

# 日本の 災害対策

Disaster Management in Japan



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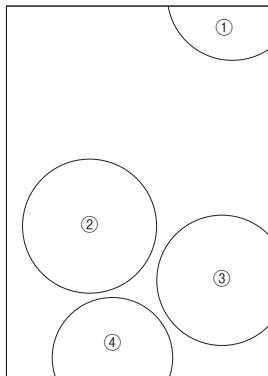
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③ 阪神・淡路大震災(1995年1月)  
Great Hanshin-Awaji Earthquake (January 1995)  
※神戸市提供

④ 令和元年東日本台風(2019年10月)  
Typhoon Hagibis (October 2019)

# I 我が国の国土と災害対策の歩み

## The Nation and the Progress in Disaster Countermeasures

### 1 災害を受けやすい国土

### A Disaster-prone Country

日本は、地震や火山活動が活発な環太平洋火山帯に位置しています。日本とその周辺では、世界で起こっている地震のおよそ1割にあたる地震が発生しており、世界の活火山の約7%（※）が日本に存在します。

Japan is located in the Circum-Pacific Volcanic Belt or "Ring of Fire" where seismic and volcanic activities occur constantly. Japan and its surrounding areas experience roughly a tenth of all earthquakes that occur in the world. Of the world's active volcanoes, 7%\* exist in Japan.

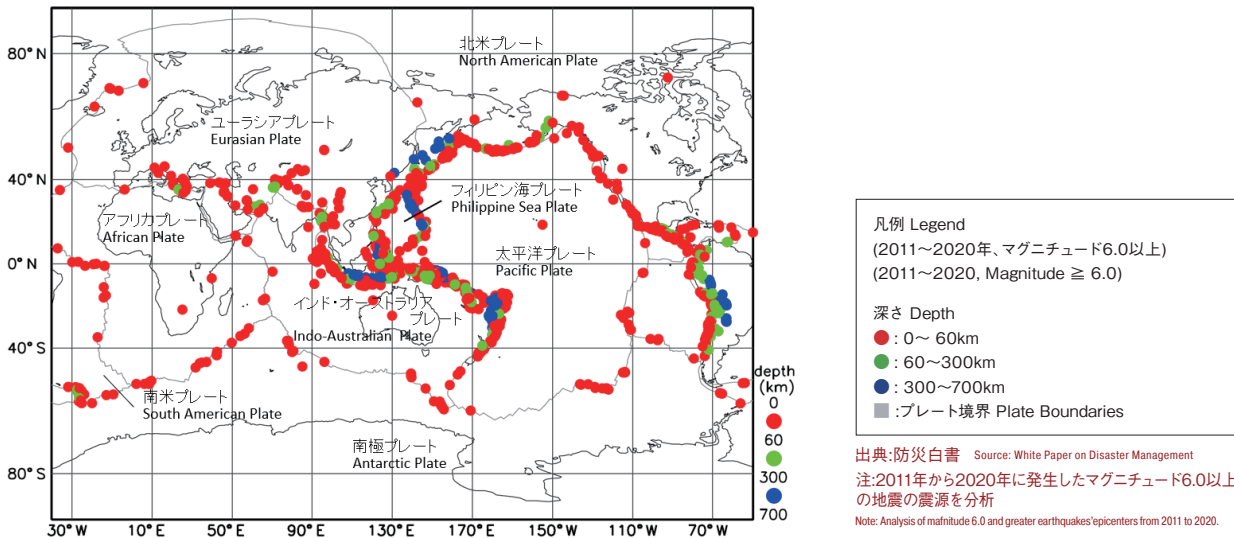
また、地理的、地形的、気象的諸条件から、地震や津波に加え、台風、豪雨、豪雪等の自然災害が発生しやすい国土となっています。

In addition, because of geographical, topographical and meteorological conditions, the country is subject to frequent natural disasters such as typhoons, torrential rains and heavy snowfalls, as well as earthquakes and tsunami.

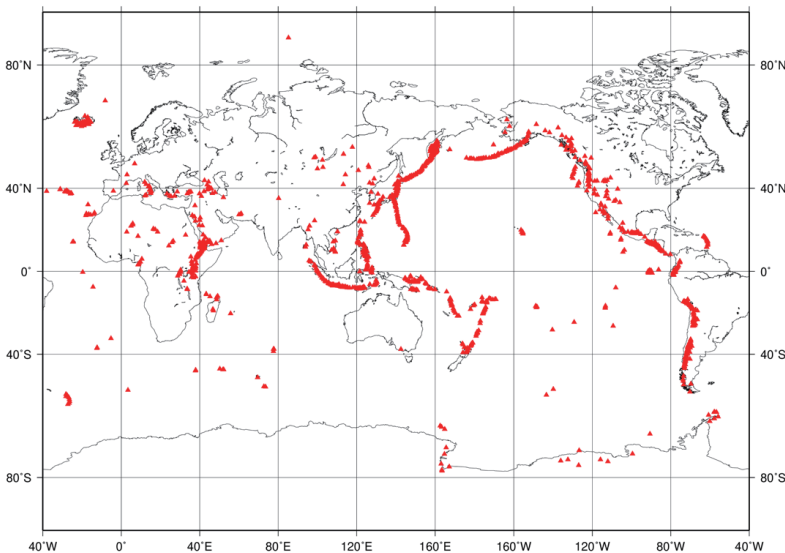
※日本の活火山数は気象庁、世界の活火山数はスミソニアン協会による。

\*The number of active volcanoes in Japan are taken from the Japan Meteorological Agency and that of the world from the Smithsonian Institution.

### 世界の震源分布とプレート World Geographical Distribution of Hypocenters and Plates



### 世界の主な火山 Principal Volcanoes in the World



出典:防災白書 Source: White Paper on Disaster Management

## 2 災害の状況

日本では、毎年、自然災害により多くの人命や財産が失われています。1960年頃までは、大型台風や大規模地震により、死者数千人に及ぶ被害が多発しましたが、その後、防災体制の整備・強化、国土保全の推進、気象予報の向上、災害情報の伝達手段の充実等を通じた災害対応能力の向上、災害に対する脆弱性の軽減により、自然災害による被害は減少してきました。

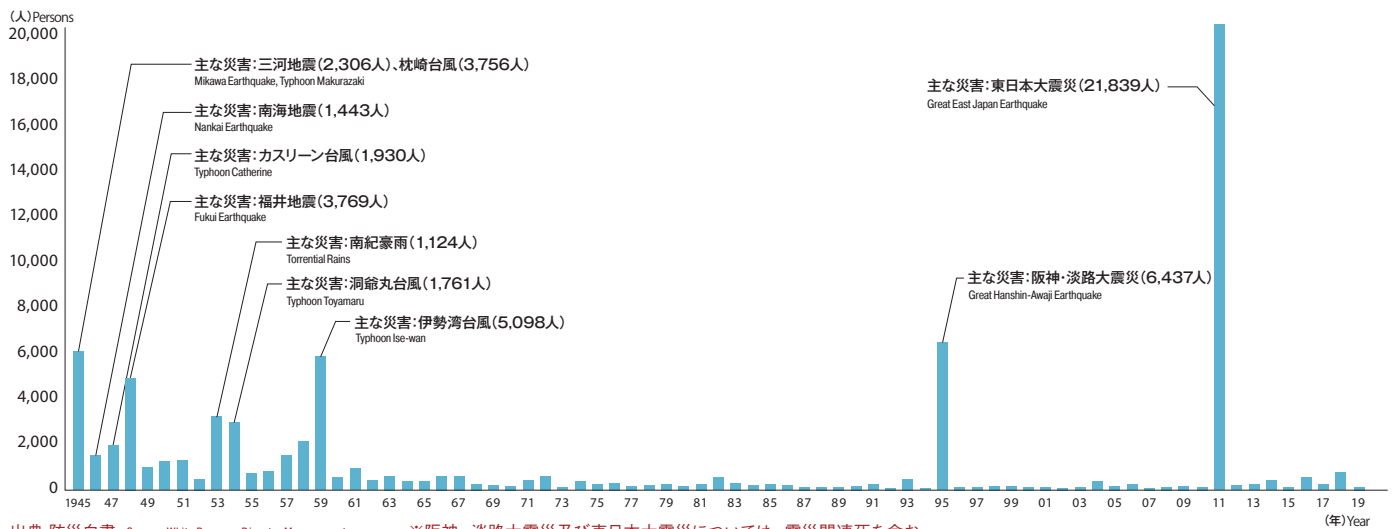
しかしながら、1995年には阪神・淡路大震災により6,400人以上が犠牲となり、また2011年には東日本大震災により22,200人以上の死者・行方不明者が発生しています。また、南海トラフ地震や首都直下地震等大規模地震の切迫性が指摘されており、自然災害は国の安全・安心に関わる大きな脅威となっています。

## Disasters in Japan

Every year there is a great loss of people's lives and properties in Japan due to natural disasters. Until the 1960s, largescale typhoons with earthquakes caused extensive damage and thousands of casualties. Thereafter, with the progress of society's capabilities to respond to disasters and mitigate vulnerabilities to disasters by developing disaster management systems, promoting national land conservation, improving weather forecasting technologies, and upgrading disaster information communications systems, disaster damage has shown a declining tendency.

In spite of such efforts, in 1995, more than 6,400 people died of the Great Hanshin-Awaji Earthquake. Also, in 2011, more than 22,000 people died or went missing due to the Great East Japan Earthquake. There is also a high probability of the occurrence of large-scale earthquakes in the near future including impending possibilities of Nankai Trough Earthquake and Tokyo Inland Earthquake. As such, natural disasters remain a menacing threat to the safety and security of the country.

### 自然災害による死者・行方不明者数の推移 The Number of Deaths and Missing Persons Caused by Natural Disasters



出典:防災白書 Source: White Paper on Disaster Management

※阪神・淡路大震災及び東日本大震災については、震災関連死を含む

Note: With regard to the Hanshin-Awaji Earthquake and the Great East Japan Earthquake, those figures include earthquake-related deaths.

### 防災白書 White Paper on Disaster Management

政府では、災害対策基本法に基づき、防災白書を毎年国会に報告しています。防災白書では、我が国で発生した災害の概況や様々な統計、政府が講じた災害対策等を体系的に記載しています。

The Japanese Government, in accordance with the Basic Act on Disaster Management, annually submits to the National Diet a report, the White Paper, which includes over view of disasters occurring in Japan, various statistical data and disaster management measures taken by the Government.

防災白書の英語版を下記URLに掲載しています。

[http://www.bousai.go.jp/en/documentation/white\\_paper/index.html](http://www.bousai.go.jp/en/documentation/white_paper/index.html)



## 昭和20年以降の我が国の主な自然災害の状況 Major Natural Disaster in Japan since 1945

| 年月日<br>Date                  | 災害名<br>Disaster   | 死者・行方不明者数<br>Number of Deaths and Missing | 年月日<br>Date                    | 災害名<br>Disaster  | 死者・行方不明者数<br>Number of Deaths and Missing |
|------------------------------|---|---|--------------------------------|--|---|
| 昭和 20. 1.13<br>1945          | 三河地震(M6.8)<br>Mikawa Earthquake   | 2,306                                     | 昭和 53. 6.12<br>1978            | 宮城県沖地震(M7.4)<br>Miyagi-ken-oki Earthquake  | 28  |
| 昭和 20. 9. 17 ~ 18<br>1945    | 枕崎台風(広島、西日本)<br>Typhoon Makurazaki                                      | 3,756                                     | 昭和 54.10.17 ~ 20<br>1979       | 台風第20号(全国(特に東海、関東、東北))<br>Typhoon 20   | 115                                       |
| 昭和 21.12.21<br>1946          | 南海地震(M8.0)<br>Nankai Earthquake   | 1,443                                     | 昭和 55.12. ~ 56. 3.<br>1980     | 雪害(東北、北陸)<br>Snow Disaster   | 152                                       |
| 昭和 22. 8.14<br>1947          | 浅間山噴火(群馬県)<br>Mt. Asama Eruption  | 11  | 昭和 57. 7. ~ 8.<br>1982         | 7、8月豪雨及び台風第10号全国(特に長崎、熊本、三重)<br>Torrential Rains and Typhoon 10                  | 43  |
| 昭和 22. 9.14 ~ 15<br>1947     | カスリーン台風(東北以北)<br>Typhoon Catherine                                      | 1,930                                     | 昭和 58. 5.26<br>1983            | 日本海中部地震(M7.7)<br>Nihon-kai-chubu Earthquake                                      | 104                                       |
| 昭和 23. 6.28<br>1948          | 福井地震(M7.1)<br>Fukui Earthquake  | 3,769                                     | 昭和 58. 7.20 ~ 29<br>1983       | 梅雨前線豪雨(山陰以东(特に島根))<br>Torrential Rains   | 117                                       |
| 昭和 23. 9.15 ~ 17<br>1948     | アイオン台風(四国~東北(特に岩手))<br>Typhoon Ion                                      | 838                                       | 昭和 58.12. ~ 59.3.<br>1983      | 雪害(東北、北陸(特に新潟、富山))<br>Snow Disaster  | 131                                       |
| 昭和 25. 9. 2 ~ 4<br>1950      | ジェーン台風(四国以北(特に大阪))<br>Typhoon Jane                                      | 539                                       | 昭和 59. 9.14<br>1984            | 長野県西部地震(M6.8)<br>Nagano-ken-seibu Earthquake                                     | 29  |
| 昭和 26.10.13 ~ 15<br>1951     | ルース台風(全国(特に山口))<br>Typhoon Ruth   | 943                                       | 平成 2.11.17 ~<br>1990           | 雲仙岳噴火<br>Mt. Unzen Eruption  | 44  |
| 昭和 27. 3. 4<br>1952          | 十勝沖地震(M8.2)<br>Tokachi-oki Earthquake                                   | 33  | 平成 5. 7.12<br>1993             | 北海道南西沖地震(M7.8)<br>Hokkaido-nansei-oki Earthquake                                 | 230                                       |
| 昭和 28. 6.25 ~ 29<br>1953     | 大雨(前線・九州、四国、中国(特に北九州))<br>Torrential Rains                              | 1,013                                     | 平成 5. 7.31 ~ 8. 7.<br>1993     | 平成5年8月豪雨(全国)<br>Torrential Rains   | 79  |
| 昭和 28. 7.16 ~ 24<br>1953     | 南紀豪雨(東北以西(特に和歌山))<br>Torrential Rains                                   | 1,124                                     | 平成 7. 1.17<br>1995             | 阪神・淡路大震災(M7.3)<br>Great Hanshin-Awaji Earthquake                                 | 6,437                                     |
| 昭和 29. 5. 8 ~ 12<br>1954     | 風害(低気圧:北日本、近畿)<br>Storm Disaster  | 670                                       | 平成 12. 6.25~17. 3.31<br>2000   | 三宅島噴火及び新島・神津島近海地震<br>Miyake Is. Eruption and Nijima and Kozushima Is. Earthquake | 1   |
| 昭和 29. 9.25 ~ 27<br>1954     | 洞爺丸台風<br>Typhoon Toyamaru   | 1,761                                     | 平成 16. 10.18 ~ 21<br>2004      | 台風第23号(全国)<br>Typhoon 23   | 98  |
| 昭和 32. 7.25 ~ 28<br>1957     | 諫早豪雨<br>Torrential Rains  | 722                                       | 平成 16. 10.23<br>2004           | 平成16年(2004年)新潟県中越地震(M6.8)<br>Niigata-ken-Chuetsu Earthquake                      | 68  |
| 昭和 33. 6.24<br>1958          | 阿蘇山噴火<br>Mt. Aso Eruption   | 12  | 平成 17. 12 ~ 18. 3<br>2005      | 平成18年豪雪(北陸地方を中心とする日本海側)<br>Heavy Snowfalls                                       | 152                                       |
| 昭和 33. 9.26 ~ 28<br>1958     | 狩野川台風<br>Typhoon Kanogawa   | 1,269                                     | 平成 19.7.16<br>2007             | 新潟県中越沖地震(M6.8)<br>Niigata Earthquake   | 15  |
| 昭和 34. 9.26 ~ 27<br>1959     | 伊勢湾台風<br>Typhoon Ise-wan  | 5,098                                     | 平成 20.6.14<br>2008             | 岩手・宮城内陸地震(M7.2)<br>Iwate-Miyagi Inland Earthquake                                | 23  |
| 昭和 35. 5.23<br>1960          | チリ地震津波<br>Chile Earthquake Tsunami                                      | 142                                       | 平成 22.12. ~ 23.3<br>2010       | 雪害(北日本~西日本にかけて日本海側)<br>Snow disasters  | 131                                       |
| 昭和 38. 1.<br>1963            | 昭和38年1月雪害(北陸、山陰、山形、滋賀、岐阜)<br>Snow Disaster                              | 231                                       | 平成 23.3.11<br>2011             | 東日本大震災(M9.0)<br>Great East Japan Earthquake                                      | 22,503                                    |
| 昭和 39. 6.16<br>1964          | 新潟地震(M7.5)<br>Niigata Earthquake  | 26  | 平成 23.8.29 ~ 9.7<br>2011       | 平成23年台風第12号(近畿、四国)<br>Typhoon 12   | 98  |
| 昭和 40. 9.10 ~ 18<br>1965     | 台風第23、24、25号全国(特に徳島、兵庫、福井)<br>Typhoons 23, 24, 25                       | 181                                       | 平成 23.11 ~ 24.3<br>2011~ 2012  | 平成23年11月からの雪害等<br>Deep snowfall from November 2011 onwards                       | 133                                       |
| 昭和 41. 9.23 ~ 25<br>1966     | 台風第24、26号(中部、関東、東北、特に静岡、山梨)<br>Typhoons 24, 26                          | 317                                       | 平成 24.12 ~ 25.3<br>2012 ~ 2013 | 平成24年12月からの雪害等(北日本から西日本にかけて日本海側)<br>Deep snowfall from December 2012 onwards     | 104                                       |
| 昭和 42. 7. ~ 8.<br>1967       | 7、8月豪雨(中部以西、東南北部)<br>Torrential Rains                                   | 256                                       | 平成 25.11 ~ 26.3<br>2013 ~ 2014 | 平成25年11月からの雪害等(北日本から西日本にかけて日本海側)<br>Deep snowfall from November 2013 onwards     | 95  |
| 昭和 43. 5.16<br>1968          | 十勝沖地震(M7.9)<br>Tokachi-oki Earthquake                                   | 52  | 平成 26.7.30 ~ 8.26<br>2014      | 平成26年8月豪雨(全国(特に広島、京都、兵庫、徳島))<br>Torrential rains of August 2014                  | 77  |
| 昭和 47. 7. 3 ~ 15<br>1972     | 台風第6、7、9号及び7月豪雨全国(特に北九州、島根、広島)<br>Typhoons 6, 7, 9 and Torrential Rains | 447                                       | 平成 26.9.27<br>2014             | 平成26年御嶽山噴火(長野県、岐阜県)<br>2014 Eruption of Mount Ontake                             | 63  |
| 昭和 49. 5. 9<br>1974          | 伊豆半島沖地震(M6.9)<br>Izu-hanto-oki Earthquake                               | 30  | 平成 28.4.14及び4.16<br>2016       | 平成28年 熊本地震 九州地方(特に熊本)<br>2016 Kumamoto earthquakes                               | 273                                       |
| 昭和 51. 9. 8 ~ 14<br>1976     | 台風第17号及び9月豪雨全国(特に香川、岡山)<br>Typhoon 17 and Torrential Rains              | 17  | 平成 30.6.28 ~ 7.8<br>2018       | 平成30年 7月豪雨 全国(特に広島、岡山、愛媛)<br>Heavy Rain Event of July 2018                       | 271                                       |
| 昭和 52. 1.<br>1977            | 雪害(東北、近畿北部、北陸)<br>Snow Disaster   | 101                                       | 平成 30.9.6<br>2018              | 平成30年 北海道胆振東部地震(M6.7) 北海道<br>2018 Hokkaido Eastern Iburi earthquake              | 43  |
| 昭和 52. 8. 7 ~ 53.10.<br>1977 | 有珠山噴火<br>Mt. Usu Eruption   | 3   | 令和元年10.10 ~ 10.13<br>2019      | 令和元年 東日本台風 関東、東北地方<br>Typhoon Hagibis in 2019                                    | 108                                       |
| 昭和 53. 1.14<br>1978          | 伊豆大島近海地震(M7.0)<br>Izu-Oshima-kinkai Earthquake                          | 25  | 令和 2.7.3 ~ 7.31<br>2020        | 令和2年(2020年) 7月豪雨<br>Heavy Rain Event on July 2020                                | 86  |

注) 1.死者・行方不明者について、風水害は500人以上、雪害は100名以上、地震・津波・火山噴火は10人以上のものほか、「災害対策基本法」による非常災害対策本部等政府の対策本部が設置されたもの。2.阪神・淡路大震災の死者・行方不明者については平成18年5月19日現在の数値。いわゆる災害関連死を除く地震発生当日の地震動に基づく建物倒壊・火災等を直接原因とする死者は、5515人。3.三宅島噴火及び新島・神津島近海地震の死者は、平成12年7月1日の地震によるもの。4.東日本大震災の死者(災害(震災)関連死含む)・行方不明者数については令和2年3月1日現在の数値。5.令和元年東日本大風の被害は令和2年10月13日時点のもの。6.令和2年7月豪雨の被害は令和3年2月26日時点のもの。

Note: 1. Data includes Storms or Floods Disasters in which 500 or more persons were killed or reported missing, snow disasters in which 100 or more persons were killed or reported missing and earthquakes, tsunamis and volcanic eruptions in which 10 or more persons were killed or reported missing. The data is on disasters for which a response headquarters such as the government's Emergency Response Headquarters was established based on the Disaster Countermeasures Basic Act. 2. The number of persons killed or reported missing in the Great Hanshin-Awaji Earthquake is as of May 19, 2006. The number of deaths whose direct causes were building collapse or fire, etc., excluding earthquake-related deaths, was 5515. 3. The number of persons killed in the Miyake Island Eruption and Nijima and Kozushima Island Earthquakes is that which happened on July 1, 2000. 4. The number of persons killed (including earthquake-related deaths) or reported missing in the Great East Japan Earthquake is as of March 1, 2020. 5. The damage listed here for Typhoon Hagibis in 2019 is as of October 13, 2020. 6. The damage listed here for Heavy Rain Event on July 2020 is as of February 26, 2021.

出典:気象年鑑、理科年表、警察庁資料、消防庁資料、緊急災害対策本部資料、非常災害対策本部資料、兵庫県資料をもとに内閣府作成

Source: Produced by the Cabinet Office based on the Climate Yearbook, Chronological Scientific Table, material from the National Police Agency, Fire Disaster Management Agency, Extreme Disaster Management Headquarters, Major Disaster Management Headquarters and Hyogo Prefecture.

# 3 戦後の防災法制度・体制の歩み

自然災害から国土並びに国民の生命、身体及び財産を保護することは国の最重要課題です。甚大な被害をもたらした昭和34年の伊勢湾台風を受けて、総合的かつ計画的な防災体制の整備を図るため、昭和36年に災害対策基本法が制定されました。大規模災害の教訓を踏まえ、絶えず災害対策基本法を基本とした災害対策法制の見直しを行っています。

| 法制度の導入・改正の契機となった災害  | 災害対策に係る主な法制度   | 法制度の説明  |
|---|--|---|
| <b>1940年</b><br>1945 (昭和20年) 枕崎台風<br>1946 (昭和21年) 南海地震<br>1947 (昭和22年) カスリーン台風<br>1948 (昭和23年) 福井地震                                 | 47 「災害救助法」<br>49 「水防法」   |   |
| <b>1950年</b><br>1959 (昭和34年) 伊勢湾台風  | 50 「建築基準法」   |   |
| <b>1960年</b><br>1961 (昭和36年) 豪雪<br>1964 (昭和39年) 新潟地震<br>1967 (昭和42年) 羽越豪雨   | 60 「治山治水緊急措置法」<br>61 「災害対策基本法」<br>62 中央防災会議設置<br>63 防災基本計画<br>62 「激甚災害に対処するための特別な財政援助等に関する法律」<br>「豪雪地帯対策特別措置法」<br>66 「地震保険に関する法律」  | ・我が国の災害対策の最も基本となる法律<br>・防災行政の責任の明確化<br>・総合的かつ計画的な防災行政の推進 等  |
| <b>1970年</b><br>1973 (昭和48年) 桜島噴火<br>浅間山噴火<br>1976 (昭和51年) 東海地震発生可能性の研究発表(地震学会)<br>1978 (昭和53年) 宮城県沖地震                              | 73 「災害弔慰金の支給等に関する法律」<br>「活動火山周辺領域における避難施設等に関する法律」(→昭和53年、「活動火山対策特別措置法」)<br>78 「大規模地震対策特別措置法」   |   |
| <b>1980年</b>  | 80 「地震防災対策強化地域における地震対策緊急整備事業に係る国の財政上の特別措置に関する法律」<br>81 「建築基準法施行令改正」  | ・新耐震設計基準(現行の基準)の導入 等  |
| <b>1990年</b><br>1995 (平成7年) 兵庫県南部地震(阪神・淡路大震災)<br>1999 (平成11年) 広島豪雨<br>JCO 臨界事故  | 95 「地震防災対策特別措置法」<br>「建築物の耐震改修の促進に関する法律」<br>「災害対策基本法」一部改訂<br>96 「特定非常災害の被害者の権利利益の保全等を図るための特別措置に関する法律」<br>97 「密集市街地における防災地区の整備の促進に関する法律」<br>98 「被災者生活再建支援法」<br>99 「原子力災害対策特別措置法」   | ・ボランティアや自主防災組織による防災活動の環境整備、内閣総理大臣が本部長となる「緊急災害対策本部」の設置要件緩和、自衛隊の災害派遣要請の法定化 等  |
| <b>2000年</b><br>2000 (平成12年) 東海豪雨<br>2004 (平成16年) 新潟・福島豪雨等<br>新潟県中越地震<br>2008 (平成20年) 岩手・宮城内陸地震<br>2011 (平成23年) 東北地方太平洋沖地震(東日本大震災)  | 00 「土砂災害警戒区域等における土砂災害防止対策の推進に関する法律」<br>01 「水防法」一部改正<br>02 「東南海・南海地震に係る地震防災対策の推進に関する特別措置法」<br>03 「特定都市河川浸水被害対策法」<br>04 「日本海溝・千島海溝周辺海溝型地震に係る地震防災対策推進に関する特別措置法」<br>05 「水防法」一部改正<br>「土砂災害警戒区域等における土砂災害防止対策の推進に関する法律」の一部改正<br>「建築物の耐震改修の促進に関する法律」一部改正<br>06 「宅地造成等規正法」一部改正<br>11 「土砂災害警戒区域等における土砂災害防止対策の推進に関する法律」一部改正<br>11 「津波対策の推進に関する法律」<br>「津波防災地域づくりに関する法律」<br>12 「災害対策基本法」一部改正<br>「原子力規制委員会設置法」<br>13 「災害対策基本法」一部改正<br>「大規模災害からの復興に関する法律」<br>「建築物の耐震改修の促進に関する法律」一部改正<br>「水防法」・「河川法」一部改正<br>「大規模な災害の被災地における借地借家に関する特別措置法」<br>「南海トラフ地震に係る地震防災対策の推進に関する特別措置法」改正(「東南海・南海地震に係る地震防災対策の推進に関する特別措置法」一部改正<br>「首都直下地震対策特別措置法」 | ・洪水予報河川の拡充、浸水想定区域の公表 等<br>・浸水想定区域の指定対象河川の拡大 等<br>・土砂災害ハザードマップ等による周知徹底 等<br>・基本方針の策定(国)及び耐震改修促進計画の策定(地方公共団体)し、計画的な耐震化の促進 等<br>・大規模な土砂災害が急迫している場合における緊急調査の実施<br>・被害の想定される区域・時期の情報(土砂災害緊急情報)を市町村へ通知、一般へ周知<br>【第1弾改正(2012年)】<br>・大規模災害の広域対応<br>・教訓伝承、防災教育の強化や多様な主体の参画による地域防災力の向上 等<br>【第2弾改正(2013年)】<br>・被災者支援の充実・住民等の円滑かつ安全な避難の確保<br>・大規模広域な災害に対する即応力の強化・平素からの防災対策の強化 等<br>・要緊急安全確認大規模建築物の耐震診断の義務付け及び結果公表等<br>・水防活動への河川管理者等の多様な主体の参画、河川管理施設の老朽化対策等適切な維持管理の確保 等<br>・南海トラフ地震防災対策推進地域の指定、基本計画の作成等による南海トラフ地震に係る地震防災対策の推進<br>・首都直下地震緊急対策区域の指定、基本計画の作成等による首都直下地震に係る地震防災対策の推進<br>・大規模地震や大雪等の災害時における緊急車両の通行ルート確保のための放置車両対策等(実施主体は、道路管理者)<br>・土砂災害の危険性のある区域の明示(基礎調査の結果の公表)、円滑な避難勧告等の発令に資する情報の提供 等<br>・国による基本方針の策定、火山災害警戒地域の指定、指定地域における火山防災協議会設置、避難確保計画作成義務化 等<br>・特定の大規模災害による廃棄物処理について、環境大臣による災害廃棄物処理に関する方針の策定、廃棄物処理の代行 等<br>・大規模地震や大雪等の災害時における緊急車両の通行ルート確保のための放置車両対策(実施主体に海岸管理者及び漁港管理者を追加)<br>・要配慮者利用施設における避難確保計画及び計画に基づく避難訓練の実施を施設管理者等へ義務付け<br>・救助実施市が自らの事務として被災者の救助を行うことを可能にする制度を創設<br>・被災都道府県から対応の求めを受けた都道府県が、その区域内の市町村に対して被災市町村への応援を求められることができることを明確化<br>・頻発・激甚化する自然災害に対応するため、災害ハザードエリアにおける開発抑制、移転の促進、立地適正化計画の強化など、安全なまちづくりのための総合的な対策を講じる。<br>・支援金の支給対象を中規模半壊(損害割合40%以上40%未満)まで拡大<br>・避難勧告・避難指示の一体化、個別避難計画の作成の努力義務化、広域避難に係る居住者等の受入れに関する規定の追加、おそれ段階での国の災害対策本部設置及び災害救助法の適用 等<br>・流域治水の計画・体制の強化、流域における雨水貯留対策の強化、水防炎に対応したまちづくりとの連携・住まい方の工夫、洪水等に対応したハザードマップの作成の中小河川までの拡大等 |
| 2014 (平成26年) 豪雪<br>広島土砂災害<br>御嶽山噴火<br>2016 (平成28年) 熊本地震<br>台風10号<br>2018 (平成30年) 房総半島台風<br>東日本台風<br>2020 (令和2年) 7月豪雨<br>2021 (令和3年) | 14 「災害対策基本法」一部改正<br>「土砂災害警戒区域等における土砂災害防止対策の推進に関する法律」一部改正<br>15 「活動火山対策特別措置法」一部改正<br>「災害対策基本法」一部改正<br>16 「災害対策基本法」一部改正<br>17 「水防法等の一部を改正する法律」<br>18 「災害救助法」一部改正<br>「災害対策基本法」一部改正<br>20 「都市再生特別措置法等」一部改正<br>「被災者生活再建支援法」一部改正<br>21 「災害対策基本法」一部改正<br>「特定都市河川浸水被害対策法」一部改正  |   |

# Progress in Disaster Management Laws and Systems since 1945

It is a national priority to protect national land as well as citizens' lives, livelihoods, and property from natural disasters. The turning point for strengthening the disaster management system came into effect in response to the immense damage caused by the Typhoon Ise-wan in 1959, and led to the enactment of the Disaster Countermeasures Basic Act in 1961, which formulates a comprehensive and strategic disaster management system. Thereafter, the disaster management system has been continuously reviewed and revised following the lessons learned from large-scale disasters.

| Disasters that triggered law/system introduction                 |   | Disaster Management Laws  | Explanation  |   |  |  |
|--|---|---|--|---|--|--|
| 1940   | 1945 Typhoon Ida (Makurazaki)   | 47 The Disaster Relief Act  |  |   |  |  |
|  | 1946 The Nankai Earthquake  |   |  |   |  |  |
|  | 1947 Typhoon Kathleen   |   |  |   |  |  |
|  | 1948 The Fukui Earthquake   |   |  |   |  |  |
| 1950   | 1949 The Flood Control Act  | 49 The Flood Control Act  |  |   |  |  |
|  | 1959 Typhoon Vera (Ise-wan)   |   |  | 50 The Building Standards Act   |  |  |
| 1960   | Heavy Snowfalls   | 60 Soil Conservation and Flood Control Urgent Measures Act  | <ul style="list-style-type: none"> <li>Focuses</li> <li>Establishment of fundamental disaster prevention laws</li> <li>Clear assignment of federal responsibilities</li> <li>Development of cumulative and organized disaster prevention structures etc.</li> </ul>  |   |  |  |
|  |   | 61 Disaster Countermeasures Basic Act   |  |   |  |  |
|  |   | 62 Central Disaster Management Council established  |  |   |  |  |
|  |   | 63 Basic Disaster Management Plan   |  |   |  |  |
| 1964   | The 1964 Niigata Earthquake   | 62 Act on Special Financial Support to Deal with Extremely Severe Disasters   |  |   |  |  |
|  |   | 66 Act on Special Measures for Heavy Snowfall Areas   |  |   |  |  |
| 1967   | Torrential Rains in Uetsu   | 66 Act on Earthquake Insurance  |  |   |  |  |
|  |   |   |  |   |  |  |
| 1970   | Mt. Sakurajima Eruption   | 73 Act on Provision of Disaster Condolence Grant Act on Evacuation Facilities in Areas Surrounding Active Volcanoes (Act on Special Measures for Active Volcanoes (1978)) |  |   |  |  |
|  |   |   |  | 78 Act on Special Measures Concerning Countermeasures for Large-Scale Earthquakes |  |  |
|  | The Seismological Society of Japan publishes reports on a possible Tokai Earthquake |   |  |   |  |  |
|  |   | The 1978 Miyagi Earthquake  |  |   |  |  |
| 1980   |   | 80 Act on Special Financial Measures for Urgent Earthquake Countermeasure Improvement Projects in Areas for Intensified Measures  |  |   |  |  |
|  |   | 81 Amendment of Order for Enforcement of the Building Standard Law  |  |   |  |  |
| 1990   | The Southern Hyogo Earthquake (The Great Hanshin-Awaji Earthquake)                  | 95 Act on Special Measures for Earthquake Disaster Countermeasures  | <ul style="list-style-type: none"> <li>Establishment of disaster management mechanisms based on volunteer groups and private organizations, loosening of requirements for the establishment of a Central Disaster Management Council led by the Prime Minister, the codification of disaster relief requests for the JSDF, etc.</li> </ul>   |   |  |  |
|  |   | 96 Act on Promotion of the Earthquake-proof Retrofit of Buildings   |  |   |  |  |
|  |   | 97 Act on Special Measures for Preservation of Rights and Profits of the Victims of Specified Disasters   |  |   |  |  |
|  |   | 98 Act on Support for Livelihood Recovery of Disaster Victims   |  |   |  |  |
| 1999   | Tokaimura Nuclear Accident (The JCO Nuclear Accident)                               | 99 Act on Special Measures for Nuclear Disasters  |  |   |  |  |
|  |   |   |  |   |  |  |
| 2000   | Torrential Rains in Niigata, Fukushima  | 00 Act on Promotion of Sediment Disaster Countermeasures for Sediment Disaster Prone Areas  | <ul style="list-style-type: none"> <li>More rivers were added to flood alert lists, announcement of expected inundation areas, etc.</li> <li>Expansion of list of designated rivers in expected inundation area, etc.</li> <li>Increased efforts in public education through use of Sediment Disaster Hazard Maps, etc.</li> <li>Establishment of basic national directives and regional earthquake-proof retrofit plans, and promotion of organized earthquake-proofing.</li> <li>Implementation of Emergency Survey in case of the imminence of Large-scale Sediment Disaster Notification to municipalities of areas and timing information that is expected</li> <li>First Amendment (2012) <ul style="list-style-type: none"> <li>Wide-area response for Large-scale Disaster</li> <li>Incorporating lessons from the disaster, improvements to disaster management education, and improvements to regional disaster management capabilities through participation of diverse entities in implementation</li> </ul> </li> <li>Second Amendment (2013) <ul style="list-style-type: none"> <li>Improvement of support for affected people</li> <li>Improvements to rapid response capabilities in the event of a large-scale and wide area disaster</li> <li>Smooth and safe evacuation of residents, etc.</li> <li>Improvements in disaster countermeasures in daily life, etc.</li> </ul> </li> <li>Establishment of obligatory earthquake-proofing examinations and publication of test results for large buildings in need of emergency safety checks.</li> <li>Participation of diverse entities including river management organizations in flood control activities, acquisition of appropriate maintenance management needs in river management facilities, etc.</li> <li>Designation of Nankai Trough Earthquake Disaster Countermeasure Promotion Areas, promotion of earthquake disaster management for the Nankai Trough Earthquake through creation of a Basic Plan, etc.</li> <li>Designation of Areas for Urgent Implementation of Measures against Tokyo Inland Earthquake and promotion of earthquake management through creation of a Basic Plan, etc.</li> <li>Establishment of laws regarding discarded vehicles in the acquisition of transportation routes for emergency vehicles in large scale disasters, etc.</li> <li>Clear publication of sediment disaster prone areas (publication of basic investigations), provision of information necessary for issuing evacuation alarms, etc.</li> <li>Formulation of the Basic Guideline by the national government, designation of volcanic eruption hazard zones, establishment of Volcanic Disaster Management Councils in these designated zones, making obligatory the formulation of evacuation operation/implementation plan, etc.</li> <li>For waste management due to specified large-scale disasters, the Minister of the Environment establishes guidelines for disaster waste management and takes over the task of waste management, etc.</li> <li>Measures against unattended cars to secure routes for emergency vehicles in times of disaster such as large-scale earthquakes and heavy snow (adding to acting entities gulf coast and fish harbor management organizations)</li> <li>Imposition of mandatory preparation of evacuation operation plan and evacuation exercise by administrators of facilities for persons requiring special care</li> <li>Establishment of a system where the rescuing city can rescue disaster victims as part of its tasks</li> <li>Clarifying that prefectures responding to requests from affected prefectures can request their local municipalities to support affected municipalities</li> <li>Suppressing development in disaster hazard areas, promoting relocation, strengthening location optimization plans, etc.</li> <li>Expand the scope of support payments</li> <li>Unification of evacuation advisories and evacuation warnings, mandatory efforts to create individual evacuation plans, etc.</li> <li>Enhancement of plan and system of River Basin Disaster Resilience and Sustainability by All, etc.</li> </ul> |   |  |  |
|  |   | 01 Amendment of the Flood Control Act   |  |   |  |  |
|  |   | 02 Act on Special Measures for Promotion of Tohankai and Nankai Earthquake Disaster Management  |  |   |  |  |
|  |   | 03 Specified Urban River Inundation Countermeasures Act   |  |   |  |  |
|  |   | 04 Act on Special Measures for Promotion of Disaster Management for Trench-type Earthquakes in the Vicinity of the Japan and Chishima Trenches                            |  |   |  |  |
|  |   | 2004  |  | Torrential Rains in the Tokai Region  | 05 Amendment of the Flood Control Act  |  |
|  |   |   |  |   | 06 Amendment of the Act on the Regulation of Residential Land Development  |  |
|  |   | 2008  |  | The 2004 Chuetsu Earthquake   | 11 Partial amendment of the Act on Promotion of Sediment Disaster Countermeasures in Sediment Disaster Prone Areas |  |
|  |   |   |  |   | 12 Act on Promotion of Tsunami Countermeasures   |  |
|  |   | 2011  |  | The 2011 Tohoku Earthquake and Tsunami (The Great East Japan Earthquake)          | 12 Amendment of Disaster Countermeasures Basic Act   |  |
|  |   |   |  |   | 13 Amendment of Disaster Countermeasures Basic Act   |  |
|  |   | 2014  |  | Heavy Snowfall  | 14 Amendment of the Basic Act on Disaster Management   |  |
| 15 Amendment of the Act on Special Measures for Active Volcanoes |   |   |  |   |  |  |
| 2016   | Hiroshima Landslide Disaster  | 15 Amendment of the Act on Special Measures for Active Volcanoes  |  |   |  |  |
|  |   | 16 Amendment of the Basic Act on Disaster Management  |  |   |  |  |
| 2018   | Mt. Ontake Eruption   | 16 Amendment of the Basic Act on Disaster Management  |  |   |  |  |
|  |   | 17 Partial amendment of Flood Control Act   |  |   |  |  |
| 2019   | Typhoon Faxai in 2019   | 17 Partial amendment of Flood Control Act   |  |   |  |  |
|  |   | 18 Amendment of Disaster Relief Act   |  |   |  |  |
| 2020   | Typhoon Hagibis in 2019   | 18 Amendment of the Basic Act on Disaster Management  |  |   |  |  |
|  |   | 20 Partial amendment of Act on Special Measures concerning Urban Reconstruction   |  |   |  |  |
| 2021   | Heavy Rain Event of July 2020   | 20 Partial amendment of Act on Special Measures concerning Urban Reconstruction   |  |   |  |  |
|  |   | 21 Partial amendment of Act on Support for Reconstructing Livelihoods of the Affected due to Disaster   |  |   |  |  |

# 防災体制

## The Disaster Management System

### 1 総合的な防災体制の確立— 災害対策法制

災害対策基本法を始めとする日本の災害対策法制では、予防、応急、復旧・復興という災害のあらゆる局面に応じ、国や地方公共団体等の権限と責任が明確化されており、官民の関係主体が連携して対策を講じることとしています。

災害対策基本法は、その制定後も、大規模災害を踏まえ絶えず見直しを行っており、近年では、東日本大震災の教訓を踏まえ、平成24年には地方公共団体間の応援に関する措置の拡充等を、平成25年には住民の円滑・安全な避難の確保、被災者保護対策の改善等を措置しました。加えて、平成26年には、緊急車両の通行ルートを迅速に確保するため、放置車両対策の強化を措置しました。令和3年には、災害時における円滑かつ迅速な避難の確保及び災害対策の実施体制の強化を図るため、避難情報の見直し、個別避難計画の作成の法定化及び広域避難に係る協議規定の整備とともに、これまで国の災害対策本部を設置するに至らなかった規模の災害についても災害対策本部の設置を可能とする等の措置を講じました。

### Establishment of a Comprehensive Disaster Management System: Disaster Countermeasures Laws and Acts

Japan's legislation for disaster management system, including the Basic Act on Disaster Management, addresses all of the disaster phases of prevention, mitigation and preparedness, emergency response as well as recovery and reconstruction with roles and responsibilities among the national and local governments clearly defined. It is stipulated that the relevant entities of the public and private sectors are to cooperate in implementing various disaster countermeasures.

The Basic Act on Disaster Management has constantly been reviewed and amended since its first enactment, and with lessons learned from the Great East Japan Earthquake, provisions were added including enhancement of the measures concerning support activities mutually done by local governments in 2012 and the measures for ensuring smooth and safe evacuation of residents and improving protection of affected people in 2013. In 2014, provisions were added for strengthening measures against unattended cars in order to promptly clear them from the roads for emergency vehicles. In 2021, in order to ensure smooth and prompt evacuation in the event of a disaster and strengthen the implementation system for disaster measures, evacuation information was reviewed, individual evacuation plans were legalized, and consultation rules for wide-area evacuation were established. In addition, the government has taken measures such as making it possible to establish a disaster management headquarter for disasters of a scale that has not been able to establish a national disaster response headquarters.

## 災害対策基本法の概要 Outline of the Basic Act on Disaster Management

### 1 防災に関する理念・責務の明確化 Clearer definition of the philosophy and the responsibilities for disaster management

- 災害対策の基本理念 —「減災」の考え方等、災害対策の基本理念の明確化 Clarification of basic principles of disaster countermeasures: Clarification of basic policies including the concept of disaster reduction
- 国、都道府県、市町村、指定公共機関等の責務 —防災に関する計画の作成・実施、相互協力等 Responsibilities of the government, prefectures, municipalities, and designated public institutions: Formulation and implementation of the plan for disaster management, mutual cooperation
- 住民等の責務 —自らの災害への備え、生活必需品の備蓄、自発的な防災活動への参加等 Responsibilities of residents: Self-preparedness for disaster, stockpiling of basic necessities, voluntary participation in disaster preparedness activities

### 2 防災に関する組織 —総合的防災行政の整備・推進— Organization: Development and promotion of comprehensive disaster management administration

- 国：中央防災会議、災害対策本部（特定、非常、緊急）  
National government: Central Disaster Management Council, major (extreme) disaster management headquarters
- 都道府県・市町村：地方防災会議、災害対策本部  
Prefectural and municipal governments: Local disaster management headquarters

### 3 防災計画 —計画的防災対策の整備・推進— Planning system: Development and promotion of systematic disaster management measures

- 中央防災会議：防災基本計画 National Disaster Management Council: Disaster Management Basic Plan
- 指定行政機関・指定公共機関：防災業務計画 Designated local government organizations and public institutions: Local Disaster management plan
- 都道府県・市町村：地域防災計画 Prefectures and municipalities: Disaster management operation plan
- 市町村の居住者等：地区防災計画 Residents: Community disaster management plan

### 4 災害対策の推進 Promotion of Disaster Countermeasures

- 災害予防（防災訓練の実施、資材の備蓄等）について
- 災害応急対策（被害情報の収集、避難指示、広域避難の協議、応援の要請等）について
- 災害復旧について各実施責任主体が実施すべき基本的方針を規定  
Disaster prevention (includes disaster drills, stockpiling of materials),  
Primary disaster response procedures (includes collecting damage information,  
giving evacuation instructions, requesting aid),  
Definition of the guidelines for roles and responsibilities to be performed by each actor for disaster recovery

### 5 被災者保護対策 Protection of affected people and their livelihood

- 要支援者名簿・個別避難計画の事前作成  
Prior preparation of the lists of the people requiring assistance in the case of disaster
- 災害時における、避難所、避難施設に係る基準の明確化  
Clarification of the standards for evacuation centers and facilities in the case of disaster
- 罹災証明書、被災者台帳の作成を通じた被災者支援策の拡充  
Improvement and expansion of protection measures for affected people through preparation of the certificates and the list of affected people
- 広域一時滞在・物資輸送の枠組の法定化  
Stipulation of the framework for wide-scale evacuation and goods transportation

### 6 財政金融措置 Financial measures

- 法の実施に係る費用は実施責任者負担、激甚な災害に関する、  
国による財政上の措置（激甚災害法による災害の指定、  
国民負担のかさ上げ等の根拠を規定）  
Implementation of laws are funded by each responsible party Financial measures for extreme disasters by  
the government (including designation of disasters based on Act on Special Financial Support to Deal with  
the Designated Disaster of Extreme Severity and definition of the legal basis for raise in public burden)

### 7 災害緊急事態 State of Disaster Emergency

- 災害緊急事態の布告⇒政府の方針（対処基本方針）の閣議決定  
Declaration of disaster emergency state → Cabinet decision of government's policy (basic policy for countermeasures)
- 緊急措置（生活必需物資の配給等の制限、金銭債務の支払猶予、  
海外からの支援受入れに係る緊急政令の制定、特定非常災害法の自動発動）  
Emergency measures (restriction on distribution of basic necessities, moratorium on financial obligation, urgent enactment of  
Cabinet Order related to acceptance of international support, automatic enforcement of the Act on Special Measures concerning  
Preservation of Rights and Interests of Victims of Specified Disaster)



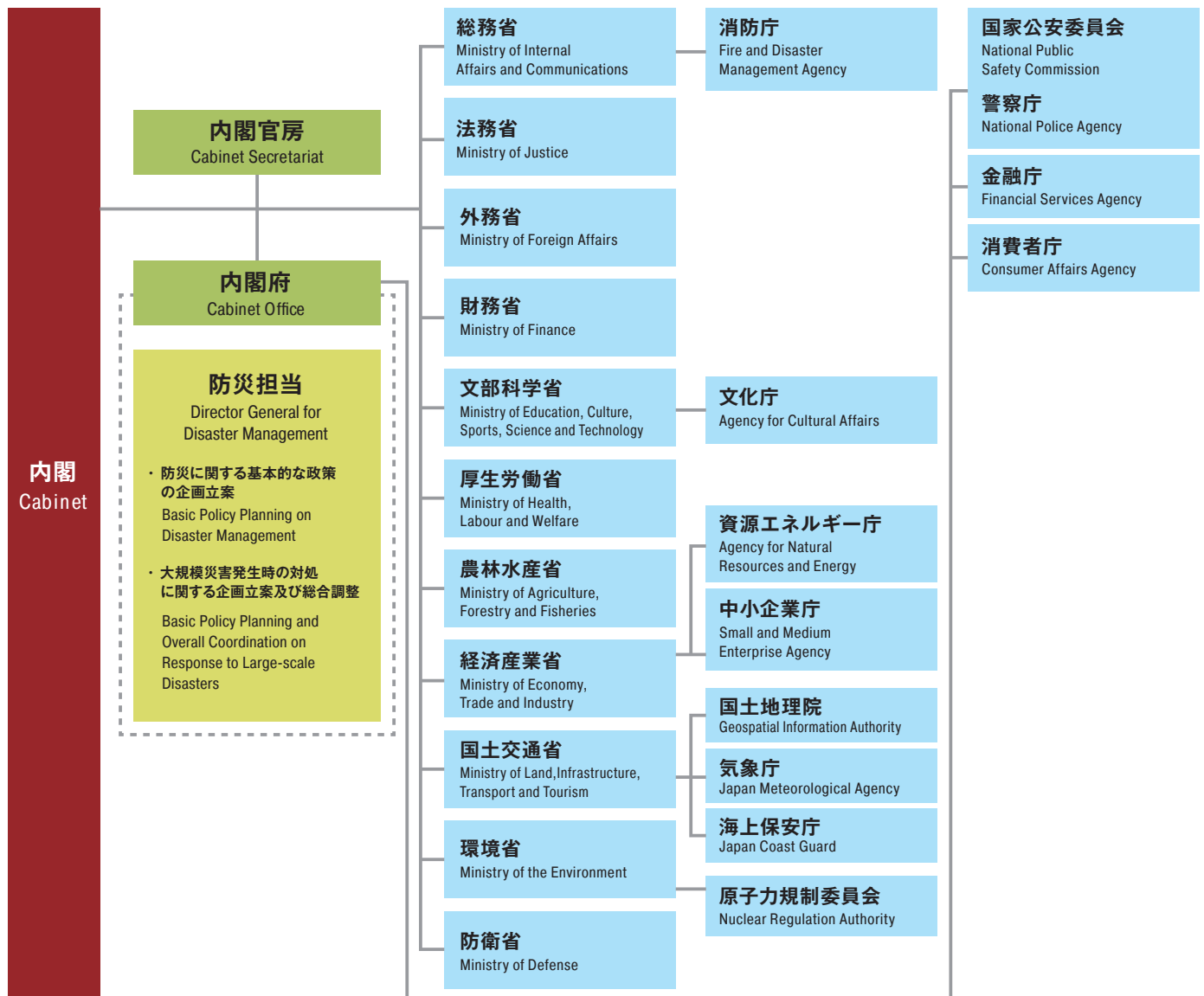
## 2 内閣府の役割

平成13年の中央省庁再編以来、防災に関して行政各部の施策の統一を図る特命担当大臣として、防災担当大臣が置かれています。防災担当大臣は、令和3年の災害対策基本法改正により法律上も必置とされ、政府の防災体制について組織面での一層の強化が図られています。また、広範な分野において政府全体の見地から関係行政機関の連携の確保を図る内閣府において、政策統括官（防災担当）が、防災に関する基本的な政策、大規模災害発生時の対処に関する企画立案及び総合調整を担っています。平時においては、内閣総理大臣を長とし、全閣僚等を構成員とする中央防災会議等において政府の防災対策を決定し、各府省庁において関係施策を実施・推進しています。大規模災害発生時には、正確な情報の迅速な収集と発信、総理大臣への報告・政府の災害対策本部の設置等の応急対策活動体制の確立、広域的災害応急対策の実施に係る総合調整を行います。

## Disasters in Japan

Since the reforms of the central government system in 2001, a Minister of State for Disaster Management is placed to integrate and coordinate disaster risk management policies and measures of ministries and agencies. With the revision of the Basic Act on Disaster Management in 2021, the Minister of State for Disaster Management is legally required, and the government's disaster prevention system is being further strengthened in terms of organization. In the Cabinet Office, which is responsible for securing cooperation and collaboration among related government organizations in wide-ranging issues, the Director-General for Disaster Management is mandated to undertake the planning of basic disaster management policies and response to large-scale disasters, as well as conduct overall coordination. To prepare for disasters, the National Disaster Management Council with the Prime Minister as the Chair and all Cabinet members decides the national government's disaster management policies. Such decisions are carried out by respective ministries and agencies, accordingly. In the event of a large-scale disaster, the Cabinet Office is engaged in collection and dissemination of accurate information, reporting to the Prime Minister, establishment of the emergency activities system including the Government's Disaster Management Headquarters, overall wide area coordination concerning disaster response measures.

### 内閣府及び関係省庁 Cabinet Office and Related Ministries and Agencies



※この図は防災に係る省庁の関係を概念的に表現したものである。This chart conceptually represents the relationship of ministries and agencies related to disaster management.

※東日本大震災からの復興については、復興庁が担当している。The reconstruction from the Great East Japan Earthquake is led and managed by the Reconstruction Agency.

### 3-1 中央防災会議

中央防災会議は、内閣の重要政策に関する会議の一つであり、災害対策基本法に基づき内閣府に設置されています。会議は、内閣総理大臣を会長とし、全閣僚、主要な公共機関の長及び学識経験者で構成されています。会議は、防災基本計画の作成や防災基本方針の策定などを行うとともに、内閣総理大臣や防災担当大臣の諮問に応じて防災に関する重要事項を審議するなど、総合的な災害対策を推進する役割を担っています。

### National Disaster Management Council

The National Disaster Management Council is one of the councils that deal with crucial policies of the Cabinet and is established in the Cabinet Office based on the Disaster Countermeasures Basic Act. The Council consists of the Prime Minister as the chairperson, all members of the Cabinet, heads of major public corporations and experts. The Council develops the Basic Disaster Management Plan and establishes basic disaster management policies and plays a role of promoting comprehensive disaster countermeasures including deliberating important issues on disaster management upon requests from the Prime Minister or Minister of State for Disaster Management.

#### 中央防災会議組織図 Organization of National Disaster Management Council



中央防災会議  
 Central Disaster Management Council

#### 防災体制の概要 Outline of the Disaster Management System



※1 指定行政機関 Designated Government Organizations 24の国の行政機関が指定されています。  
 24 ministries and agencies are designated

※2 指定公共機関 Designated Public Corporations 独立行政法人の一部、日本銀行、日本赤十字社、NHKなどの公共的機関や電力会社、ガス会社、NTTなど公益的事業を営む法人100機関が指定されています。  
 66 organizations including independent administrative agencies, Bank of Japan, Japanese Red Cross Society, NHK, electric and gas companies and NTT are designated.

## 3-2 防災計画

### ① 防災計画の体系

- 防災基本計画: 日本の災害対策の根幹となる防災分野の最上位計画であり、災害対策基本法に基づき、中央防災会議が作成する計画
- 防災業務計画: 防災基本計画に基づき、指定行政機関及び指定公共機関が作成する計画
- 地域防災計画: 防災基本計画に基づき、都道府県及び市町村の防災会議が、地域の实情に即して作成する防災計画
- 地区防災計画: 市町村内の地区内居住者及び事業者が主体となり、自主的に作成する計画

### ② 防災基本計画

防災基本計画は、防災業務計画や地域防災計画の基になる防災対策の総合的・長期的計画であり、防災体制の確立、防災事業の促進、災害復旧の迅速適切化、防災に関する科学技術の研究の推進等を定めています。本計画は、昭和38年に策定されてから、災害対策基本法に基づき、毎年修正の検討を行い、必要があると認められるときは修正することとしています。平成7年には、阪神・淡路大震災の経験を踏まえ修正を行い、国、地方公共団体、公共機関等が行う施策について、それぞれの責務を明確に定めるとともに、災害の種類別に、予防、応急、復旧・復興の各段階に沿って、講ずべき対策を記述しました。また、東日本大震災の教訓を踏まえ、平成23年12月に津波災害対策編を新設したほか、近年においても、災害対応の教訓や施策の進展、新型コロナウイルス感染症への対応等を踏まえた修正を行っています。

### 防災基本計画の構成 Basic Plan for Disaster Risk Reduction



### ③ 地区防災計画

市町村内の地区居住者等(地区内の居住者及び事業者)による、自助・共助の精神に基づく自発的な防災活動を促進し、ボトムアップ型で地域における防災力を高めるため、コミュニティレベルでの防災活動を内容とする地区防災計画を市町村地域防災計画に定めることができますこととしています。

また、地区防災計画を作成するに当たっては、地区居住者等がより主体的に、計画策定段階から積極的に参加することが求められることから、地区居住者等は、共同して、市町村防災会議に対し、市町村地域防災計画に地区防災計画を定めることを提案(計画提案)することができますこととしています。

これまで、市町村地域防災計画に反映された計画は30都道府県、73市区町村、901地区(令和2年4月1日時点)となりました。

## Disaster Management Plans

### 1. Disaster Management Planning System

- Basic Disaster Management Plan: This plan is the highest-level plan and constitutes the basis for disaster management activities prepared by the National Disaster Management Council based on the Disaster Countermeasures Basic Act.
- Disaster Management Operation Plan: This is a plan made by each designated government organization and designated public corporation based on the Basic Disaster Management Plan.
- Local Disaster Management Plan: This is a plan made by each Prefectural and Municipal Disaster Management Council, subject to local circumstances and based on the Basic Disaster Management Plan.
- Community Disaster Management Plan: This is a disaster management activities plan at the community level which is established by residents and businesses jointly on a voluntary basis.

### 2. Basic Disaster Management Plan

The Basic Disaster Management Plan is a comprehensive and long-term disaster management plan forming a foundation for the Disaster Management Operations Plan and Local Disaster Management Plan. It stipulates provisions for the establishment of the disaster management system, promotion of disaster management measures, acceleration of post disaster recovery and reconstruction measures, and promotion of scientific and technological research on disaster management. Since its establishment in 1963, this plan has been reviewed every year based on the Basic Act on Disaster Management and revised when deemed necessary. Therefore, the plan was revised entirely in 1995 based on the experiences of the Great Hanshin-Awaji Earthquake. It defines responsibilities of each entity such as the national and local governments, public corporations and other entities. It consists of various plans for each type of disaster, where specific countermeasures to be taken by each entity are described according to the disaster management phases of prevention and preparedness, emergency response, as well as recovery and reconstruction. Further, based on the lessons learned from the Great East Japan Earthquake, a new chapter was created in December 2011, for Tsunami Disaster Countermeasures. In recent years, lessons from disaster responses and developments in measures as well as responses to the COVID-19 have been taken into account for the revisions.

### 3. Community Disaster Management Plan

In order to encourage and promote proactive disaster management activities among residents (including both individual and corporate residents) in a given area based on the spirit of self-help and mutual help, and to enhance the disaster management capabilities of the area in a bottoms-up manner, it is stipulated that a community disaster management plan, featuring the community level disaster management activities, may be prescribed in the municipal disaster management plan.

In developing a community disaster management plan, more active and proactive participation of the area residents is necessary at an early stage of such development. As such, it is stipulated that the area residents may jointly make a proposal (proposed plan) to the municipal disaster management council that a community disaster management plan be stipulated in the municipal disaster management plan.

Thus far, the plans reflected in the community disaster management plans are that of 30 prefectures, 73 municipalities and 901 communities (as of April 1, 2020).

## 4 災害発生時の対応

### ① 災害応急対策の概要

災害発生時には、救助・救急、医療等多岐にわたる応急活動を効果的に実施するため、国や地方公共団体は、災害・被害情報の収集・連絡及び通信の確保を迅速に行います。これらの情報を基に、被災地の市町村や都道府県では、災害対策本部を設置するなど、応急活動体制を確立します。国においては、内閣情報集約センターにおいて24時間体制で災害情報の収集を行うとともに、大規模な災害が発生した時には、関係省庁の局長級からなる緊急参集チームが総理官邸内の危機管理センターに参集し、災害状況を把握・分析した上で、内閣総理大臣に報告し、必要に応じ関係閣僚会議や関係省庁災害対策会議を開催します。また、被害状況に応じ、非常災害対策本部（本部長は防災担当大臣）や緊急災害対策本部（本部長は内閣総理大臣）を設置し、災害応急対策方針の決定、各機関が実施する災害応急対策の総合調整などを行います。さらに、被災地の状況を把握するため防災担当大臣等を団長とする政府調査団を派遣したり、災害応急対策の総合調整を現地において機動的かつ迅速に処理する必要がある場合には、国の現地対策本部を設置することもあります。

### ② 広域応援体制と国による物資支援

地方公共団体の対応能力を超える大規模な災害の場合、警察庁（警察災害派遣隊）、消防庁（緊急消防援助隊）、海上保安庁、国土交通省（TEC-FORCE）、さらには都道府県知事等の要請に基づく自衛隊の災害派遣により、広域的な応援が実施されるほか、DMAT（災害派遣医療チーム）なども派遣し、重傷患者を自衛隊機により被災地外の病院へ搬送し救命する広域医療搬送も実施されます。

また、国による物資支援として、被災した地方公共団体からの具体的な要請を待たずに、被災者の命と生活環境に不可欠な必需品を国が調達し、プッシュ型支援にて被災地に緊急輸送します。



防災担当大臣による現地視察

Visit to the affected area by the Minister of State for Disaster Management

## Emergency Response to Disasters

### 1. Outline of Disaster Emergency Response

In the event of a disaster, the national and local governments quickly collect and share disaster and damage information, and secure communications to carry out effective emergency activities such as emergency rescue and medical operations. Based on such information, local governments set up disaster management headquarters and related organizations establish their own operation mechanisms. The national government collects disaster information at the Cabinet Information Collection Center 24 hours a day. When a large-scale disaster strikes, an emergency team composed of the directors-general of the respective ministries and agencies gathers immediately at the Crisis Management Center in the Prime Minister's Official Residence to grasp and analyze the disaster situation, and report the results to the Prime Minister. Disaster Management meetings at the ministerial or high-ranking senior official level are held, as necessary. According to the level of damage, the government may establish the Headquarters for Major Disaster Management (headed by the Minister of State for Disaster Management) or the Extreme Disaster Management Headquarters (headed by the Prime Minister), to establish the policies for the disaster countermeasures, and to coordinate various emergency measures to be taken by various organizations. Further, in order to grasp the situation in the disaster area, a government investigation team headed by the Minister of State for Disaster Management may be dispatched, or if quick and swift actions are needed to be taken with overall coordination of emergency activities on site, the government may establish the onsite headquarters for disaster management.

### 2. Regional Support System and Relief Goods from the Government

In case of large-scale disasters that exceed the response capacities of the affected local government, various wide-area support mechanisms are mobilized by the National Police Agency (Disaster Response Units), Fire and Disaster Management Agency (Emergency Fire Response Teams), and Japan Coast Guard. Furthermore, the Self-Defense Forces can be dispatched for emergency response activities upon request from the governor of the affected prefecture. Also, personnel such as Disaster Medical Assistance Team (DMAT) are dispatched to provide wide-area medical services. These teams transport severely injured persons via Self-Defense Forces vehicles and aircrafts to hospitals outside the disaster-stricken zone.

In addition, the government provides relief goods without awaiting specific requests from affected municipalities. These basic necessities for the affected citizens' lives and living environment are procured by the government and delivered via emergency transportation to the affected areas in a "push-mode" support system.



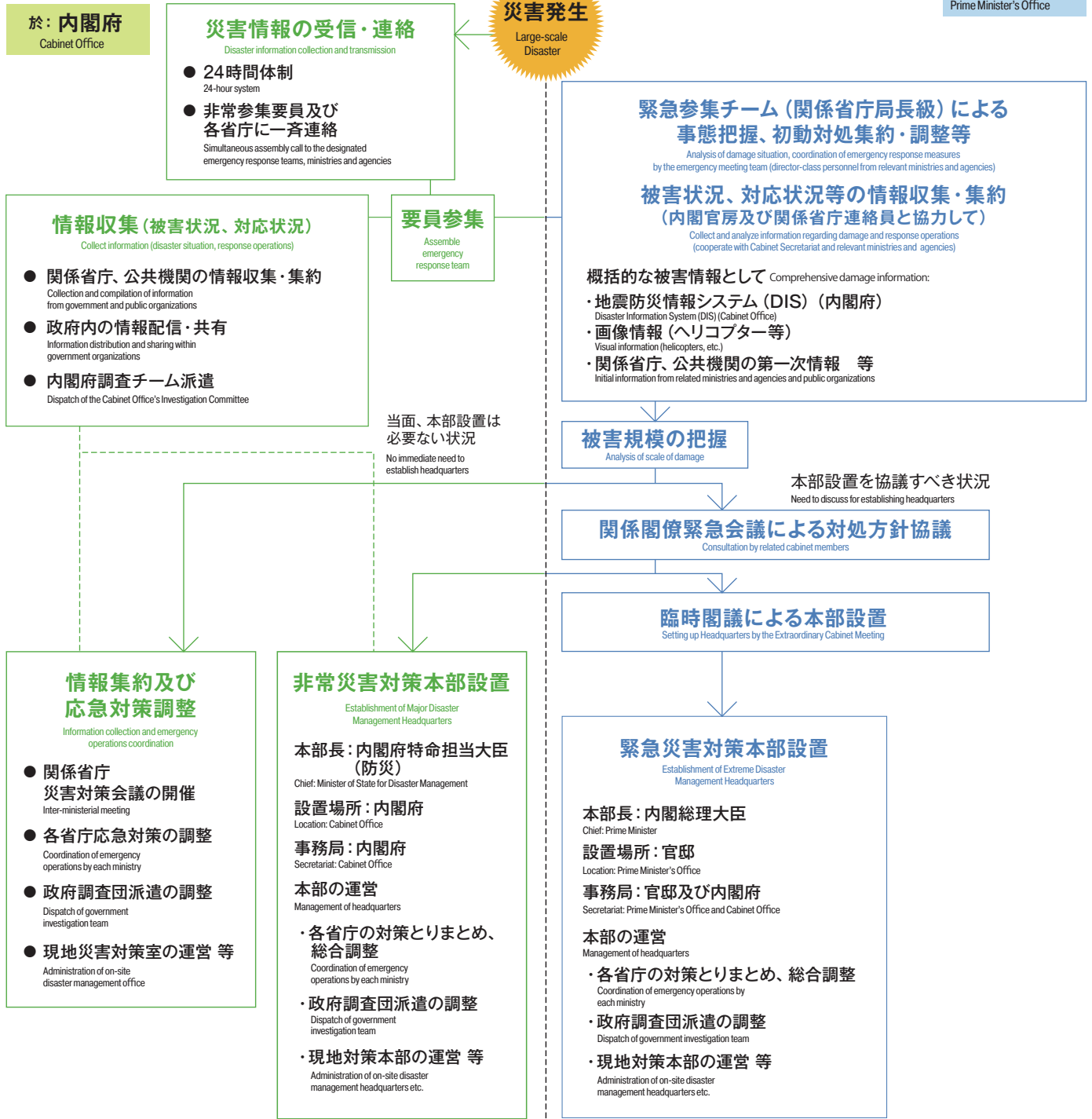
熊本県関係省庁連絡会議

Liaison meeting of relevant ministries and agencies of Kumamoto Prefecture

# 災害発生時における政府の応急対応

## Government Disaster Response Mechanism

於：官邸  
Prime Minister's Office



**緊急消防援助隊の救助活動**  
(東日本大震災・宮城県気仙沼市)  
Rescue activity by Emergency Fire Response Team (at GEJE, Kesenuma, Miyagi)



**被災地へ出場中の緊急消防援助隊**  
(東日本大震災・岩手県大槌町)  
Emergency Fire Response Team heading to the affected areas (at GEJE, Otsuchi, Iwate)



**御嶽山噴火災害における救助活動**  
写真提供：防衛省提供  
Rescue activity at Ontake volcano eruption  
Photo: Ministry of Defense



**TEC-FORCEの活動状況**  
(令和2年7月豪雨)  
写真提供：国土交通省提供  
Activity of TEC-FORCE (Heavy Rain Event on July 2020)  
Photo: Ministry of Land, Infrastructure, Transport and Tourism

### ④ 災害発生時の国及び地方公共団体の連携システム

災害が発生した場合、住民に最も身近な行政主体として市町村が災害応急対策に当たり、都道府県は広域にわたり総合的な対応を必要とする事案の対応に当たります。また、被災地方公共団体の対応能力を超えるような大規模災害の場合には、国による応援や地方公共団体間の相互応援を行います。国においては、緊急災害対策本部又は非常災害対策本部を設置し、関係省庁や被災地方公共団体から被害情報等の収集を迅速に行うとともに、被害状況等に応じて救助・救急活動、医療活動、支援物資の調達・輸送などの災害応急対策の総合調整等を行います。また、必要に応じ被災地に現地対策本部を設置することにより、被災地方公共団体との連絡調整、被災地の情報及び支援要望の収集等を行い、被災者のニーズを踏まえた災害応急対策を的確かつ迅速に行います。

現地対策本部は、平成23年東日本大震災、平成26年豪雪、平成26年8月豪雨、平成26年御嶽山噴火の発生時などにおいて被災地に設置されました。被災地方公共団体の災害対策本部との合同会議等により、国と地方公共団体が共通認識の下、連携するとともに、被災地方公共団体の要望等に対する政府の身近なワンストップ窓口として機能するなど、その役割は重要性を増しています。

### 3. System for coordinating activities between the national government and local public entities

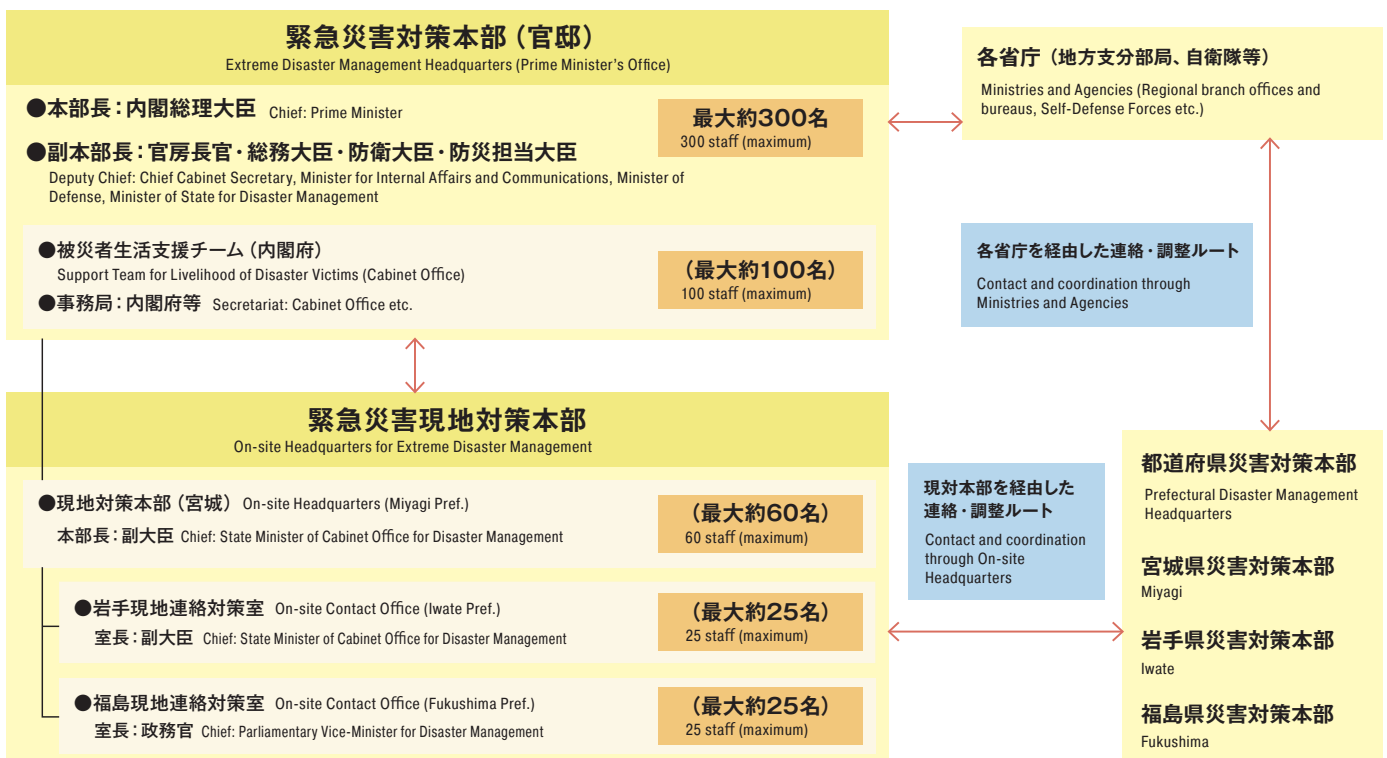
In the event of a disaster occurring, municipalities will primarily be engaged in emergency countermeasures as they are the closest to residents. Prefectural administration will get involved when the comprehensive wider-area measures are necessary. In the event of a large-scale disaster beyond the capability of local public entities struck by the disaster, national government will step in to support the local entity and coordinate mutual support among the local entities. At the national level, the Extreme Disaster Management Headquarters or the Major Disaster Management Headquarters is set up to promptly collect the disaster information from relevant ministries and local public entities struck by the disaster, and overall coordination is provided for rescue, first aid, medical and emergency supplies as necessary and appropriate. Also, an on-site disaster management headquarters may be set up to promptly coordinate among the affected local entities and collect information and requests from relevant prefectures and to properly conduct the emergency response activities in consideration to the needs for the affected people.

The on-site disaster management headquarters were set up in the affected areas in such cases as the Great East Japan Earthquake in 2011, the heavy winter snowfall in 2014, the heavy rains in August 2014, and the Mt. Ontake eruption in 2014. Through joint meetings held in collaboration with the disaster response headquarters organized by the local entities in the affected areas, the national government and the local entities coordinate based on their shared awareness to serve as the government's closest one-stop contact point for requests from the affected local entities. As such, the role of the on-site disaster management headquarters is increasing its importance.

## 災害発生時の国及び地方公共団体の連携システムについて(東日本大震災の場合) Coordination System between National and Local Governments (in the case of the Great East Japan Earthquake)

### 東日本大震災における緊急災害対策本部と各県の連絡・調整体制

Communication and coordination system between Extreme Disaster Management Headquarters and each prefecture during the Great East Japan Earthquake



## 1 事前防災対策

## ① 地震・津波対策

## i 日本における地震

日本は、地球全体を覆う十数枚のプレートのうちの4枚のプレートがひしめく場所に位置しているため、プレート境界やその周辺で発生する地震による被害を受けやすい地理的条件にあります。これまでも、東日本大震災のようなプレートの沈み込みにより発生するプレート境界型の巨大地震や、プレートの運動に起因する内陸域の地殻内地震（平成7年の阪神・淡路大震災等）により甚大な被害を受けてきました。

## 過去30年に日本で発生した主な地震

## Major Earthquakes recorded in Japan last 30 years

| 日付 Date          | 地震名または震源 Earthquakes or Hypocenters  |
|------------------|--|
| ① 1993.1.15      | 平成5年釧路沖地震<br>Kushiro-oki Earthquake  |
| ② 1994.10.4      | 平成6年北海道東方沖地震<br>Hokkaido-Toho-oki Earthquake   |
| ③ 1994.12.28     | 平成6年三陸はるか沖地震<br>Sanriku-Haruka-oki Earthquake  |
| ④ 1995.1.17      | 平成7年兵庫県南部地震（阪神・淡路大震災）<br>Hyogo-ken-Nambu Earthquake (Great Hanshin-Awaji Earthquake) |
| ⑤ 1997.5.13      | 鹿児島県薩摩地方<br>Satsuma region in Kagoshima Prefecture                                   |
| ⑥ 1998.9.3       | 岩手県内陸北部<br>Northern region in Iwate Prefecture                                       |
| ⑦ 2000.7.1       | 新潟・神津島近海<br>Niijima and Kozushima Earthquake   |
| ⑧ 2000.10.6      | 平成12年鳥取県西部地震<br>Tottori-seibu Earthquake   |
| ⑨ 2001.3.24      | 平成13年芸予地震<br>Geiyo Earthquake  |
| ⑩ 2003.5.26      | 宮城県沖<br>Miyagi-ken-oki Earthquake  |
| ⑪ 2003.7.26      | 宮城県北部<br>Northern Miyagi Earthquake  |
| ⑫ 2003.9.26      | 平成15年十勝沖地震<br>Tokachi-oki Earthquake   |
| ⑬ 2004.10.23     | 平成16年新潟県中越地震<br>Niigata-ken-Chuetsu Earthquake                                       |
| ⑭ 2005.3.20      | 福岡県西方沖<br>Fukuoka-ken-Seihou-oki Earthquake  |
| ⑮ 2005.8.16      | 宮城県沖<br>Miyagi-ken-oki Earthquake  |
| ⑯ 2007.3.25      | 平成19年能登半島地震<br>Noto-hanto Earthquake, 2007   |
| ⑰ 2007.7.16      | 平成19年新潟県中越沖地震<br>Niigata-Chuetsu-oki Earthquake, 2007                                |
| ⑱ 2008.6.14      | 平成20年岩手・宮城内陸地震<br>Iwate-Miyagi Inland Earthquake, 2008                               |
| ⑲ 2008.7.24      | 岩手県沿岸北部<br>Northern coastal area of Iwate Prefecture                                 |
| ⑳ 2009.8.11      | 駿河湾<br>Suruga Bay  |
| ㉑ 2011.3.11      | 東北地方太平洋沖地震（東日本大震災）<br>Great East Japan Earthquake                                    |
| ㉒ 2016.4.14/4.16 | 平成28年熊本地震<br>The 2016 Kumamoto Earthquake  |
| ㉓ 2018.9.6       | 平成30年北海道胆振東部地震<br>The 2018 Hokkaido Eastern Iburi Earthquake                         |



## Investment in Disaster Risk Reduction

## ① Countermeasures against Earthquake and Tsunami Disasters

## i Earthquake Disasters in Japan

Japan is located at a point on the earth's surface where four of more than 10 tectonic plates covering the globe are crushed against each other, making it an archipelago with geographic characteristics that make it susceptible to earthquake disasters. Japan has suffered great damages from the massive inter-plate earthquakes produced by plate subduction (such as the Great East Japan Earthquake of 2011) and the inland crustal earthquakes caused by plate movements (such as the Great Hanshin-Awaji Earthquake of 1995).

## ii 観測体制

地震活動を常時監視するため、気象庁等の関係機関により、全国各地に、震源の位置や地震の規模の推定、津波警報等に活用する地震計や、各地の揺れの強さを測定する震度計が設置されています。これらのデータは気象庁に集約され、日本やその周辺で地震が発生すると、震源に近い地震計でとらえた地震波を解析し、最大震度5弱以上が予測される場合には、可能な限り迅速に緊急地震速報の「警報」がテレビ、ラジオ、携帯電話やスマートフォン等を通して伝えられます。その他、地震の震源やマグニチュード、各地の震度について、随時発表をしていきます。

## iii 大規模地震対策の概要

近い将来の発生の切迫性が指摘されている大規模地震として、南海トラフ地震、日本海溝・千島海溝周辺海溝型地震、首都直下地震などがあり、これらについては、各関係法令に基づき、対策を講ずべき地域の指定、行政機関や民間事業者等による防災対策の推進に係る計画の策定等が行われます。これらの大規模地震以外にも、地震は全国どこでも起こる可能性があります。災害対応の各段階(準備、初動、応急、復旧)において地方公共団体が実施すべき対応を「地方都市等における地震対応のガイドライン」としてとりまとめています。

## ii Observation System

In order to constantly monitor seismic activity, the Japan Meteorological Agency (JMA) and other relevant organizations install and maintain seismometers that are used for estimating the location of the epicenter and magnitude of an earthquake as well as for tsunami warnings, and seismic intensity meters that measure the intensity of ground motion, in numerous places nationwide. As soon as an earthquake occurs in or around Japan, the JMA analyzes P-wave at seismometers placed close to the hypocenter. If an earthquake of intensity 5 or greater is predicted, Earthquake Early Warning (EEW)'s alert is issued as quickly as possible through television, radio, cell phones and smartphones, etc. In addition, the epicenter and magnitude of the earthquake, and seismic intensity in different areas are announced as they become available.

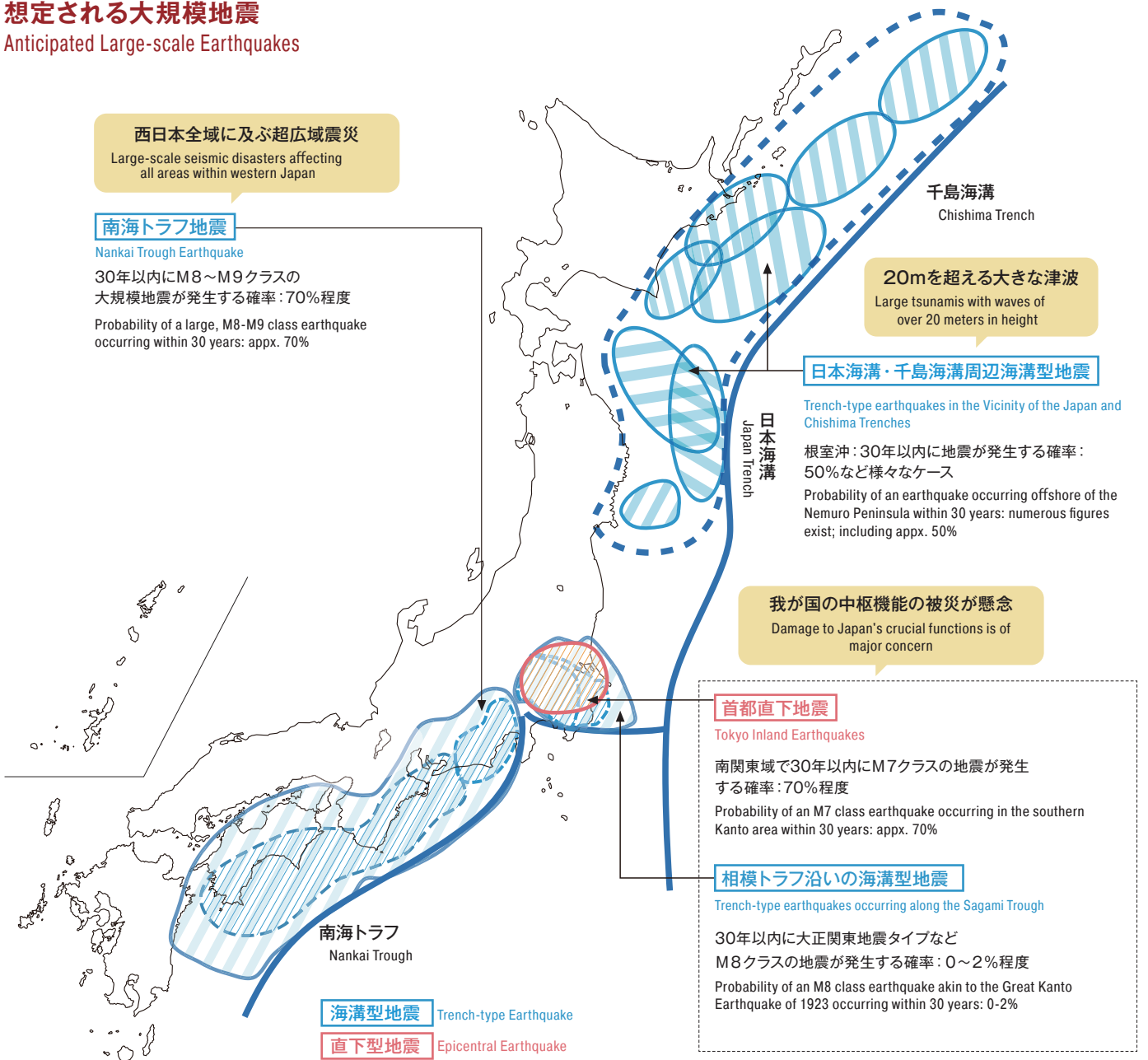
## iii Outline of Countermeasures Against Large-scale Earthquakes

It has been pointed out with a great sense of urgency that Japan can be struck by large-scale earthquakes in the near future, such as Nankai Trough Earthquake, Megaquake in the Vicinity of the Japan and Chishima Trenches, and Tokyo Inland Earthquake. With regard to these earthquakes, the government designated the areas where disaster reduction measures are to be taken in accordance with relevant laws and regulations. It is possible that an earthquake other than these large-scale ones can hit any place in Japan. A guideline for the countermeasures against earthquakes by local municipalities has been compiled covering every step of the disaster response levels (preparation, initial response, response, and recovery).



# 想定される大規模地震

## Anticipated Large-scale Earthquakes



#### iv 津波対策

日本は、四方を海に囲まれ、海岸線は長く複雑なため、津波被害を受けやすく、過去にも、大きな津波被害が発生しています。津波を引き起こす可能性のある地震が日本近海で発生した場合には、気象庁により、地震発生後約3分を目標に大津波警報・津波警報・津波注意報が発表され、続いて予測される高さ、到達時刻が発表されます。これらの情報は、直ちに防災関係機関や報道機関に提供され、さらに住民や船舶に伝達されます。

また、津波対策として、海岸堤防(防潮堤)や防潮水門等の整備が進められています。

こうした中、平成23年3月に発生した東日本大震災では、これまでの想定を遥かに超える地震・津波により、22,200人を超える命が奪われました。

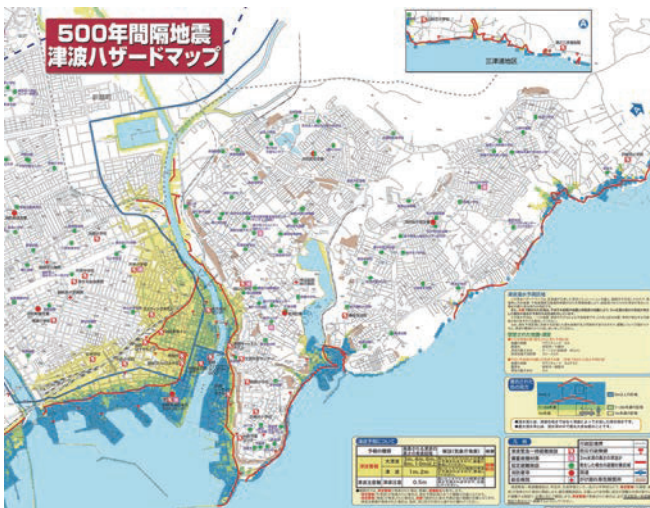
この災害を受け、津波の観測体制の強化、津波に関する教育及び訓練の実施、津波対策のために必要な施設の整備その他の津波対策に関する事項を定めた「津波対策の推進に関する法律」、さらに津波により浸水が想定される区域において、津波防災地域づくりを総合的に推進するための計画の作成や開発行為の制限等に関する事項を定めた「津波防災地域づくりに関する法律」が策定されました。

また、2015年の国連総会において、11月5日を「世界津波の日」とすることが定められたことを受け、濱口梧陵国際賞が創設されました。同賞では、津波等に対する防災・減災に関する研究、地域における取組等において、顕著な功績があった個人・団体を表彰し、国内外で沿岸防災技術に係る啓発及び促進が図られています。

また、災害対策基本法においても、津波等の災害からの緊急的な避難場所を指定することを新たに規定するなどの所要の改正が行われ、それぞれの法律等に基づき、総合的な津波対策が進められています。

#### 津波ハザードマップの例(北海道釧路市)

Example of Tsunami Hazard Map (Kushiro-shi, Hokkaido)



#### iv Tsunami Countermeasures

Surrounded by water on all sides with long and complex coastlines, Japan is highly vulnerable to earthquake-generated tsunamis. In reality, there has been severe damage caused by various tsunamis in the past.

When a tsunami is expected to cause coastal damage, Japan Meteorological Agency issues a big tsunami warning, tsunami warning or advisory within 3 minutes after the earthquake and then follows up with announcements about the estimated height and arrival time of the tsunami. The information is transmitted immediately to disaster management organizations and media outlets, and further forwarded to residents and maritime vessels.

To prevent or reduce tsunami disasters, coastal/tidal embankments and tide prevention gates have been developed.

Despite these efforts, more than 22,200 people lost their lives by the Great East Japan Earthquake and subsequent Tsunami in March 2011.

Based on this experience, the Act on Promotion of Measures for Tsunami which includes enhancement of the tsunami observation systems, education and training about tsunami and construction of necessary facilities, and the Act on Development of Areas Resilient to Tsunami Disasters prescribing formulation of comprehensive plans and restriction of development in areas estimated to be inundated by tsunami have been enacted. Further, in the 2015 United Nations General Assembly, it was decided to set November 5 as the "World Tsunami Awareness Day". In response to this, the Hamaguchi Goryo International Award was established. The award recognizes individuals and/or organizations that have made significant contributions to the research on management and risk reduction of disasters like tsunami, and local measures and efforts for disaster management. The award raises people's awareness of coastal resilience technologies and encourages their development.

Further, necessary revisions were made to the Basic Act on Disaster Management to enable local entities to designate emergency shelter areas. Based on these laws, more comprehensive tsunami countermeasures are being taken.

#### 津波避難タワー(千葉県九十九里町)

Tsunami Evacuation Tower (Kujukuri Town, Chiba Prefecture)



## 津波被害の歴史

| 災害名                          | 年月日         | 死者・<br>行方不明者 |
|------------------------------|-------------|--------------|
| 明治三陸地震津波 (M8 $\frac{1}{4}$ ) | 1896年6月15日  | 22,000       |
| 昭和三陸地震津波 (M8.1)              | 1933年3月3日   | 3,064        |
| 東南海地震 (M7.9)                 | 1944年12月7日  | * 1,223      |
| 南海地震 (M8)                    | 1946年12月21日 | * 1,443      |
| チリ地震津波 (M9.5)                | 1960年5月23日  | * 230        |
| 1968年十勝沖地震 (M7.9)            | 1968年5月16日  | 142          |
| 昭和58年日本海中部地震 (M7.7)          | 1983年5月26日  | * 52         |
| 平成5年北海道南西沖地震 (M7.8)          | 1993年7月12日  | * 104        |
| 東日本大震災 (M9)                  | 2011年3月11日  | * 21,839     |

注:※津波以外の原因による死者・行方不明を含む。

## Tsunami History

| Disaster name                    | Date              | No. of dead o<br>missing persons |
|----------------------------------|-------------------|----------------------------------|
| Meiji Sanriku Earthquake Tsunami | June 15, 1896     | 22,000                           |
| Showa Sanriku Earthquake Tsunami | March 3, 1933     | 3,064                            |
| Tonankai Earthquake              | December 7, 1944  | * 1,223                          |
| Nankai Earthquake                | December 21, 1946 | * 1,443                          |
| Chile Earthquake Tsunami         | May 23, 1960      | * 230                            |
| Tokachi-oki Earthquake           | May 16, 1968      | 142                              |
| Nihon-kai-Chubu Earthquake       | May 26, 1983      | * 52                             |
| Hokkaido-Nansei-oki Earthquake   | July 12, 1993     | * 104                            |
| the Great East Japan Earthquake  | March 11, 2011    | * 21,839                         |

Note: Includes people not directly killed or reported missing due to tsunamis.

### v 南海トラフ地震対策

南海トラフ沿いの地域においては、地震調査研究推進本部地震調査委員会の長期評価によると、マグニチュード8～9クラスの地震が今後30年以内に発生する確率は70～80%（令和3年1月13日現在）とされており、大規模地震発生の切迫性が指摘されています。

被害想定では、死者は最大で約32.3万人、このうち津波による死者が約23万人にもおよび、資産等の被害は約170兆円、生産・サービス低下の影響は約45兆円と想定されていますが、事前に対策を講じること等により、大幅に被害を減じることができると想定されています。

このような中、南海トラフ地震に係る地震防災対策の推進に関する特別措置法の下、南海トラフ地震に係る地震防災対策を推進すべき地域等の指定を行うとともに、南海トラフ地震防災対策推進基本計画を作成しています。これを基に、南海トラフ沿いの地域では、東日本大震災を教訓に最大クラスの巨大な地震・津波を想定し、突発地震に備えた事前対策から事後対応、復旧・復興まで、地震対策の取組を総合的に進めています。

また、中央防災会議の下に設置されたワーキンググループにおける検討において、現在の科学的知見からは確度の高い地震の予測は難しいものの、観測網の充実により地震に関する様々な異常な現象を捉えることは可能とされました。そのため、大規模地震発生の可能性が平常時と比べて相対的に高まったと評価された場合、後発地震に対して1週間警戒する措置をとる等、防災対応の方向性についてもとりまとめられています。

内閣府では、ワーキンググループの検討結果を踏まえ、平成31年3月に地方公共団体や企業等が防災対応の検討を行う上で参考となるよう「南海トラフ地震の多様な発生形態に備えた防災対応検討ガイドライン」を公表しました。また、令和元年5月の中央防災会議において、南海トラフ地震防災対策推進基本計画が変更され、南海トラフ沿いの異常な現象への防災対応等が盛り込まれました。

### v Countermeasures Against Nankai Trough Earthquake

In the area along the Nankai Trough, the long-term evaluation by Earthquake Research Committee of the Headquarters for Earthquake Research Promotion indicates that there is a 70-80% likelihood that an earthquake of a scale of magnitude 8-9 will occur within 30 years (as of January 13 2021), pointing to an imminent large-scale earthquake. According to the simulation, maximum death toll could be as many as 323,000, of which death by tsunami would amount to 230,000. Maximum possible economic loss could be approximately 170 trillion yen for assets and 45 trillion yen for degradation of production and services. It is estimated, however, that these damages could be reduced substantially by taking countermeasures in advance.

On the basis of Act on Special Measures for Promotion of Nankai Trough Earthquake Disaster Management, areas were designated to make progress in the measures against the Earthquake. To promote measures for these areas, the Basic Plan was formulated. Based on these plans, measures integrating preparation, response, recovery in case of a sudden earthquake are being developed for the area along the Nankai Trough. The measures take the Great East Japan Earthquake as the model, assuming the occurrence of an earthquake and tsunami at their largest scale. Further, the working group set up by the National Disaster Management Council came to the conclusion that while a highly accurate prediction of earthquakes are difficult, capturing the various abnormal phenomena that are associated with earthquakes will be possible through improvement in observation networks. Therefore, plans for when the probability of an occurrence of a large-scale earthquake is evaluated to be relatively higher than usual have been made. For example, residents from areas which clearly cannot be evacuated will evacuate in preparation during the first week following the first earthquake.

The Cabinet Office announced the “Guidelines for Formulating Disaster Risk Management Measures Based on Various Nankai Trough Earthquake Scenarios” in March 2019 as reference for local governments and corporates when they formulate disaster response measures. In the May 2019 National Disaster Management Council, the “Basic Plan for the Promotion of Nankai Trough Earthquake Disaster Risk Reduction Countermeasures” was amended to include disaster risk reduction measures upon abnormal phenomena along the Nankai Trough.

## 南海トラフ地震に係る地震防災対策の基本的な施策

## Basic Policies for the Nankai Trough Earthquake Disaster Management

減災目標 (今後10年間)  
Damage reduction goals (in the next 10 years)想定される死者数  
Number of estimated death toll約32万3千人  
about 323,000 persons概ね8割以上減少  
more than 80% reduction想定される建築物の全壊棟数  
Number of estimated total collapse of buildings約250万棟  
about 2.5 million units概ね5割以上減少  
more than 50% reduction

## 1 地震対策 Measures for the earthquake

- ① 建築物の耐震化 ② 火災対策 ③ 土砂災害・地盤災害・液状化対策 ④ ライフライン・インフラ施設の耐震化等  
① earthquake-resistant building ② making buildings fire-resistant ③ measures for land slides, soil liquidaion ④ earthquake-resistant life-lines, infrastructure

## 2 津波対策 Measures for tsunamis

- ① 津波に強い地域構造の構築 ② 安全で確実な避難の確保  
① building tsunami-resilient community structure ② securing safe evacuation

## 3 総合的な防災体制 Comprehensive Disaster Management System

- ① 防災教育・防災訓練の充実 ② ボランティアとの連携 ③ 総合的な防災力の向上 ④ 長周期地震動対策  
① enhancement of disaster management education/drills ② cooperation with volunteers ③ improvement of disaster reduction capability ④ measures for long-period earthquake motion

## 4 災害発生時の対応に係る事前の備え Preparedness for response to the disaster

- ① 災害対応体制の構築 ② 救助・救急対策 ③ 医療対策 ④ 消火活動等 ⑤ 緊急輸送のための交通の確保・緊急輸送活動 ⑥ 食料・水、生活必需品等の物資の調達 ⑦ 燃料の供給対策 ⑧ 避難者等への対応 ⑨ 帰宅困難者等への対応 ⑩ ライフライン・インフラの復旧対策 ⑪ 保健衛生・防疫対策 ⑫ 遺体対策 ⑬ 災害廃棄物等の処理対策 ⑭ 災害情報の収集 ⑮ 災害情報の提供 ⑯ 社会秩序の確保・安定 ⑰ 多様な空間の効果的利用の実現 ⑱ 広域連携・支援体制の確立  
① establishing disaster response systems ② rescue and emergency response ③ medical plans ④ firefighting activities ⑤ securing emergency transportation ⑥ procurement of food, water and life support necessities ⑦ securing fuel supply; ⑧ measures to the evacuees ⑨ measures to hard-to-reach-home workers (commuters) ⑩ measures for life-line and infrastructure recovery ⑪ hygiene and public health, epidemic prevention measures ⑫ plans for the victim bodies ⑬ measures for disposition of disaster debris ⑭ collection of disaster information ⑮ provision of disaster information ⑯ securing and stabilizing social order; ⑰ effective use of various space ⑱ establishing wide-area cooperation and support system

## 5 被災地内外における混乱の防止 Prevention of confusion in the areas directly hit by a disaster and other areas

- ① 基幹交通網の確保 ② 民間企業等の事業継続性の確保 ③ 国及び地方公共団体の業務継続性の確保  
① securing main traffic network ② securing business continuity of the private sector ③ securing services continuity of the national and local public entities

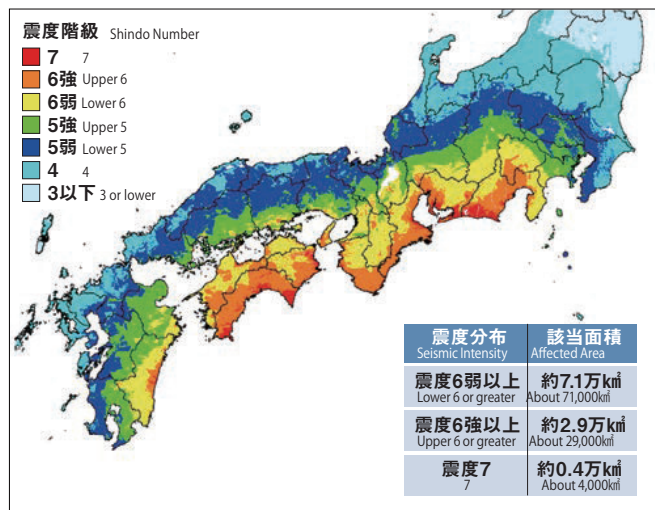
## 6 多様な発生態様への対応 Measures for various mode of disaster occurrence

## 7 様々な地域的課題への対応 Measures for various local challenges

- ① 高層ビル、地下街、百貨店、ターミナル駅等の安全確保 ② セロメートル地帯の安全確保 ③ 原子力事業所等の安全確保 ④ 石油コンビナート地帯及び周辺の安全確保 ⑤ 孤立可能性の高い集落への対応 ⑥ 沿岸部における地場産業・物流への被害の防止及び軽減 ⑦ 文化財の防災対策  
① securing safety of skyscrapers, underground shopping malls, department stores, and terminal stations ② securing safety of the sea level area ③ securing safety of nuclear plants, etc. ④ securing safety of petrochemical plant complex ⑤ response to local communities highly likely to be isolated ⑥ prevention and reduction of damage in the local business and logistics in the water-front area ⑦ Measures for cultural heritages

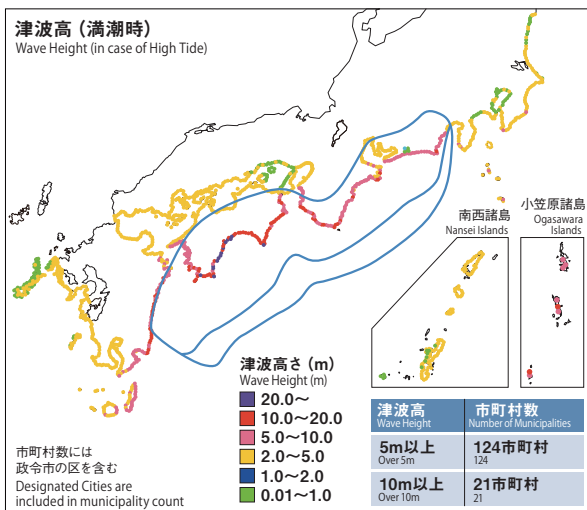
## 最大クラスの地震における震度の最大値の分布図

Distribution of Maximum Seismic Intensity (Shindo) in the event of maximum possible earthquake



## 最大クラスの地震における津波高分布

Distribution of Tsunami Wave Height in the event of maximum possible earthquake



## vi 首都直下地震対策

首都地域においては、関東大地震のようなM8クラスの海溝型巨大地震が200~400年間隔で発生すると考えられています。また、M8クラスの地震が発生する前にM7クラスの「首都直下地震」が数回発生すると予想されており、その切迫性が指摘されています。

首都直下地震モデル検討会において、都区部直下の地震(M7クラス)及び相模トラフ沿いの大規模地震(M8クラス)の地震動、津波高等の推計を行い、これに基づき、平成25年12月、首都直下地震対策検討ワーキンググループにおいて、被害想定と対策の方向性を内容とする最終報告書が取りまとめられました。

報告書では、M7クラスの19パターン of 地震のうち、被害が大きく首都中枢機能への影響が大きいと考えられる都心南部直下地震(M7.3を想定)が発生した場合、最大で、死者約2.3万人、要救助者約7.2万人、全壊・焼失家屋約61万棟にもおよび、資産等の被害は約47兆円、生産・サービス低下の影響は約48兆円と想定されています。

## vi Countermeasures Against Tokyo Inland Earthquake

It is estimated that in the capital area (Tokyo), massive trench type earthquakes with a magnitude of 8 or greater, like the Great Kanto Earthquake (1923), will occur at intervals of 200-400 years. Additionally, it is presumed that several Tokyo Inland Earthquakes of M7 scale will occur before a M8 scale earthquake, and the imminent possibility of such an event has been pointed out.

In the study meeting for the Tokyo Inland Earthquakes, an estimation was made about the earthquake intensity and the height of the tsunami waves from the earthquake directly underneath the Tokyo Metropolitan Area (M7 class) and those along the Sagami Trough (M8 class). Based on the results, a final report was completed in December 2013 as to the estimation of the damage and possible measures.

According to the final report, the earthquake with an epicenter in the southern part of Tokyo (assumed scale of M7.3), which is one of the 19 types of possible M8-class earthquakes, would cause extensive damage including a death toll of as many as 23,000 people, number of people in need of rescue of 72,000, total collapse of 610,000 buildings and a maximum possible economic loss of 47 trillion yen for assets and 48 trillion yen for degradation of production and services.

## 首都直下地震の被害想定

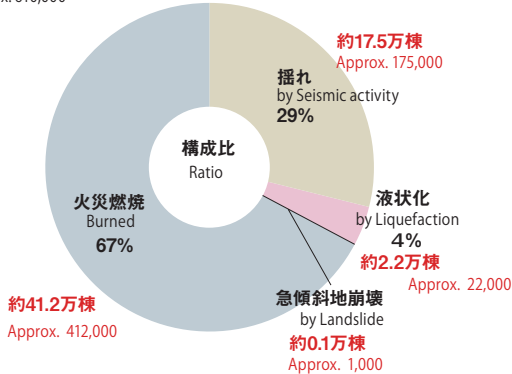
### Damage Estimation from the Tokyo Inland Earthquake

想定条件: 冬・夕方 風速8m/s

Assumed conditions: Winter, evening; wind speed of 8 m/s.

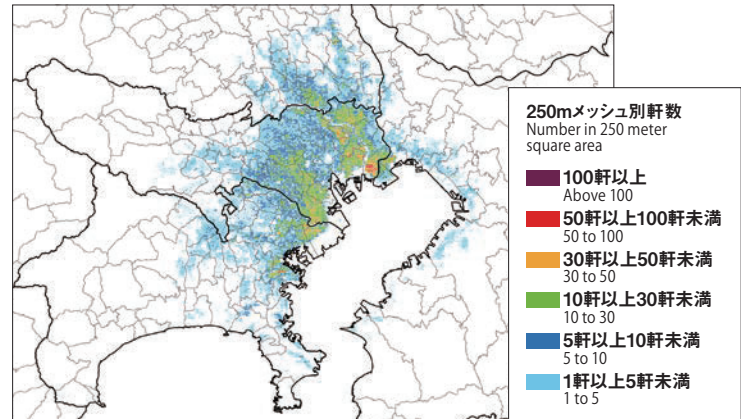
#### ① 建物全壊棟数・火災焼失棟数 約61万棟

No. of houses and buildings collapsed or burned  
Approx. 610,000



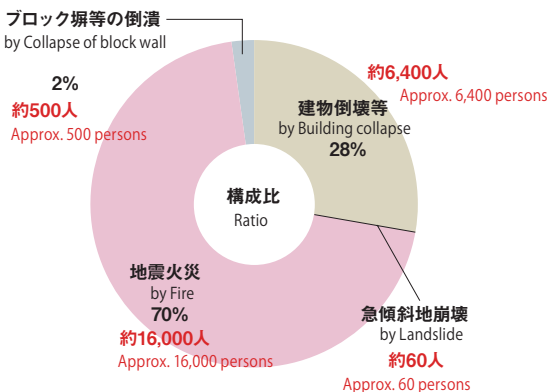
#### (揺れによる全壊棟数の分布)

(Distribution of collapsed houses and buildings due to seismic activity)



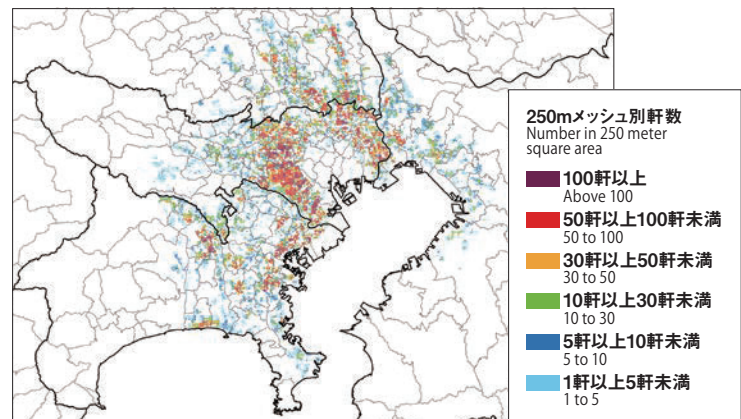
#### ② 死者数 約23,000人

No. of death toll: Approx. 23,000 persons



#### (焼失棟数の分布)

(Distribution of burned houses and buildings)



我が国では、首都直下地震対策特別措置法に基づき、緊急に地震防災対策を推進する必要がある地域として、首都直下地震緊急対策区域(平成27年3月時点1都9県309市町村)を指定するとともに、首都直下地震緊急対策推進基本計画及び政府業務継続計画(首都直下地震対策)を作成しています。この基本計画では、首都直下地震対策の意義として、首都中枢機能の継続性の確保が必要不可欠であること、人的・物的被害は甚大であるものの、予防対策・応急対策で被害を大きく減少させることが可能であり、このための対策を計画的・戦略的に実施することが必要であることを示しています。また、対策の基本的な方針として、

- ・首都中枢機関の業務継続体制の構築とそれを支えるライフライン及びインフラの維持
- ・あらゆる対策の大前提としての耐震化と火災対策、深刻な道路交通麻痺対策、膨大な数の避難者・帰宅困難者対策等
- ・社会のあらゆる構成員が連携した「自助」「共助」「公助」による対策の推進等を示しています。

また、平成27年3月には、期限を定めた定量的な減災目標を設定すると共に、当該目標を達成するための施策について具体目標等を盛り込んでいます。

In our country, based on the Act on Special Measures against Tokyo Inland Earthquake, areas were designated as in need of urgent measures to be taken (Tokyo and 9 prefectures, and 309 municipalities as of March 2015). At the same time, the Basic Plan for urgent implementation of measures and the Business Continuity Plan of the Central Government are formulated.

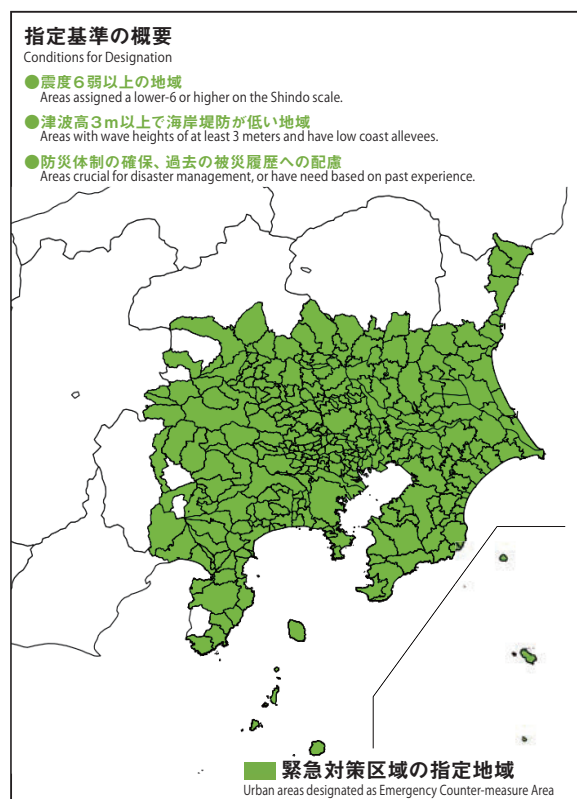
This Basic Plan stipulates that the continuity of core functions of the metropolis be maintained, and the human and material damage would be significantly reduced by preparedness for the disaster and by emergency response plans. Thus, it is critically necessary that such measures be planned ahead and strategically implemented. As the basic policy, the Plan includes:

- Construction of the systems for continuation of the services of core institutions and the infrastructure supporting such systems
- Construction of earthquake and fire resistant structures as the basis for all countermeasures taken, and measures against anticipated serious road traffic c paralysis and measures for enormous number of evacuees and workers having difficulties getting home
- Promotion of whole-society cooperation on a “self-help”, “mutual-help” and “public help” basis

Furthermore, in March 2015, the Plan was revised to include numerical targets for disaster reduction with a time limit, and includes concrete targets for measures to achieve those numerical targets.

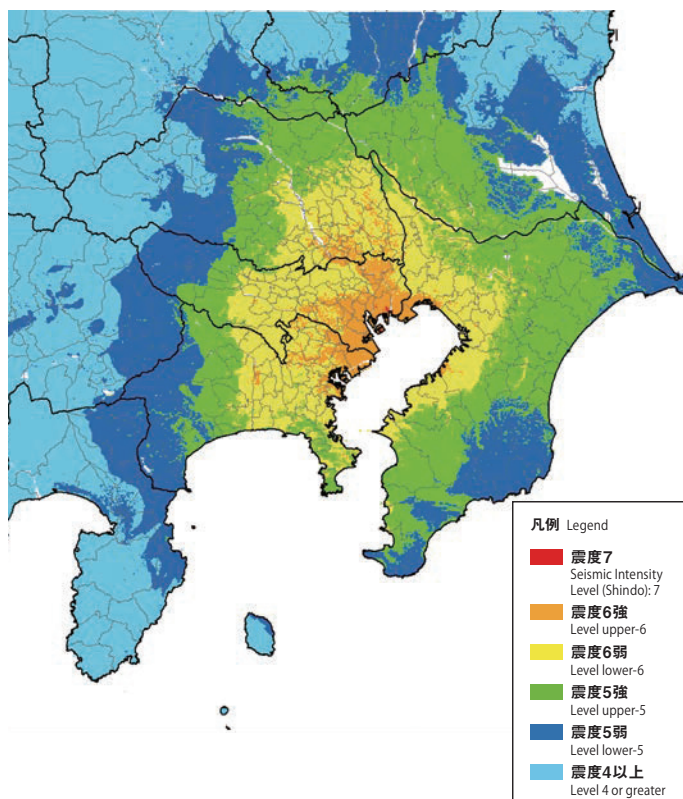
### 首都直下地震緊急対策区域の指定

Designation of Areas for Urgent Implementation of Measures against Tokyo Inland Earthquake



### 都心南部直下地震の震度分布図

Distribution of Seismic Intensities of Southern Tokyo Inland Earthquake



# 政府業務継続計画

## The Business Continuity Plan of Central Government

「政府業務継続計画(首都直下地震対策)」(以下、本計画という)は、首都直下地震が発生し、当該地震が東京圏における政治、行政、経済等の中枢機能に甚大な影響を及ぼすおそれがある場合において、政府として業務を円滑に継続するための対応方針及び当該業務を継続するために必要な執行体制、執務環境等を定めています。

執行体制について、政府は首都直下地震発生時に、中央省庁において非常時優先業務が円滑に実施されるよう、社会全体としての業務継続体制の構築等を推進するとともに、管理事務を担当する職員を含め、職員が速やかに中央省庁の庁舎に参集し、1週間にわたり当該庁舎に常駐して交代で非常時優先業務を継続することができる体制を構築するなど、平常時から非常時優先業務の執行体制を確保することとしています。また、執務環境については、庁舎の耐震安全化等を推進し、平常時から非常時優先業務及び管理事務に係る中央省庁の執務環境を確保することとしています。

本計画に基づき、中央省庁は省庁業務継続計画について改定を行い、首都直下地震発生時において政府として維持すべき必須の機能に該当する所掌事務を非常時優先業務として位置付け、これに必要な執行体制、執務環境等を定めることとしています。

今後は、本計画及び省庁業務継続計画の実効性について、有識者等による評価を行い、当該評価結果等を踏まえ、本計画及び省庁業務継続計画の改定を行っていくこととしています。

なお、同様に、地方公共団体においても大規模災害時の業務継続体制を確保するための取組が進められています。政府は、業務継続に係る手引きを作成するなど、その取組を支援していくこととしています。

"The Business Continuity Plan of Central Government (Measures against Tokyo Inland Earthquake, "the Plan" hereafter)" stipulates the executive systems and work environment essential to continue the governmental services smoothly in the event of the Tokyo Inland Earthquake occurring and in case the political, administrative and economic core functions may be seriously affected by the Earthquake. Regarding the executive system, the Plan stipulates that, upon Tokyo Inland Earthquake occurring, government staff including those in charge of the administrative management gather at the central government buildings and stay there for a week to continue the emergency priority operations in rotation, so that such emergency priority operations will be smoothly carried out. With regard to the work environment, it stipulates that the government buildings be constructed to be earthquake resistant with work environment to continue the emergency priority services and administrative work in case of emergency. Based on this Plan, central government ministries and agencies shall revise the business continuity plans of each ministry and agency, identify services that need to be continued under their responsibility in case of emergency as the emergency priority operations, and they work out a system and environment necessary to carry those out. It is planned that those business continuity plans developed by respective ministries and agencies be reviewed and evaluated by experts, and that these plans as well as the Plan itself be revised based on the result of such evaluation. In the same manner, the systems for business continuity of local governments in the event of a large-scale disaster are being developed and the Government is to give support to them by way of formulating guidelines.

## 政府業務継続計画 The Business Continuity Plan of Central Government

### 非常時優先業務

Emergency priority operations

- 本計画の非常時優先業務等を各省庁の業務継続計画に定める。  
The emergency priority operations defined by this plan will also be designated in the business continuity plans of each ministry and agency
- 厳しめの基準に基づく参集可能要員を踏まえ、非常時優先業務を精査  
Emergency priority operations will be scrutinized on the basis of the number of personnel estimated to be able to gather in a severe scenario

1週間、外部から庁舎に補給なしで、交代で非常時優先業務を実施できる体制を目指す。

The goal is to establish an organizational structure able to carry out emergency priority operations in rotation for a week without external aid.

### 執行体制 Executive System

#### 社会全体の業務継続体制の構築

Organizing the business continuity system across the entire nation

- 内閣府及び内閣官房を中心に政府全体の連携体制を構築  
Structuring a network or cooperation centered around the Cabinet Office and the Cabinet Secretariat
- 各省庁は、地方公共団体、関係機関、民間事業者等との連携体制を構築  
Each ministry and agency builds collaboration with local governments, related organizations and the private sector

#### 参集要員の確保等 Securing emergency personnel

- 震が関地区の庁舎に参集できる職員数を調査  
Surveying the number of personnel that can gather at government facilities in Kasumigaseki
- 交代要員等を動員し、参集要員を確保  
Securing emergency personnel, considering substitute workers

#### 緊急的な権限委任の措置 Measures for emergency delegations of power

#### 職務代行者の選任 Appointing an acting representative person



### 執務環境 Work Environment

#### 庁舎の耐震安全化等

Renovating and enhancing safety of government buildings to be earthquake resistant

#### 電力の確保 Acquiring sufficient electricity

- 非常用発電設備を設置し、燃料を1週間程度確保  
Emergency power generators must be installed and stocked with approximately one week's worth of fuel.

#### 通信・情報システムのバックアップの確保

Acquiring backups for communication and information systems

#### 物資の備蓄 Stockpiling goods and resources

- 食料、飲料水、簡易トイレ等を参集要員の1週間分、参集要員以外の3日分程度の備蓄  
A week's worth of food, drinking water, and portable toilets for gathered staff must be stored. Three-day worth of them for other staff must be also stored.

#### 代替庁舎の確保 Securing alternative facilities

- 庁舎が使用不要となる場合を想定し、代替庁舎を確保  
Securing alternative facilities for use in case the main buildings become unfunctional



## 教育・訓練、評価及び計画の見直し

Review of the education, training, evaluation and the Plan

## vii 日本海溝・千島海溝沿いの巨大地震対策

日本海溝及び千島海溝沿いの領域では、プレート境界での地震、地殻内や沈み込みプレート内での地震等、マグニチュード7から8を越える巨大地震や、地震の揺れに比べ大きな津波を発生させる津波地震と呼ばれる地震まで、多種多様な地震が発生しており、幾度となく大きな被害を及ぼしてきました。

日本海溝・千島海溝沿いの海溝型地震に対する防災対策については「日本海溝・千島海溝周辺海溝型地震防災対策推進基本計画」等に基づき政府全体で重点的に進めてきましたが、中央防災会議では、平成23年3月に発生した東日本大震災の教訓を踏まえ、「あらゆる可能性を考慮した最大クラスの地震・津波」を想定することとしました。

そのため、平成27年2月に理学・工学等の研究者から構成される「日本海溝・千島海溝沿いの巨大地震モデル検討会」を内閣府に設置し、過去に発生した津波の痕跡などを幅広く整理及び分析するなどして、科学的知見に基づき考えられる最大クラスの地震・津波断層モデルの設定や、想定される震度の分布、沿岸での津波の高さの推計等の検討を進めてきました。

これらの最大クラスの地震・津波断層モデルの検討結果を踏まえ被害想定及び被害を軽減するための防災対策等の検討を行うため、令和2年4月に中央防災会議防災対策実行会議の下に「日本海溝・千島海溝沿いの巨大地震対策検討ワーキンググループ」を設置しました。

ワーキンググループでは、国として実施すべき各種の防災・減災対策を立案し、施策を推進していくため、日本海溝・千島海溝沿いの最大クラスの地震・津波による人的・物的・経済的被害の想定や、被害軽減のための防災対策の検討を進めています。特に、冬季に地震が発生した場合は、積雪寒冷地特有の被害が想定されるため、これも考慮に入れ、検討が進められています。

## vii Countermeasures Against Megaquakes in the Vicinity of the Japan and Chishima Trenches

In the vicinity of the Japan and Chishima Trenches, a diverse range of earthquakes have occurred, leading to substantial damage countless times. They include earthquakes at the plate boundary, within the crust or subduction plates, megathrust earthquakes with magnitudes above 7 or 8, as well as tsunami earthquakes that cause a large tsunami for a comparatively small earthquake.

The government has been intensively developing measures for these trench-type earthquakes in the area based on plans including the “Basic Plan for the Promotion of Disaster Management for Trench-type Earthquakes in the Vicinity of the Japan and Chishima Trenches.” In response to lessons learned with the Great East Japan Earthquake in March 2011, the National Disaster Management Council decided to assume the occurrence of “earthquake and tsunami at the largest scale considering all types of possibilities.”

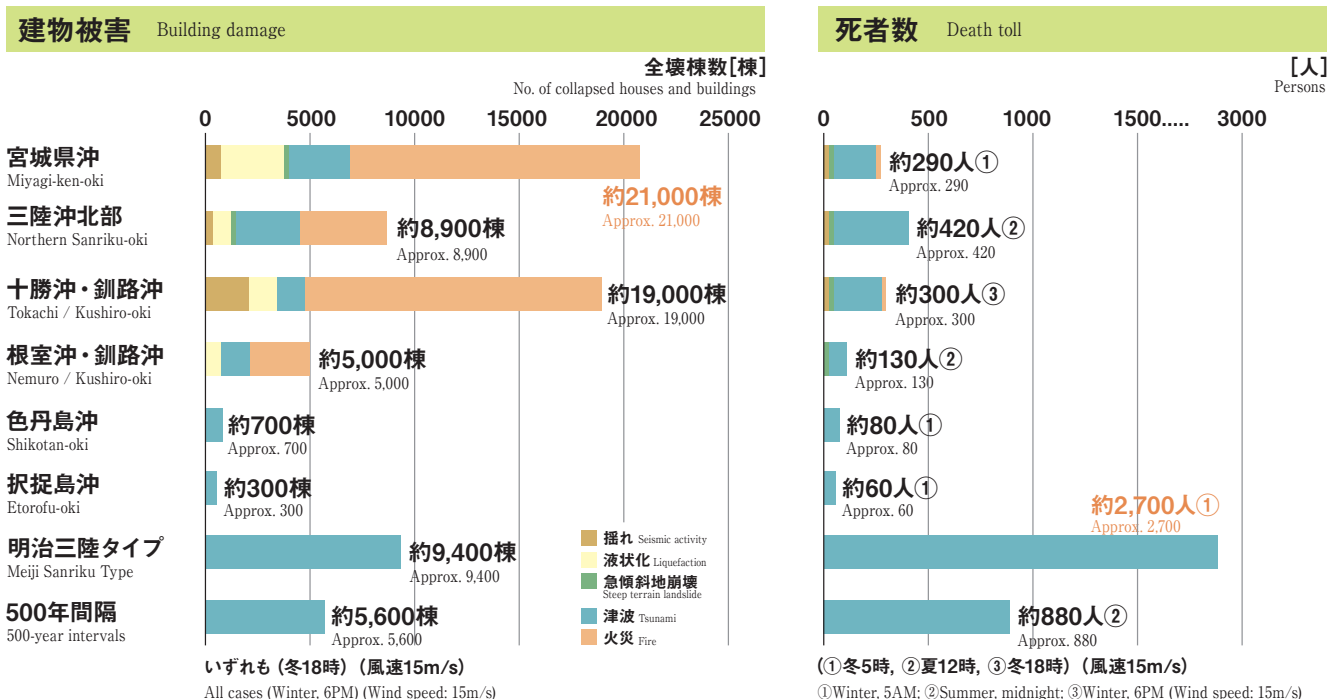
Since then, a “Study Group on Megaquake Model in the Vicinity of the Japan and Chishima Trenches,” composed of scientists in the fields such as physics and engineering, was established in the Cabinet Office in July 2015. Based on extensive documentation and analysis of traces of tsunami that happened in the past, they have devised models for the largest scientifically plausible earthquake and tsunami fault dislocation. They also predicted the distribution of seismic intensities and height of tsunami waves on the coast.

In order to formulate disaster management measures based on the results of studying models of earthquake/ tsunami fault dislocation at the largest level, the Disaster Management Implementation Committee of the National Disaster Management Council established the “Working Group for Studying Megaquake Countermeasures in the Vicinity of the Japan and Chishima Trenches” in April 2020.

The objective of the working group is to formulate and promote a range of disaster management and reduction measures that the government should undertake. To this end, the group has estimated human/ property/ economic damages upon occurrence of an earthquake/ tsunami fault dislocation at the largest level and have studied possible disaster management measures to reduce damages. They are also considering the damage caused by earthquakes that occur in the winter, which may cause damages that are specific to cold snowy regions.

## 日本海溝・千島海溝周辺海溝型地震に係る被害想定

## Estimated Damage Due to Megaquake in the Vicinity of the Japan and Chishima Trenches



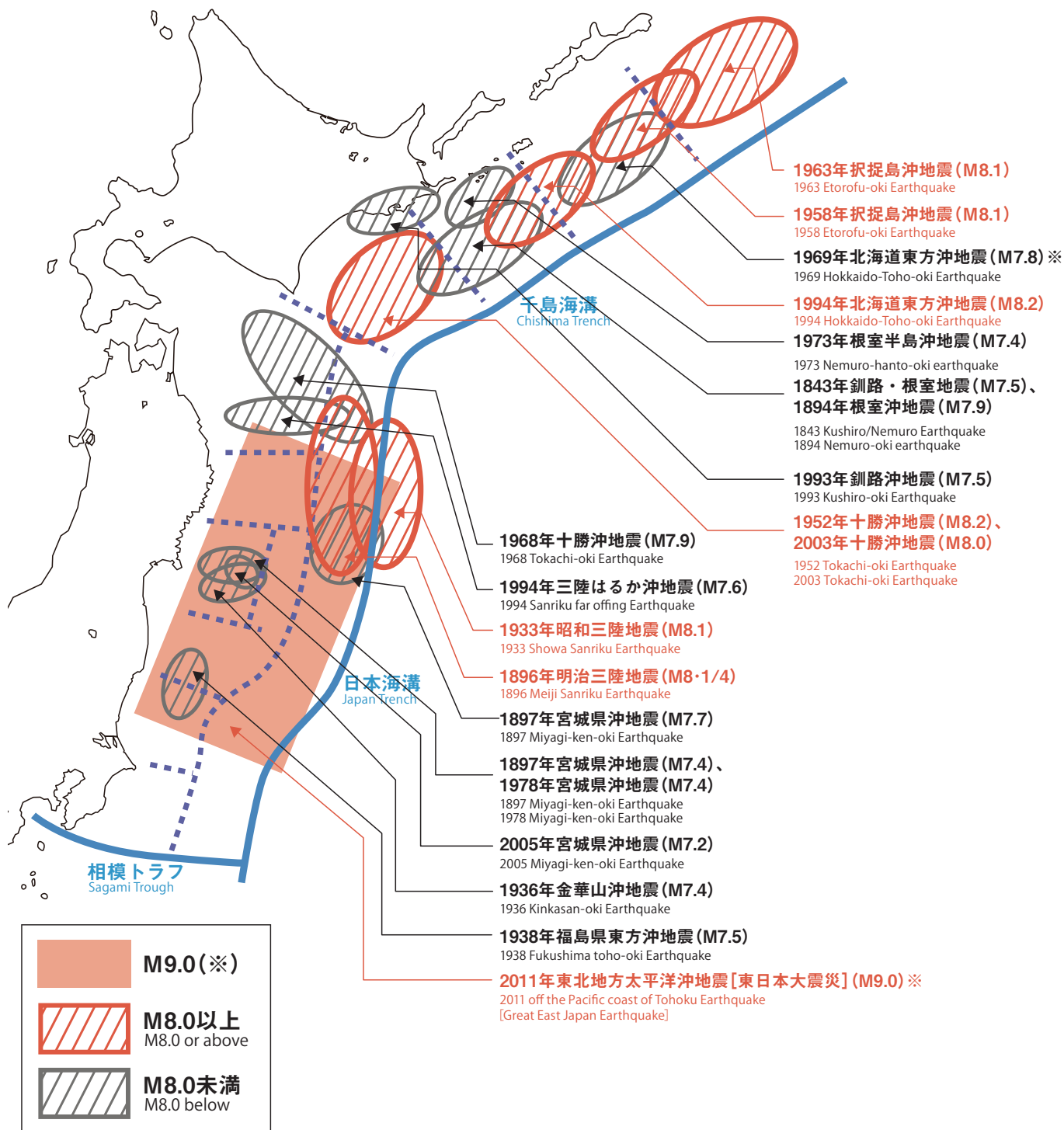


## 日本海溝・千島海溝周辺海溝型地震の震度分布

Distribution of seismic intensities of Megaquake in the Vicinity of the Japan and Chishima Trenches

### 1800年以降の主な地震

Large scale earthquakes in 1800 and afterwards



## ② 風水害対策

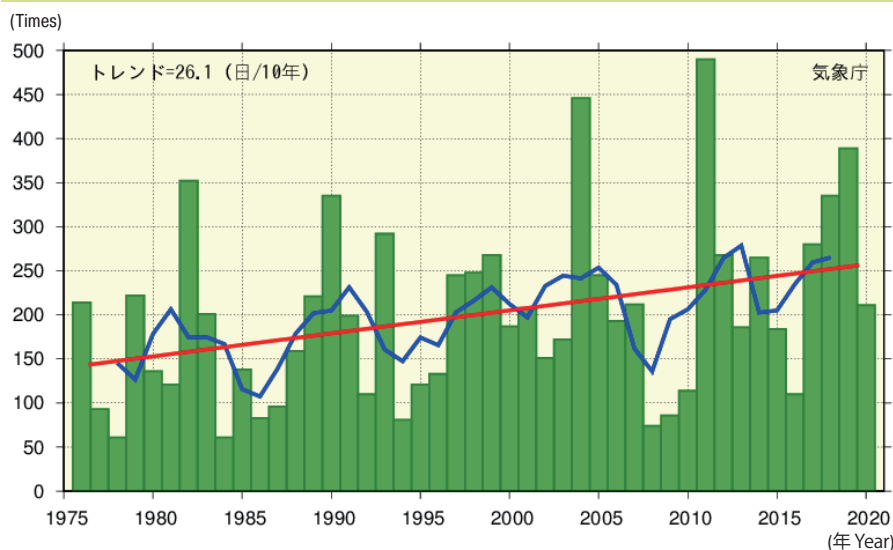
### i 日本における風水害

日本は、台風や前線活動等の気象条件、急峻な地形や急勾配の河川等の地勢条件、都市の多くが沖積平野に位置し、洪水等のリスクの高い地域に人口が集中しているといった社会条件が相まって、洪水、土砂災害、高潮、風害等による被害が発生しやすい国土となっています。

さらに近年では、わが国の日降水量200mm以上の大雨の年間発生日数が増加し、最近30年間(1990~2019年)と統計開始の30年間(1901~1930年)で比較すると約1.7倍となるなど、大雨が頻発化・激甚化しています。そして、今後、気候変動の影響により、気象災害のリスクは一層高まるおそれがあります。

### 豪雨の増加傾向 Increasing Tendency of Torrential Rainfall

#### 日降水量200mm以上の年間日数 Annual Number of Days with Precipitation $\geq$ 200mm/day



令和元年東日本台風における長野県長野市の被災状況

Damage seen in Nagano City, Nagano Prefecture, at the time of the Reiwai 1 East Japan Typhoon

## ② Storm and Flood Countermeasures

### i Storm and Flood Disasters in Japan

Japan is prone to a variety of water and wind-related disasters including flooding, landslides, tidal waves and storm hazards, owing to meteorological conditions such as typhoons and active weather-front systems and geographical conditions such as precipitous terrains and steep rivers, as well as settlement conditions in which many of the cities are built on river plains. The population is concentrated in possible inundation areas.

In recent years, the number of heavy rainfall days (where the precipitation exceeds 200mm per day) has increased. Comparing the recent 30 years (1990-2019) and the first 30 years of recorded precipitation (1901-1930), the number has multiplied by 1.7. Heavy rain is becoming severer and more frequent. With the impact of climate change, there is a possibility that the risks of climate-related disasters will further increase.

## ii 観測体制

風水害をもたらす気象現象については、気象庁において、降水量や風速等の自動観測を行う地域気象観測システム(アメダス)や気象レーダー、気象衛星等による観測が行われており、災害に備えるための予報・警報が発表されています。

雨量及び河川の水位については、国土交通省及び都道府県により、目視や器械、さらには遠隔地で自動観測されたデータを無線送信し、観測するテレメータシステムによる観測が行われており、洪水予報や水位情報がインターネットや携帯電話を活用して提供されています。

## iii 風水害対策の概要

風水害被害を軽減するためには、河川・ダムや下水道の整備等のハード対策と、ハザードマップの作成や防災気象情報の提供等のソフト対策を一体的に推進する必要があります。

洪水や土砂災害に対するソフト対策としては、水防法や土砂災害警戒区域等における土砂災害防止対策の推進に関する法律(土砂災害防止法)に基づき、浸水想定区域や土砂災害警戒区域における警戒避難体制の整備が進められています。

水防法に基づき、洪水予報河川は426河川、水位周知河川は1,666河川が指定されており、現在はそのうち98%の河川の洪水浸水想定区域が指定・公表されています(令和2年1月1日時点)。また、当該区域を含む市町村の98%において、洪水ハザードマップが作成済みとなっている(令和2年7月末時点)ほか、要配慮者利用施設において避難確保に関する計画作成が義務付けられています。

また、2020年6月に都市再生特別措置法等の改正が行われ、頻発・激甚化する自然災害に対応し、安全なまちづくりを推進するため、「災害ハザードエリアにおける新規立地の抑制」や「災害ハザードエリアからの移転の促進」、「災害ハザードエリアを踏まえた防災まちづくりの推進」等の総合的な対策を講じることとなりました。

## ii Observation System

The Japan Meteorological Agency (JMA) observes meteorological phenomena that cause storm and flood disasters using the Automated Meteorological Data Acquisition System (AMeDAS), which automatically measures rainfall, air temperature and wind direction/speed, weather radar, and geostationary meteorological satellites. These are used to announce forecasts and warnings to prepare against disasters.

The rainfall and the water levels in rivers are observed by the Ministry of Land, Infrastructure, Transport and Tourism and prefectural governments utilizing visual observation methods, mechanical observation equipment, and a wireless telemeter system that transmits automatically observed data from remote locations. Flood forecasts and water level information are provided utilizing the Internet and mobile phones.

## iii Outline of Storm and Flood Countermeasures

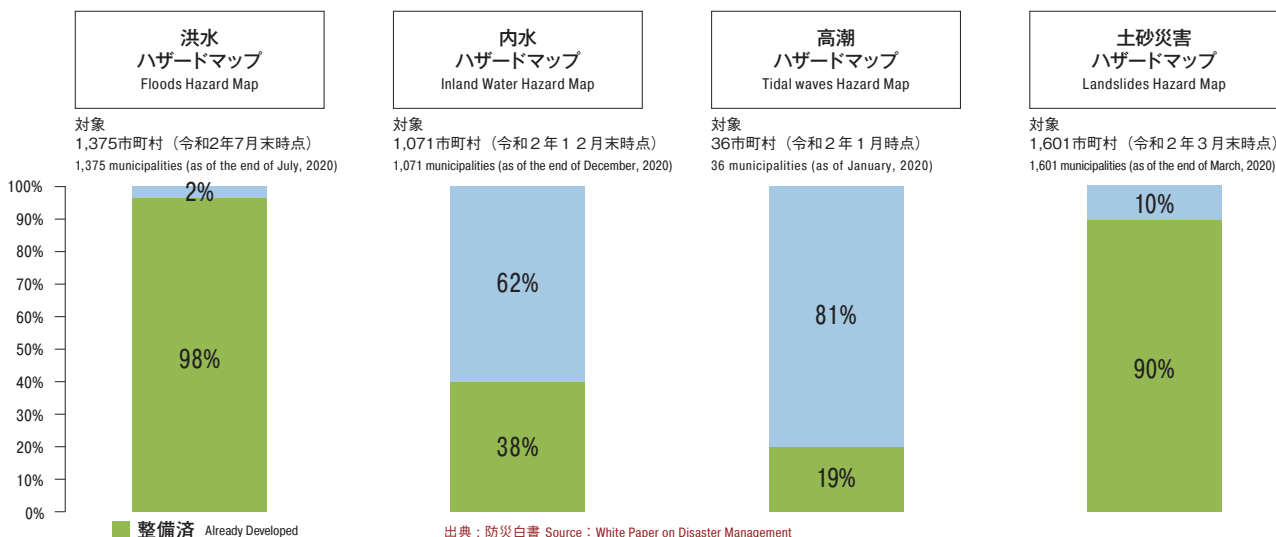
In order to reduce damage caused by storm and flood disaster, structural measures such as improving rivers, dams and sewage systems, and non-structural measures such as preparing hazard maps and providing weather information for disaster prevention must be promoted in an integral manner.

As non-structural countermeasures, the warning and evacuation systems for the probable inundation areas and landslide prone areas have been developed in accordance with the Flood Control Act and the Sediment Disaster Prevention Act.

Based on the Flood Control Act, 426 rivers subject to flood warning and 1,666 rivers subject to water-level notifications are designated. Of these, inundation risk areas are currently designated and published for surrounding areas of 98% of the rivers (as of January 1st, 2020). Moreover, 98% of the municipalities that include such areas have prepared flood hazard maps (as of end of July, 2020), and facilities for people requiring special care are obligated to prepare evacuation plans.

Following the amendment in June 2020 of acts such as Act on Special Measures Concerning Urban Reconstruction, a comprehensive measure was taken to promote a safe community in the face of more frequent and intensified natural disasters. This included "Suppression of building new property in disaster hazard areas," "Promotion of moving out from disaster hazard areas," and "Promotion of building communities based on disaster hazard areas to promote disaster resilient communities."

## ハザードマップの整備状況 Preparation of Hazard Maps



#### iv 大規模水害対策

近年の地球温暖化により、台風の激化等が懸念されていることから、今後、大規模広域避難が必要となる大規模水害が発生するおそれ予測されています。また、我が国の三大都市圏には「ゼロメートル地帯」が広く存在しており、堤防の決壊等により大規模水害が発生した場合には、多数の住民が避難することによる大混雑の発生や、逃げ遅れによる多数の孤立者の発生が予想されています。

内閣府では、このような大規模水害に対して、広域避難場所の確保や避難手段の確保・避難誘導についての具体的な検討を進めていましたが、令和元年東日本台風において、鉄道の計画運休や暴風等による避難のタイミング、避難に要する時間の難しさ等、大規模広域避難の課題が顕在化しました。これらの課題に対して、「令和元年台風第19号等を踏まえた避難情報及び広域避難等に関するサブワーキンググループ」で検討を行い、警戒レベルの情報名称といった避難情報等及び広域避難等に関する制度面での対応の方向性について取りまとめを行いました。その結果を踏まえ、災害が発生するおそれがある段階での広域避難に係る協議規定や、運送の要請規定等の措置を行いました。

しかし、広域避難の実効性確保のためには、平時からの検討や協定の締結等を自治体において進めることが重要であり、政府としても、関係機関と連携し、自治体の取り組みを支援しています。

#### iv Countermeasures Against Large-scale Floods

In light of global warming in recent years, there are concerns for intensified typhoons. It is predicted that a large-scale flood may occur, requiring large-scale, wide area evacuation. The three major metropolitan areas of the country have areas whose elevation is at sea level. Upon large-scale floods due to the collapse of embankments, it is predicted that traffic overload due to evacuation of a large number of people may occur. There may also be many isolated people who miss the opportunity to evacuate.

The Cabinet Office has been promoting detailed investigation into the securing of wide area evacuation sites, evacuation methods and evacuation guidance. Despite this, during the Typhoon Hagibis in 2019, challenges for large-scale wide area evacuation such as difficulties of timing due to planned service suspension of trains and windstorms as well as difficulties with the length of time required to evacuate became apparent. The government continue investigation into these challenges through cooperation with relevant organizations.

According to the discussion of "Sub-Working Group on Evacuation Information and Region-Wide Evacuation from Disasters Caused by the Typhoon Hagibis, etc. in FY2019", the government has summarized the direction of institutional response regarding evacuation information such as alert level information names and region-wide evacuation. Based on the results, the government has taken measures such as consultation provisions regarding region-wide evacuation at the stage when a disaster may occur and provisions for requesting transportation.

However, In order to ensure the effectiveness of region-wide evacuation, it is important for local governments to proceed with examinations and conclusions of agreements during normal times. The government also supports the efforts of local governments in cooperation with related organizations.

### ③ 火山災害対策

#### i 日本における火山災害

日本は、環太平洋火山帯に位置する火山国であり、111の活火山を有し、過去にも噴火等の活発な火山現象により、時として甚大な被害を受けてきました。近年では、平成26年の御嶽山の噴火により、58人の方が亡くなりました。

火山の噴火等により発生する現象は様々で、特に噴火発生後から避難までの時間的余裕がほとんどなく、生命に対する危険性が高い現象(大きな噴石、火砕流、融雪型火山泥流)は、防災対策上重要度が高いものとして位置付けられます。火山災害から住民等の生命を守る上で、噴火の前兆現象を捉えた的確な情報発表と、情報を受けて住民等を迅速に避難させる広域的な連携体制が重要です。

気象庁により、50火山(学識経験者や関係機関で構成される火山噴火予知連絡会において選定)の火山活動については、地震計、傾斜計、空振計、GNSS 観測装置及び監視カメラ等を用いた24時間の観測・監視体制が取られています(常時観測火山)。

#### ii 噴火警報と噴火警戒レベル

全国111の火山について、居住地域や火口周辺に影響が及ぶ噴火の発生が予想された場合には、気象庁より噴火警報が発表されます。常時観測火山のうち48火山(令和2年3月現在)については、火口から居住地域までの距離等を考慮して、火山活動の活動状況に応じた「警戒が必要な範囲」と、「避難」「避難準備」「入山規制」等の「とるべき防災対応」との関係性を明確化して5段階に区分した「噴火警戒レベル」が設定されています。

#### 日本の火山災害事例 Examples of Volcano Disasters in Japan

| 発生年<br>Year | 火山名<br>Name of volcano          | 死者数<br>Number of deaths  | 発生した現象等<br>Description   |
|-------------|---------------------------------|--|--|
| 1707        | 富士山<br>Fuji-san                 | 大量の餓死者<br>Large number of deaths by starvation                           | 噴出物が厚く堆積・江戸にも大量の降灰<br>Thick accumulation of volcanic ejecta, heavy volume of ash falling even on Edo |
| 1741        | 渡島大島<br>Oshima Oshima           | 2,000人以上<br>2,000 or more  | 山体崩壊による津波<br>Tsunami due to mountain collapse  |
| 1779        | 桜島<br>Sakurajima                | 150人以上<br>150 or more  | 噴石・溶岩流など<br>Cinders, lava flows, etc.  |
| 1783        | 浅間山<br>Asama-yama               | 1,151人<br>1,151 persons  | 火砕流・火山泥流・洪水<br>Pyroclastic flow, volcanic mudslides, flooding  |
| 1785        | 青ヶ島<br>Aogashima                | 130~140人(島民の40%以上)<br>130-140 persons (40% or more of island population) | 50年余り無人島になる<br>Island remained uninhabited for over 50 years   |
| 1792        | 雲仙岳<br>Unzen-dake               | 約15,000人<br>Approx. 15,000   | 山体崩壊・津波<br>Mountain collapse and tsunami   |
| 1822        | 有珠山<br>Usu-san                  | 82人<br>82 persons  | 火砕流<br>Pyroclastic flow  |
| 1856        | 北海道駒ヶ岳<br>Hokkaido-Komagatake   | 20人以上<br>20 or more  | 落下軽石・火砕流(軽石流)<br>Falling pumice, pyroclastic flow (pumice flow)                                      |
| 1888        | 帯梯山<br>Bandai-san               | 477人<br>477 persons  | 山体崩壊による岩屑流<br>Debris avalanche due to mountain collapse  |
| 1900        | 安達太良山<br>Adatarayama            | 72人<br>72 persons  | 硫黄採掘所全壊<br>Destruction of a sulfur mining facility   |
| 1902        | 伊豆島<br>Izu-Torishima            | 125人<br>125 persons  | 全島民死亡<br>All residents of the island dead  |
| 1914        | 桜島<br>Sakurajima                | 58人<br>58 persons  | 噴石・溶岩流・地震<br>Cinders, lava flows, earthquakes  |
| 1926        | 十勝岳<br>Tokachi-dake             | 144人<br>144 persons  | 火山泥流<br>Volcanic mudslides   |
| 1952        | ベヨネース列岩<br>Beyonenu Rock column | 31人<br>31 persons  | 海底噴火<br>Eruptions on the seabed  |
| 1991        | 雲仙岳<br>Unzen-dake               | 43人<br>43 persons  | 火砕流<br>Pyroclastic flow  |
| 2014        | 御嶽山<br>Ontake-san               | 57人<br>57 persons  | 噴石など<br>Cinders, etc.  |

### ③ Volcano Disasters in Japan

#### i Volcano Disasters in Japan

Japan is a highly volcanic country. Poised on the Circum-Pacific Volcanic Belt or "Ring of Fire," the Japanese islands are home to 111 active volcanoes. In the past, eruptions and other volcanic activities have caused heavy damage. In recent years, 58 lives were lost to the Mount Ontake Eruption in 2014.

The phenomena associated with volcanic eruptions are extremely varied, and once a volcano begins to erupt, there is often little time to evacuate. Naturally, authorities place the greatest emphasis on protecting against the most life-threatening situations, such as large volcanic cinders, pyroclastic flows, snowmelt and volcanic mudflows. The important approaches to protect residents' lives against volcanic disasters are broadcasting of appropriate information based on the accurate reading of the precursors to volcanic eruptions, and wide-area networks to ensure rapid and orderly evacuation in the event of an eruption.

The Japan Meteorological Agency (JMA) monitors 24 hours a day the 50 continuously monitored volcanoes (specified by the Coordinating Committee for the Prediction of Volcanic Eruptions composed of persons with relevant knowledge and experience and relevant organizations). The equipment used include seismometers, clinometers, vibrometers, GNSS observation equipment and surveillance cameras.

#### ii Issuing of Eruption Alert and Volcanic Alert Levels

For the 111 volcanoes across the country, if eruptions that impact residential areas and areas surrounding the crater are predicted, the JMA issues an eruption alert. For a group of 48 of these volcanoes (as of March 2020), five volcano alert levels are assigned for "zones that require vigilance" depending on status of volcano activity and distance between the crater and residence. Each level is clearly connected to a specific set of "Disaster Countermeasures": Evacuate; Prepare to Evacuate; Entry Restricted, and so on.

#### 噴火警報等と噴火警戒レベル Eruption Alerts and Eruption Caution Level

| 警報等の呼び方<br>Type of Alarms                    | 対象範囲<br>Targeted areas  | 噴火警戒レベル<br>Eruption Caution Level | キーワード<br>Keyword                                      |
|--|---|-----------------------------------|---|
| 噴火警報<br>Eruption Alert                       | 居住地域及びそれより火口側<br>Residential areas and the areas closer to a crater                           | レベル5<br>Level 5                   | 避難<br>Evacuation                                      |
| 火口周辺警報<br>Alarm for the vicinity of a crater | 火口から居住地域近くまでの広い範囲の火口周辺<br>Wide areas near a crater including areas close to residential areas | レベル4<br>Level 4                   | 避難準備<br>Preparation for evacuation                    |
|  | 火口から少し離れた所までの火口周辺<br>Areas around a crater and their vicinity                                 | レベル3<br>Level 3                   | 入山規制<br>Limited access                                |
| 噴火予報<br>Eruption Forecast                    | 火口内等<br>Inside a crater   | レベル2<br>Level 2                   | 火口周辺規制<br>Limited access to the areas around a crater |
|  |   | レベル1<br>Level 1                   |   |

iii 火山災害対策の概要

平成26年9月の御嶽山噴火災害を受け、平成27年7月に活動火山対策特別措置法が改正され、火山の特性に応じ登山者も含めて警戒避難体制を整備するための火山防災協議会の設置と地域防災計画への記載の義務付け、集客施設の管理者などによる避難確保計画の作成義務付けなどのソフト対策の充実が図られ、以下の取組が行われています。(令和2年4月現在)

- ① 常時観測火山のうち、硫黄島を除く49の火山に、各火山の関係機関(都道府県、市町村、気象台、砂防部局、自衛隊、警察、消防、火山専門家等)からなる「火山防災協議会」が設置されています。
- ② これら49の火山においては、影響が及ぶおそれのある範囲を地図上に示し、避難等の防災対応をとるべき危険な範囲を視覚的にわかりやすく描写した「火山ハザードマップ」も作成されています。
- ③ 火山ごとに、避難場所・避難経路等を示す、その地域の状況や特性に合致した具体的・実践的かつ複数都道府県・市町村の間で整合のとれた避難計画の策定が進められています。
- ④ 集客施設の管理者などによる利用者の安全を確保する取組として、従業員の体制や情報収集・伝達ルート、避難誘導方法等について定めた避難確保計画の作成が進められています。

また、大規模噴火時の広域降灰対策の基本的な考え方を検討するため、平成30年8月に中央防災会議「防災対策実行会議」の下に「大規模噴火時の広域降灰対策検討ワーキンググループ」を設置しました。令和2年4月には、「大規模噴火時の広域降灰対策について首都圏における降灰の影響と対策～富士山噴火をモデルケースに～(報告)」において、国や指定公共機関、地方公共団体等が大規模噴火時の降灰対策の検討を行う際の前提となる、降灰分布とそれによる交通機関やライフライン等への影響、大規模噴火時の広域降灰対策の基本的な考え方について取りまとめました。この報告を踏まえて、関係省庁等で具体的な対策の検討を進めています。

iii Outline of Volcano Disaster Countermeasures

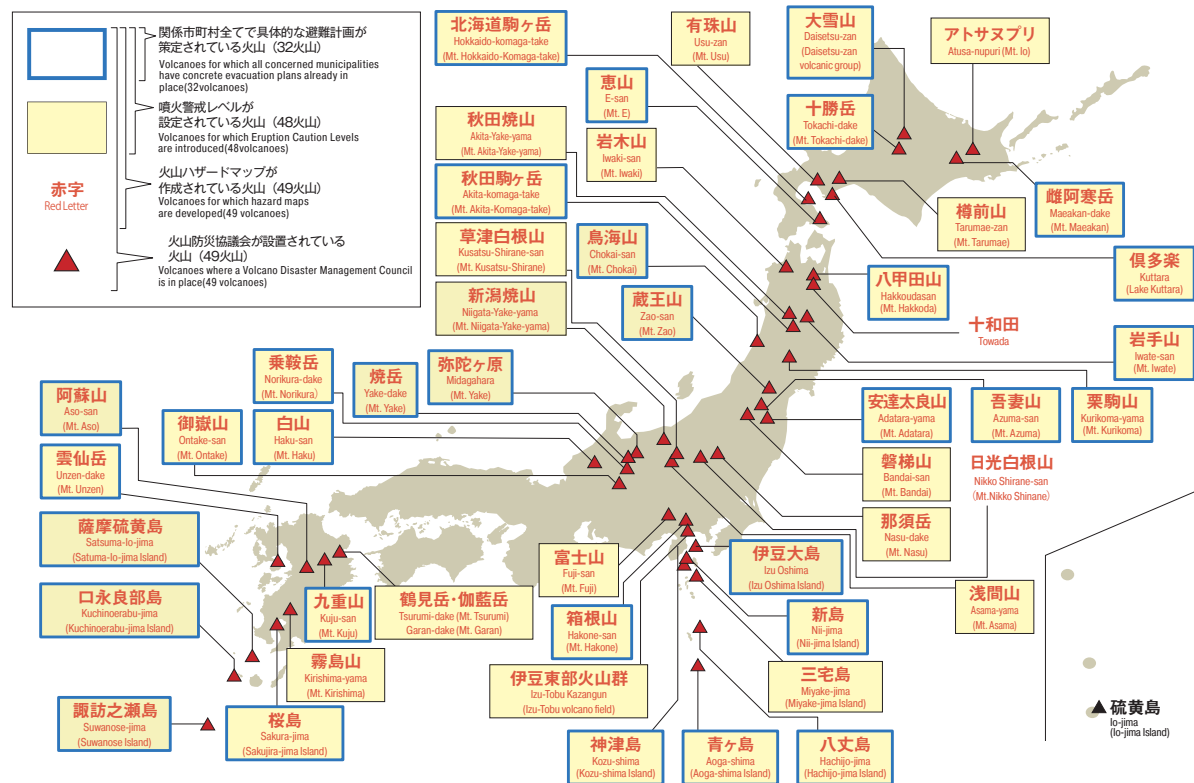
Following the Mount Ontake Eruption in 2014, the Act on Special Measures for Active Volcanoes was amended in July 2015, promoting expansion of soft measures. They include the establishment of Volcanic Disaster Management Councils to implement alert and evacuation systems that take into account hikers and characteristics of the volcano. Also, the inclusion in the Local Disaster Management Plan and development of evacuation operation/implementation plan by managers of facilities for attracting visitors were made obligatory. The following actions are being taken (as of April 2020).

- 1) Volcano Disaster Management Councils composed of various volcano related government agencies (prefectural and local government officials, meteorological observatory personnel, the Sabo (Soil Erosion Control) Department, Self-Defense Forces, Police, Fire and Disaster Management and volcanologists) have been placed for 49 continuously monitored volcanoes (excluding Iwo Jima).
- 2) For these 49 volcanoes, "Volcano Hazard Maps" indicating areas at risk of damage due to eruption were formulated. These maps also clearly visualize dangerous zones where disaster response measures such as evacuation should be taken.
- 3) Drafting of specific and practical evacuation plans per volcano, indicating evacuation sites and routes and suited to the region's characteristics, are in progress. They are being designed in coordination with multiple prefectures and municipalities.
- 4) As an action to secure the safety of visitors, managers of facility for attracting visitors are developing evacuation operation/implementation plans that specify components including staff coordination, information collection and communication routes, and evacuation guidance methods.

To formulate the basic way of thinking about wide-area ash falls from major volcanic eruptions, a Working Group on Countermeasures for Wide-Area Ash Falls from Major Volcanic Eruptions was established under the Disaster Management Implementation Committee of the National Disaster Management Council in August 2018. In April 2020, "Countermeasures for Wide-Area Ash Falls from Major Volcanic Eruptions- With Mount Fuji's Eruption as a Model Case (Report)" was published. Based on the report of the working group, specific countermeasures are in the process of formulation.

常時観測50火山のハザードマップや噴火警戒レベルの整備状況(令和3年1月現在)

Preparing hazard maps for 50 continuously monitored volcanoes (The data for March 2015)



## 4 雪害対策

### i 日本における雪害

我が国は急峻な山脈からなる弧状列島であり、冬季にはシベリア方面から冷たい季節風が吹き、日本海には南からの暖流があるため、日本海側で多量の降雪・積雪がもたらされます。そのため、屋根の雪下ろし中の転落、雪崩災害のほか、降積雪による都市機能の阻害、交通の障害といった雪害が毎年発生しています。

近年においては、平成26年豪雪の影響により、関東甲信越地方を中心とした各地で、車両の立ち往生等による道路の通行止めや鉄道の運休が相次ぎ、最大で約6,000世帯が孤立したほか、平成30年豪雪の影響により、福井県や新潟県を中心とした各地で、住家やライプラインの被害、交通障害等が発生し、死者116名、重傷者624名に及ぶ甚大な被害が発生しました。また、令和2年12月から令和3年1月にかけて発生した大雪の影響により、新潟県や群馬県の高速自動車道で2,000台を超える大規模な立ち往生が発生するなどの交通障害や、除雪作業中の事故等による死者が相次ぐなど、多くの被害が発生しました。

### ii 雪害対策の概要

豪雪時には、人身事故の防止、雪崩警戒体制の強化、道路交通確保のための除雪等の対策が講じられます。

雪崩については、集落を保全対象とした雪崩対策事業の推進、危険箇所の住民への周知徹底、警戒避難体制の強化等の総合的な対策が実施されています。

豪雪地帯対策特別措置法に基づき、国土の約半分を占める「豪雪地帯」において、交通・通信の確保、農林業対策、生活環境施設や国土保全施設の整備等の対策が講じられています。近年の災害傾向を踏まえ、除雪中の事故防止対策や暴風雪への対処方法に関して、市町村を中心とした関係団体・機関等を通じて普及啓発を行っています。

また、降雪による被災経験が少ない市町村の職員であっても、迅速かつ的確な災害対応が実施できるよう、これまでに国等から公表・周知された災害対応に関するガイドライン等を整理し、平成31年1月に「市町村のための降雪対応の手引き」を作成しました。

## 4 Snow Disaster Countermeasures

### i Snow Disasters in Japan

Japan is a bow-shaped archipelago filled with steep mountain ranges. When cold winds blow in from Siberia in winter, the warm current flowing up the coast from the south brings heavy snowfalls to the Sea of Japan side of the country. Among the seasonal problems that result every year are falls by people removing snow from their roofs, avalanches, and obstruction of traffic and city functions due to snow accumulation.

In the heavy snow in 2014, around the Kanto and Koshin'etsu region experienced road blockage due to stalled vehicles and suspension of train services, causing the isolation of a maximum of approximately 6,000 households. In the heavy snowfall in 2018, areas mainly in Fukui Prefecture and Niigata Prefecture suffered damage to houses and infrastructure and traffic impediment, etc. The disaster led to a substantial damage with 116 deaths and 624 seriously-injured persons.

In addition, the heavy snowfall that occurred from December 2020 to January 2021 caused many damages, including traffic obstacles such as large-scale stalling of more than 2,000 vehicles on the highway in Niigata and Gunma prefectures and Deaths due to accidents during snow removal work.

### ii Outline of Snow Disaster Countermeasures

During heavy snowfall, measures such as prevention of personal injury, strengthening of avalanche warning system, and snow removal for securing traffic road will be taken.

Against avalanches, comprehensive measures including avalanche prevention projects for protecting communities, risk communication efforts about dangerous locations among residents, and improvement of the warning and evacuation system are taken.

Furthermore, as heavy snowfall areas account for approximately half of the national land, based on the Act on Special Measures for Heavy Snowfall Areas, measures have been introduced to secure traffic and communications, protect agricultural and forestry industries, and improve living environmental facilities and national land conservation facilities. Based on the trend of recent disasters, advices have been provided on how to avoid accidents while clearing snow as public-awareness campaigns through various related organizations and agencies, particularly municipal governments.

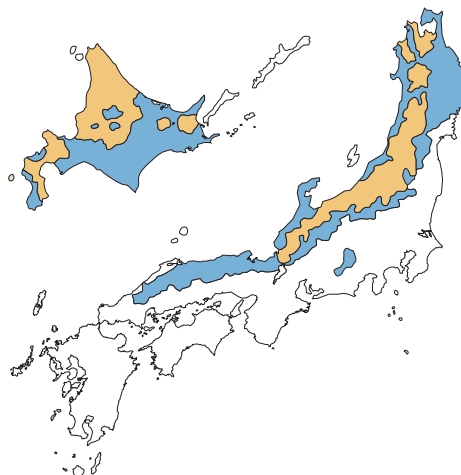
To ensure that even personnel from municipalities with little experience of snow disasters can implement quick and appropriate disaster response measures, the disaster response guidelines that have been announced and disseminated by the government have been organized into a "Snow Response Manual for Municipalities," in January 2019.

### 豪雪地帯及び 特別豪雪地帯指定区域

Designated Areas of Heavy Snowfall  
and Special Heavy Snowfall

■ 豪雪地帯  
Heavy snowfall area  
■ うち特別豪雪地帯  
Special heavy snowfall area

出典：国土交通省資料  
Source: Ministry of Land, Infrastructure,  
Transport and Tourism



## 2 災害応急対応とその備え

### ① 早期警戒の仕組み

#### i 災害リスクの観測及び予報・警報

災害に対する早期警戒体制を確立し、住民の避難や防災機関の活動に役立て、被害の軽減を図るため、災害リスクを正確かつリアルタイムに把握する観測体制が整備・充実されてきており、気象庁等の関係機関により、様々な自然現象の態様に応じた観測が24時間体制で実施されています。

これらの観測情報に加え、気象庁により、津波や大雨等に関する様々な予報・警報が発表されています。さらに、平成25年8月からはこれまでの警報の発表基準をはるかに超える大災害が予想される場合には、大雨特別警報や大雪特別警報といった「特別警報」を発表しています。

#### ii 5段階の警戒レベル

災害時には行政機関から様々な防災情報が発信されますが、特に自治体から発令される避難情報を正確に理解しておくことが重要です。令和元年の出水期から運用が始まった5段階の警戒レベルは、平成30年7月豪雨の教訓を踏まえ、住民がとるべき行動を直感的に理解しやすいよう、防災情報をわかりやすく提供するものです。警戒レベル3高齢者等避難では、危険な場所から高齢者等は避難、警戒レベル4避難指示では、危険な場所から全員避難、警戒レベル5緊急安全確保では、すでに災害が発生又は切迫している状況であり、指定緊急避難場所等へ向かうなどの屋外移動は危険かもしれないので、たとえばより安全な上階や山から離れた側の部屋への避難など、命を守る最善の行動をとるといえるものです。

| 警戒レベル                         | 状況           | 住民がとるべき行動                        | 行動を促す情報              |
|-------------------------------|--------------|----------------------------------|----------------------|
| 5                             | 災害発生又は切迫     | 命の危険<br>直ちに安全確保!                 | 緊急安全確保 <sup>*1</sup> |
| ~~~~~ <警戒レベル4までに必ず避難! > ~~~~~ |              |                                  |                      |
| 4                             | 災害のおそれ高い     | 危険な場所から<br>全員避難                  | 避難指示 (注)             |
| 3                             | 災害のおそれあり     | 危険な場所から<br>高齢者等は避難 <sup>*2</sup> | 高齢者等避難               |
| 2                             | 気象状況悪化       | 自らの避難行動を確認                       | 大雨・洪水・高潮注意報<br>(気象庁) |
| 1                             | 今後気象状況悪化のおそれ | 災害への心構えを高める                      | 早期注意情報<br>(気象庁)      |

※1 市町村が災害の状況を確実に把握できるものではない等の理由から、警戒レベル5は必ず発令されるものではない

※2 警戒レベル3は、高齢者等以外の人も必要に応じ、普段の行動を見合わせ始めたり危険を感じたら自主的に避難するタイミングである  
(注) 避難指示は、現行の避難勧告のタイミングで発令する

## Disaster Emergency Response and Preparedness

### ① Early Warning Systems

#### i Observation, Forecasting and Warning of Disaster Risks

Observation systems that can accurately detect disaster risks in real-time have been progressively improved for establishing early warning systems, supporting early evacuation and response activities, and thereby reducing disaster damage. Organizations involved in disaster reduction, especially the Japan Meteorological Agency(JMA), use 24-hour systems to carefully monitor various natural phenomena and weather conditions.

In addition to observed information, the JMA issues a wide range of forecasts, warnings and advisories. Furthermore, in August 2013, it started to issue "Emergency Warnings" in case that a severe disaster far exceeding the past level of issuing warnings such as heavy rain emergency warning and heavy snow emergency warning is anticipated.

#### ii Five Alert Levels

When a disaster occurs, the government issues various disaster information. Among these, proper understanding of the evacuation information issued by the municipality is particularly important. The Five Alert Levels which has been implemented since the 2019 flood season is informed by lessons from the 2018 Japan floods and provides evacuation information as an intuitive guidance for actions residents should take. With Alert Level 3: "evacuation of the elderly, etc", the elderly, etc. evacuate from risk areas. With Alert Level 4: "evacuation instruction," all persons evacuate from risk areas. With Alert Level 5: "emergency safety securement," the disaster has already occurred, and going outside to designated emergency evacuation sites may be dangerous. Therefore, actions such as moving to the safer upper floors or to a room that is furthest away from the mountain to protect one's life, would be necessary.

| Alert level  | Situation                      | Required action   | Evacuation information                                   |
|--|--------------------------------|---|--|
| 5  | Disaster occurrence or urgency | Danger of life<br>Secure safety immediately!                      | Emergency Safety Measures <sup>*1</sup>                  |
| ~~~~~ <Be sure to evacuate by alert level 4! > ~~~~~ |                                |   |  |
| 4  | High risk of disaster          | Everyone evacuates<br>from hazardous places                       | Evacuation Instruction (note)                            |
| 3  | Risk of disaster               | The elderly, etc. evacuate<br>from hazardous places <sup>*2</sup> | Evacuation of<br>the Elderly, etc.                       |
| 2  | Weather worsening              | Check how to evacuate   | Heavy rain, Flood, of Storm<br>Surge Advisories<br>(JMA) |
| 1  | Risk of<br>weather worsening   | Be prepare for disasters  | Probability of Warnings<br>(JMA)                         |

\*1 Alert level 5 is not always issued, as municipalities may not be able to certainly understand the situation of disasters.

\*2 Alert level 3 is the timing for people other than elderly to suspend normal activities and begin evacuating voluntarily when feel danger, as needed.

(note) Evacuation warnings are issued at the timing of current evacuation advisory.



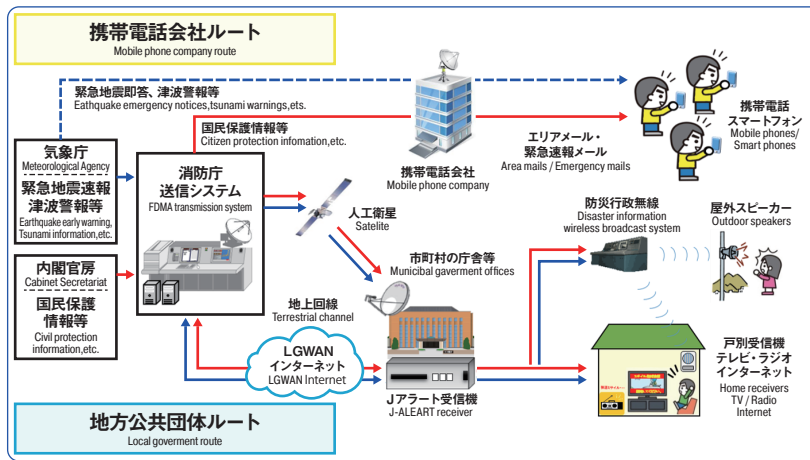
### iii 全国瞬時警報システム(Jアラート)

Jアラートは、弾道ミサイル攻撃に関する情報や緊急地震速報、津波警報、気象警報などの緊急情報を、人工衛星及び地上回線を通じて全国の都道府県、市町村等に送信し、市町村防災行政無線(同報系)等を自動起動することにより、人手を介さず瞬時に住民等に伝達することが可能なシステムです。弾道ミサイル攻撃に関する情報など国民保護に関する情報は内閣官房から、緊急地震速報、津波警報、気象警報などの防災気象情報は気象庁から、消防庁の送信設備を経由して全国の都道府県、市町村等に送信されます。現在は、この地方公共団体経由による情報伝達とは別に、国から携帯電話事業者に配信したJアラート情報を個々の携帯電話利用者にメール(エリアメール・緊急速報メール)で伝達するルートも整備されています。

### iii National Early Warning System (J-Alert)

J-Alert is a system which can send emergency information such as warnings of ballistic missile attacks, earthquakes, tsunami and any other bad weather through an artificial satellite and the terrestrial line to prefectures, cities and towns. It automatically activates municipal disaster management radio communication systems and send information to residents immediately without manpower. Information on national security such as the one on ballistic missile attacks is sent from the Cabinet Office, and weather information for risk reduction such as weather warnings, from the Weather Agency through the transmission facilities of the Fire Agency to prefectures, cities and towns of the country. Nowadays there is another transmission route apart from the one through municipalities, which sends J-alert information to individual cell-phone users by e-mail (i.e. in the form of area mails or emergency alarm mails) from the government through cell-phone service providers.

#### Jアラートの概要図 Outline of J-Alert



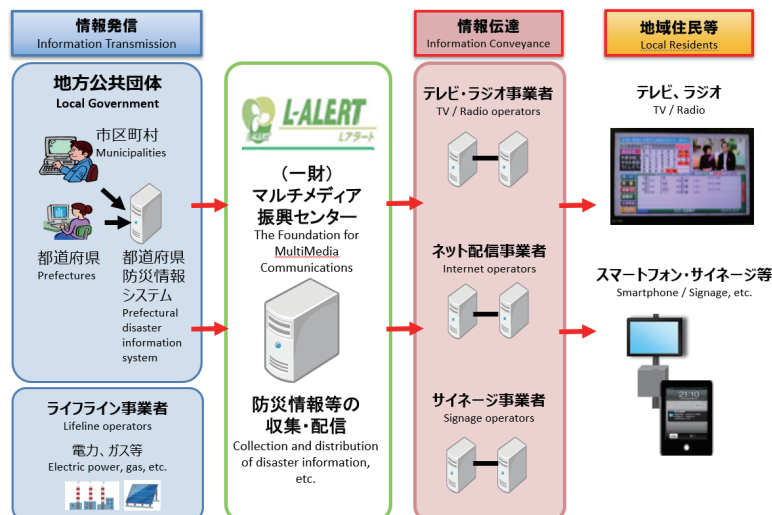
### iv 災害情報共有システム(Lアラート)

Lアラートは、災害発生時に、地方公共団体等が、放送局・アプリ事業者等の多様なメディアを通じて地域住民等に対して必要な情報を迅速かつ効率的に伝達する共通基盤です。平成23年6月の運用開始以降、多くの情報発信者・情報伝達者に活用されてきております。平成31年4月には全都道府県による運用が実現し、近時の災害においては、速やかに避難指示の発令状況等を配信するなど、災害情報インフラとして一定の役割を担っています。

### iv Disaster Information Sharing System

L-Alert is a common platform by which local municipalities send necessary information to local residents through various media such as broadcasting societies and application companies immediately and effectively when a disaster occurs. It was launched in June 2011, and since then it has been used by a lot of information senders. All of the prefectures and metropolis have started operating L-Alert by April 2018, and it plays a certain role as an information infrastructure such as sending reports of the status of the evacuation instruction issuance immediately in recent disaster cases.

#### Lアラートの概要図 Outline of L-Alert



② 情報・通信体制

i 中央防災無線網

中央防災無線網は、地震などの大規模災害時に全国の防災関係機関相互の通信を確保します。東京都心部では、地上マイクロ無線回線により総理大臣官邸や中央省庁、指定公共機関及び東京都を結んでいます。さらに、これらの機関には首都直下地震に備えて可搬型衛星通信装置も配備しています。一方、東京都心部以外の地域にある指定公共機関は、衛星通信回線により結んでいます。

災害発生時には、中央省庁、都道府県及び指定公共機関間での情報収集や情報共有、被災した都道府県と官邸とのTV会議などに活用します。平常時には災害関係事務の調整等の情報交換及び災害時に備えた訓練に活用しています。

② Information and Communications Systems

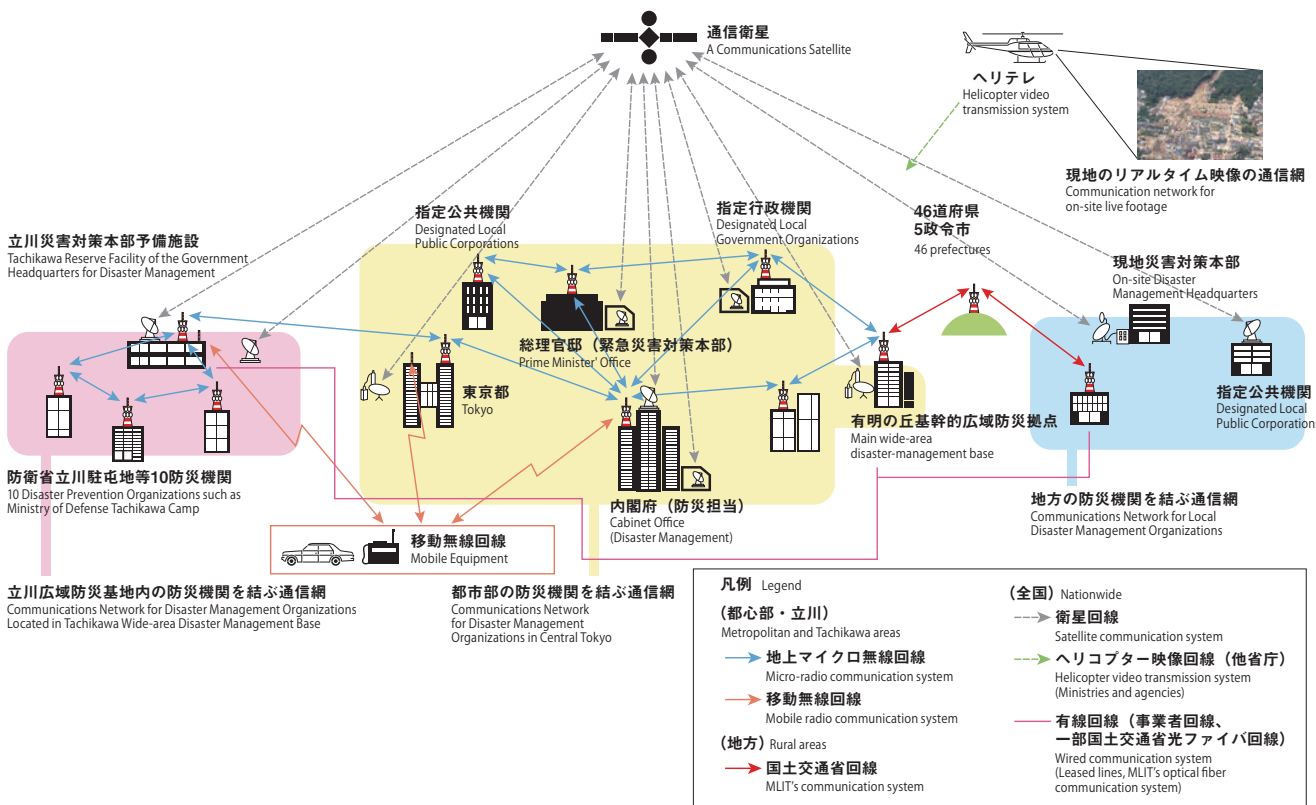
i Central Disaster Management Radio Communication Network

The central disaster management radio network ensures mutual communication among disaster prevention related organizations nationwide in the event of a large-scale disaster such as an earthquake. In central Tokyo, the Prime Minister's Office, central ministries, designated public institutions, and Tokyo metropolitan government are connected by terrestrial micro wireless lines. In addition, these organizations are also equipped with portable satellite communication equipment in case of Tokyo Inland Earthquake. On the other hand, designated public institutions located in areas other than central Tokyo are connected by satellite communication lines.

In the event of a disaster, these equipments will be used for collecting and sharing information between central ministries, prefectures and designated public institutions, and for video conferencing between the affected prefectures and the prime minister's office. In normal times, these equipments are used for exchanging information such as coordinating disaster-related work and for training in preparation for a disaster.

中央防災無線網の概念図

Outline of Central Disaster Management Radio Communication Network



## ii 総合防災情報システム

阪神・淡路大震災の経験を踏まえ、内閣府では災害発生時に政府が被災状況等を早期に把握し、迅速かつ的確な意思決定を行えるよう、総合防災情報システムを運用しており、主に被害推計機能(DIS: Disaster Information System)と情報共有機能(PF: Platform)を有しています。本システムの被害推計機能(DIS)においては、地震発生直後に、地震と津波による人的・建築物被害の推定を行い、政府の初動対応における被害規模把握や現地派遣の方針決定に活用しています。また、情報共有機能(PF)においては、関係府省庁・インフラ企業等の防災関係機関から入手する各種災害情報(気象情報、ライフライン情報、避難情報、道路・鉄道情報、衛星写真等)を地図情報として可視化・共有することで、政府対策本部や関係省庁会議等での被害状況の把握や対策立案等に活用されるよう環境を整備しています。

### ① 被害推計機能

地震・津波に伴う人的被害・建物被害を推計

### ② 情報共有機能

防災関係機関の防災情報を共通の地図に集約し共有

## ii Integrated Disaster Management Information System

Based on the experiences of the Great Hanshin-Awaji Earthquake, the Cabinet Office has an integrated disaster management information system to ensure the quick assessment of damage as well as rapid and appropriate decision-making. The information system is mainly comprised of the damage estimation function (Disaster Information System, or DIS) and information sharing function (Platform, or PF). After the occurrence of an earthquake, the damage estimation function (DIS) immediately estimates the human/building damage due to the earthquake and tsunami. This is instrumental in understanding the scale of damage during the initial response phase and informs the government's decision-making for dispatch of personnel to affected areas. The information sharing function (PF) visualizes and shares various disaster information collected from disaster management related organizations such as related ministries and agencies as well as infrastructure companies (including data on weather, community lifelines, evacuation, traffic and trains as well as satellite images) on a map. It thereby facilitates the assessment of damage and drafting of countermeasures at the government's Disaster Management Headquarters and meetings of relevant ministries and agencies.

### 1 Damage estimation function

estimates the human/building damage due to the earthquake and tsunami

### 2 Information sharing function

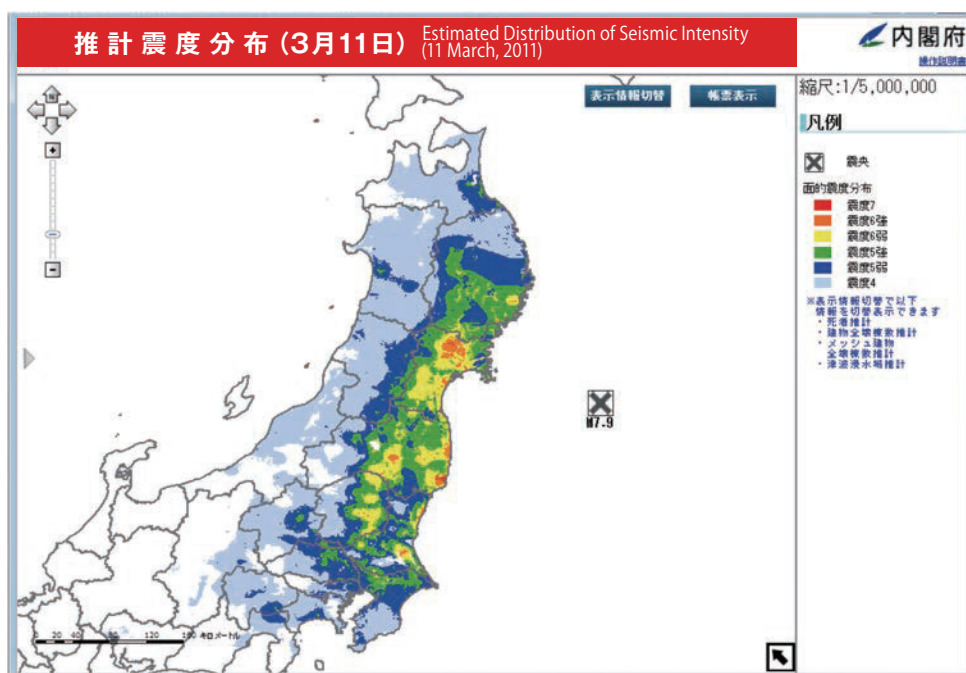
plots on a map and shares disaster management information provided by disaster management related organizations

## 被害推計機能：地震・津波に伴う人的被害・建物被害を推計

Disaster Information System: Estimation of human/ building damage due to earthquakes and tsunami

### 東日本大震災時における推計結果の一例

Estimation of Earthquake Seismic Intensity Distribution in Great East Japan Earthquake



### 被害推計のフロー (地震の例)

Flow chart of damage estimation (earthquake)

気象庁 Japan Meteorological Agency (JMA)

地震情報  
Earthquake information

被害推計実行の判断  
Decision for execution of damage estimation

(自動起動)  
(Automatic Operation)

震度分布の推計  
Estimated seismic intensity distribution

建築物全壊棟数の推計  
Estimated total collapse of buildings

建築物全壊による死者数の推計  
Estimated the death tolls by collapse of buildings

●データベース Database

地質・地形データ (メッシュ別)  
Geological and topographical data (by mesh)

建築物データ (メッシュ別・市区町村)  
Building data (by mesh & municipality)

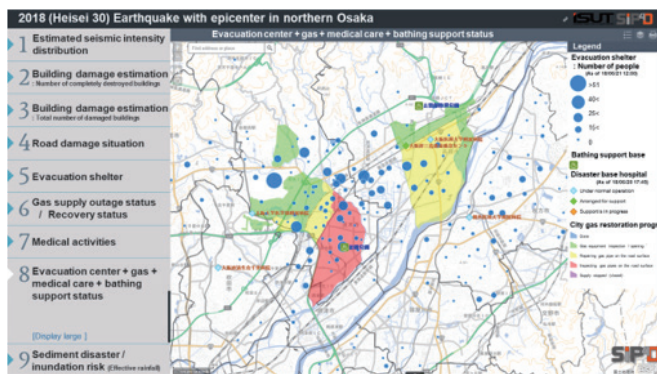
人口データ (メッシュ別・市区町村)  
Population data (by mesh & municipality)

### iii ISUT(アイサット:Information Support Team,災害時情報集約支援チーム)の概要

災害時には、様々な対応を関係機関と連携して迅速に行うことが必要です。そのためには、まず各機関が把握している「どこで何が起きているか」といった情報を集約し、関係機関と共有して状況認識を統一した上で「誰が何をするのか」という戦略を立て、人員や資機材を配置し、実行に移していくことになります。災害対応者の的確な意思決定には、これら情報を地図上に重ね合わせ、状況を体系的に把握することが大変重要です。内閣府と国立研究開発法人防災科学技術研究所(防災科研)は、平成30年度に、ISUT(Information Support Team)という大規模災害時に被災情報や避難所などの情報を集約・地図化して、行政機関、指定公共機関等の災害対応を支援する現地派遣チームを試行的に立ち上げ、令和元年度から本格的に運用を開始しました。具体的には、災害対応機関(行政機関、指定公共機関)を対象とした情報集約Webサイト(ISUTサイト)の提供のほか、災害対応者のニーズに応じた地図の作成・提供を実施しています。また、ISUTが収集し一般公開可能な情報については、防災科研が運用する防災科研クライシスレスポンスサイト(NIED-CRS)にて公開を行っています。直近の災害対応の事例としては、令和2年7月豪雨において熊本県庁に職員を派遣し、情報集約支援を行い、作成した地図を県災害対策本部、警察、消防、自衛隊などの実働機関、指定公共機関、他の地方公共団体からの応援職員などに提供することで、各機関における被災状況把握の支援を行いました。

#### インフラ情報と避難所情報を重畳した地図 (平成30年大阪北部地震)

Map that overlays infrastructure information and shelter information (2018 Osaka earthquake)

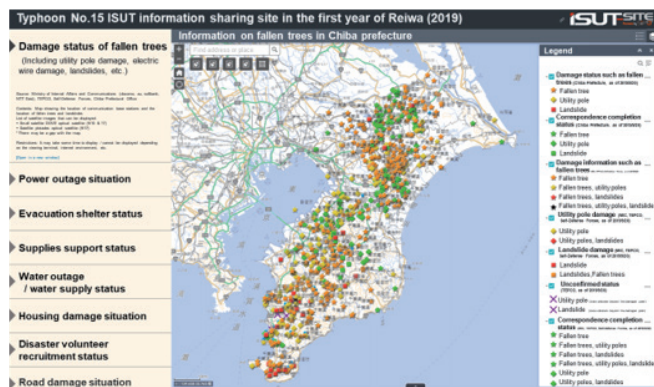


### iii An overview of ISUT (Information Support Team, Information Collection Support Team in Times of Disaster)

During times of emergency, it is necessary to quickly collaborate with relevant organizations to take various response measures. To do so, information held by each organization about “what is happening where,” must be amassed so that a shared understanding of the situation is possible. Then the strategies about “who does what” can be implemented through placement of personnel and equipment. For apt decision-making by the disaster response personnel, it is essential to visualize this information on maps to systematically understand the situation. The Cabinet Office and the National Research Institute for Earth Science and Disaster Resilience (NIED) launched as a prototype a dispatch team called ISUT (Information Support Team) in 2018. Since 2019 the team has been in full operation. At times of large-scale disasters, the team aggregates damage information and evacuation sites and plots this data on a map to support disaster response by administrative organizations and designated public organizations. Specifically, the team provides an information aggregation website (ISUT Site) as well as creates and shares maps for disaster response personnel on a need-basis. In addition, for information collected by the ISUT that can be made available to the public, they are published on the NIED Crisis Response Site (NIED-CRS) operated by the NIED. As a recent example, during the 2020 Kyushu floods, staff were dispatched to the Kumamoto Prefectural Government. The staff helped various organizations assess the damage by supporting data collection and sharing the map produced with the prefectural disaster management headquarters, front-line actors such as police, firefighters and self-defense forces, designated public organizations, and support staff from other local governments.

#### 千葉県内の倒木等被害情報を集約した地図 (令和元年房総半島台風)

A map that summarizes damage information such as fallen trees in Chiba prefecture (Typhoon Faxai in 2019)



ISUTの活動状況  
Activity of ISUT

### ③ 被災者支援対策

#### i 避難行動要支援者の避難行動支援等

内閣府は平成18年に「災害時要援護者の避難支援ガイドライン」を示し、市町村に周知してきました。平成23年の東日本大震災においては、高齢者や障害者の死亡率が高く、消防職員や民生委員など支援者についても多数の犠牲が出ました。

こうした教訓を踏まえ、平成25年に災害対策基本法を改正し、災害発生時の避難に特に支援を要する方の名簿(避難行動要支援者名簿)の作成を市町村長に義務付けるとともに、平常時及び災害発生時において避難支援者に情報提供を行うための制度を設けました。また、この法改正を受けて、「災害時要援護者の避難支援ガイドライン」を同年、全面的に改定し、避難行動要支援者名簿の作成・活用に係る留意点・参考となる事項等をまとめた「避難行動要支援者の避難行動支援に関する取組指針」を策定・公表しました。

加えて、令和3年の災害対策基本法の改正により、避難行動要支援者(高齢者、障害者等)ごとに避難支援を行う者や避難先等の情報を記載した計画である個別避難計画について、市町村の作成が努力義務化されました。

#### ii 避難所における良好な生活環境の確保

東日本大震災においては、被災者の健康問題や、高齢者等が避難所に適応できず在宅避難を余儀なくされ、在宅避難者に支援物資が行き渡らないこと、他の県や市町村に避難する広域避難者に対して、情報、支援物資、サービスの提供に支障が生じたこと等の課題が生じました。

こうした課題を踏まえ、平成25年の災害対策基本法の改正において、避難所における食糧、衣料、医薬品その他の生活関連物資の配布及び保健医療サービスの提供、その他避難所に滞在する被災者の生活環境の整備等に関する努力義務規定を設けました。また、この法改正を受けて、主に市町村向けに「避難所における良好な生活環境の確保に向けた取組指針」を策定・公表しました。この指針の下、より具体的な対応を示すものとして、避難所運営ガイドライン、福祉避難所の確保・運営ガイドライン、避難所におけるトイレの確保・運営ガイドラインが作成されています。

また、新型コロナウイルス感染拡大防止のため、災害が発生した場合には、避難所における感染症対策を徹底する必要があります。このため、政府においては、避難所における新型コロナウイルス感染症対策に係る留意事項等について、地方公共団体に通知等を発出しました。さらに、新型コロナウイルス感染症の感染状況を踏まえた住民の避難行動について、知っておくべき5つのポイント等を示したチラシ(14か国語に対応)を自治体を通じて周知するなど、一層住民の理解を促す取組も実施しています。

### 各自治体の取組

#### Measures taken by local governments

##### ●可能な限り多くの避難所の開設

Opening as many evacuation shelters as possible

##### ●ホテルや旅館の活用等の検討

Investigating the possibility of using hotels and inns

##### ●避難所内の十分な避難者スペースの確保

Securing adequate space for evacuees in shelters

### ③ Measures for Support to Disaster-Affected People

#### i Measures for Residents in Need of Assistance in Evacuation

In 2006 the Cabinet Office released and disseminated to municipalities the Guidelines for Evacuation Support of People Requiring Assistance during a Disaster. There were high mortality rates for age and disabled groups in the Great East Japan Earthquake in 2011, while there was a sacrifice on a broad scale for those who provided support such as firefighters and social workers.

With these lessons, the Disaster Countermeasures Basic Act was amended in 2013 to stipulate that head of each municipality be assigned with the responsibilities of establishing a list of residents who need assistance in evacuation at the time of disaster, and upon revision of the Basic Act, the above-mentioned Guidelines were revised in its entirety into the guidelines which incorporated specific procedures for establishing a list of residents in need of assistance at the time of evacuation.

In addition, under the amendment of the Basic Act on Disaster Management in 2021, preparation of the individual evacuation plans which describe information such as those who provide evacuation support and evacuation sites for each person requiring assistance evacuating have been obligated to make efforts for municipalities.

#### ii Ensuring Satisfactory Living Conditions at Shelters

In the Great East Japan Earthquake, there were many problems arising during the disaster: affected people suffered health problems; aged people were forced to stay home because they could not adapt themselves to the evacuation shelters in some cases, relief supplies were not provided sufficiently to home evacuees in many cases; and there were reported problems for provision of information, relief supplies, and services for wide area evacuees who evacuated to other prefectures or municipalities.

In order to address these challenges, the Basic Act on Disaster Management was amended in 2013, and established obligations to make efforts regarding distribution of food, clothing, medicines, and other living-related supplies, and improvement of the living environment of evacuation shelters.. Also, upon revision of the Basic Act, guidelines the Guidelines for Ensuring Satisfactory Living Conditions at Shelters have been formulated and published mainly for municipalities. Under this guidelines, the Shelter Management Guidelines, the Guidelines for Securing and Managing Welfare Shelters, and the Guidelines for Securing and Managing Toilets at Shelters have been published

Under the COVID-19, it is imperative that thorough infection control measures are taken at evacuation sites. The government has issued considerations for COVID-19 infection control measures at evacuation sites to local governments. The government has also taken actions to further raise awareness of citizens by distributing flyers through local governments. These flyers written in 14 languages contain 5 essential points for evacuation with the COVID-19 situation in mind.

##### ●専用スペースの確保など発熱者等への対応

Responding to persons with fevers through measures such as providing designated space

##### ●パーティション、マスク、消毒液など感染症対策に必要な物資の備蓄

Stockpiling of supplies necessary for infection control such as partitions, masks and disinfectants

##### ●新型コロナウイルス感染症対策に配慮した避難所運営訓練

Shelter management drills

### iii 災害救助法、災害弔慰金の支給

災害救助法は、災害に際して、国が地方公共団体、日本赤十字社その他の団体及び国民の協力の下に、応急的に必要な救助を行い、被災者の保護と社会の秩序の保全を図ることを目的としています。具体的には、一定規模以上の災害が発生した場合、都道府県知事が同法に基づき、被災者に対して行った、避難所の設置や被災者の救出といった応急的に必要な救助に要した費用について補助を行います(被災都道府県の財政力に対する救助に要した費用の割合に応じ、5割から9割を国庫負担)。

災害弔慰金の支給等に関する法律は、災害により死亡した者の遺族に対して支給する災害弔慰金、災害により精神又は身体に著しい障害を受けた者に対して支給する災害障害見舞金及び災害により被害を受けた世帯の世帯主に対して貸し付ける災害援護資金について規定するものです。

### iii Disaster Relief Act, Provision of Condolence Grant to Disaster Affected People

The Disaster Relief Act aims at protecting disaster affected people and maintaining social order by the national government in cooperation with local public corporations, the Japan Red-Cross and other organizations, and the general public, at the time of disaster, by providing emergency relief. Specifically, upon occurrence of a disaster with specified magnitude or more, the prefectural governors will make emergency disbursements to assist the affected, including setting up evacuation shelters and rescuing victims (the national government will reimburse 50% to 90% of such disbursement).

The Act on Provision of Disaster Condolence Grant stipulates the provision of condolence grants to the bereaved families, emergency cure grants to the victims severely damaged mentally or physically and loans for the affected by disasters to the head of families with severe damage.

## ④ 防災訓練・人材育成

### i 防災訓練

災害対策基本法では、指定行政機関の長、指定地方行政機関の長、地方公共団体の長などの災害予防責任者に対して、防災訓練義務を定めています。防災関係機関の災害発生時の応急対策に関する検証・確認と住民の防災意識の向上を図るため、政府においては、中央防災会議において、毎年度、国や地方公共団体等が実施する防災訓練の基本的な方針を示すとともに、国において実施する訓練の概要等を示した「総合防災訓練大綱」を決定しています。

各地域においては、訓練大綱に基づき、年間を通じて防災訓練が行われています。特に、毎年9月1日の「防災の日」や11月5日の「津波防災の日」には、防災関係機関が連携して、広く国民の参加の下、全国各地で広域的かつ大規模な防災訓練が行われています。

また、過去の災害から得られた教訓などを踏まえて、適時、訓練大綱を見直しています。例えば、平成28年の熊本地震の経験を踏まえ、応援職員の派遣に関し協定等に基づく広域的応援・受援の訓練に努めること、平成30年の7月豪雨や北海道胆振東部地震の経験を踏まえ、ライフラインの復旧に関し業界横断的な訓練の実施に努めること、さらに令和2年度には新型コロナウイルス感染拡大防止のため、訓練において感染症対策に配慮することなどを盛り込んでいます。

### ii 人材育成

内閣府では、平成25年度より、国や地方公共団体の職員等を対象として、「危機事態に迅速・的確に対応できる人」・「国・地方のネットワークを形成できる人」の育成を図るため、「防災スペシャリスト養成研修」に取り組んでいます。

具体的には、①地方公共団体等の職員が内閣府防災の業務を行いながら防災に関する様々な研修を受講する「OJT研修」、②有明の丘基幹的広域防災拠点またはオンラインで防災業務遂行に必要な知識・技能・態度を座学や演習を通じて体系的に学ぶ「有明の丘研修」、③各地方公共団体と共催し地域の実情やニーズに応じた災害対応を学ぶ「地域研修」等を実施しています。

また、令和2年度からは、新型コロナウイルス感染症拡大防止にも配慮し、eラーニングやテレビ会議ツールを活用した「オンライン研修」を実施することにより、受講者数の拡大を図っています。

## ④ Disaster Reduction Drill / Human Resources Development

### i Disaster Reduction Drills and Exercises

Basic Act on Disaster Management stipulates that it is obligatory to conduct disaster management drills. In order for various disaster management entities to check and confirm the emergency measures to be taken upon occurrence of a disaster, and to raise awareness among residents of disaster reduction, the Government annually sets out, at the National Disaster Management Council, basic guidelines for the drills to be exercised nationally and by the local entities and sets out the “Disaster Preparedness Drill Plan” stipulating overview of drills and exercises implemented by the Government.

Communities implement disaster management drills at various times of the year based on this Plan. In particular, on every “Disaster Preparedness Day” on September 1 and “Tsunami Preparedness Day” on 5 November, wide, large-scale disaster response drills are implemented nationwide with various disaster management entities working together and numerous participating citizens.

Further, based on the experience of past disasters, the Plan is revised when necessary. For example, based on lessons learned from the 2016 Kumamoto Earthquake, the Plan was revised to include provisions for training of wide-area aid/aid acceptance of dispatch staff based on inter-governmental support agreements. Also, based on the experience with 2018 Japan floods and the 2018 Hokkaido Eastern Iburi earthquake, cross-industry training for lifeline recovery was also included. In addition, the experience of COVID-19 led to the inclusion of infection control in drills.

### ii Human Resources Development

The Cabinet Office started a “program for developing disaster management specialists” for the purpose of developing and training people “who can respond to the emergency promptly and appropriately” and “who can form a network between the national and local entities.”

Specifically, 1) the provision of the training program, “OJT Workshop,” to employees of local public organizations by engaging them in disaster management services at the Cabinet Office and receiving workshops related to disaster management, 2) provision of a training program either online or at the Ariake-no-Oka Main Wide-Area Disaster Management Base Facility, called “Ariake-no-Oka Workshop,” teaching systematically the knowledge, skills and attitude required for disaster management operations through lectures and exercises.

From 2020, with infection control of COVID-19 in mind, e-learning and video conference tools have been utilized to implement online workshops to increase the number of trainees.

## ⑤ 防災拠点施設

首都直下地震等の大規模災害が発生した場合に備え、政府は以下のような防災拠点施設を維持、管理及び運用しています。立川広域防災基地内にある災害対策本部予備施設は、官邸等が甚大な被害を受けて使用できない場合に、政府の緊急災害対策本部が設置される施設であり、内閣府(中央合同庁舎第8号館)の防災専用の通信統制・情報処理のバックアップ機能等を備えた施設です。

東京湾臨海部基幹的広域防災拠点(有明の丘地区)は、発災時、政府の災害現地対策本部の設置候補場所であり、首都圏の広域防災ヘッドクォーターとして機能し、広域支援部隊等のベースキャンプや災害医療の支援基地等となります。また、平常時には、関係機関による防災情報の交換や各種訓練など、発災時に備えた活動の場として機能します。

東京湾臨海部基幹的広域防災拠点(東扇島地区)は、発災時、国内外からの支援物資輸送のコントロールを行うとともに、海上輸送、河川輸送、陸上輸送等への中継基地や広域支援部隊等の一時集結地・ベースキャンプとして機能します。

## ⑤ Disaster Management Base Facilities

In preparation for the Tokyo Inland Earthquake, the Government maintains and manages disaster management bases as follows. The Substitute Facility in Tachikawa will serve as the Government's Extreme Disaster Management Headquarters when the Prime Minister's Office are seriously damaged and dysfunctional. It is equipped with the back-up functions of the Cabinet Office (set up in the Joint Government Building #8) including communications control and information processing dedicated to the disaster management.

The Key Wide-area Disaster Prevention Bases in the Tokyo Bay Waterfront area, located in the Ariake-no-Oka area, is a potential site for accommodating the Government's On-site Disaster Management Headquarters, to function as the headquarters for wide-area disaster management covering the entire Metropolitan area. Also, it functions as the base camp for the wide-area support forces and for supporting disaster medical aids. In normal times, the facilities are utilized for information exchange among disaster-related institutions and for various trainings.

The Key Wide-area Disaster Prevention Bases in the Tokyo Bay Waterfront area, located in the Higashi-Ohgijima area, coordinates the arrival of shipments of support materials from Japan and overseas in the event of a disaster, and functions as a relay base for the shipment by sea, river and land, and offers a temporary base camp for the mustering of wide-area support teams.

### 災害対策本部機能のバックアップ

Back-up for the Disaster Management Headquarters Functions

### 「災害対策本部予備施設」(東京都立川市)

"Disaster Management Headquarters Backup Facility" (Tachikawa city, Tokyo)



#### 災害対策本部予備施設

Disaster Management Headquarters Backup Facility

- 官邸等が被災時に災害対策本部を設置  
Setting up an emergency headquarters if the Prime Minister's Office is severely damaged
- 中央防災無線の通信統制の機能をバックアップ  
Backup communication control function of the Central disaster Management Radio Communications System
- ヘリスポット(2機分)  
Heliport (for two helicopters)

#### 陸上自衛隊立川駐屯地

Japan Ground Self-Defense Force Tachikawa Camp

#### 警視庁

Metropolitan Police Department

#### 東京消防庁

Tokyo Fire Department

#### 東京都立川地域防災センター等

Tokyo Metropolitan Tachikawa District Disaster Management Center

#### 防災要員宿舎

Housing for disaster management staff

#### 国立病院機構

災害医療センター

National Disaster Medical Center

#### 海上保安庁

Japan Coast Guard

#### 本部会議室

Headquarters conference room

- 面積約300㎡  
Area: approx. 300㎡
- モニターでTV会議が可能  
Videoconference capability through the monitor



#### オペレーションルーム

Operation room

- 面積約1280㎡  
Area: approx. 1280㎡



立川広域防災基地  
Tachikawa Wide-Area Disaster Management Base

首都圏広域防災の  
ヘッドクォーター機能

Headquarters Functions of the Greater-Metropolitan Area Disaster Management

「東京湾臨海部基幹的広域防災拠点（有明の丘地区）」（東京都江東区）

"The Main Wide-area Disaster Management Base Facility in the Tokyo Bay Waterfront area (in the Ariake-no-Oka area)" (Ko-to ward, Tokyo)

本部会議室

モニターでTV会議が可能  
Local Headquarters Conference Room  
Videoconferencing using monitors



本部棟（約10,000㎡）

Headquarters building (approx. 1.0ha)

○防災施設（オペレーションルーム、本部会議室など災害時において、政府現地対策本部として活動）

Disaster management facilities (An operations room, eadquarters conference room and communications facility room for the activities of the joint on-site disaster management headquarters')

○公園施設（平常時の防災関連展示、体験学習施設）

Park facilities (Facilities to be used for disaster reduction exhibits and education programs, etc. in the ordinary time)



オペレーションルーム

Operation room



面積 約960㎡  
座席数 186席  
300インチモニター  
(画面分割可能)

Area: Approx. 960㎡ Seating capacity:  
186300-inch monitor (with split-screen capability)

コア部隊ベースキャンプ（約2.5ha）

Base camp for core units (approx. 2.5ha)

○広域支援部隊の統制所

Field operations control center for wide-area support units

ヘリポート

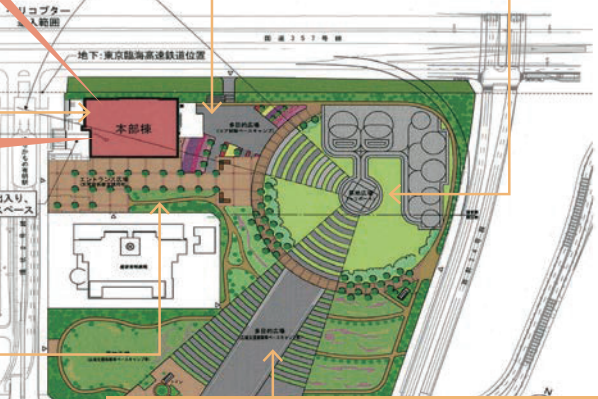
(約2.6ha)

Heliport (approx. 2.6ha)

災害医療支援スペース（約1.0ha）

Disaster medical support (approx. 1.0ha)

○救助活動と医療活動の連携のための情報共有化等  
Information exchange for collaboration between SAR and medical activities



広域支援部隊等ベースキャンプ等（約6.5ha）

Base camp for wide-area support units, etc. (approx. 6.5ha)

○広域支援部隊やボランティア等のための活動・統制所  
Activity area and field operations control center for wide-area support units and volunteers

被災時の緊急物資等の  
物流コントロール機能

Control Functions of the Physical Distribution for the Emergency Materials

「東京湾臨海部基幹的広域防災拠点（東扇島地区）」（神奈川県川崎市）

"The Main Wide-area Disaster Management Base Facility in the Tokyo Bay Waterfront area (in the Higashi-Ohgijima area)" (Kawasaki city, Kanagawa Prefecture)

施設棟

(約640㎡、用地:約0.3ha)

Facilities: Approx. 640㎡  
Site area: Approx. 0.3ha



○オペレーションルーム、通信設備室など物流の処理を行うための施設

Operation room, communications facility room and other facilities for processing of logistics functions

ヘリポート（約2.9ha）

Heliport (approx. 2.6ha)

○人員、物資輸送、支援部隊等の活動

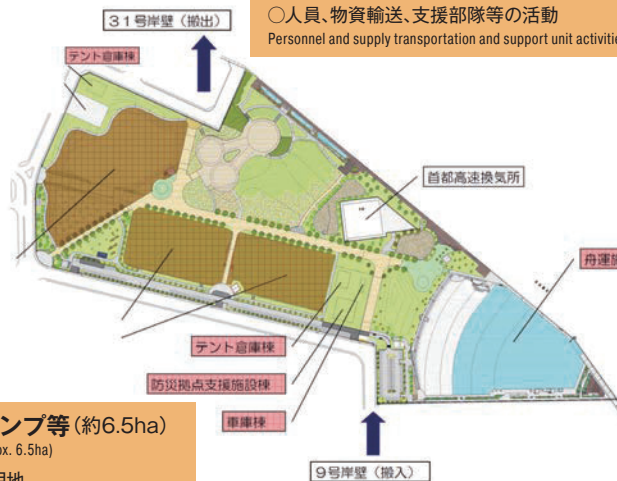
Personnel and supply transportation and support unit activities

広域支援部隊等ベースキャンプ等（約6.5ha）

Base camp for wide-area support units, etc. (approx. 6.5ha)

○広域支援部隊の宿泊テント地、活動用地

Accommodation and activity area for wide-area support units



物資輸送中継基地（約9.6ha）

Logistics station for relief supply transportation (Approx. 9.6ha)

○救援物資の集積、荷捌き、分配等

Stockpile, disposal and distribution of relief supplies support unit activities



### 3 災害復旧・復興対策

#### ① 災害復旧・復興対策の概要

災害からの復旧・復興においては、災害復旧事業等による公共的施設の復旧整備等による単なる原状回復にとどまらず、計画的復興への条件整備とともに、被災者の住まいと暮らしの再建、安全な地域づくり、被災地の産業・経済の復興対策等について、法律・税制・予算措置等による様々な措置を講じることとしています。

こうした災害復旧・復興対策を迅速かつ円滑に進めるため、平成7年の阪神・淡路大震災では、内閣総理大臣を本部長とする「阪神・淡路復興対策本部」を設置し、政府一体となった総合的な復興対策を推進しました。また、平成23年の東日本大震災では、復興庁を設置し、内閣の最重要課題の一つとして政府一丸となって施策を講じています。

また、今後発生が懸念される首都直下地震や南海トラフ巨大地震等に備えて、予め復興の枠組みや土地利用の特例を定めた大規模災害からの復興に関する法律が制定されています。

#### 東日本大震災における高速道路の復旧

Restoration of the Highway which Collapsed in the Great East Japan Earthquake



(March 11, 2011)

官民連携により高速道路を迅速に復旧 写真提供:NEXCO東日本

Prompt restoration of a highway under the cooperation between the public and private sectors

6日後  
Six days later



(March 17, 2011)

Photo: East Nippon Expressway Company Limited.

#### ② 被災者生活再建支援法

阪神・淡路大震災を契機として、平成10年に被災者生活再建支援法が制定され、住民の生活の安定と被災地の速やかな復興に資するため、自然災害によりその生活基盤に著しい被害を受けた者に対し、被災者生活再建支援金を支給することにより、その生活の再建を支援しています。具体的には、一定規模以上の自然災害により住宅が全壊するなどの被害を受けた世帯に対して、被災者生活再建支援金(最大300万円)が支給されます。

### Disaster Recovery and Reconstruction Measures

#### ① Outline of Recovery and Reconstruction Measures

In recovering and reconstructing from disasters, the aim is not merely to restore public buildings to their original state through disaster recovery projects. Rather, these efforts encompass a wider range of measures, including legal, tax-related and budgetary measures. Together they facilitate planned recovery, reconstruction of the residences as well as livelihoods of affected people, creation of a safe community and formulation of measures for recovery for the industry and economy of the affected area.

In the case of the Great Hanshin-Awaji Earthquake in 1995, to achieve smooth and rapid recovery and reconstruction from disaster, the Headquarters for Reconstruction of the Hanshin-Awaji Area (headed by the Prime Minister) was established. In the case of the Great East Japan Earthquake in 2011, the Reconstruction Agency was established, and the entire government has coped with various measures as one of the top priority issues of the government.

In preparation for anticipated Tokyo Inland Earthquake and Nankai Trough Earthquake, the Act on Reconstruction after Large-scale Disaster has been enacted so that pre-disaster formulation of recovery plans and exempted utilization of land may be made possible.

#### ② Act on Support for Reconstructing Livelihoods of the Affected due to Disaster

The Act on Support for Reconstructing Livelihoods of the Affected due to Disaster was enacted in 1998 following the Great Hanshin-Awaji Earthquake of 1995. With this Act, it is intended to contribute to stabilization of victimized residents' lives and to a quick recovery of the disaster-stricken area. A "Support Grants for Reconstructing Livelihoods of the Affected" is disbursed to persons whose livelihoods are severely damaged by disasters, in order to support victims in recovering their normal life, bring stability to the life of residents, and facilitate the quick recovery of disaster-stricken areas. Specifically, the Support Grants for Reconstructing Livelihoods of the Affected is disbursed to households whose homes are destroyed in disasters of a certain scale or greater, up to a maximum of three million yen.

## 災害復旧・復興対策の内容 Contents of Disaster Recovery and Reconstruction Measures

### 1 計画的復興への条件整備

Improvement of conditions for pre-planned recovery

二次的被害の拡大防止、がれき等の処理

Prevention of secondary damage from spreading; debris control

復興本部の設置及び関係機関の連携

Setting up a recovery headquarters and its coordination with relevant institutions

復興計画策定体制、復興方針の検討

Organizing a team for development of a recovery plan; study on recovery policies

広報、相談及び各種申請の受付

PR and communications; receiving of consultation requests and applications

金融・財政面の緊急措置、復興財源の確保及び復興基金の設立

Emergency financial measures; securing financial sources for recovery; setting up a reconstruction fund

### 2 すまいと暮らしの再建

Reconstruction of houses and livelihoods

被災住宅の応急修理対策、一時提供住宅の供給

Temporary repairs for damaged houses; Provision of temporary housing

応急仮設住宅の建設、公営住宅の供給、

住宅補修・再建資金の支援

Construction of temporary emergency housing; provision of public housing; financial aid for housing repair and reconstruction

雇用の維持、離職者の生活・再就職支援

Maintenance of employment; support to displaced workers for their reemployment and lives

被災者への給付金、各種減免猶予等及び義援金

Granting subsidies to disaster victims; reduction, exemption and postponement of various taxes; disaster relief funds

メンタルヘルスケアの充実、ボランティアとの連携

Improvement of mental healthcare; collaboration with volunteers

### 3 安全な地域づくり

Development of a safe community

公共土木施設等、農地等の災害復旧

Reconstruction of disaster-stricken public facilities and farmlands

安全な市街地・公共施設整備、

復興防災まちづくり方針の作成

Improvement for safe cities/towns and public facilities; development of policies on community development for recovery and disaster reduction

道路・交通基盤、物流基地、ライフライン施設等の復興

Recovery of roads and traffic facilities, logistic centers, lifeline facilities

文化財等への対応、災害記憶の継承

Response to cultural assets; the succession of disaster memory and experience

### 4 産業・経済復興

Recovery of industry and economy

資金需要の把握、各種融資制度の周知・経営相談

Understanding financial demands; dissemination of various financial aids; business consultation

中小企業への再建資金の貸付等、観光振興

Extending recovery loans to small and medium-sized business; promotion of tourism

農林漁業基盤等の再建、農林水産業の活性化

Recovery of infrastructures for agriculture, forestry and fisheries; stimulation of agriculture, forestry and fisheries

## 大規模災害からの復興に関する法律の概要

## Overview of the Act on Reconstruction after Large-Scale Disaster

### 1

#### 復興に関する組織等

Organization concerning recovery

●復興対策本部の設置 Setting up the headquarters for recovery  
内閣総理大臣は、大規模災害が発生した場合において、復興を推進するために特別の必要があると認めるときは、内閣府に復興対策本部を設置することができるものとする。

In the event that a major disaster occurs, the Prime Minister may set up the headquarters for recovery within the Cabinet Office as he deems necessary to specially attend to the recovery from such disaster.

●復興基本方針の策定 Development of the policies for recovery  
政府は、当該災害からの復興のための施策に関する基本的な方針を定めるものとする。

The Government shall establish the basic policies for recovery measures from such disaster

### 2

#### 復興計画の作成等

Development of the recovery plans

●大規模災害を受けた市町村が、土地利用の再編などによる円滑かつ迅速な復興を図るため、政府の復興基本方針等に即して、復興計画を作成できるものとする。

Recovery policies should allow municipalities struck by a major disaster to develop a recovery plan based on and in line with the Government's basic policies for recovery, so that prompt recovery could be planned including re-definition of the land use plan.

●大規模災害を受けた都道府県が、復興基本方針に即して、都道府県復興方針を定めることができるものとする。

Recovery policies should allow prefectures struck by a major disaster to set up their own recovery policies in line with the Government's recovery policies.

### 3

#### 復興計画等における特別の措置

Special measures in the recovery plan

●復興計画に関する協議会を設けて、そこでの協議等を経た復興計画を公表することで、土地利用基本計画の変更等をワンストップで処理できるものとする。

The framework should allow a conference concerning the recovery plan to be set up through which a recovery plan be known to public, so that the alteration of the land use plan be dealt with at a single entity.

●復興計画に記載された復興整備事業について、許認可等を緩和する特例を設けること。

A special exemption shall be provided for ease of permits and approvals with regard to the recovery project listed in the recovery plan.

●復興の拠点となる市街地を整備するため一団地の復興拠点、市街地形成施設に関する都市計画を設けること。

A city development plan shall be established concerning a cluster of urban district for recovery to be a base for recovery, so that the area could work as a base for recovery of the entire area.

●大規模災害を受けた市町村等からの要請により都道府県等が都市計画の決定等を代行できるものとする。等

Upon request from the municipality struck by a major disaster, it shall be allowed that prefectures may decide on the city development plan on behalf of such municipalities.

### 4

#### 災害復旧事業に係る工事の国等による代行

Execution of the recovery construction project by the national government on behalf of local governments

●大規模災害による被害を受けた地方公共団体を補完するため要請に基づいて、漁港、道路、海岸保全施設、河川等の災害復旧事業について国等が代行できるものとする。

In order to compliment the local public entities struck by a major disaster, the national government may, upon request, execute and implement the reconstruction projects of fishery harbors, roads, shore protection works and rivers.

### 5

#### その他

Others

●国は、大規模災害が発生した場合、特別の必要があると認めるときは、別に法律で定めるところにより、復興のための財政上の措置等を速やかに講ずるものとする。等

Upon occurrence of a major disaster, the national government shall, as deemed necessary and as stipulated by law separately, promptly take actions for providing the necessary funding for recovery, etc.

### ③ 被災者の生活と生業(なりわい)の再建に向けた対策パッケージ

大規模な災害の被災地では、多くの方々が精神的にも経済的にも厳しい状況に陥ることになります。例えば、豪雨災害においては、丹精込めて育てた作物が泥水にまみれ、店舗や工場、機械設備が浸水によって大きな被害を受け、多くの農林漁業者、中小・小規模事業者の方々が、事業再開への気力を失いかねません。このような状況を踏まえ、被災者の安心感を確保するとともに、被災自治体が安心して復旧・復興に取り組めるように、被災地のニーズや地域ごとの特性を踏まえつつ、(1)生活の再建、(2)生業の再建、(3)災害応急復旧、(4)災害救助等の4つの観点から施策を『被災者の生活と生業(なりわい)の再建に向けた対策パッケージ』として取りまとめ、切れ目なく、支援措置等を講じることとしています。これまで当該パッケージは、30年7月豪雨、令和元年東日本台風、令和2年7月豪雨の発災時に策定されています。

### ③ Restoration of Lives and Livelihoods of the Affected

In areas struck by large-scale disasters, many people may find themselves in difficult conditions both mentally and financially. For example, with floods, the crops grown with great care may become covered with muddy water, shops and factories as well as machinery may be substantially damaged by being immersed in water. Many workers in agriculture, forestry and fishery as well as those in lower-mid scale and small-scale enterprises may lose their hope to reopen their businesses. With this in mind, the Countermeasures Package aims to provide a sense of security for affected people and the affected local government so that they may engage in disaster recovery. The “Restoration of Lives and Livelihoods of the Affected” contains measures from 4 perspectives, while also considering the variable needs and characteristics specific to each region: (1)reconstruction of daily life, (2) reconstruction of livelihoods, (3)initial disaster recovery, (4) disaster relief. The government will implement financial measures according to this, and without discrimination. This Countermeasures Package was also issued for the Heavy Rain Event of July 2018, the Typhoon Hagibis in 2019, and the Heavy Rain Event of July 2020.

## 被災者の生活と生業(なりわい)の再建に向けた対策パッケージ(令和2年7月豪雨) Support Package for the Life and Livelihood Restoration (Heavy Rain Event on July 2020)

### 1 基本方針 Basic Principles

- 新型コロナウイルス感染症の影響下で発生した令和2年7月豪雨に対し、被災者の生活と生業の再建に向け、被災地のニーズや地域ごとの特性を踏まえつつ、緊急に対応すべき施策を取りまとめ、第一弾として予備費等を活用し速やかに対応。

In response to the Heavy Rain Event on July 2020 that occurred during COVID-19, taking the needs of affected areas and characteristics of each area into consideration, the government will formulate urgent measures to support the restoration of affected people's lives and livelihoods and swiftly implement them using contingency reserves and other financial resources.

- 今後も、被災者の安心感を確保するとともに、被災自治体が安心して復旧・復興に取り組めるよう、必要な財政措置等を行う。  
The government will continue to allocate budgets, so that those affected can live with a sense of ease and the affected governments can promote restoration and reconstruction projects without worrying about funds.

### 2 緊急対応策(主なもの) Main Urgent Measures

#### 1 生活再建 Rehabilitation of livelihoods

- 廃棄物・土砂の処理  
Disposal of waste, debris, and sediment
- 住まいの確保  
Ensuring housing
- 切れ目のない被災者支援  
Consecutive support for affected people
- 交通の確保  
Ensuring transportations
- 金融支援等  
Financial support, etc. for affected people



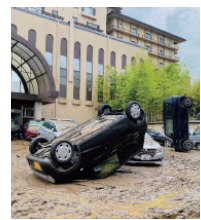
まちなかからの廃棄物除去  
Disposal of waste

#### 2 生業の再建 Reconstruction of Livelihoods

- 観光業等の中小・小規模事業者の支援  
Support for SMEs such as tourism industries
- 農林漁業者の支援  
Support to those affected were working in agricultural, forestry and fishing industries



がれき・土砂が流入した農地  
Inflow of debris and sediments on agricultural land



浸水被害を受けた熊本県の旅館業者  
An inundated inn (Kumamoto pref.)

#### 3 災害応急復旧 Urgent Recovery from the Disaster

- 河川・道路等インフラの復旧  
Recovery of infrastructures such as rivers, roads, etc.
- 災害復旧事業の迅速化  
Accelerate disaster recovery projects



TEC-FORCEによる被害状況調査  
Survey of damage by TEC-FORCE

#### 4 災害救助 Disaster Relief

- 避難所等の応急救助等  
Emergency assistance such as shelters
- 自衛隊等の活動  
Activities of SDF



自衛隊による災害派遣活動(種豚のヘリ輸送)  
Activities of SDF (Helilift of boars)

# 国民の防災活動

## Disaster Reduction Activities of Citizens

### 1 防災意識の啓発と防災知識の普及

#### ① 災害被害を軽減する取組の推進

社会全体の防災力を向上させ、災害による被害を軽減するためには、個人や家庭、地域、企業、関係団体等社会の様々な主体が連携し、総力を挙げて災害被害を軽減する国民運動の展開を図る必要があります。そのような中で、政府は、毎年9月1日を「防災の日」とし、この日を含む1週間を防災週間として、防災意識を高めるための行事を実施しています。これに合わせ、日本各地で、防災訓練や「防災フェア」等の行事が開催されています。

また、平成23年に津波対策の推進に関する法律が制定され、11月5日が「津波防災の日」と定められ、平成27年の第70回国連総会において、11月5日を「世界津波の日」とすることが定められました。



### November 5th is the Tsunami Preparedness Day

#### ② 防災教育

一人ひとりが自然災害を正しく理解し、自らの的確な判断の下で防災・減災行動をとれるようにするためには、防災教育が重要です。東日本大震災では、過去の災害教訓に基づく防災教育や避難訓練により、適切な避難行動を取ることができた小学校の事例があるなど、その効果が改めて確認されました。今後も、学校や地域における防災教育を一層充実させ、正しい防災意識をかん養していくことが重要です。

内閣府防災では、防災教育の推進に高い意欲をもつ団体・学校・個人等に対してより充実した防災教育のプランを募集し、その中で優良な事例を選出し、その実践への支援を行うとともに、取組成果などを取りまとめ、ホームページに公開し、広く学校などの利用に供する「防災教育チャレンジプラン」を実施しています。加えて、広く一般から防災に関するポスターデザインを公募することを通じ、防災意識の一層の高揚を図り、災害被害を軽減させることを目的とした「防災ポスターコンクール」(内閣府、防災推進協議会)も実施しています。

また、文部科学省においては、平成29・30年告示の新学習指導要領において、例えば、小学校社会第4学年では、過去に発生した

### Awareness Raising and Knowledge Promotion on Disaster Reduction

#### 1.Promotion of Efforts for Disaster Reduction

In order to improve the disaster resilience of the community and to reduce disaster damages, there must be close cooperation among individuals, families, local community, businesses and relevant entities, to build momentum for a nationwide movement. The Government has designated the 1st day of September as the “Disaster Preparedness Day” and the week including this day as the Disaster Preparedness Week and carries out various events to raise awareness and readiness about the disaster. Disaster drills and promoting events are held in various parts of Japan.

In 2011, the Act on Promotion of Tsunami Countermeasures was enacted, and November 5th was designated as the “Tsunami Preparedness Day.” In the 70th UN General Assembly, November 5th was designated to be the “World Tsunami Awareness Day.”

#### 2.Education about Disaster Reduction

Education for disaster risk reduction is quite important for enabling individuals to have correct understanding about natural disasters and be able to act on their discretion to prevent and reduce damages from a disaster. In the Great East Japan Earthquake, a case of an elementary school was reported to have safely evacuated based on their daily education of the past disasters and training about evacuation. Thus, it is important to enhance education for disaster risk reduction at schools and in local communities so that people are nurtured to be equipped with correct understanding about disaster awareness.

The Cabinet Office implements “Disaster Reduction Education Challenge Plan” to nurture a positive environment for more proactive disaster reduction education by picking up active local groups, schools and individuals who demonstrated better disaster reduction plans and actions, give support to them, and publicize their achievements, through the web site, intending that such plans and programs be widely recognized and utilized throughout the nation. Also, the Cabinet Office and the Council for Promoting Disaster Risk Reduction implement the award for posters with the aim of further raising awareness of disaster prevention and reducing disaster damage by soliciting poster designs related to disaster prevention from the general public.

In addition, the Ministry of Education, Culture, Sports, Science and Technology has enhanced contents regarding disaster reduction in the new Curriculum Guidelines announced in 2017/2018. For example, during social studies for fourth grade in elementary schools, local natural disasters that happened in the past are introduced, and students learn to think about what they should do and what items should be prepared by imagining about a disaster that could happen locally. Further improvement with disaster management education is promoted through development of materials such as “Guide to Make a Disaster Reduction Manual for Schools (Earthquake and Tsunami),” and “Development of a Disaster Reduction Education to Nurture Power to Live On,” providing guidance for disaster reduction at schools.

地域の自然災害を取り上げ、地域で起こり得る災害を想定し、日頃からの必要な備えや、自分たちができることを考えるなど、防災に関する内容を充実しています。また、学校における防災管理等の在り方を示した「学校防災マニュアル(地震・津波)作成の手引き」や学校安全資料「生きる力」をはぐくむ学校での安全教育」を作成し、防災教育の充実を図っています。

さらに、地域の防災力を高めて災害被害の軽減を図ることを目的として、消防庁では、地域住民、消防職員・消防団員、地方公務員等に、インターネット上で防災・危機管理に関する学びの場を提供する「防災・危機管理e-カレッジ」の運用や小中学生などが防災に関する知識や実践的な技術を身につけることができるよう、指導者用防災教材「チャレンジ! 防災48」を作成するなど、各地域や学校ごとに自立的に防災教育に取り組む環境づくりを行っています。

#### ④ 災害教訓の継承

東日本大震災では、過去の津波災害後に「ここより下に家を建てるな」という石碑が建てられ、地域住民がその教えを守って石碑より高いところに自宅を建てていたために津波の被害に遭わずに済んだという事例がありました。こうした教訓を踏まえ、災害対策基本法が改正され、住民の責務として災害教訓の伝承が明記されました。

また、兵庫県神戸市では、阪神・淡路大震災後に「人と防災未来センター」が設立され、映像や模型での大震災の再現や、大震災からの教訓を語り継ぐ活動を行っています。



防災ポスターコンクール  
防災担当大臣賞作品(2020年度)

Poster awarded the Minister of State  
for Disaster Management Award  
at the 2020 Disaster Prevention Poster Contest

Moreover, Fire and Disaster Management Agency offers an online program called “Disaster Reduction / Crisis Management e-College” on the web, directed to local residents, professional / voluntary firefighters and local government employees, to enhance community disaster resilience. Also, a textbook for school teachers and leaders “Challenge! Disaster Prevention 48” has been compiled in order for school children to be able to learn and acquire knowledge and practical skills about disaster reduction. In these ways, An environment is being created to independently engage in disaster reduction education in each region and school.

#### 3. Transmission of the lessons learned from generation to generation

In the Great East Japan Earthquake, a case of a village resident who escaped the tsunami disaster as the house was built in the area higher than a stone monument on which the inscription read “Do not build a house lower than this point”. With such lesson in mind, the Basic Act on Disaster Management was revised to make it an obligation of local residents to record and transcend lessons from disasters experience.

Further, in Kobe City, Hyogo Prefecture, “Disaster Reduction and Human Renovation Institution” was established in memory of the Great Hanshin-Awaji Earthquake, and is engaged in activities to pass the lessons from the Earthquake disaster on to the younger generations through reproduction of the big Earthquake by audio-visual and model construction.

## 2 災害ボランティア活動の環境整備

阪神・淡路大震災において、被災地の内外から延べ137万人ものボランティアの方々が駆け付け、これを契機とし、被災された方々への寄り添いやお手伝い、被災地の復旧・復興等のためにボランティア活動を行う機運が高まりました。

しかし、近年の災害では、被害が大規模化かつ広域化していることもあり、個人のボランティアのみならず、NPOや企業等の多様な主体の支援が広がる一方、主体間の連携・調整の難しさが顕在化してきました。

この流れから、平成27年の関東・東北豪雨災害では、NPO等団体のボランティア活動を調整する「中間支援組織」の必要性が注目され、平成28年には、災害時のNPO・ボランティア等異なる組織の活動調整や活動支援を行う全国域の中間支援組織である「全国災害ボランティア支援団体ネットワーク (JVOAD)」が設立されました。

また、平成28年熊本地震では、行政・ボランティア・NPO等の被災者支援主体が連携して被災者支援が行えるよう、被災者支援の活動地域、内容等について情報共有や調整を行う「情報共有会議」が開催されるなど、被災者支援主体間での連携・調整が定着化してきました。

政府においても、この動きを後押しするため、ボランティアによる被災者支援の活動が円滑に行えるよう環境整備に努めており、行政・ボランティア・NPOによる被災者支援活動の連携・協働を推進するための研修会の開催や、地方公共団体へのノウハウ等の情報提供、災害ボランティアセンターへの財政支援を行うなど、災害ボランティア活動が円滑に行えるよう環境整備に努めています。



ボランティア活動の様子  
Volunteer activities on site

## Improvement of Environment for Disaster Volunteer Activities

With the Great Hanshin-Awaji Earthquake, there was an outpouring of 1.37 million volunteers for assistance activities, from both within and outside the afflicted areas. Lots of volunteers have rushed to aid and comfort the victims and assist in the recovery and reconstruction of disaster-stricken regions.

However, in recent years, disasters are becoming larger in scale and wider in area, and various actors such as NPOs and businesses are participating in the support. This has made apparent the difficulty of coordination and adjustment between different actors.

In light of this, in the Torrential Rain of September 2015 in the Kanto and Tohoku Regions, the necessity for an intermediary organization that coordinates volunteer activities of groups such as NPOs were emphasized. In 2016, the Japan Voluntary Organizations Active in Disaster (JVOAD) was founded as the nationwide intermediary organization that coordinates and supports the activities of varying actors such as NPOs and volunteers.

In the 2016 Kumamoto Earthquake, to facilitate support measures with good coordination among the supporting actors for affected people including governmental bodies, volunteers and NPOs, an information meeting was held to share information such as location where support activities are operating and the type of support provided. It is now becoming the norm to coordinate between the various supporting actors.

The government has encouraged this through improving the infrastructure for smooth support activities for the affected by volunteers. For example, a workshop promoting the collaboration between the government, volunteers and NPOs for the support activities was hosted. Also, expertise has been shared with local governments and disaster volunteer centers were provided with financial assistance.



情報共有会議の様子  
Information sharing meeting

### 3 企業の防災力向上の推進

#### ① 企業の事業継続計画(BCP)策定及び事業継続マネジメント(BCM)の促進

地震等災害が発生し企業活動が滞ると、その影響は各企業にとどまらず、その地域の雇用・経済に打撃を与え、さらには、取引関係を通じて他の地域にも影響を与えることが懸念されます。このため、災害時における企業の事業活動の継続を図るための行動計画となる事業継続計画(BCP)の策定と平常時の経営戦略を定める事業継続マネジメント(BCM)を促進することは、我が国社会や経済の安定性の確保と海外から見た我が国企業の信頼性向上のために極めて重要です。

政府は、BCPやBCMの概要、必要性、有効性、実施方法、策定方法及び留意事項等を示した「事業継続ガイドライン」(2013年8月)を作成、公表(英語版あり)し、企業によるBCP策定及びBCMの促進を図っています。

#### ② 企業の防災への取組に関する評価等の促進

企業は、災害時の企業の果たす役割(生命の安全確保、二次災害の防止、事業の継続、地域貢献・地域との共生)を十分に認識し、防災活動の推進に努めることが重要です。そして、企業の防災活動の促進のためには、防災活動に積極的な企業が市場や地域社会から適切に評価されることが必要です。

このため、政府では、「防災に対する企業の取組み」自己評価項目表や、「防災の取組に関する情報開示の解説と事例」などを策定し、情報提供しています。この自己評価項目に準拠した評価システムによる融資制度が、日本政策投資銀行で実施されるなど、企業の防災活動の促進のためのインセンティブとして活用されています。

### Promotion of Disaster Reduction Activities of Corporations

#### 1. Promotion of Business Continuity Plans (BCP) and Business Continuity Management (BCM)

When earthquakes and other disasters cause enterprise activities to stagnate, such stagnation impacts not only individual companies, but also employment levels and the overall economy of the stricken region. Through trade and commerce with businesses in other areas, the economic damage can affect other regions as well. In this context, promoting the formulation and implementation of Business Continuity Plans (BCPs) and the Business Continuity Management (BCM) stipulating management strategies in normal times are extremely vital for ensuring the continuation of business in the event of a disaster.

The government promotes BCM and the establishment of BCPs by companies. In August 2018, "Business Continuity Guidelines" (available in English) was developed, outlining BCP and BCM and their necessity, efficacy, implementation and formulation as well as considerations.

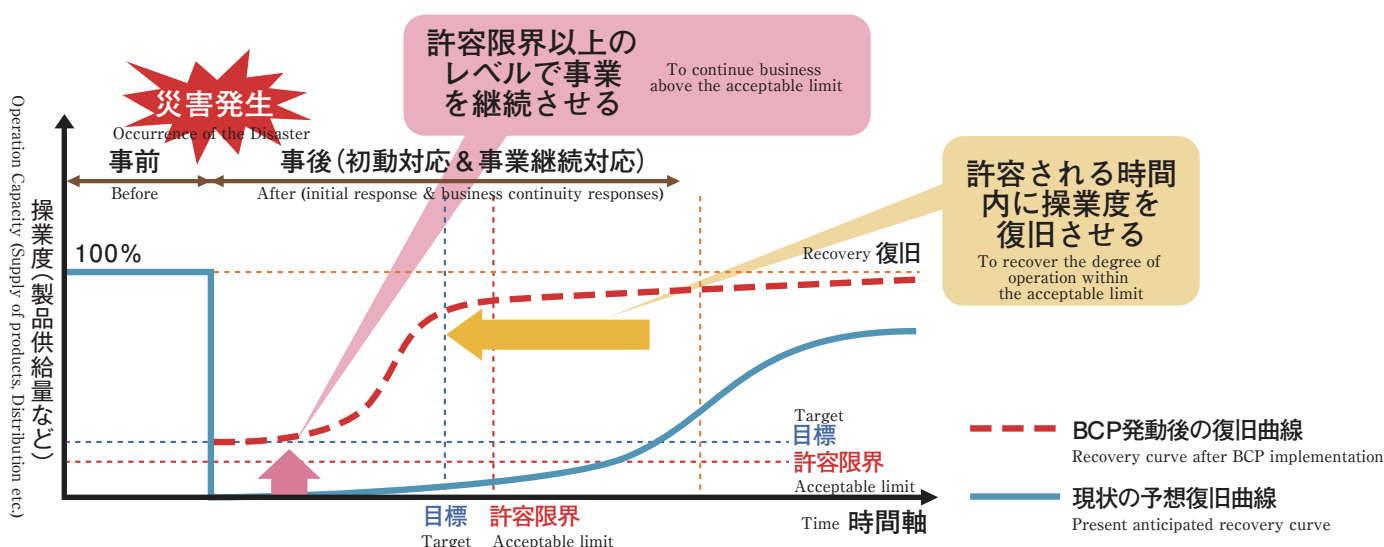
#### 2. Encouraging the Evaluation of Corporate Disaster Reduction Activities

For private enterprises, recognizing the role of companies in the event of a disaster (ensuring the safety and security of employees, preventing secondary disasters, maintaining business continuity, contributing to and living in harmony with local communities) and working to promote disaster management activities is of crucial importance.

To encourage companies to engage in disaster management activities, markets and local communities must give appropriate recognition to enterprises that take an active part in these activities.

The government is disseminating information for this purpose. It has prepared a self-evaluation table entitled "Business Measures for Disaster Management," as well as "Disclosure on Disaster management Measures: Explanations with Cases." Using an evaluation system based on the items in the self-evaluation table, the Development Bank of Japan (DBJ) has developed a lending facility with a rating system for operations that promote disaster management. The DBJ is implementing this system as an incentive to encourage companies to conduct disaster management activities.

#### BCPの概念図 BCP Concept Chart



## 1 世界の災害

世界各地で自然災害が増加しており、持続可能な開発の大きな障害となっています。災害に対する脆弱性を減らし、被害を軽減していくことは国際社会の重要課題の一つです。

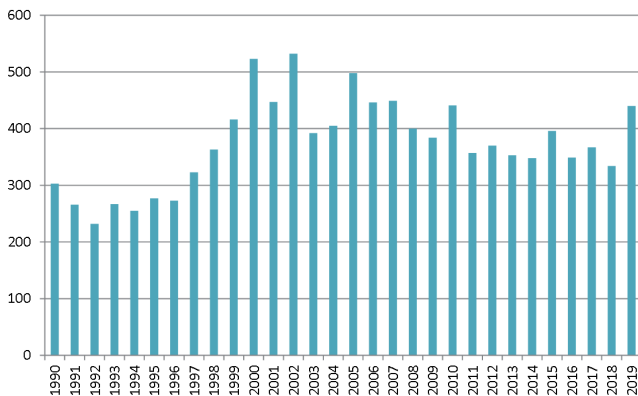
世界では、災害による多数の死者、経済被害が毎年のように発生しており、過去31年間(1989年~2019年)に、全世界で167万人以上の命が奪われ、また4兆ドル以上の被害額が発生しています。

特に被害が大きかった災害として、死者数では2004年のスマトラ沖地震で23万人以上、2010年のハイチ地震で22万人以上、2008年のサイクロン・ナギスによりミャンマーにおいて13万人以上の方が亡くなっています。自然災害では、低所得国及び中低所得国において犠牲者数が多くなる傾向があり、災害と貧困の悪循環が課題となっています。

また、被害額では2011年の東日本大震災で2100億ドル以上、2017年のハリケーン・ハービー(米国)で1700億ドル、2005年のハリケーン・カトリーナで1600億ドルの損失が生じています。

## 世界の自然災害発生件数の推移(1990年~2019年)

Disaster Occurrence in the World, 1990-2019



出典：EM-DATよりアジア防災センター作成  
Source: Asian Disaster Reduction Center based on EM-DAT

## Disasters Throughout the World

The number of disasters around the world is increasing, and disasters remain a major drawback to sustainable development. Reducing vulnerabilities to natural hazards and damage caused by them is an inevitable challenge in the international community.

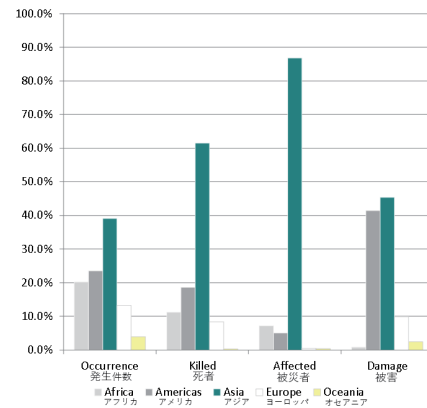
Almost every year, disasters hit worldwide, and great many people were killed and a huge damage on the local and world economies were experienced. In the past 31 years (1989-2019), more than 1.67 million lives were lost and more than US \$4 trillion were lost in damages.

Particularly notable are the 2015 Indian Ocean earthquake and tsunami where more than 230,000 lives were lost, the 2010 Haiti earthquake where more than 220,000 lives were lost and the 2008 Cyclone Nargis in Myanmar where more than 130,000 lives were lost. With natural disasters, there is a tendency for victims to increase in low and lower middle-income countries, making the vicious cycle of disasters and poverty another challenge.

In financial damages, the 2011 Great East Japan Earthquake cost US \$210 billion, the 2017 Hurricane Harvey cost US \$170 billion and the 2005 Hurricane Katrina cost US \$160 billion.

## 地域別の自然災害による影響(1990年~2019年)

Impacts of World Natural Disasters by Region, 1990-2019



出典：EM-DATよりアジア防災センター作成  
Source: Asian Disaster Reduction Center based on EM-DAT

## 2 世界の災害への我が国の対応

海外で大規模な災害が発生した場合、相手国政府の要請等に基づいて、国際緊急援助隊の派遣や緊急援助物資の供与、緊急無償資金協力のいずれか、又は複数を組み合わせた国際緊急援助が行われます。例えば、2019年3月のモザンビークにおけるサイクロンの被害に対し、国際緊急援助隊として専門家チーム・医療チームの派遣を行うとともに、国際機関を通じた食料、シェルター、水・衛生分野等985万ドルの緊急無償資金協力、緊急援助物資(毛布、プラスチックシート、ポリタンク、浄水器等)の供与を実施しました。

## Japan's Responses to Disasters in the World

When a large-scale disaster occurs overseas, the Japanese government, responding to the request from the government struck by the disaster, provides one or a combination of the following aids as international emergency aid: dispatch of Japan Disaster Relief teams, provision of emergency aid materials and/or provision of emergency grant aid. For example, with the March 2019 Cyclone in Mozambique, the Japanese government dispatched specialists and medical experts as a Japan Disaster Relief team and provided, through international organizations, emergency grant aid amounting to US \$9.85 million for food, shelter, water, sanitation and emergency aid materials (blankets,



緊急給与物資の中で、特に需要の多いテント、毛布等6品目については、迅速に被災地に届け、供与できるようにするため、シンガポール(シンガポール)、マイアミ(米国)、ドバイ(UAE)、アクラ(ガーナ)、マジロ(マーシャル)、コロール(パラオ)にある6カ所の倉庫に備蓄しています。

plastic sheets, polyethylene tanks and water purifiers, etc.).

Of the emergency aid materials, 6 items that have a particularly high demand including tents and blankets are stockpiled in 6 warehouses around the world for quick delivery. The warehouses are in Singapore (Singapore), Miami (U.S.), Dubai (UAE), Accra (Ghana), Majuro (Marshall Islands), Koror (Palau).

### 3 国際防災協力への取組

我が国は、多くの災害の経験や教訓により防災に関する知識や技術を培っており、これらを活用して世界の災害被害の軽減に向けた国際防災協力を積極的に進めています。

#### ①第3回国連防災世界会議の仙台開催

2015年3月14～18日、宮城県仙台市において、185か国の代表、国際機関代表、認証NGO等、6,500人以上(25名の首脳級含む100名以上の閣僚、国連事務総長等)の参加を得て、第3回国連防災世界会議が開催されました。

本体会議では、内閣府防災担当大臣が議長を務め、全体会合、閣僚級ラウンドテーブル、ハイレベル・パートナーシップ・ダイアログ、ワーキングセッション等が実施されました。また、関連事業として、防災や復興に関するシンポジウム、展示、防災産業展、被災地へのスタディツアーが実施されました。

成果文書として採択された「仙台防災枠組2015-2030」は、今後15年間で災害リスク及び損失の大幅な削減を目指し、7つのグローバルターゲットを設けるとともに、①災害リスクの理解、②災害リスクガバナンスの強化、③強靱化のための災害リスク削減への投資、④災害対応準備の向上とより良い復興、の4つの優先行動を規定しています。

また、我が国独自の取組として「仙台防災協カイニシアティブ」を表明し、2015年～2018年の4年間で、4万人の人材育成、40億ドルの資金協力を実施しました。

さらに、災害が激甚化する中、誰もが安心して暮らせるよう、防災先進国として世界の強靱化に貢献すべく、2019年6月に「仙台防災協カイニシアティブ・フェーズ2」を表明し、少なくとも500万人に対する人材育成等の支援を実施しています。

### Japan's International Cooperation for Disaster Reduction

Utilizing knowledge and technologies accumulated through our experience and lessons from many disasters, Japan is actively engaged in the efforts of disaster reduction in the world.

#### 1.The Third UN World Conference on Disaster Risk Reduction (WCDRR)

From 14 to 18 March 2015, the third UN World Conference on Disaster Risk Reduction (WCDRR) was held in Sendai, Miyagi prefecture, with more than 6,500 participants from 185 countries, international organizations and certified NGOs, including high-level participants of more than 100 ministers and UN Secretary-General. The Minister of State for Disaster Management of Japan chaired the conference, which organized Plenary Meetings, Ministerial Round Tables, High-level Partnership Dialogues, and Working Sessions. A large variety of side events were conducted including symposiums, exhibitions, a DRR industry fair and, study tours to the areas hit by Great East Japan Earthquake.

The Sendai Framework for Disaster Risk Reduction 2015-2030, which was adopted as outcome of the Conference, aims to achieve the substantial reduction of disaster risk and losses over the next 15 years, setting seven global targets, and identifying four priorities for action: (1) understanding disaster risk, (2) strengthening disaster risk governance, (3) investing in disaster risk reduction for resilience, and (4) enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery and reconstruction.

As Japan's own unique initiative, the government implemented the "Sendai Cooperation Initiative for Disaster Risk Reduction," achieving the development of 40,000 personnel and provision of US \$4 billion financial assistance in the period between 2015-2018.

Furthermore, to ensure that all people can live in safety as disasters intensify, the government aims to contribute to developing disaster-resilience around the world based on the abundant experience with disaster management. A second phase to the "Sendai Cooperation Initiative for Disaster Risk Reduction" was announced in June 2019, and has thus far provided support for at least 5 million people.

### 第3回国連防災世界会議公式ロゴ Official logo for the WCDRR



UN World Conference on  
Disaster Risk Reduction  
2015 Sendai Japan



開会式の様子  
The Opening Ceremony



成果文書採択セッションの様子  
A session to adopt the outcomes of the WCDRR

## ② アジア防災センターを通じた地域防災協力

アジア防災センターは、アジアにおける多国間防災協力の推進に関する日本の提案を基に、アジア各国の合意により、1998年7月に兵庫県神戸市に設置されました。同センターは、現在、31か国のメンバー国、さらに5か国のアドバイザー国により組織されています。

仙台防災枠組では、「国および地方レベルで防災戦略を有する国を増やすこと」、「発展途上国で、この枠組を実施するための適切かつ持続的な支援を行い、国際協力を強化すること」が行動目標として掲げられていることから、アジア防災センターは、「防災情報の共有」、「メンバー国の人材育成」、「地域コミュニティの防災力向上」を3つを柱として、仙台防災枠組のアジアでの推進を主導しています。

具体的には、ホームページ(<http://www.adrc.asia/>)を通じた優良事例等の提供、衛星データを利用した災害情報の提供・共有、メンバー国からの外国人研究員招聘、総合防災行政セミナーの開催、地域コミュニティ・住民参加を促すツールの開発・普及(防災タウンウォッチング(地域住民がまち歩きを行い、地域の防災対策の課題を自身の目で確認し、主体的にハザードマップの作成や議論を行うこと)、防災啓発パンフレットやポスターの作成等)などを行っています。また、毎年、メンバー国等によるアジア防災会議を開催しています。令和2年11月に開催された「アジア防災会議2020」では、仙台防災枠組や持続可能な開発目標の実施に向けた施策やコロナ禍における防災対策について、アジア地域の先進的な防災情報や取組みを共有するとともに意見交換を行いました。

## ③ 防災技術の海外展開の促進

日本では2019年に「防災技術の海外展開に向けた官民連絡会」(Japan International Public-Private Association for Disaster Risk Reduction, JIPAD)を設立しました。JIPADは、我が国が強みを有する防災技術やノウハウを、官民が一体となり、海外に積極的に情報発信するとともに、相手国の官民との関係構築を図ることにより、防災技術の海外展開を促進し、各国の防災能力の向上に貢献することを目的としています。

JIPADには防災技術の海外展開に関心のある製造、建設・エンジニアリング、調査・設計、商社、通信、保険等の分野の196企業・団体が会員となっており、運営協力省庁・団体として、外務省や経済産業省、国土交通省、(独)国際協力機構(JICA)、(独)日本貿易振興機構(JETRO)等が参加しています。

JIPADにおいては、我が国の防災政策・技術・ノウハウを一体的に紹介するとともに、官民ネットワークを構築し、防災協力関係を強化する「官民防災セミナー」を国内及び海外において開催しています。2019年11月にはトルコにおいて(11企業が参加)、2020年1月にはエクアドル及びコロンビアにおいて(12企業が参加)、官民防災セミナーを開催しました。

気候変動等により台風・洪水等の災害リスクが世界的に増大することが予想される中で、自然災害リスクを軽減するため、今後より一層の活動を展開していきます。

## 2. Regional Cooperation Through Asian Disaster Reduction Center

The Asian Disaster Reduction Center (ADRC) was founded by agreement among Asian countries in Kobe, Hyogo Prefecture in July 1998, based on a proposal from Japan to promote multilateral cooperation on disaster reduction in Asia. The Center currently consists of 31 member countries and 5 advisor countries.

The Sendai Framework for Disaster Risk Reduction (SFDRR) includes as goals: “increasing the number of countries with national and local disaster risk reduction strategies” and “enhancing international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework.” Thus, the ADRC takes the leading role in promoting SFDRR in Asia, with its three pillars of activities “to share disaster related information”, “to train personnel of the member nations”, “to bolster disaster preparedness in local communities.”

Specific programs include the provision of outstanding case studies through the ADRC website (<http://www.adrc.asia/>), delivery and sharing of disaster information using satellite data, invitation of researchers from other member countries, hosting of comprehensive disaster management seminars for governments, and development and dissemination of tools to encourage participation of local communities. Examples of the latter include: “disaster reduction town watching,” where local residents walk around the neighborhood to recognize disaster risks in the area and take their own initiative in creating hazard maps and engaging in discussions, and creation of disaster awareness brochures and posters. Further, an Asian Conference for Disaster Reduction is hosted annually by member countries. At the Conference held in November 2020, discussions were held about advanced disaster reduction information and measures. Members also shared their opinions for achievement of the goals of the SFDRR as well as goals for sustainable development.

## 3. Overseas Deployment of the Disaster Management Technology

The Japanese government established the Japan International Public-Private Association for Disaster Risk Reduction (JIPAD). JIPAD brings together the public and private sectors with disaster management technologies and expertise—a field in which Japan has abundant experience—with the aims of disseminating information as well as building relationships with overseas countries and encouraging the expansion of disaster management technologies and enhancing disaster management capacities of these countries.

JIPAD's members include 196 companies and organizations that are interested in overseas expansion of disaster management technologies. The fields span manufacturing, construction, engineering, research and design, trade, communications and insurance, etc. Ministries and organizations participating to support the operation of JIPAD include the Ministry of Foreign Affairs, Ministry of Economy, Trade and Industry, Ministry of Land, Infrastructure, Transport and Tourism, Japan International Cooperation Agency (JICA) and Japan External Trade Organization (JETRO).

JIPAD provides an integrated knowledge spanning disaster management policies, technologies and expertise. It also builds a network between the public and private sectors and hosts a “Public-Private Disaster Management Seminar” both in Japan and overseas. In November 2019, in Turkey, the seminar had 11 participating companies and in January 2020 in Ecuador and Colombia, there were 12 participating companies.

As climate change is expected to increase risks of disasters such as typhoons and floods around the world, the government will further enhance its efforts to reduce risks of natural disasters.

# より良い復興の取組

## Action for Build Back Better

「より良い復興」(ビルド・バック・ベター)とは、災害の発生後の復興段階において、次の災害発生に備えて、より災害に対して強靱な地域づくりを行うという考え方です。潜在的な災害リスクを削減するには、できるだけ災害リスクの低いところに住宅を作ることや、都市の構造そのものを強靱にしていく必要があります。災害からの復興段階は、災害から得た教訓を生かし、被災後は、土地利用や構造的な対応など抜本的な対策を取るチャンスでもあります。

1995年に発生した阪神・淡路大震災は、人口集中地域で発生した直下型の地震であり、全壊した住宅だけでも10万棟を超える被害が発生しました。しかしながら、震災後、関係者の懸命の取組により、建物の耐震化など震災に強いまちづくりが行われています。また、これを契機に、全国的に住宅や公共施設の耐震改修が進んでいます。

他にも、東日本大震災の被災地である宮城県では、宮城県震災復興計画の理念において、「災害に強く安心して暮らせるまちづくり」や「『復旧』にとどまらない抜本的な『再構築』」、「壊滅的な被害からの復興モデルの構築」などが挙げられており、高台への集団移転や防潮堤の嵩上げ、防潮堤の整備と併せ内陸部の幹線道路にも堤防機能を付与する等の多重防御の取組が行われています。

こうした「より良い復興」の考え方は、2018年9月にインドネシア中部スラウェシ州において発生した地震及び津波からの復旧・復興でも活かされています。我が国からは、より良い復興コンセプトに基づいた復興マスタープランの策定、ハザードレベルに基づいた土地利用計画の提案、東日本大震災の経験に基づいた沿岸地域における多重防御対策の提案などを実施しました。このように、日本発の「より良い復興」の取組が世界にも広がっています。

A concept of “Build Back Better” is an approach to build up more resilient community during the reconstruction phase after the disaster has struck. In order to reduce the potential risk of disaster damages, it is necessary to construct houses in the area of lower disaster risk, and to build the urban structure resilient to such disaster. The reconstruction phase from the disaster is an opportunity to take fundamental approach including the land use plan and building of disaster-resilient structures, with lessons learned from the disaster experience.

The Great Hanshin-Awaji Earthquake in 1995 was an inland earthquake that occurred right beneath the densely populated urban area. The number of totally collapsed residential houses alone exceeded 100,000 units. Since then, with concerted efforts of those involved in the disaster, reconstruction of the disaster resilient community is underway with earthquake resistant buildings built. Also, triggered by this incident, renovation of houses and public buildings to make them earthquake resistant is going on nationwide.

Also, Miyagi Prefecture, also struck by the Great East Japan Earthquake, mentions the “Creation of a disaster resilient and safe community,” “Fundamental ‘reconstruction’ beyond a mere ‘reversion,’” and “Development of a model for recovery from devastating damage,” as the mission statements of the Miyagi Prefecture Plan for Recovery from the Earthquake Disaster. Measures taken thus far include relocation of entire communities to a highland area, increase in height of the seawall and construction of dual-purpose main road system that also functions as seawall.

This “Build Back Better” principle is well reflected in the recovery and reconstruction of the earthquake and tsunami that struck Central Sulawesi, Indonesia, in September 2018. The Japanese government drew up a master plan for recovery, suggested a land use plan based on hazard levels and suggested a multi-layer defense measure for coastal regions based on the experience with the Great East Japan Earthquake. This “Build Back Better” principle of Japanese origin is spreading to the world.



災害リスクの低いエリアで整備が進められる被災者の移転予定地の様子  
Planned site being prepared for relocation of affected people in an area with lower risks of disaster

内閣府防災情報のページ

<http://www.bousai.go.jp>

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