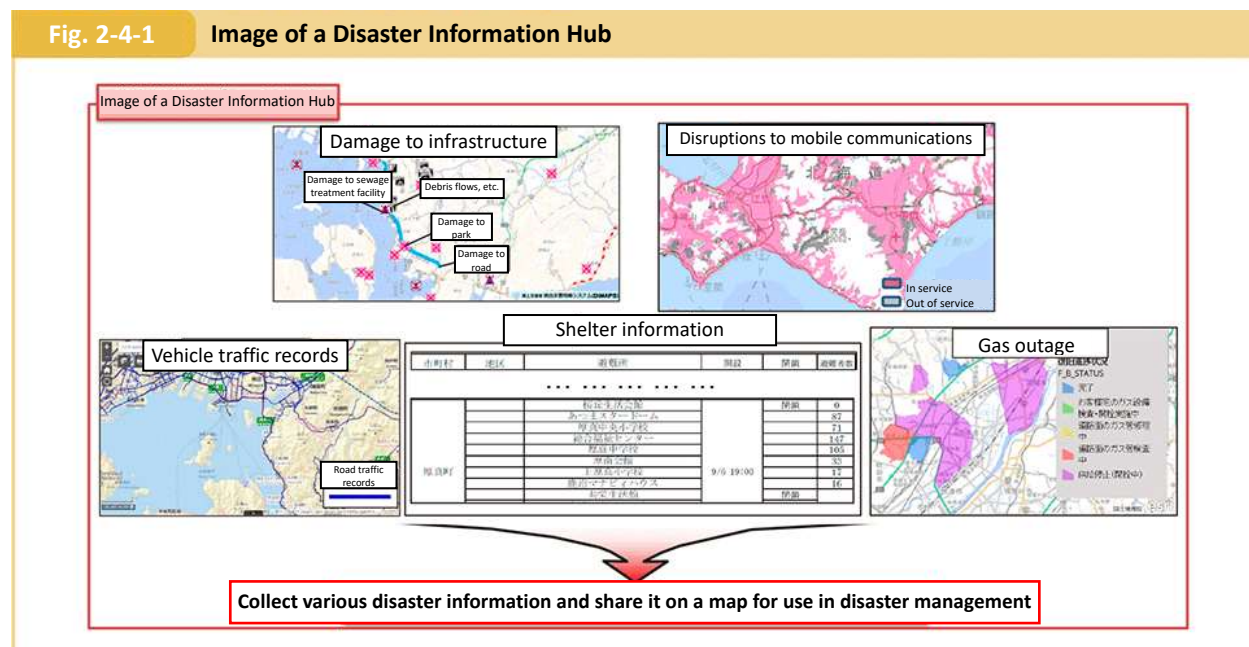
information, and promote rules for the methods and periods of sharing information between related agencies and the distribution of information according to these rules (“disaster information hub” (Fig. 2-4-1)). (Refer to: <http://www.bousai.go.jp/kaigirep/saigaijyohouhub/index.html>)

In FY2018, we set up a local dispatch team called Information Support Team (ISUT) to work on a trial basis, with full-scale operation commencing from FY2019. The ISUT collects, maps and provides disaster and shelter information in the event of a large-scale disaster to support disaster responses by local governments. At some disaster sites, some information (dynamic information), such as on damage status and disaster waste, changes from moment to moment, making it difficult to establish a system based on such information even if data is shared in advance. However, in order for disaster responders to make accurate decisions, it is very important to superimpose such dynamic information on a map and systematically grasp the situation. So, the ISUT, which collects, organizes, maps, and shares such information with related organizations, can support disaster responders in making quick and accurate decisions.

The ISUT has responded to disasters seven times, including the Heavy Rain Event of July 2018 and Typhoon Hagibis in 2019. At the time of Typhoon Hagibis in 2019, in particular, we dispatched it to six prefectural government offices, such as Miyagi, Fukushima, Ibaraki, Tochigi, Saitama and Nagano, to support efforts to collect and organize information and create maps (Fig. 2-4-2). These maps were used to explain the situation at the Disaster Management Headquarters of the affected prefectures and municipalities and to the support staff from working organizations and other local governments, thus boosting effective disaster responses on the part of local governments.

On the other hand, there were also some challenges, such as the time-consuming manual data input, information gathering and organization processes, which delayed the sharing of map information with local government and other relevant organizations. The government intends to work toward more effective operation of the ISUT and swift preparation and sharing of map information. Specifically, it plans to develop a system to automate as much data input work as possible, while also working with relevant organizations toward the expansion of the scope of information to be shared among disaster response organizations.

**Fig. 2-4-1 Image of a Disaster Information Hub**

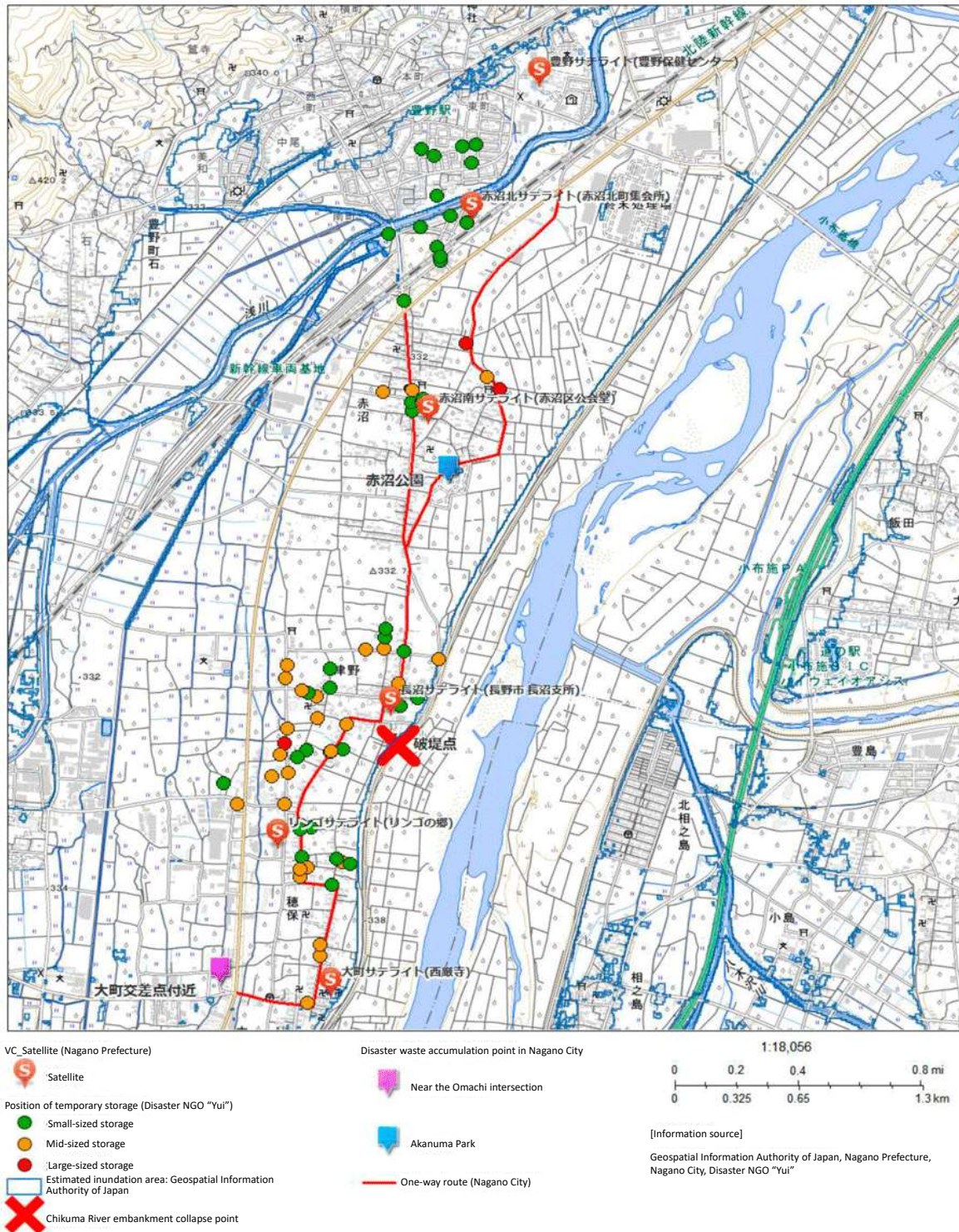


Source: Cabinet Office



Fig. 2-4-2

**Example of a Map Created at the Time of Typhoon Hagibis in 2019  
(Nagano Prefecture Disaster Waste Temporary Storage Map)**



Source: Cabinet Office

## 2-5 Changes to the Basic Plan for the Promotion of Nankai Trough Earthquake Disaster Risk Reduction Countermeasures

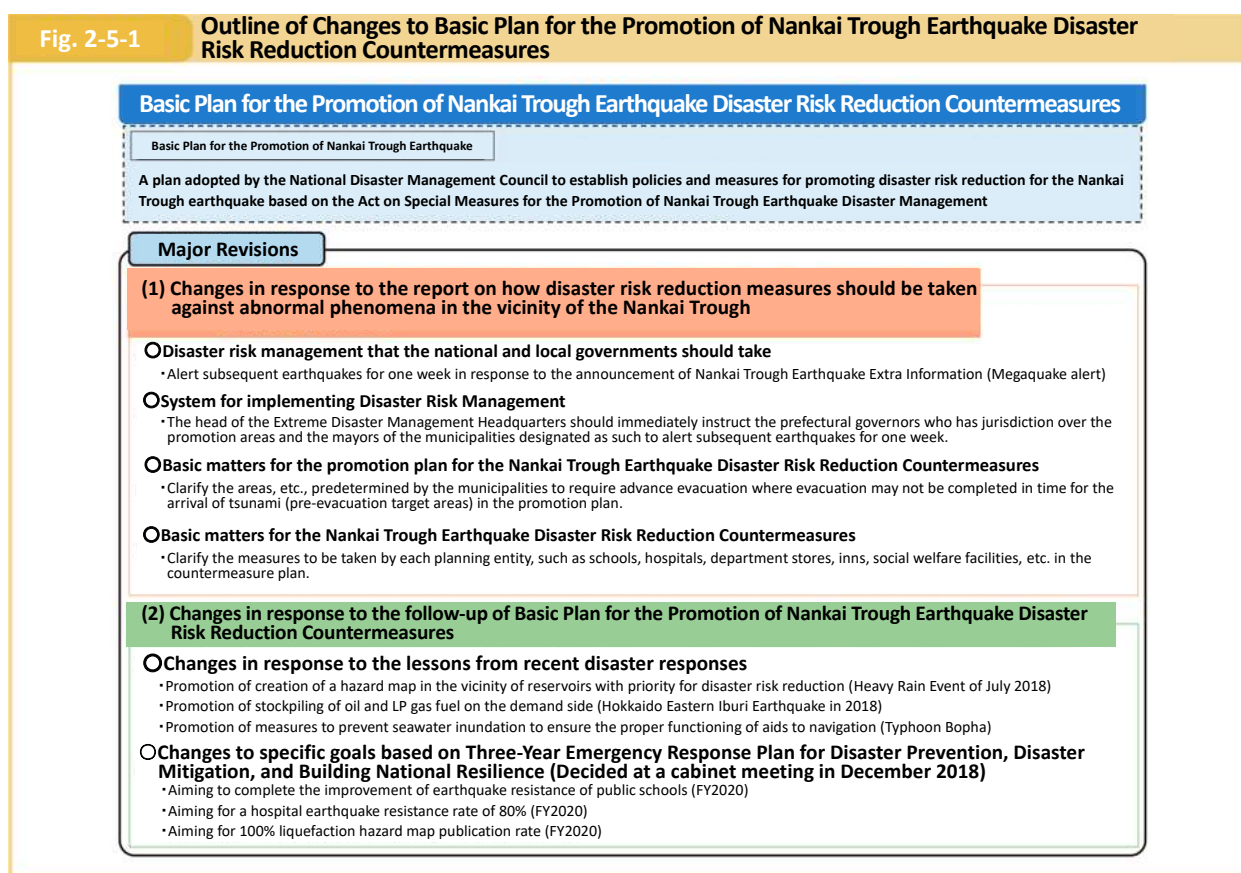
The Basic Plan for the Promotion of Nankai Trough Earthquake Disaster Risk Reduction Countermeasures is prepared by the National Disaster Management Council as per the provisions of Article 4 of the Act on Special Measures for the Promotion of Nankai Trough Earthquake Disaster Management. This Basic Plan, which aims

to promote Earthquake Disaster Risk Reduction Countermeasures in areas specifically designated for the promotion, covers the following content: Nation's basic policies and measures for promoting Nankai Trough Earthquake Disaster Risk Reduction Countermeasures; specific goals for the countermeasures and the period for achieving them; basic policies for implementing disaster response measures in the event of a Nankai Trough Earthquake; basic matters for a promotion plan for the Nankai Trough Earthquake Disaster Risk Reduction Countermeasures established by designated administrative organizations, related local governments, etc.; and basic matters for the Nankai Trough Earthquake Disaster Risk Reduction Countermeasures plan established by related business operators, etc.

In May 2019, the National Disaster Management Council decided to change the Basic Plan. (Fig. 2-5-1). Major changes include additionally setting out measures to be taken when the possibility of the Nankai Trough Earthquake is evaluated to have relatively increased.

Specifically, the following disaster responses were added to the Basic Plans: National and local governments, etc. should alert subsequent earthquakes for one week in response to the announcement of Nankai Trough Earthquake Extra Information (Megaquake alert); and in implementing disaster management, the head of the Extreme Disaster Management Headquarters should immediately instruct prefectural governors with jurisdiction over disaster risk reduction countermeasure promotion areas and mayors of the municipalities designated as such to alert subsequent earthquakes for one week.

Besides, the Basic Plan has been subject to changes to reflect the lessons learned from recent disaster responses and changes of specific targets based on the "Three-Year Emergency Response Plan for Disaster Prevention, Disaster Mitigation, and Building National Resilience" (Decided at a cabinet meeting in December 2018).



Source: Cabinet Office website

(Reference: [http://www.bousai.go.jp/jishin/nankai/pdf/nankaitrough\\_keikaku\\_henkou\\_gaiyou.pdf](http://www.bousai.go.jp/jishin/nankai/pdf/nankaitrough_keikaku_henkou_gaiyou.pdf))

## **2-6 Immediate Disaster Response and Cooperation Team Meeting, etc.**

Immediately after recent large-scale disasters, the government has successfully initiated prompt and smooth initial responses and emergency countermeasures. This is mostly thanks to the efforts of directors overseeing disasters at the government, such as Deputy Chief Cabinet Secretary for Crisis Management, who have successfully increased the sense of unity and built face-to-face relationships, while sharing experience and knowledge through successive disaster responses and repeating systematic learning. This also helped divide roles appropriately and boost mutual cooperation.

To retain such organizational strength, we have decided to hold “Immediate Disaster Response and Cooperation Team Meeting” from FY2020 onwards to exchange and share information among related parties, not only after the occurrence of a natural disaster but also in normal times.

In the event of a large-scale disaster, such as the Heavy Rain Event of July 2018 or the Typhoon Hagibis in 2019, the Cabinet Office, as a government agency, has established a cross-ministerial Team to Support the Daily Lives of Affected People under the Deputy Secretary of the Cabinet Secretariat (for administration) to further support the lives of victims in a more detailed, prompt and powerful manner. We have used this team to do what we should do in advance: Quickly restoring electricity and water, determining what victims need, providing push-mode support for water, food, cardboard beds, etc., improving the living environment in shelters, dispatching staff to affected local governments and securing housing, etc. Accordingly, we have collaborated with related ministries and agencies to swiftly promote life support for victims, such as compiling a package of measures to rebuild lives and livelihoods in the affected area.

Based on these experiences, we stipulated work to establish and institutionalize the “Team to Support the Daily Lives and Livelihood Restoration of Affected People” in the Basic Plan for DRR to ensure prompt and smooth support for lives and restore the livelihood of victims in response to a future large-scale disaster from FY2020 onwards.

## **2-7 Stockpile of Emergency Relief Supplies**

In the event of a large-scale disaster, it takes time for affected local governments to obtain accurate information and their capacity to provide private supplies declines, which hinders their efforts to procure the necessary supplies quickly and unaided.

In response, the national government uses a push-mode support to urgently transport supplies to the affected areas. The push-mode support focuses on support for evacuees at shelters, procures supplies expected to be crucial without awaiting specific requests from the affected prefectures and provides them to shelters urgently. However, some supplies are manufactured to order and take time to procure. To quickly deliver such supplies to shelters, we need to stockpile them at all times.

In FY2019, we procured and stockpiled 1,500 sets of custom-made cardboard beds and associated cardboard partitions, which are particularly in demand at shelters.

Besides the eight basic items, such as food and blankets covered by the push-mode support, the government will also stockpile a required amount of supplies (masks, disinfectants, etc.) in advance to prevent COVID-19 infections in accordance with their amounts in circulation and in stock, etc. The Cabinet Office will determine the situation in the affected area through its “Support System for Supply Procurement and Transportation Coordination, etc.” and reports from local dispatched staff and implement push-mode support in cooperation with related ministries and agencies.





Scene of shelter in Nagano Prefecture (Typhoon Hagibis in 2019)

## 2-8 Response to COVID-19

In Japan, the person who was first infected with COVID-19 was confirmed on January 15, 2020, whereupon the number of patients with unknown infection routes increased in some areas and then the spread of infection was observed in some areas. On March 26, 2020, the government countermeasures headquarters was established based on the Act on Special Measures for Pandemic Influenza and New Infectious Diseases Preparedness and Response as a means of countering the COVID-19. On March 28, the government established “Basic Policies for Novel Coronavirus Disease Control” and is now collaborating to combat the COVID-19 pandemic. Should a disaster occur in this situation, we should thoroughly implement COVID-19 countermeasures at shelters based on the Basic Policy.

To combat infectious diseases at shelters, the government already has the Shelter Management Guidelines, etc. in place and has informed local governments to take the necessary countermeasures for such infectious diseases, such as implementing handwashing and gargling, wearing masks and securing a system for doctor and/or nurse patrol or dispatch at shelters. For COVID-19 countermeasures, we should strive to reduce the density of evacuees and secure sufficient space.

Besides the efforts to date, the government notified prefectural governments of the following items to be considered in the event of a disaster under the joint names of related ministries and agencies (the Cabinet Office, the Fire and Disaster Management Agency and the Ministry of Health, Labor and Welfare) on April 1 and 7 2020:

- Opening as many shelters as possible
- Considering the use of hotels and inns
- Considering evacuation to homes of relatives or friends
- Ventilation and sufficient space at shelters
- Response to people having fever or infected persons in collaboration with health centers and medical institutions

To promote the use of hotels and inns as shelters, the Ministry of Health, Labor and Welfare and the Japan Tourism Agency requested that accommodation groups prepare a list of hotels and inns capable of accommodating evacuees in advance on April 28. The related ministries and agencies, including the Cabinet Office and the Fire and Disaster Management Agency, jointly notified prefectural governments, etc. to smoothly secure shelters in cooperation with accommodation groups, etc., as needed.

Having verified last year's disasters, the government are proceeding with initiatives for the flood season, such as "Campaign for Better Understanding of Evacuation." From the perspective of preventing the spread of infection at shelters, with this campaign in mind, the government asked the prefectural governments to promote further understanding of the following among residents on April 21 in the joint name of the Cabinet Office and the Fire and Disaster Management Agency: (1) "Evacuation" means to escape danger. If you are in a safe place, you do not need to evacuate and (2) a safe relative's or friend's house can also be an evacuation destination.

The government will continue to strive to advise and support local governments appropriately and take the necessary measures with the COVID-19 infection status in mind.