Overview of the 2017 White Paper on Fire Service

Materials created by the Fire and Disaster Management Agency were translated by the International Fire Service Information Center

Fire and Disaster Management Agency (FDMA)
[Extent of the Damage]
- In the “Torrential Rain in Northern Kyushu in July 2017,” small and medium-sized rivers in mountainous areas rose and flooded due to the effect of intense rainfall, causing landslides, etc.
- The resulting human harm left 37 people dead in Fukuoka and Oita Prefectures (including 1 member of a volunteer fire corps) and a further 4 missing person (as of November 2, 2017), with widespread damage also occurring to residences, etc.

[Activities of Firefighting Agencies]
- Local fire departments, volunteer fire corps, supporting fire departments within the prefecture, and Emergency Fire Response Teams were active in rescuing residents affected by the disaster, giving evacuation guidance, etc.
- In Oita Prefecture, the activities of Emergency Fire Response Teams spanned a period of 6 days between July 5 and 10; during the peak period, 100 teams with a total of 408 members took part, rescuing 29 people.
  - On July 9, taking into account the progress of search and rescue activities in Hita City, upon a request by the Commissioner of the FDMA for the transfer of the teams, Saga Prefecture Battalion, Aichi Prefecture Battalion, and Kumamoto Prefecture Battalion moved from Oita Prefecture to Fukuoka Prefecture.
- In Fukuoka Prefecture, the activities of Emergency Fire Response Teams spanned a period of 20 days between July 6 and 25; during the peak period, 170 teams with a total of 627 members took part, rescuing 30 people.
- In Fukuoka and Oita Prefectures, which suffered damage, each volunteer fire corps carried out a broad range of activities to preserve the safety and security of the area, including evacuation guidance for residents, rescue activities, confirming the safety of residents, as well as checks of isolated villages, patrols, etc.
  - In Hita City, 1 member of a volunteer fire corps was caught up in a landslide and died in the course of patrol duties.

[Response Considering Damage from Torrential Rain]
- Taking into account the lessons from this disaster, regional public organizations have been requested to carry out fire and disaster management drill in line with the local situation, expedite the installation of water gauges, etc., to obtain information rapidly, expedite the drawing up of standards for the issue of evacuation advisories, etc., and the introduction of multiple methods of transmitting information, strengthen the functions of disaster response headquarters, etc.
(Special Feature 2) The Nature of Fire and Disaster Management Henceforth, Considering the Large-scale Fire in Itoigawa City

[Overview of the Fire]
▪ The fire broke out around 10:20 on December 22, 2016 in Itoigawa City, Niigata Prefecture, after the failure to turn off a large gas ring in a ramen noodle restaurant in an area of the city with a dense concentration of wooden buildings.
▪ The burnt out area extended to 30,213.45 m², making it the first large-scale urban fire in 40 years since the major fire in Sakata City in 1976 (excluding fires caused by earthquakes).
▪ 17 people were injured: 2 members of the public (2 persons with mild injuries), 15 members of volunteer fire corps (1 person with a moderate injury, 14 persons with mild injuries), but no deaths occurred.

[Response Considering the Fire]
▪ A recommendation was made about the need to consider necessary countermeasures based on the premise that a large-scale fire such as this one can break out anywhere in the country where there are areas with many wooden buildings when the wind is strong.
▪ In response to this, at the same time as notifying local fire departments about matters needing to be addressed such as the confirmation and designation of high-risk areas, the drawing up of fire protection plans, the review of support systems, the securing of sources of water for firefighting, the thorough reinforcement of safety management for volunteer fire corps, etc., explanatory meetings were held.
At the FDMA, at the same time as considering making the installation of fire extinguishers by small-scale catering establishments compulsory, a model project of interlinked residential fire alarms was implemented.
▪ In addition, each municipality was notified about the need for practical large-scale fire drill, including the prevention of the spread of fire by residents, and such initiatives are being promoted.

(Special Feature 3) Response Considering the Warehouse Fire in Miyoshi Town, Saitama Prefecture

[Overview of the Fire]
▪ A fire broke out in a large warehouse in Miyoshi Town, Saitama Prefecture, on February 16, 2017, burning an area of around 45,000 m², and requiring around 12 days from the outbreak until it was extinguished.
▪ Flames were discovered around 9:00 the same day, and an attempt to extinguish the fire was unsuccessful, while the failure of the fire shutters to operate led to the spread of the fire.
▪ All those in the building escaped outside, but 2 of them were injured during the initial stage of firefighting.

[Response Considering the Fire]
▪ A review committee was set up jointly with the Ministry of Land, Infrastructure, Transport and Tourism following this fire.
▪ Regarding matters needing to be addressed by business operators and local fire departments, in addition to securing countermeasures which ensure that the spread of fire can be halted at the initial stage, a recommendation was made about the enhancement of countermeasures which are more effective in putting out even fires which have spread more widely.
▪ In response to these recommendations, at the same time as notifying firefighting agencies of carrying out instruction of drill, etc., about large warehouses, information about drawing up firefighting guidelines for warehouse fires is being communicated and explanatory meetings for each bloc are being held to expedite the initiative.
▪ At the FDMA, in order to enhance the fire and disaster prevention system henceforth, the construction of an advisor system for large-scale fires, etc., and research and development into the upgrading of fire simulations are being considered.
[The 28th Fire and Disaster Management Council]
○ While population decline advances and human and financial resources grow limited, further equipping and establishing of the fire and disaster management system are needed in order to respond appropriately to large-scale fires, etc.
○ At the 28th Fire and Disaster Management Council, a “Report on the Expansion of Fire and Disaster Management, as well as Cooperation and Collaboration” was compiled in March 2017.

[Response Considering the Report]
○ At the FDMA, at the same time as promoting the most effective methods for the equipping and establishment of the fire and disaster management system for expansion, in order to enhance the fire and disaster management capacity even in areas which need time for the expansion of fire and disaster management, flexible “fire and disaster management cooperation and collaboration,” such as joint command operations or the joint maintenance of firefighting vehicles, is being promoted as a part of fire and disaster management work, in accordance with the nature of that work.
○ At the FDMA, in order to generate a stock of case studies of concrete precedents in fire and disaster management cooperation and collaboration leading to more effective promotion, a project to construct models of cooperation and collaboration was implemented in FY2017, aiming to deepen cooperation and collaboration even further, and to use this as a step towards the increased expansion of fire and disaster management.
○ The cooperation and collaboration promotion period is from April 1, 2017 to April 1, 2023.

(Policies to Enhance and Strengthen Volunteer Fire Corps)
(Promoting Enrollment in Volunteer Fire Corps)
○ Opportunities are being taken to inform prefectures and municipalities about matters which need to be addressed in order to promote volunteer fire corps enrollment by students, women, employed persons, and civil servants, and meetings are being held to promote this initiative.
○ The Minister for Internal Affairs and Communications sends letters of gratitude to volunteer fire corps whose membership has considerably increased compared with the previous year.

(Improving Treatment of Volunteer Fire Corps Members)
○ The FDMA requests that annual compensation and dispatch allowances be raised, particularly by organizations with low allowances (organizations offering no compensation were done away with in FY2015).

(Enhancing and Strengthening Equipment)
○ With the aim of enhancing safety equipment like life jackets and rescue equipment, local tax grant measures continued to be expanded in FY2017, following on from FY2016.
○ Fire academies are being provided in a planned way with equipment for information-gathering activities (off-road motorcycles, drones) and small-capacity pumps which can be easily used by women and students.

[Measures for Enhancing and Strengthening Volunteer Fire Corps to be Instituted in an Ongoing Manner]
○ Promoting the cooperation and understanding of offices towards activities by volunteer fire corps.
○ Promoting additional enrollment by university students, vocational school students, and other members of the younger generation.
○ Promoting the active involvement of female volunteer fire corps members.
○ Introducing measures to diversify volunteer fire corps organizations and programs, such as function-specific members.
[Current Status regarding Female Firefighting Officials]
- The percentage of women among the total number of firefighting officials throughout Japan remains at a low level compared with the percentages in the police, Japan Self-Defense Forces (JSDF), and the Japan Coast Guard (2.6% as of April 1, 2017).
- The target is to raise the nationwide ratio of female firefighting officials to all firefighting officials to **5% by the beginning of FY2026**.

[Initiatives for Promoting the Active Involvement of Female Firefighting Officials]
- As well as the holding of occupational briefing sessions aimed at female students, etc., support for calls for local fire departments to participate in careers events held by the private sector and chances for female students, etc., to experience the workplace at local fire departments.
- Distribution of a guidebook that uses concrete examples in order to show the career paths, working arrangements and working terms and conditions, job descriptions, balancing family life, etc., of female firefighting officials.
- Extensive PR via a portal site, etc.
- Increase in the number of places on the Fire and Disaster Management College’s course to promote the active involvement of women, expansion of the number of course days.

[Current Status regarding Harassment, etc., within Fire Departments]
- A working group on the nature of measures taken by local fire departments has been set up.
- In a fact-finding survey, **17.5% of men responded that they had “experienced harassment by someone in a position of power” within the last year, while 28.0% of women responded that they had “experienced sexual harassment.”**

[Response Considering the Current Status]
- As responses that should be implemented by local fire departments, clarification of the intentions of those in charge, the establishment of systems for reporting harassment, etc., and of advice desks on harassment, stricter disciplinary measures, implementation of self-check questionnaires for staff, enhancement of training, etc.
- As responses that should be implemented by prefectures, the establishment of advice desks on harassment, and the enhancement of lectures and training.
- As responses at the FDMA, the establishment of an FDMA advice desk on harassment, etc., and the holding of explanatory meetings for regional blocs nationwide.
- Henceforth, interviews and surveys on the state of progress will be carried out and, taking into consideration the results, the necessary measures will be taken to eliminate harassment, etc.
(Special Feature 8) Enhancement of Ambulance Service Systems

[Promotion of Measures to Meet the Demand for Ambulance Services]
- In addition to enabling ambulances to reach patients in an urgent condition as rapidly as possible, the nationwide rollout of the “Ambulance Services Peace of Mind Center Project (#7119)” and the creation of the nationwide emergency treatment app “Q-suke” are taking place as initiatives to support residents in accessing medical facilities at the appropriate stage.

[Acceleration of Awareness Raising and Education about First Aid]
- In order to disseminate first aid knowledge and skills widely among the general public, awareness raising and education are being accelerated via an online first aid course aimed at the general public (e-learning), and oral guidance given over the telephone is being promoted.

[Response of Ambulance Services to Foreign Visitors]
- Due to the increase in foreign visitors to Japan, there is a demand for smooth communications with foreigners at the actual point of use of ambulance services, and so the “Multilingual 119 Response using Three-way Simultaneous Interpretation through a Telephone Interpretation Center,” “Ambulance Service VoiceTra,” and “Guide for Ambulance Services” are being developed and their use by fire departments nationwide expedited.

Amphulance Service VoiceTra screens

(Special Feature 9) Enhancement and Strengthening of Information Support Measures for the Elderly, People with Disabilities, and Foreigners in Times of Disaster

[Acceleration of the Dissemination of Individual Home Receivers for Emergency Municipal Radio Communications]
- Individual home receivers, installed indoors, are an extremely effective means of information transmission at times when it is hard to hear the sound from outdoor speakers, such as during torrential rain.
- Study meetings have been held in collaboration with the Ministry of Internal Affairs and Communications Telecommunications Bureau, compiling measures to expedite the dissemination of individual home receivers, such as the reduction of installation costs, etc.
- In response to this, consideration of standard models and a sample specifications document, etc., for the functions of individual home receivers has begun from the standpoint of promoting measures to further expedite the dissemination of individual home receivers.

[Fire Safety Measures which Consider the Elderly, People with Disabilities, and Foreign Visitors]
- “Guidelines on the Transmission of Disaster Information and Evacuation Guidance at Facilities used by Foreign Visitors, etc.” will be drawn up by the end of FY2017, and the dissemination of information transmission and evacuation guidance which consider foreign visitors, etc., will be expedited in preparation for the 2020 Tokyo Olympics and Paralympics.
- At the same time as drawing up guidelines stating effective methods of installing light alarm devices, which can appropriately transmit the alarm when a fire breaks out to elderly or disabled people with hearing disabilities, etc., using light rather than sound, operating information related to their installation is being issued and their dissemination promoted.
[Response to the Launch of Ballistic Missiles]
- Regarding the concerns about the launch of ballistic missiles by North Korea, as national and local public bodies remained on a state of alert, ballistic missiles passed through the airspace over Hokkaido and fell into the Pacific Ocean on August 29 and September 15, and emergency information was transmitted via J-Alert to 617 municipalities in 12 prefectures including Hokkaido.

[Issues with Information Transmission via J-Alert, and Responses]
(Measures to eliminate the malfunctioning of J-Alert)
- During information transmission via J-Alert on August 29, although the information transmitted was received without error by all 617 municipalities in the target area, there were 24 local governments in which obstacles arose in the course of transmitting this information to residents.
- The FDMA collated measures to eliminate malfunctioning during J-Alert information transmission and, at the same time as requesting cooperation with these measures from regional public organizations, in addition to sharing information on the causes of the malfunctions nationwide and holding explanatory and study meetings, enhanced information transmission drill about checking the automatic launch of means of information transmission, etc.

(Policies to enhance the introduction of multiple means of information transmission, etc.)
- In order to promote initiatives for local public organizations to use multiple means of information transmission aligned with J-Alert and to introduce new models of receiver, support will be given via emergency disaster prevention / disaster reduction industrial bonds.

(Promotion of understanding among citizens about the launch of ballistic missiles)
- As a means of promoting understanding among citizens about the launch of ballistic missiles, information aimed at citizens was transmitted between May and September 2017 via government advertisements on television, in newspapers, etc., and the Cabinet Secretariat’s “Civil Protection Portal Site,” etc.
- From March 2017, resident evacuation drills using the scenario of a ballistic missile have been carried out jointly by national and regional public organizations in order to promote even deeper understanding among citizens about how to cope when there is a possibility of a ballistic missile strike on our nation.

Actions in case of missiles flying to Japan
- It may take less than 10 minutes that missiles reach Japan after being launched. If missiles are about to hit Japan possibly, J-ALERT system provides emergency information through various devices such as sirens and emails.
  1. Evacuate immediately.
  2. Collect precise information immediately.

Follow official instruction and take action calmly.

Civil Protection Portal Site
- Protecting Ourselves against Armed Attacks and Terrorism
  - In the event of a ballistic missile strike, you can see the state of the government response here.

Prime Minister
- Hidetoshi Onishi
- Twitter account: @HidetoshiOnishi

When you receive a message.
Stay calm and take action immediately.

Outside:
Go into a nearby building or underground, such as underground shopping arcade and subway stations.

Can't find a building nearby?
Lie flat on the ground or take cover behind anything that might offer protection.

Inside:
Stay inside well away from windows or stay in a windowless room.

Actions in case of missiles flying to Japan

Children evacuated to a gymnasium

Residents taking cover under a bridge over an irrigation channel
The number of fire outbreaks and number of fatalities from fires have been gradually trending downward over the past ten years:

- The number of fire outbreaks in 2016 came to 36,831, with the number of fatalities from these fires coming to 1,452 people.
- The number of fire outbreaks decreased compared to the previous year (a decrease of 2,280 fires), coming to 69.1% versus ten years ago.
- The number of fatalities from fires decreased compared to the previous year (decrease of 111 people), coming to 70.2% versus ten years ago.
- There were 3,586 cases of fires caused by arson, which has been the number one cause of outbreaks of fire for 20 years in a row.

Trends in the number of fire outbreaks and the number of fatalities from fires:

- The number of house fires (excluding arson) in 2016 came to 10,523 fires, while the number of fatalities from house fires (excluding suicides by arson, etc.) came to 885 people.
- The number of house fires decreased compared to the previous year (a decrease of 579 fires), coming to 63.1% versus ten years ago.
- The number of fatalities from house fires decreased compared to the previous year (decrease of 29 people), coming to 74.6% versus ten years ago.
- The installation rate for home fire alarms is 81.7% (as of June 1, 2017).

Trends in the number of house fires (excluding arson) and the number of fatalities from house fires (excluding suicides by arson, etc.):
Status for Firefighting Organizations (As of April 1, 2017) (Chapter 2, Section 1)

- **Fire departments**
  - 732 fire departments and 1,718 fire stations have been established, with the number of firefighting personnel coming to 163,814 people.
  - The number of firefighting personnel increased compared to the previous year (an increase of 771 people), coming to 104.1% versus ten years ago.

- **Volunteer fire corps**
  - The number of volunteer fire corps is 2,209 and the number of members is 850,331 people. Volunteer fire corps have been established in every municipality.
  - The number of volunteer fire corps members decreased compared to the previous year (a decrease of 5,947 people), coming to 95.2% versus ten years ago.

[Trends in the number of firefighting personnel and volunteer fire corps members]

Number of firefighting personnel

Number of volunteer fire corps members

Notes: 1. Prepared based on Ambulance Service Annual Reports
2. Due to the effects of the Great East Japan Earthquake, the number of firefighting personnel and volunteer fire corps members in Iwate Prefecture, Miyagi Prefecture, and Fukushima Prefecture for 2011 were totaled via the figures from the previous year (as of April 1, 2010).
3. Due to the effects of the Great East Japan Earthquake, the figures for Onagawa Town, Oshika-Gun, Miyagi Prefecture for 2012 were totaled via the figures from two years ago (as of April 1, 2010).

[Time required to reach the scene and the time required to take someone to a hospital by ambulances]

Notes: 1. Prepared based on the Survey on the Current Status of Fire and Disaster Prevention and Earthquake Countermeasures
2. Due to the effects of the Great East Japan Earthquake, the number of firefighting personnel and volunteer fire corps members in Iwate Prefecture, Miyagi Prefecture, and Fukushima Prefecture for 2011 were totaled via the figures from the previous year (as of April 1, 2010).
3. Due to the effects of the Great East Japan Earthquake, the figures for Onagawa Town, Oshika-Gun, Miyagi Prefecture for 2012 were totaled via the figures from two years ago (as of April 1, 2010).

Ambulance Service Implementation Status (Chapter 2, Section 5)

- The number of times ambulances have been dispatched for emergencies has shown a more or less consistent upward trend. In 2016 they were dispatched a record high around 6,210,000 times, which is a roughly 19% increase compared to ten years ago.
- The number of ambulance service teams established as of April 1, 2017 is 5,140 teams (an increase of 50 teams compared with the previous year), which is a roughly 6% increase compared with ten years ago.
- The average time required to take someone to a hospital was 39.3 minutes in 2016 (this is 7.3 minutes longer compared with ten years ago).
- The average time required to reach the scene was 8.5 minutes in 2016 (this is 1.9 minutes longer compared with ten years ago).

[Trends in the time required to reach the scene and the time required to take someone to a hospital by ambulances]
On March 7, 1948, the Fire and Disaster Management Organization Act came into effect, and today’s “local government fire and disaster management,” based on the principle of fire and disaster management by municipalities, was born. March 7, 2018 will mark the 70th anniversary of the coming into effect of the Fire and Disaster Management Organization Act, and so it is planned to hold a Local Government Fire and Disaster Management System 70th Anniversary Commemorative Ceremony.

In advance of the commemorative ceremony, in order to build momentum, as well as having Ms. Noda, the Minister for Internal Affairs and Communications, throw the ceremonial first pitch at a professional baseball game as a Local Government Fire and Disaster Management System 70th Anniversary commemorative event, a Fall Fire Prevention Concert was held with the collaboration of the Yokohama City Fire and Disaster Management Band and the Tokyo Fire Department Band.

Commemorative Project to Mark the 70th Anniversary of the Local Government Fire and Disaster Management System (Chapter 4)

On March 7, 1948, the Fire and Disaster Management Organization Act came into effect, and today’s “local government fire and disaster management,” based on the principle of fire and disaster management by municipalities, was born. March 7, 2018 will mark the 70th anniversary of the coming into effect of the Fire and Disaster Management Organization Act, and so it is planned to hold a Local Government Fire and Disaster Management System 70th Anniversary Commemorative Ceremony.

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Active Role After the September 2017 Mexico Earthquakes (Chapter 5)

An International Emergency Relief Team of 72 people (including 17 members of the International Rescue Team of Japanese Fire-Service) was dispatched (for 8 days), carrying out search and rescue activities at 3 sites in Mexico City where buildings had collapsed.

The Mexican government did not issue a general request for assistance to international society, but requested the dispatch of a search and rescue team from Japan due to their expectations of Japan’s experience and expertise in disaster relief (Japan was the only country in Asia to receive a request from the Mexican government and dispatch a search and rescue team).
Special Feature 1. The Damage from and Response to Torrential Rain in Northern Kyushu in July 2017
1. Overview of the Damage
2. Activities of the Government, FDMA, Firefighting Agencies, and Others
3. Response Henceforth Considering Damage from Torrential Rain

Special Feature 2. The Nature of Fire and Disaster Management Henceforth, Considering the Large-scale Fire in Itoigawa City
1. The Large-scale Fire in Itoigawa City
2. Establishment of a Review Committee and Issue of Notifications
3. Basic Approach Considering the Large-scale Fire in Itoigawa City
4. Matters Needing to be Addressed by Local Fire Departments, etc.
5. Appropriate Actions by Residents in Large-scale Fires, etc.

Special Feature 3. Response Considering the Warehouse Fire in Miyoshi Town, Saitama Prefecture
1. The Warehouse Fire in Miyoshi Town, Saitama Prefecture
2. Establishment of a Review Committee and Issue of Notifications
3. The Main Issues Raised by the Warehouse Fire in Miyoshi Town, Saitama Prefecture
4. Matters Needing to be Addressed by Business Operators and Local Fire Departments, etc.

Special Feature 4. The Promotion of Fire and Disaster Management Cooperation and Collaboration – Considering the Report of the 28th Fire and Disaster Management Council –
1. The 28th Fire and Disaster Management Council
2. Main Recommendations of the Report
3. Response of the FDMA, Considering the Report

Special Feature 5. Enhancing and Strengthening Regional Disaster Prevention Capabilities Centered around Volunteer Fire Corps
1. Current Status regarding Volunteer Fire Corps
2. Policies to Enhance and Strengthen Volunteer Fire Corps
3. Recent Activities of Volunteer Fire Corps, etc.

Special Feature 6. Promotion of the Active Involvement of Female Firefighting Officials in Firefighting
1. Current Status regarding Female Firefighting Officials
2. Requests Considering the Content of Recommendations of the Review Committee
3. Initiatives for Promoting the Active Involvement of Female Firefighting Officials

Special Feature 7. Measures to Respond to Harassment, etc., within Fire Departments
1. Current Status regarding Harassment, etc., within Fire Departments
2. Basic Approach to Eliminating Harassment, etc.
3. Responses that should be Implemented by Local Fire Departments
4. Responses that should be Implemented by Prefectures
5. Responses at the FDMA

Special Feature 8. Enhancement of Ambulance Service Systems
1. Promotion of Measures to Meet the Demand for Ambulance Services
2. Acceleration of Awareness Raising and Education about First Aid
3. Response of Ambulance Services to Foreign Visitors

1. Promotion of Initiatives Considering Social Conditions
3. Fire Safety Measures which Consider the Elderly, People with Disabilities, and Foreign Visitors
4. Promotion of a Multilingual Response in the Work of the Ambulance Service

Special Feature 10. Issues with Information Transmission via the Nationwide Early Warning System (J-Alert), and Responses
1. What is the Nationwide Early Warning System (J-Alert)?
2. Response to the North Korean Situation
3. Issues with Information Transmission via J-Alert, and Responses
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   Section 2. Disaster Countermeasures in Facilities that Handle Hazardous Materials
   Section 3. Countermeasures for Disasters at Petrochemical Complexes
   Section 4. Countermeasures to Fires in Forests and Fields
   Section 5. Storm and Flood Countermeasures
   Section 6. Earthquake Countermeasures
   Section 7. Countermeasures for Nuclear Disasters
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Chapter 2. Fire and Disaster Prevention Organizations and Activities
   Section 1. Fire Service Systems
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   Section 8. Wide-area Firefighting / Rescue and Emergency Fire Response Teams
   Section 9. The Disaster Prevention Systems of National and Regional Public Organizations
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Chapter 3. Responses for Public Safety

Chapter 4. Voluntary Fire and Disaster Prevention Activities and Building Communities that are Resistant to Disasters

Chapter 5. Responding to International Challenges

Chapter 6. Research and Development on Science and Technology for Fire and Disaster Prevention

Attached Materials