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Tracking system and management of donated goods in Japan



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1. THE GREAT EAST JAPAN EARTHQUAKE (GEJE)



This is the fourth largest earthquake in the world and the largest in Japan since instrumental recordings began in 1900. The earthquake generated the deadliest tsunami since the 2004 magnitude 9.1 Sumatra earthquake and tsunami caused nearly 230,000 deaths and \$10 billion in damage. This is the most devastating earthquake to occur in Japan since the 1995 Kobe earthquake caused over 6,400 deaths and the deadliest tsunami since the 1993 Hokkaido earthquake generated a tsunami which was responsible for over 200 deaths.



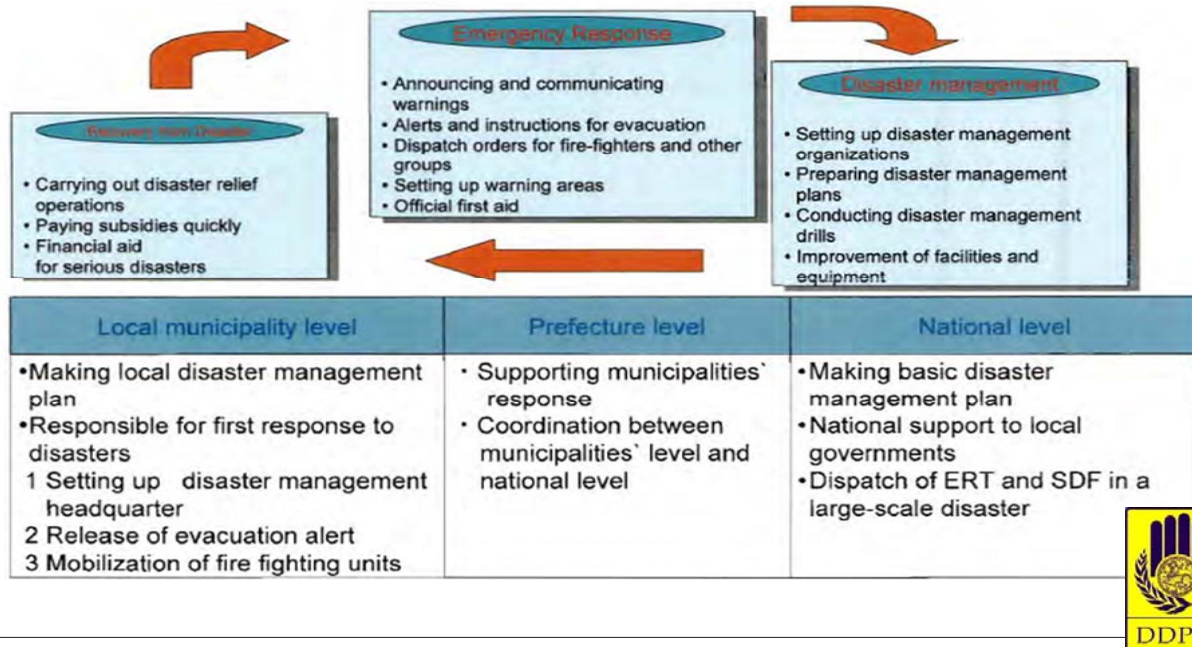
INTERNATIONAL ASSISTANCE

Japan had received offers of assistance from at least 134 countries and 39 international organizations and 670 NGO's.



2. OVERVIEW OF THE DISASTER MANAGEMENT SYSTEM

- CURRENT DISASTER MANAGEMENT SYSTEM OF JAPAN IS BASED ON DISASTER COUNTERMEASURES BASIC ACT, WHICH WAS ENACT IN 1961
- ACCORDING TO THE DCBA, DISASTER MANAGEMENT IN JAPAN IS IMPLEMENTED AT THREE LEVELS: NATIONAL, PREFECTURAL, AND MUNICIPAL



OUTLINE OF THE DISASTER MANAGEMENT SYSTEM

Outline of the Disaster Management System

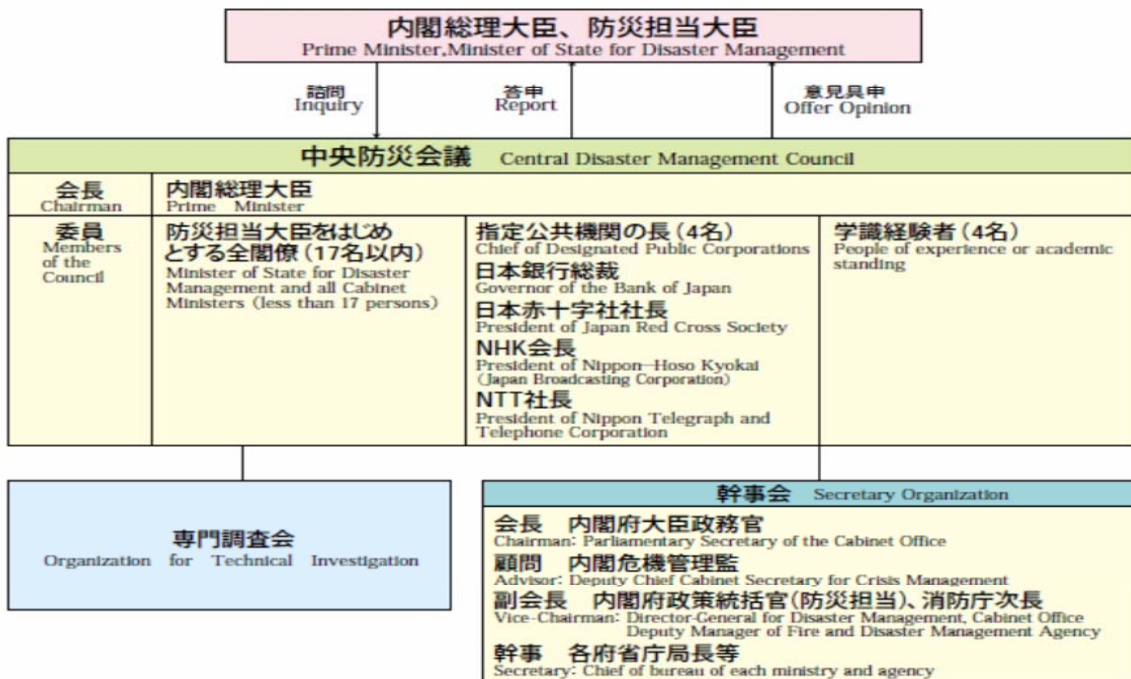


CENTRAL DISASTER MANAGEMENT COUNCIL

- Central Disaster Management Council consists of the prime minister, who is the chairperson, Minister of State for Disaster Management, all ministers, heads of major public institutions and experts. The council promotes comprehensive disaster countermeasures including deliberating important issues on disaster reduction according to requests from the Prime Minister or Minister of State for Disaster Management.

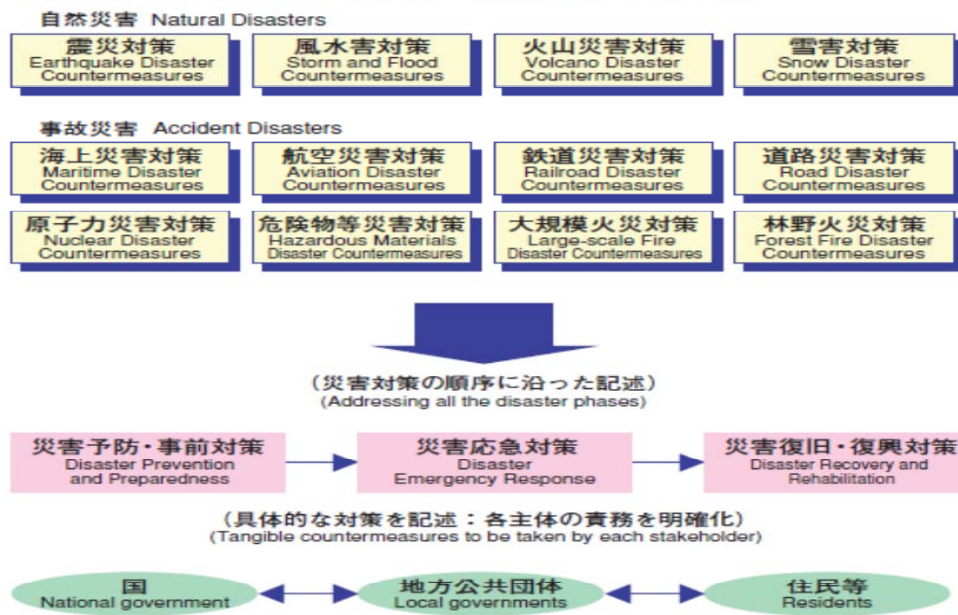


中央防災会議組織図 Organization of Central Disaster Management Council



STRUCTURE OF BASIC DISASTER MANAGEMENT PLAN

防災基本計画の構成 Structure of Basic Disaster Management Plan



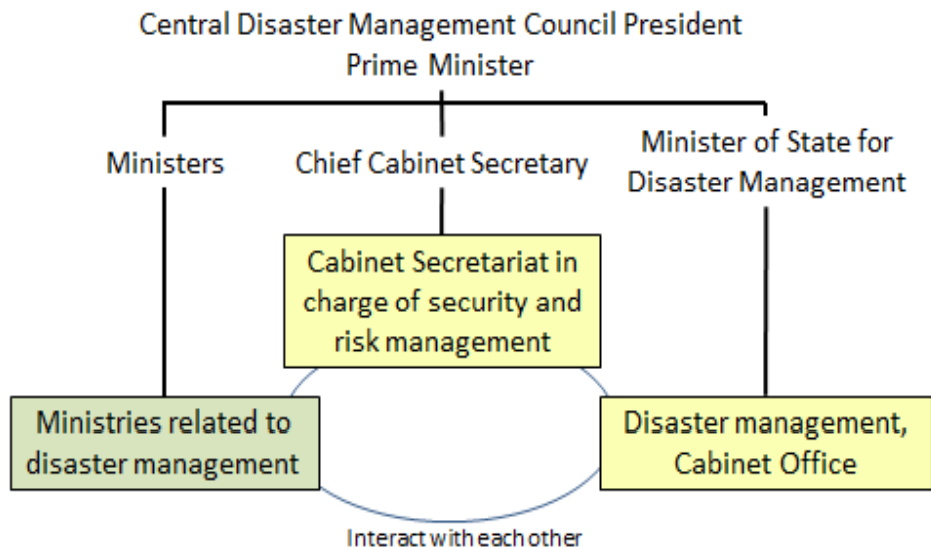
MISSION OF THE CABINET OFFICE

Along with a series of reforms of the central government system in 2001, the post of Minister of State for Disaster Management was newly established to integrate and coordinate disaster reduction policies and measures of ministries and agencies. 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.

Additionally, taking into account the lessons learned from the Great Hanshin-Awaji Earthquake, the Cabinet Secretariat system was also strengthened, including the appointment of the Deputy Chief Cabinet Secretary for Crisis Management and the establishment of the Cabinet Information Collection Center, to strengthen risk management functions to address emergencies such as large-scale disasters and serious accidents. Thereby, the Cabinet Office has a role in supporting the Cabinet Secretariat regarding disaster management matters.



ORGANIZATION OF NATIONAL GOVERNMENT AND CABINET OFFICE (DISASTER MANAGEMENT)



Disaster Relief Act

The purpose of the law is to provide essential emergency relief in the event of a disaster through the cooperation of local governments, non-governmental organizations, such as the Japanese Red Cross Society, and the general public, so as to protect the disaster victims and maintain social order.



DISASTER EMERGENCY RESPONSE MANAGEMENT.

(1) Outline of Disaster Response

The national and local governments need to quickly collect and share disaster and damage information, and secure communications so that they can carry out effective emergency activities such as search and rescue and medical operations. Based on such information, local governments set up a disaster management headquarters and related organizations establish their own operations mechanism.

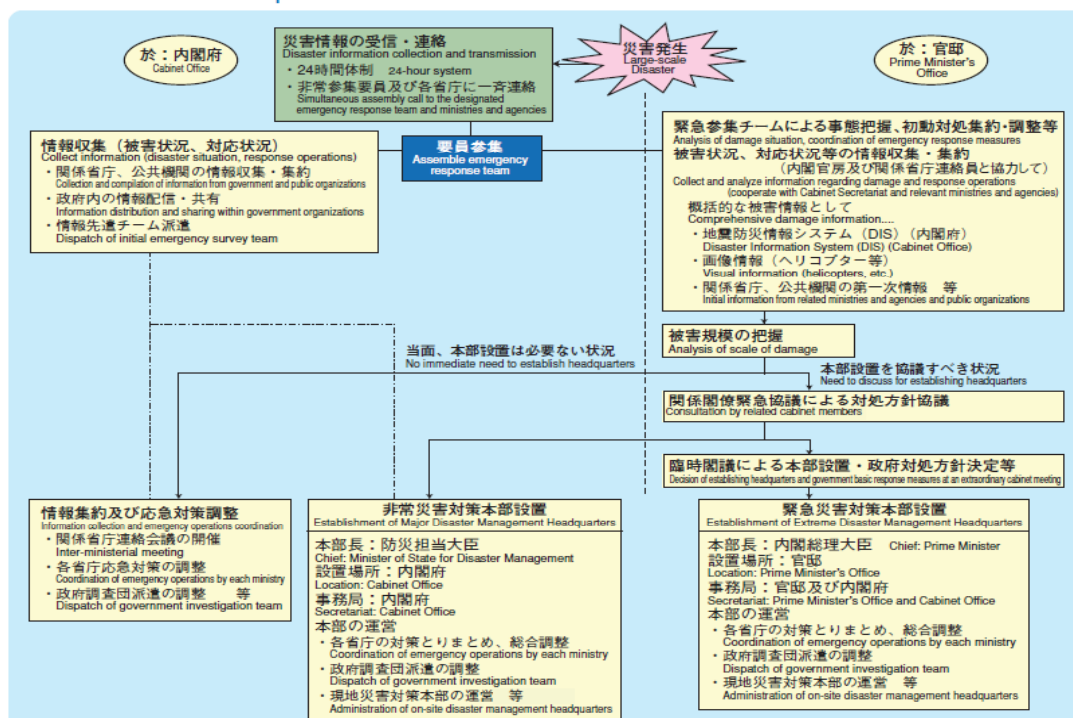
(2) Wide-area Support System

In the case of large-scale disasters that exceed the response capabilities of the affected local government, various wide-area support mechanisms are mobilized by the National Police Agency (Interprefectural Emergency Rescue Unit), Fire and Disaster Management Agency (Emergency Fire Rescue Team), and Japan Coast Guard. Furthermore, the Self-Defense Forces can be dispatched for emergency response activities upon request from the governor of the affected prefectural government.

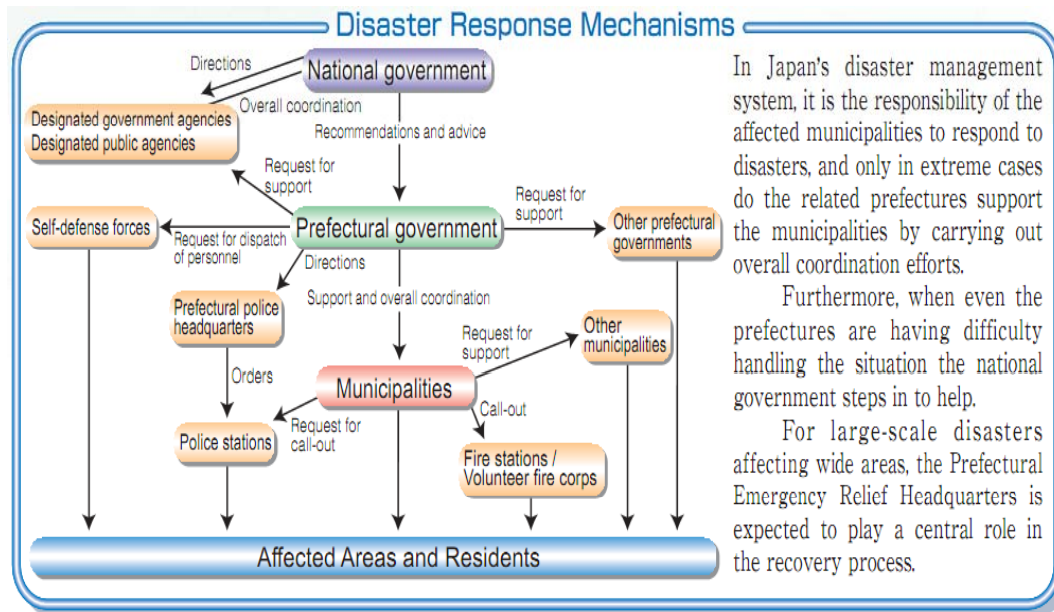


CABINET OFFICE DISASTER RESPONSE MECHANISM

災害発生時における内閣府の応急対応
Cabinet Office Disaster Response Mechanism



DISASTER RESPONSE MECHANISM



In Japan's disaster management system, it is the responsibility of the affected municipalities to respond to disasters, and only in extreme cases do the related prefectures support the municipalities by carrying out overall coordination efforts.

Furthermore, when even the prefectures are having difficulty handling the situation the national government steps in to help.

For large-scale disasters affecting wide areas, the Prefectural Emergency Relief Headquarters is expected to play a central role in the recovery process.



3. COORDINATION DISASTER RELIEF DURING THE GREAT EAST JAPAN EARTHQUAKE(GEJE).

1) Cabinet office

1.1 Coordination of international Disaster Relief

Basic Disaster Management Plan

The plan was revised in July 1995 after the Great Hanshin-Awaji Earthquake to define procedures to accept and facilitate international disaster relief.

Basic Disaster Management Plan (excerpts)

Chapter 1 Disaster Prevention

The government should prepare procedures necessary to accept and facilitate international relief.

Chapter 2 Emergency Response

- When an offer for relief is reached from abroad, the Ministry of Foreign Affairs should notify the Government Disaster Management Headquarters of its type, size, expected arrival date and destination.
- The Government Headquarters should determine whether to accept the offer.
- When the Government Headquarters accepts the offer, a plan for facilitating the relief should be prepared according to the pre-defined policy, and be notified to the offering country as well as related ministries and local governments.

Inter-Ministerial Agreement

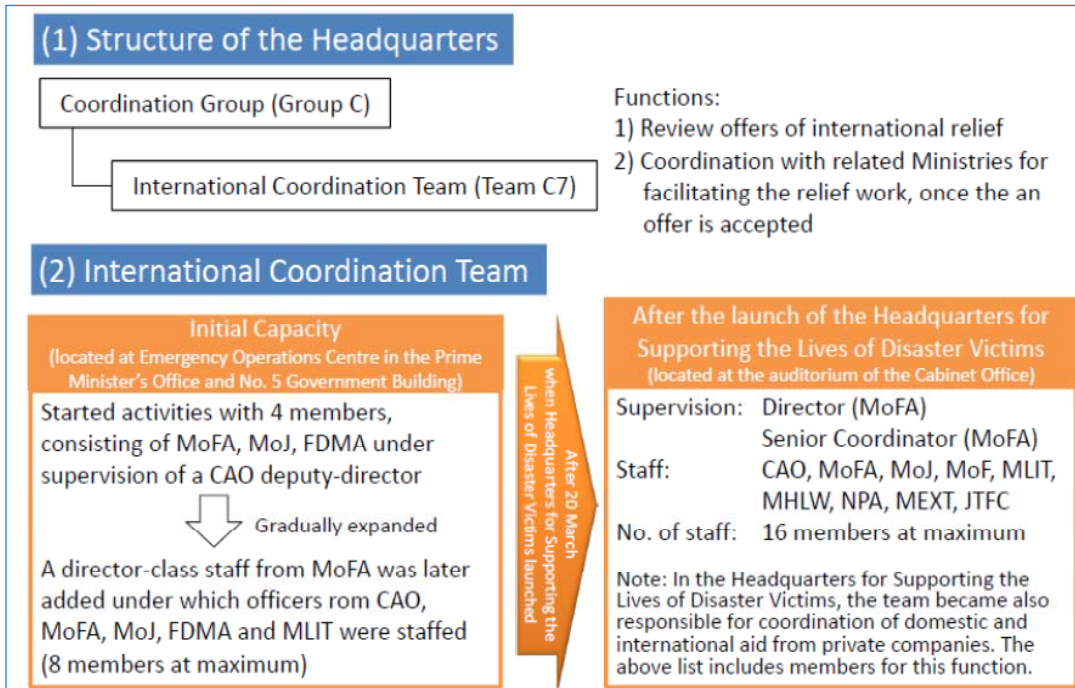
An inter-ministerial agreement was drafted in 1998 to assess concrete areas of relief and determine responsible ministries.

Potential Areas of International Relief and Responsible Ministries (partial list)

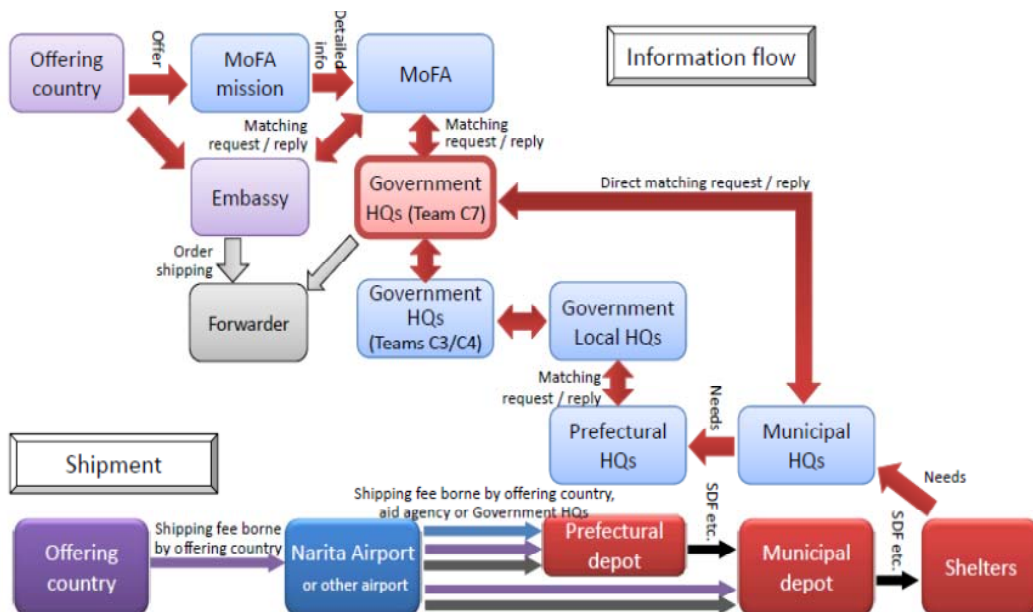
Potential Areas	Responsible Ministries
Search and rescue (including handling of rescue dogs)	National Police Agency, Fire and Disaster Management Agency, Ministry of Agriculture (for quarantine), Ministry of Justice (for immigration)
Medical staff	Ministry of Health, Labour and Welfare, Ministry of Justice (for immigration)
Food	Ministry of Agriculture
Water	Ministry of Health, Labour and Welfare
Daily essentials	Ministry of Economy, Trade and Industry
Monetary aid	Cabinet Office



1.2 Government Disaster Management Headquarters



1.3 Role of Government Headquarters in Facilitating Relief Goods



2) Ministry of Health, Labour, and Welfare (MHLW)

Under Disaster Relief Act, MHLW , in cooperation with prefecture governments, is the key organization to conduct disaster relief and assistance policy during large scale disasters. Disaster relief and assistance policy including the urgent rescue and evacuation activities of the Ministry are managed by the Social Welfare and War Victims' Relief Bureau through the permanent Disaster Relief Contact Coordination Council established under the authority of the Ministry.



3) The Roles of Municipality, Prefectural and Central government

3.1 The Roles of Municipality

- ◆ Damage assessment, counting of affected people, report to prefecture
- ◆ Assessment of affected people's needs
- ◆ Acception of procured material from central government and prefecture and donated materials and their distribution
- ◆ Food distribution

3.2 The Roles Prefectural

- ◆ Damage assessment and counting of affected people
- ◆ Compiling affected people's needs assessments
- ◆ Distribution of materials procured as distribution stock materials
- ◆ Coordination of relief materials across prefectures
- ◆ Request to central government about material beyond prefecture's procurement capacity
- ◆ Receipt of materials procured by central government as well as donated materials and distbitution to municipalities



3.3 The Roles Central government

- ◆ Damage assessment and counting of affected people
Compiling affected people's needs assessments
- ◆ Material procurement by distribution stock materials and under support agreement
- ◆ Coordination of relief materials across prefectures
- ◆ Request to central government about material beyond prefecture's procurement capacity
- ◆ Coordination of donated materials



4) NGOs, INGOS and Volunteer

- ◆ Japanese Red Cross (JRCs)



- ◆ Japan Platform



- ◆ Japan NGO Center For International Cooperation (JANIC)



- ◆ JICA



Japan International Cooperation Agency



PROBLEMS AND CAUSES OF RELIEF MATERIAL MANAGEMENT IN GEJE

1. Distribution to affected people

1.1 Length of time to distribute minimum food and drinking water

- Malfunction of distribution stockpile system
- Difficulties of situation assessment in affected areas

due to information shutdown

- Inequality of amount of material among affected

Municipalities

- Difference of community's support among affected municipalities

1.2 Lack of transportation capacity in affected areas

- Loss of vehicles by tsunami



1.3 Material distribution to evacuees at home

- Difficulties in situation assessment of evacuees at home
- Lack of recognition by municipalities

1.4 Time lag in material distribution

- Consideration in equality among evacuees

2. Storage of materials

2.1 Difficulties in finding stockyards

2.2 Heavy burden on officials

2.3 Ineffective utilization of distribution companies

2.4 Difficulties in inventory management

2.5 A large number of excessive materials

2.6 Distribution of donated materials containing mixed items



3. Material procurement

- 3.1 Malfunction of mutual support system at disaster time
- 3.2 Difficulties in making procurement request to prefecture from municipality
- 3.3 Difficulties in needs assessment of affected areas by central government and prefecture

4. Material transportation to affected areas

- 4.1 Confusion in truck transportation
 - Lack of fuel
 - Insufficient road information
 - Insufficient information sharing between cargo and recipient
 - Information shutdown



CONCLUSION

I. Plan for Relief

1. Japan has Disaster Relief Act to provide essential emergency relief in the event of a disaster through the cooperation of local governments, non-governmental organizations, such as the Japanese Red Cross Society, and the general public, so as to protect the disaster victims and maintain social order

2. The Basic Disaster Management Plan of the country defined procedures for accepting and facilitating international disaster relief Goods



3. When a large-scale disaster strikes, an emergency team composed of the director generals of the respective ministries and agencies gathers immediately at the Crisis Management Center in the Prime Minister's Office to grasp and analyze the disaster situation, and report the results to the Prime Minister.

4. The roles of Municipal, Prefectural and Central Government
Municipal government has primary responsibility in disaster emergency response. When a disaster is large scale and is under Disaster Relief Act, prefecture conducts disaster relief activities. Materials are purchased from private companies within the prefecture and procured from other prefectures under regional support system.

II. Disaster Emergency Response Management.

5. Government Disaster Management Headquarters set up international coordination team to review offer of international relief and coordination with related ministries for facilitating the relief work, once an offer is accepted. The Team comprises of supervisory staff and 16 members from CAO, MoFA, MoJ, MoF, MLIT, MHLW, NPA, MEXT and JTFC.

6. The Government Headquarters facilitated distribution of relief goods offered by foreign governments by studying and developing local needs from affected municipalities and matching them with the offers. The headquarters also supported domestic transport and interim storage.

7. The Government of Japan has received 134 offers of assistance from countries as well as 39 offers from international organizations. It has accepted relief items from 29 countries and international organizations.



III. Volunteer Coordination

8. Japan Red Cross Society (JRCS)

Disaster relief activities are conducted as a mission of the Red Cross under the Japanese Red Cross Law and its statutes. In addition, the JRCS is designated as a “Designated Public Corporation” by the Disaster Countermeasures Basic Act and the Disaster Relief Act, and is required to co-operate with the Government to offer relief assistance in times of disaster. The contents of such assistance are provided for under an agreement with the Minister of Health, Labour and Welfare.

9. The Government of Japan’s Emergency Management agencies lead the response through the Emergency Response Team. The Chief Cabinet Secretary’s Office is responsible for coordinating volunteer groups and NGOs through its Volunteers Coordination Unit to facilitate the communication and exchange of information among the organizations to support the survivors. Coordination of international NGOs and their local partners was done by Japan Platform and JANIC .



IV. International Non-Governmental Organization Coordination (INGO)

9. In coordination with the government, Japan Platform (an international emergency humanitarian aid organization) and the Japan Non-Governmental Organization Center for International Cooperation (acting as part of the Japan Civil Network for Disaster Relief in East Asia) served as the key organizations coordinating with international non-governmental organizations.





Thank you

