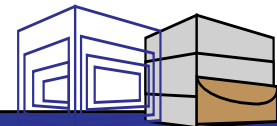


DRA Forum
January 23, 2024

Sustainable Disaster Management Linked with Multicultural Daily Life

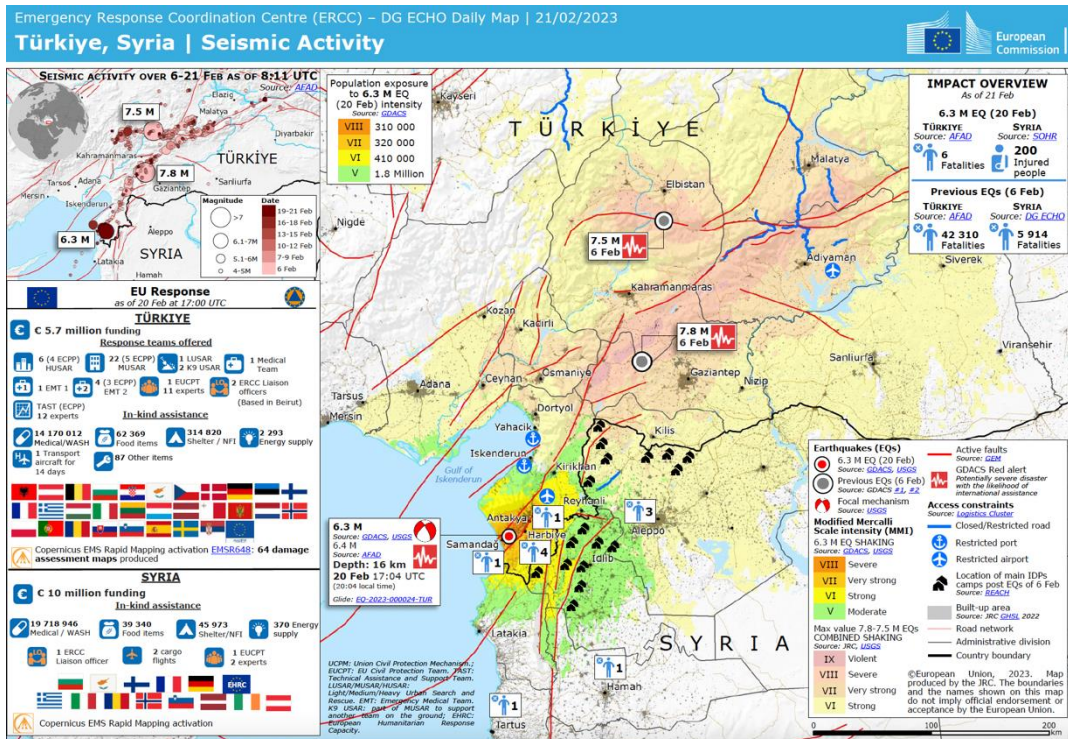
Mayumi Sakamoto

Graduate School of Disaster Resilience
and Governance, University of Hyogo



2023 Turkey Earthquake

- On February 6, 2023, an earthquake occurred with its epicenter in Kahramanmaraş in southeastern Turkey. The damage extended beyond the country to neighboring Syria.
- The death toll was 50,096 in Turkey (including 6,600 Syrians in Turkey) and more than 4,500 in Syria.



Shelter tents for Turkish people



Shelter tents for Syrian people in Turkey

1995 Great Hanshin-Awaji Earthquake

- On January 17, 1995, an earthquake occurred with its epicenter in southern Hyogo Prefecture. The death toll was 6,434 (including 174 foreigners).
- At the time of the Great Hanshin-Awaji Earthquake, there were 97,257 foreign residents in Hyogo Prefecture, which was one of the largest receiving areas for Vietnamese refugees.
- Information provision and support systems for foreigners were insufficient.



Takatori-Higashi District, Noda-Hokubu, Nagata Ward (Photo: Kobe City)



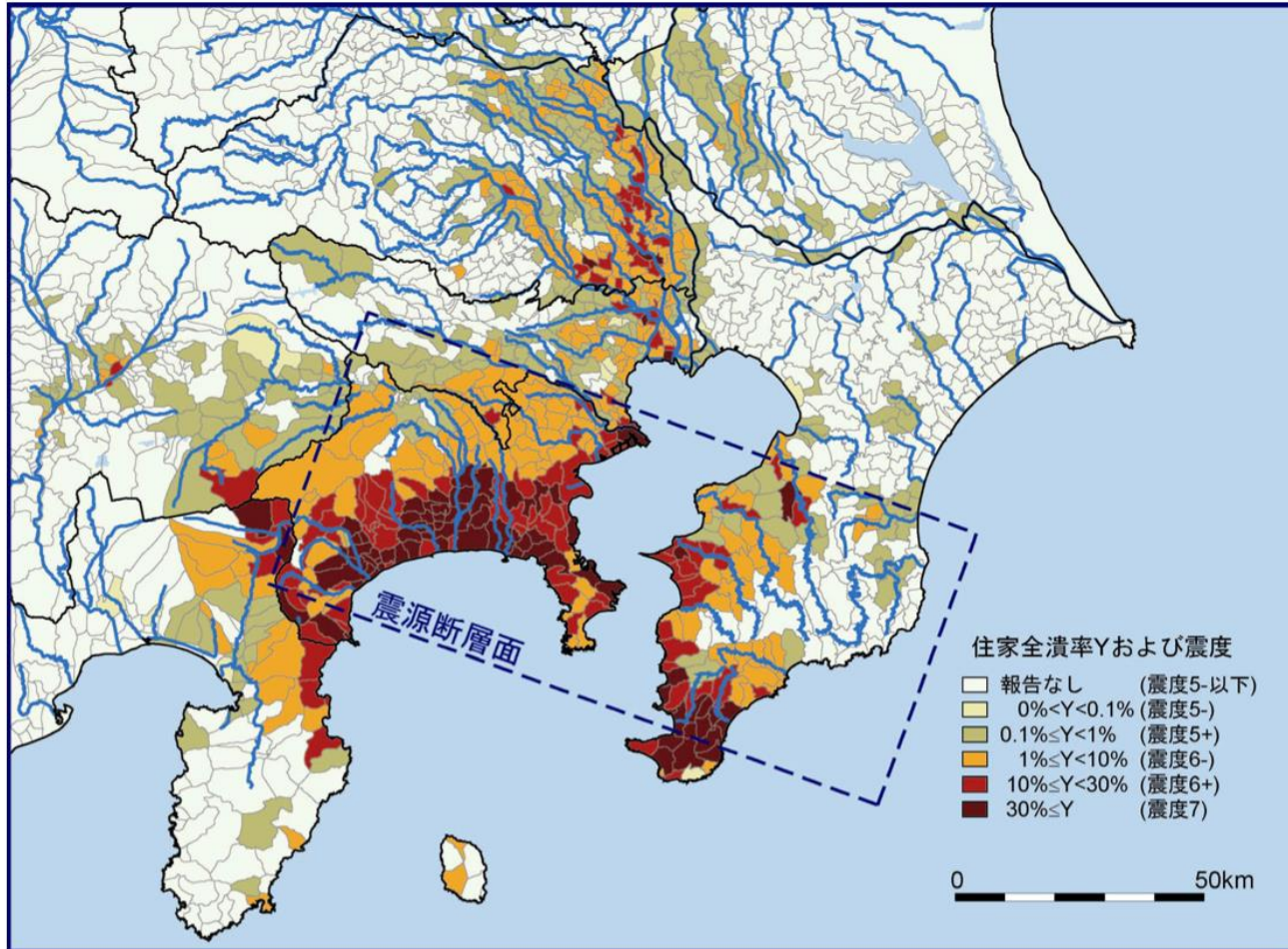
Hanshin Expressway (Photo: Kobe City)

As Our Daily Lives Become
Increasingly Multicultural,
How Can We Ensure that
“No One Is Left Behind” during a
Disaster?

1. Issues Surrounding Evacuation Support for Foreigners in Large-Scale Disasters

- 1923 Great Kanto Earthquake
- 1995 Great Hanshin-Awaji Earthquake

1923 Great Kanto Earthquake



Source: Takafumi Moroi, Masayuki Takemura, "Re-Evaluation on the Damage Statistics of Wooden Houses for the 1923 Kanto Earthquake and Its Seismic Intensity Distribution in and around Southern Kanto District," Journal of Japan Association for Earthquake Engineering, vol. 2, issue 3, p. 41, 2002

1923 Great Kanto Earthquake

September 1, 1923 11:58; Magnitude 7.9

- A wide-area disaster that affected 10 prefectures, including Tokyo, Kanagawa, Chiba, Saitama, Shizuoka, Yamanashi, and Ibaraki .
- The number of dead and missing was 105,385.
- The central government suffered extensive damage. The Ministry of Finance building and the Ministry of Communications building were destroyed by fire. Other ministry and agency buildings were also severely affected.



Damage to the Yokohama Foreign Settlement

- Yokohama was one of the largest foreign settlements in Japan.
 - 7,968 foreign residents (4,800 from China, 1,093 from the U.K., 662 from the U.S.)
 - 24 consulates, 2 diplomatic missions
- Damage caused by the earthquake
 - Human casualties (1,789 dead, 2,353 injured, 1,109 missing)
 - The diplomatic corps also suffered severe damage. The British Consulate-General burned down, and the Acting Consul-General died. The French Consulate burned down, and the Consul died. The U.S. Consul died.

Foreign Settlements in Japan

- Opening of ports

1858: Japan-U.S. Treaty of Amity and Commerce

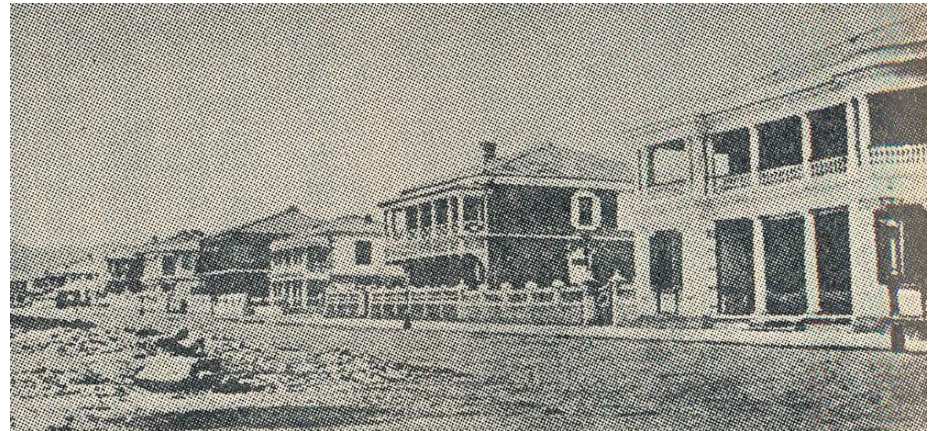
It was decided to open ports in Kanagawa (Yokohama), Nagasaki, Niigata, and Hyogo (Kobe) and to allow foreigners to settle there.

- Port opening date

July 1, 1859: Hakodate / Yokohama / Nagasaki

January 1, 1868: Kobe (January 1, 1868 – July 16, 1899)

January 1, 1869: Niigata

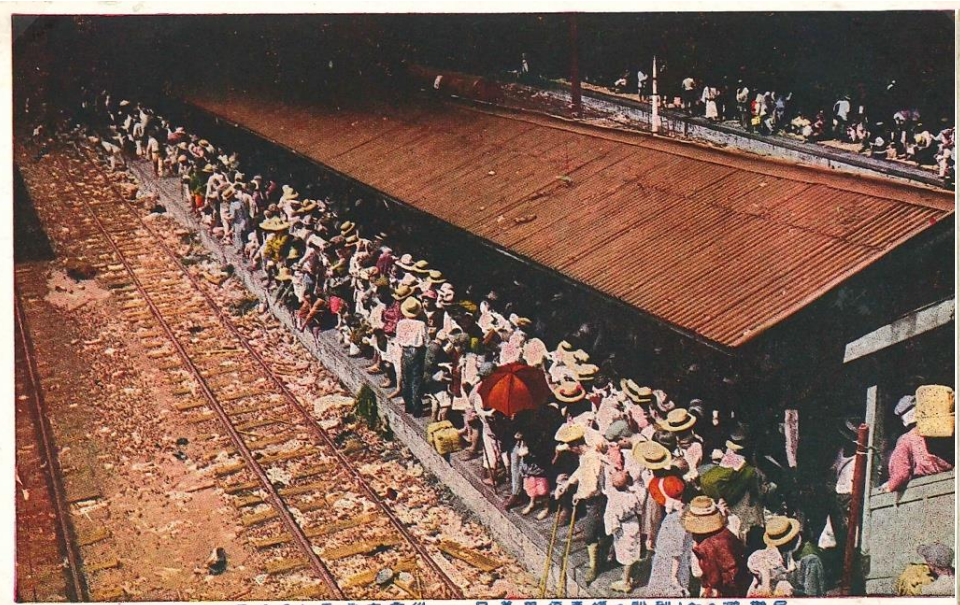


Changes in the Population of Foreign Settlements

Year	Kanagawa	Hyogo	Tokyo	Osaka	Nagasaki	Hokkaido	Niigata
1921	7,980	5,357	3,828	1,595	1,217	401	11
1922	7,638	5,573	4,663	1,755	1,261	475	19
1923	555	7,331	3,212	2,286	1,303	482	35
1924	2,260	7,874	5,435	2,686	1,367	531	57
1925	3,742	8,197	7,418				
1926	4,208	8,973	6,865	3,172	1,467	681	73
1927	4,817	8,845	7,168	3,511	1,437	734	75
1928	5,015	8,721	7,692	3,691	1,415	837	88
1929	5,507	9,431	8,804	3,926	1,444	840	134
1930	5,842	9,791	9,121	3,813	1,460	834	176

Created based on “Yokohama to Gaikokujin – Gekido no 20-seiki wo Ikita Hitobito,” Nihon Keizai Hyouronsha Ltd., 2015;
 edited by Yokohama Gaikokujin Shakai Kenkyukai / Yokohama Archives of History

Wide-Area Evacuation



大正12.9.1 東京大震災 日暮里停車場へ脱出した避難民

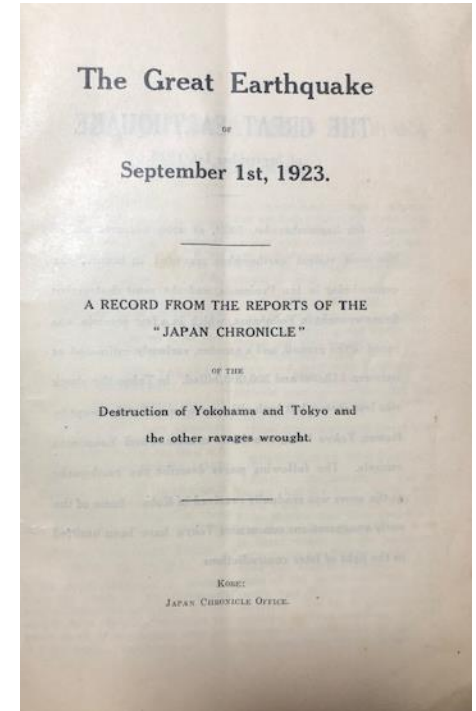


大正12.9.1 東京大震災 芝浦海岸に避難民輸送

- It was difficult to deal with evacuees. The government encouraged disaster victims to return to their hometowns (September 3). The Ministry of Railways decided to make train and ship fares free of charge not only for disaster victims but also for those involved in earthquake relief efforts. Victims were evacuated all over the country en masse. First-aid stations were set up in various locations to provide support.

Support from the Kobe Foreign Settlement

- Support for Yokohama
Morning of September 2: Discussions for support held by the diplomatic corps
September 3 15:00:
Meeting held by foreign communities at the Kobe Gymnasium Theater
- Transporting relief supplies to Yokohama on the West Orowa (a U.S.-registered ship) departing at night
Returning to Kobe with evacuees, water, and cooking ovens on board



Source: Japan Chronicle "The Great Earthquake September 1, 1923"

Evacuees arrived at Kobe from September 4, and 15,000 people were evacuated by Sunday, September 9.

Support by the Relief Committee

Establishment of the Relief Committee

Support headquarters: Oriental Hotel

- The following committees were established to respond to needs: Medical, Finance, Logistics, Clothing/Emergency Clothing, Disembarkation, Registration, and Housing Committees.
- Evacuation destinations:
 - Oriental Hotel (for those with a mild condition)
 - Kobe Gymnasium Theater (for Russian refugees)
 - Canadian Academy
 - English Mission School
 - International Hospital (for those with a severe condition)

Foreign communities in Kobe collaborated to support the acceptance of evacuees.

Support from Around the World

- Bilateral support
 - Large-scale international support of approximately 22.11 million yen (equivalent to over 10 billion yen today) was provided from 30 countries around the world.
- The world's first disaster assistance offered by the intergovernmental organization “League of Nations”
 - Discussion for assistance to Japan held at the 4th General Assembly of the League of Nations (in Geneva from September 3)
 - The cost sharing rate for the League of Nations reduced
 - Books donated (Tokyo Imperial University Library)

“Manifestation of the Spirit of International Mutual Assistance” (Eiichi Shibusawa)
It is inevitable that international relations will become even closer in the future. We are fully aware that the ideal of international cooperation is no mere dream, and we intend to make even more efforts and show more dedication in the future to make it a reality. My wish is for all of us as a nation to make even more efforts.

1995 Great Hanshin-Awaji Earthquake

- At the time of the Great Hanshin-Awaji Earthquake, there were 97,257 foreign residents in Hyogo Prefecture, which had the fifth largest foreign resident population after Tokyo, Osaka, Aichi, and Kanagawa.
- The nationalities present in the largest numbers were South and North Koreans, Chinese, Indians, Vietnamese, and Filipinos in descending order. Hyogo had the second highest number of Vietnamese residents after Kanagawa.

Diverse foreign communities

	居住期間	土地所有形態	雇用形態	出身国
1	長年居住	土地・家屋を所有	定職	韓国・朝鮮、中国、インド
2		賃貸	定職	
3	来日して数年	賃貸	定職、一時雇用	ベトナム
4	新たに来た人	賃貸	一時雇用	フィリピン、ベルー、ブラジル等

Issues Surrounding the Evacuation of Foreigners

- The Great Hanshin-Awaji Earthquake occurred in the early morning. Many foreigners were also affected.
- Some of the foreigners affected by the disaster took refuge in evacuation centers. However, there were cases where foreign evacuees who were unable to speak Japanese well had trouble with other residents.
- Many Vietnamese people lived in Nagata Ward. Because these Vietnamese were refugees, they received little assistance from their own government. Some of them initially lived in evacuation centers, but moved to tent villages at Minami-Komae Park and other locations (170 people at maximum).

Support for Foreigners Affected by the Disaster

- Consultation service
 - On January 19, a consultation desk for foreigners was set up in the Ikuta Office building of the Hyogo Prefectural Police.
 - On January 24, the Hyogo International Association established the Special Emergency Consultation Desk for Foreign Residents (English/Japanese) and subsequently set up a consultation system in Chinese, Portuguese, and Spanish.
- Information provision
 - On January 20, the local radio station “Kiss-FM” began broadcasting about the disaster in English for foreigners.

Relief system

- Support for foreigners was also provided by volunteers.
- “Relief Liaison Center for Disaster-Affected Vietnamese” based in Takatori Catholic Church → Kobe Foreigners Friendship Center (KFC)

Toward Expanding a Support System for Foreigners

- The Basic Disaster Management Plans (national government) position disabled people, the elderly, and foreigners as disaster-vulnerable people (people who need support in times of disaster) and expand support systems.
- The regional disaster management plan (Kobe City, Hyogo Prefecture) positions disabled people, the elderly, and foreigners as disaster-vulnerable people (people who need support in times of disaster) and expands support systems.
- Providing information to foreigners during a disaster
- Implementing sound multiplex broadcasting on NHK in English

2. Current Support System for Foreigners during a Disaster

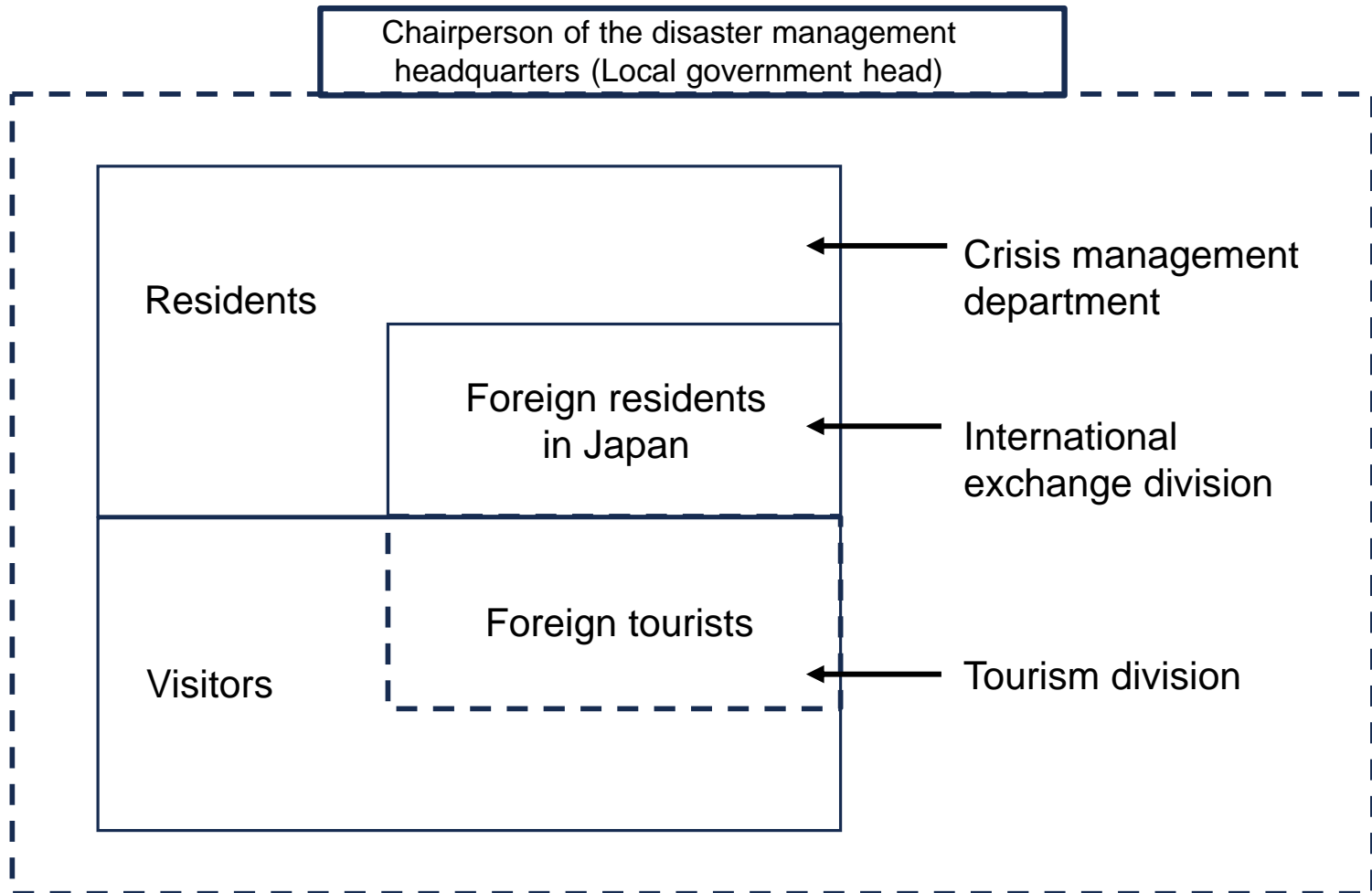
Foreign Residents in Japan

- The number of foreigners entering Japan was 31.18 million (2019).
- The number of foreign residents is 2,033,656.
 - 1st place: Chinese 652,595 people
 - 2nd place: South Korean 530,048 people
 - 3rd place: Philippine 202,985 people
 - 4th place: Brazilian 190,609 people
 - 5th place: Vietnamese 52,367 people
- There are 29 types of residence status. The number of technical intern trainees is on the rise.



Source: Ministry of Justice <http://www.moj.go.jp/>

Governmental Support System for Foreigners



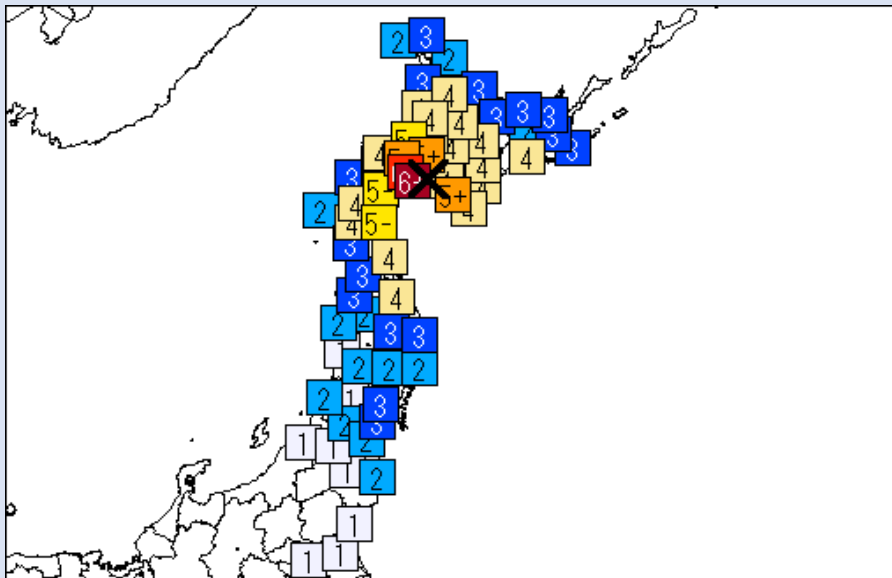
Hokkaido Eastern Iburi Earthquake

- September 6, 2018 (Thu.) 3:07
- Epicenter: Eastern Iburi region
- M.6.7 (Maximum seismic intensity: 7)
- 44 people killed, 469 buildings completely destroyed

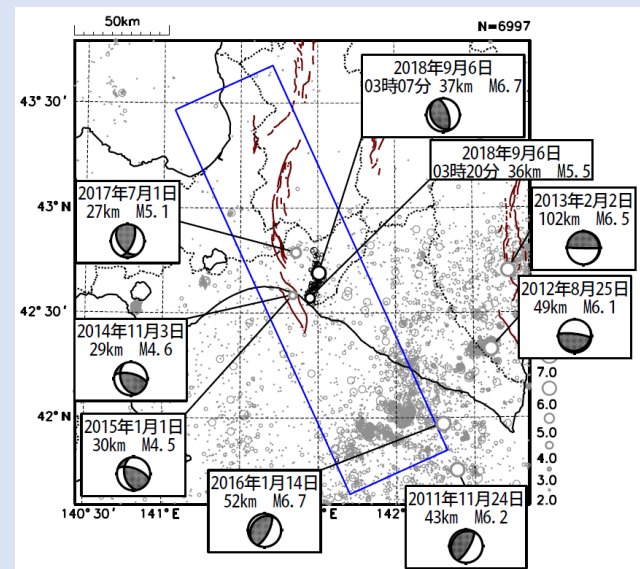
Lifeline status

- Power outage throughout Sapporo City (restored at 19:00 on September 8)
- Water outage
- Transportation: JR suspension (Operation resumed on September 8.)
- Aviation: Domestic flights resumed on September 7. / International flights resumed on September 8.

Seismic intensity distribution map in the Hokkaido Eastern Iburi Earthquake



Epicenter distribution map
(October 1, 1997 – September 16, 2018)



Source: Headquarters for Earthquake Research Promotion, "Iburi Tobu Jishin no Hyoka," September 6, 2018

Evacuation Support for Foreigners by the City of Sapporo

The City of Sapporo's support system for foreigners during a disaster

- Foreign residents: International Exchange Section, International Affairs Division, the City of Sapporo
- Foreign tourist support: Tourism/MICE Section

Agreement Regarding the Preparation, Establishment, and Operation of the Disaster Multilingual Support Center

(Concluded on March 29, 2013)

【Purpose】

To support the evacuation, evacuation life, and life recovery of foreigners based on the Sapporo Regional Disaster Prevention Plan

【Location】

Opened at the Sapporo International Communication Plaza

【Services】

- Dissemination of disaster information in simple Japanese and multiple languages
- Consultation services for foreigners
- Identification of foreigners through the patrol of evacuation centers

Status of Response to Foreign Evacuees

- After receiving a call from the Chuo Ward Office, a customer facility in the inner city was suddenly turned into an evacuation center for tourists. However, the emergency power supply did not last for two hours. The facility had to close at 15:00.
- Additionally, a high school and other customer facilities were used as evacuation centers.

Establishment status of evacuation centers for tourists

	場所	開設期間		避難者数（人）				
		開設日	閉鎖日	6日	7日	8日	計	
1	集客施設	6日	13:30	6日15：20	200			200
2	高校	6日	14:00	8日	400	220		620
3	集客施設	6日	16:00	8日	550	130		680
4	北海道庁	6日	17:30	8日	400	140		540
5	体育施設	6日	18:00	9日	300	320	30	650
6	地下歩行空間	6日	20:45	9日	70	250	90	410

Issues Surrounding the Evacuation of Technical Intern Trainees

- In recent years, there have been cases of technical intern trainees being affected by heavy rain disasters.
- In some cases, although they were encouraged to evacuate, some of them were reluctant to evacuate, saying “It’s okay.”

Case examples of the damage caused by the 2019 East Japan Typhoon (Koriyama City)



Photo: Provided by the Koriyama Regional Fire Union



Dormitory room of a technical intern trainee affected by the disaster

Issues Surrounding Evacuation Support for Technical Intern Trainees

- Some technical intern trainees cannot speak Japanese or English.
- Some technical intern trainees have almost no contact with the Japanese community.
- Some technical intern trainees do not understand disasters well. For example, there are almost no earthquakes in some countries.
- Some technical intern trainees do not know where to receive information on evacuation during a disaster.
- Some technical intern trainees do not know what to do even if they receive information on evacuation.

3. Sustainable Disaster Management That Connects “Normal Times” and “Emergency Times”

Takasago City, Hyogo Prefecture Disaster Response Training Session for Foreigners Living in Japan (February 9, 2019)

The contents of an emergency bag differ depending on the country.
(the Philippines)
Flashlight, energy bar, water, charger



Disaster response training session for foreigners living in Japan (Takasago City)

- Jointly held by the Takasago International Association and the Crisis Management Office
- Explained in easy Japanese

令和3年5月20日から
ひなんしじ
避難指示で必ず避難
ひなんかんこく
避難勧告は廃止です

警戒レベル	新たな避難情報等	これまでの避難情報等
5	せんきゅうあんぜんかくほ 緊急安全確保※1 災害発生 発生時	災害発生情報 (発生を確報したときと発令)
<警戒レベル4までに必ず避難！>		
4	ひなんしじ 避難指示※2 災害の おそれ高い	・避難指示(緊急) ・避難勧告
3	こうれいしゃとうひなん 高齢者等避難※3 災害の おそれある	避難準備・ 高齢者等避難開始 大雨・洪水・高潮注意報 (気象庁)
2	大雨・洪水・高潮注意報 (気象庁)	大雨・洪水・高潮注意報 (気象庁)
1	早期注意情報 (気象庁)	早期注意情報 (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、発令し得る場合がある。発令時は、一時避難場所へ避難する必要がある。

発令を待ってはけません！ しましょう。 しましょう。

The alert levels are easy to understand!

There are many people who don't know the terms "hinan" (evacuate) or "hinansho" (evacuation center).

District Disaster Prevention Plan of Furubira Town, Hokkaido

(for local residents & disabled people/foreigners)

- Damage is expected to be inflicted by a tsunami caused by an earthquake with an epicenter off the coast of Rumoi, Hokkaido.
- The coastal area is home to seafood processing factories, shops, and residential areas, and it is home to a diverse range of people.



開催日時 **10/31**
Saturday
AM10:00-13:00

2020 古平町 FURUBIRA
地震・津波 防災訓練

主催：内閣府
北海道
古平町

まずは身を守る！すぐ避難！

シェイクアウト訓練
津波避難訓練
避難所開設体験
防災グッズ展示
防災講話
炊出し訓練

シェイクアウト訓練 避難場所
古平町全域 文化会館
体験展示講話炊出し ほほえみくらす
古平小学校 ふるびら温泉

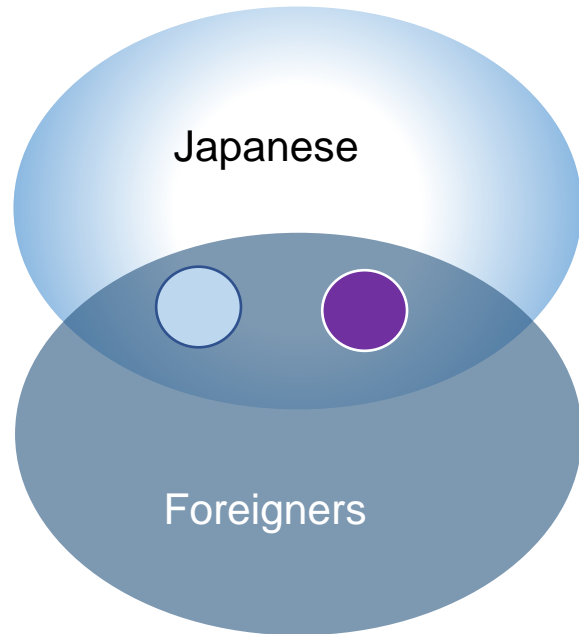
シェイクアウトってなに？

まず低く DROP!
頭を守り COVER!
動かない HOLD ON!

11月5日は津波防災の日 世界津波の日

お問合せ先 → 古平町役場 総務課 情報防災係 0135-42-2181

Connecting “Normal Times” and “Emergency Times”



(1) Increase the number of communicators who connect local communities and foreigners

(2) Use diverse networks

“In Nankinmachi, we were able to communicate with each other on a regular basis. At that time, we met once a week to prepare for the Chinese New Year festival. Even before the earthquake, we had learned to come together and do the best we could when something happened. This is why we were able to take action during the earthquake,” said Mr. Eisei So, Chairperson of the Nankinmachi Shopping District Promotion Association.

(Source: Article in the public relations paper “KOBE” on January 17, 1995)