**Guidelines on Tourism Crisis Management**

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**Japan Tourism Agency,**

**Ministry of Land, Infrastructure, Transport and Tourism**

**UNWTO Regional Support Office for Asia and the Pacific**

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# Introduction

Tourism crisis management is to improve the resilience of tourism by predicting in advance a crisis that will have a great impact on tourists and industries and to minimize the damage by planning and training disaster mitigation measures and crisis countermeasures in advance.

At the G20 Tourism Ministers Meeting held in Japan in October 2019, the Japanese government took the lead in clearly stating for the first time the importance of crisis management in the tourism sector. Since tourism is highly exposed to disasters, countries must share their knowledge and experiences to enhance the resilience of tourism. Based on this idea, the G20 members have adopted the "Actions for Strengthening the Resiliency of Tourism” as Annex II of the Ministerial Declaration on Tourism.

In the Asia-Pacific region, including Japan, has experienced many natural disasters such as earthquakes, typhoons, and volcanic eruptions in the past. Furthermore, global climate change may bring unprecedented disasters. In the past and the future, tourism-related industries have had to continue to face the physical and reputational damage caused by disasters. In addition, the protection of travelers in the event of a crisis is expected to be one of the most important roles of stakeholders in tourism destinations.

In the event of such a crisis or disaster, local governments and tourism-related businesses have an important role to play in ensuring the safety of domestic and international travelers and tourists in the affected areas. They are expected to be proactive in providing the information and evacuation guidance that travelers and tourists need. In addition, it is important to prepare for the recovery from the crisis and disaster so that tourism-related businesses that are affected by the physical damage and loss of sales can quickly rebuild their businesses. If industrial activities are stagnant for a long time, employees may lose their jobs.

The Japan Tourism Agency and the United Nations World Tourism Organization (UNWTO) Office in Japan have collected, analyzed, and organized good practices in crisis response in Japan and overseas, and prepared this book for local governments, DMOs, and tourism businesses to use as a reference when introducing tourism crisis management, as well as "Teaching Materials" and "Teaching Materials for Instructors" to disseminate this information.

The spread of the Novel Coronavirus (COVID-19) since last year has had a tremendous impact on tourism-related businesses around the world. The priority is to bring the infection under control as soon as possible, but on top of that, working towards recovery from this crisis is also a part of tourism crisis management, and it is necessary for the public and private sectors to work together. We hope that this book, “Teaching Materials”, and “Teaching Materials for Instructors” will help protect tourists, local governments, DMOs, tourism associations, tourism-related businesses, and people working in tourism-related industries from crisis and disasters.

Japan Tourism Agency, Ministry of Land, Infrastructure, Transport and Tourism

UNWTO Regional Support Office for Asia and the Pacific

# 1. Significance of Tourism Crisis Management

## 1.1. Regional economies driven by tourism

In 2019, the travel and tourism industry contributed 10.4% to global GDP, and provided employment for 330 million people worldwide. Tourism significantly contributes to the economies not only of developed countries, but also to developing countries and small island states, where tourism is their primary industry. In addition, even in regions where other industries may be difficult to establish, tourism can be developed by promoting the unique attractions of local nature or culture, providing a source of income for the community, and employment for the socially vulnerable, such as women, youth, and minorities.

## 1.2. Increased risk of disasters or crisis afflicting tourism

Extreme climate events, such as torrential rain and heavy snowfall, typhoons and hurricanes, and abnormally high temperatures, coupled with the massive disasters they can cause, such as flooding and wildfires, have “increased drastically[[1]](#footnote-1)” worldwide since the turn of this century. Furthermore, earthquakes and volcanic eruptions, etc. persist randomly around the world. In addition to these natural disasters, our societies are also threatened by self-inflicted risks, such as terrorism and political chaos. Moreover, a novel coronavirus (COVID-19) first confirmed in the end of 2019, swiftly spread globally, resulting in the lockdown of cities and border closures in an effort to prevent infection, which has an enormous and worldwide impact on tourism[[2]](#footnote-2).

In addition to the risks of natural disasters, man-made disasters, and infectious diseases, the deterioration of public safety in tourist destinations due to an increase in theft and violent incidents, and restrictions on travel and tourism due to strikes and demonstrations are also risks to tourism.

With the new risk of infection added by the COVID-19 pandemic, which makes it more important to invest in the crisis management initiatives to ensure the safety of travelers and tourists in the event of a disaster or crisis, and to ensure the business continuity of tourism-related businesses.

## 1.3. Vulnerability of tourism to disasters

Whenever a disaster or crisis occurs, the tourism industry is significantly affected. 22% of some 2,000 companies who went bankrupt after the 2011 Great East Japan Earthquake in Japan were in the service industry, which includes tourism. In particular, the number of “Hotels and inns” that went bankrupt was 125 – much more than other types of businesses.[[3]](#footnote-3) In terms of the business type of those companies that went bankrupt due to COVID-19, “Restaurants” account for the highest number, followed by “Hotels and inns”[[4]](#footnote-4) – once again demonstrating the vulnerability of tourism-related business to disasters.

The swift and near-total collapse in the number of tourists due to this disaster may have a fatal impact on the whole country’s economy in the case of nations who are heavily dependent on tourism, especially developing countries and small island states. A massive earthquake struck Nepal in 2016, damaging many historical sites throughout the country, as well as significantly damaging tourism infrastructure, such as roads. In 2017, the extremely powerful “Hurricane Irma” inflicted the worst damage ever across the Caribbean islands, devastating the area’s tourism-driven economy. The 2019 Easter Bombings in Sri Lanka severely depressed that country’s tourism, which had been growing steadily following the end of a long civil war.

## 1.4. What is tourism crisis?

So what exactly constitutes a “tourism crisis”?

**Any situation or phenomenon that requires a decision on how to respond, despite uncertainties, within a limited timeframe, where the safety of travelers or tourists is threatened, or the local tourism industry is seriously impacted by natural or man-made disasters, regardless whether accident or incident, or a pandemic arises, when any of these cause a rapid change in the tourism environment or reputational damage**, we can define this as a “tourism crisis.”

Thus, a prerequisite for defining a tourism crisis is that many travelers and tourists or the tourism industry as a whole must be affected. For example, if tourists are injured due to a traffic accident while in a private or rented car, no matter how severe that may be for the person involved, such an “accident” should not be defined as a “tourism crisis” to be handled by the regional government.

On the other hand, if a railway line that serves a tourist site is washed away by heavy rain, and the trains are suspended for a long period, can be treated as a “tourism crisis” if tourists are unable to come because of the long-term suspension of train services. Even though the damage caused by heavy rain is not equivalent to a regional disaster.

## 1.5. What is tourism crisis management?

Let’s have a look at how “tourism crisis management” is applied to deal with a “tourism crisis.”

**If we presume(1) that a tourism crisis has a significant negative impact on tourists and the tourism industry, then taking measures to mitigate the disaster and minimize damage(2), planning(3) and training(4) to disseminate information to tourists, evacuation guidance while ensuring safety, and measures to help those who have difficulty returning home in the event of such tourism crisis, and accordingly reacting quickly and precisely(5); taking countermeasures to mitigate reputational damage related to the tourism crisis and quickly restoring the tourism industry(6), and the provision of organizational support(7) for business continuity** are collectively as “tourism crisis management.”

Keywords are numbered in the above definition. The following is a simple explanation of these keywords.

1. Presumptions

Specifically, working from the presumption that a tourism crisis may occur in each region or business is the first priority for tourism crisis management, because any response to a tourism crisis must be planned and prepared based on this assumption.

If a crisis arises that was not foreseen, or the scale of the crisis or disaster is much larger than assumed, an appropriate response will inevitably not have been planned, so it may take a while to decide how to respond, or the response may be unsuitable.

In that case, the impact on tourists and the tourism industry cannot be controlled. It is important to presume worst-case scenarios for any potential crises or disasters, in order to prepare an appropriate response.

1. Minimize damages

Although natural disasters, such as typhoons and earthquakes, cannot be stopped, their impact and the resultant damage due to crisis or disaster can be reduced by preparing a suitable response. This is the basic concept behind “disaster mitigation.”

1. Planning

An appropriate response to a crisis can quickly be made within a short time despite limited information by considering and planning responses to potential crises in normal times.

1. Training

Once a plan and manual are prepared, unless they are shared with the people concerned in conjunction with training drills, it will be impossible to provide a quick response in the event of a crisis or disaster.

1. Quick and appropriate reaction

By considering your response to a crisis/disaster in advance, drawing up plans and manuals, and conducting training drills based on them, you will be able to provide an immediate and appropriate response without confusion or dithering in the event of an actual crisis or disaster.

1. Quickly restoring the tourism industry

The main purposes of tourism crisis management are not only the initial response to ensure the safety of tourists and employees in the event of a crisis or disaster, but also to ensure the quick recovery of the tourism industry thereafter. It is recommended to include plans to swiftly restore tourism once the crisis has been resolved.

1. Organizational support

It is important to plan and conduct training drills as part of the tourism crisis response to ensure an organized reaction in cooperation with the government and private sectors.

## 1.6. Targets for Tourism Crisis Management

In our first instance, travelers and tourists are considered as prime targets for tourism crisis management. Undoubtedly, ensuring travelers’ safety in case of a crisis or disaster is an important role of both tourism destinations and the tourism-related businesses.

Another issue we should not forget to target under tourism crisis management is to protect tourism-related businesses. Tourism has long been an important pillar of support for regional communities and economies. Preparing tourism-related businesses that have suffered from any crisis or disaster with reduced sales due to fewer tourists, or damage to their facilities and equipment, to enable them to rebuild their businesses as quickly as possible is very important for the restoration and recovery of regional economies after a crisis or disaster.

## 1.7. Stages of Tourism Crisis Management by Timeline

The following table is a “timeline” describing activities that need to be performed to ensure the safety and security of travelers and tourists, and activities to foster business continuity in tourist areas and tourism- related businesses in accordance with each stage of a tourism crisis.

Activities to ensure the safety of travelers and tourists are concentrated immediately after the occurrence of a crisis (first motion period), and are completed once those travelers have safely returned home. Whereas activities for business continuity of the local community and businesses persist over the long term until tourism has recovered to pre-crisis/disaster levels.

Table 1 Timeline of crisis and related activities to ensure the safety and security of travelers and tourists

|  |  |  |
| --- | --- | --- |
| **Stage of crisis** | **Safety and security of travelers and tourists** | **Business continuity of the local community and businesses** |
| Normality | Crisis assumption and analysis, establishment of crisis response plan and manual, Business Continuity Plan (BCP), training drills, gathering supplies, and measures for disaster mitigation | |
| When a crisis is deemed imminent | Information dissemination, encouragement to quickly return home, and measures to eliminate risks and ensure safety | Information collection, response system, establishment of precaution against risks, and planned closure of businesses |
| During crisis | Evacuation guidance, first-aid, and safety confirmation |  |
| Immediately after occurrence of crisis  (first motion period) | Disaster information dissemination, ensuring safety; provide shelter, communication, provide transport information, and support travels and tourists to return home | Confirmation of damage status and employees’ safety, handling of customers with reservations, understand cancellation status, decision on whether to operate or close, securing operating funds, and dissemination of business operation information |
| Restoration period |  | File insurance claims, restoration work orders, employment measures, tourism reconstruction marketing plan, dissemination of recovery status information |
| Tourism recovery period |  | Tourism recovery marketing promotions |

## 1.8. Tasks for the Local Governments & DMOs and Businesses during Normality and Crisis

The following is a list of tasks to be carried out by local governments & DMOs and businesses during normalcy and during a crisis, referring to the timeline table for each stage of crisis mentioned in 1.7.

Table 2 Overview of tasks to be carried out by local governments & DMOs during normality

|  |  |  |
| --- | --- | --- |
| **Stage of crisis** | **Safety and security of travelers and tourists** | **Business continuity of the local community and businesses** |
| Normality  (Crisis and disaster prevention & reduction) | * Deepen the understanding of the necessity of tourism crisis management to the top management of the organization * Decision making on tourism crisis management as an organization (including budgeting) * Clarification and appointment of the department and person in charge of tourism crisis management * Assumption and analysis of potential crisis and disasters * Confirmation of disaster resistance of tourism-related infrastructures and facilities ⇒ whether it has been strengthened to be disaster proof * Installation of evacuation guidance signs | |
| Normality  (Preparing for crisis and disaster response) | * Formulation of a tourism crisis management plan and crisis response manual * Educate staff on crisis management and inform them of the plan and manual * Preparation for the establishment of evacuation sites and temporary accommodation facilities for tourists and visitors * Advance preparation for crisis communication (public relations, etc.) * Advance preparation of tools and equipment necessary for disaster response * Stockpiling of emergency food, water, and daily necessities for tourists and visitors * Cooperation and collaboration agreements with related organizations in the event of a crisis or disaster * Implementation of drills based on the Tourism Crisis Management Plan and Crisis Response Manual | |

Table 3 Overview of tasks to be carried out by local government and DMOs during crisis

|  |  |  |
| --- | --- | --- |
| **Stage of crisis** | **Safety and security of travelers and tourists** | **Business continuity of the local community and businesses** |
| When crisis is imminent  (Wind, flood damage, etc.) | * Set up an information gathering and response system (including the shift of the stuffs) * Understand the current status of the crisis or disaster (information gathering) * Recommends the travelers and tourists to return home early or stop visit to the destination in advance * Provision of disaster-related information to travelers and tourists in the area * Advance evacuation guidance for travelers and tourists * Establishment of evacuation facilities that open to the travelers and tourists | |
| During crisis | * Set up crisis response system and convene staff * Assess the current status of the crisis or disaster (collect information) ⇒ Continue until the recovery period * Set up evacuation facilities that open to the travelers and tourists * Collect information and confirm the safety of travelers and tourists | |
| After the crisis (first response period) | * Provision of information to travelers and tourists about evacuation facilities, etc. * Provision of food, water, daily necessities, power supply for recharging, communication environment to travelers and tourists who have difficulty returning home. * Support for travelers and tourists who have difficulty returning home. * Provide medical care for injured travelers and tourists * Medical support for injured travelers and tourists (especially for those who does not speak the local language) | * Identifying the damage and impact of crises or disasters in the tourism sector * Collecting and disseminating information on the continuation of tourism business operations * Establish a single point of contact for public relations in the region |
| Restoration period |  | * Development of a tourism recovery plan * Budgeting of funds linked to the recovery plan * Restoration of damaged facilities and equipment * Provide information on public support systems to businesses and support their utilization |
| Tourism  recovery period |  | * Cooperation with local tourism recovery promotion activities |

Table 4 Overview of tasks to be carried out by businesses during normality

|  |  |  |
| --- | --- | --- |
| **Stage of crisis** | **Safety and security of travelers and tourists** | **Business continuity of the local community and businesses** |
| Normality  (Crisis and disaster prevention & reduction) | * Deepen the understanding of the necessity of tourism crisis management to the top management of the organization * Decision making on tourism crisis management as an organization * Clarification and appointment of the department and person in charge of tourism crisis management * Assumption and analysis of potential crisis and disasters * Confirmation of disaster resistance of tourism-related infrastructures and facilities ⇒ whether it has been strengthened to be disaster proof * Installation of evacuation guidance signs | |
| Normality  (Preparing for crisis and disaster response) | * Development of a tourism crisis response manual * Educate and train staff on crisis management and inform them about the tourism crisis response plan and manual * Preparation for the establishment of evacuation sites and temporary accommodation facilities for travelers and tourists * Advance preparation for crisis communication (public relations, etc.) * Advance preparation of tools and equipment necessary for disaster response * Stockpiling of emergency food, water, and daily necessities for travelers and tourists * Cooperation and collaboration agreements with related organizations in the event of a crisis or disaster * Implementation of drills based on the Crisis Response Manual | |
|  | * Establishment of the Business Continuity Plan * Strengthen the operation and financial structure |

Table 5 Overview of tasks to be carried out by businesses during crisis

|  |  |  |
| --- | --- | --- |
| **Stage of crisis** | **Safety and security of travelers and tourists** | **Business continuity of the local community and businesses** |
| When crisis is imminent  (Wind, flood damage, etc.) | * Set up an information gathering and response system (including staff shifts, etc.) * Understand the current status of the crisis or disaster (information gathering) | |
| * Recommends the travelers and tourists to return home early or stop visit to the destination in advance * Provision of disaster-related information to travelers and tourists in the area * Advance evacuation guidance for travelers and tourists * Reduce known risk factors inside the facilities | * Engage the Business Continuity Plan * Decide whether to continue operations or temporary closure |
| During crisis | * Set up crisis response system * Assess the current status of the crisis or disaster (collect information) ⇒ Continue until recovery period | |
| * Set up evacuation facilities for travelers and tourists * Collect information and confirm the safety of travelers and tourists | * Collect information and confirm the safety of staff |
| After the crisis (first response period) | * Provision of information to travelers and tourists * Provision of food, water, daily necessities, power supply for recharging, communication environment, etc. to travelers and tourists who have difficulty returning home. * Support for travelers and tourists who have difficulty returning home | * Activation of Business Continuity Plan (BCP) * Confirm damage status of own facilities * Determine whether to continue operations or close * Provide information to customers, suppliers, etc. * Disseminate information on business continuity (closure) to external parties * Report the situation to financial institutions |
| Tourism  recovery period |  | * Cooperation with local tourism recovery promotion activities |

## 1.9. Current status of tourism crisis management under governmental disaster prevention

National and local governments established their own disaster prevention plans and disaster response manuals in readiness to handle various disasters. For example, in Japan, each prefecture and municipality has established of their regional disaster prevention plan in preparation for providing the appropriate response in the event of a disaster.

Reinforcing those preparations for disaster in each region is crucial given that the risks of disasters have been increasing all around the world. In many cases, these disaster prevention plans are mainly comprised of preparations for and responses to disasters afflicting residents (settled population). While ensuring the safety of travelers and tourists in the event of a disaster is an important role of the local community, and strengthen the ability of business continuity of tourism-related businesses is also important for the social and economic recovery of the area, existing disaster prevention plans do not always specifically address the needs of travelers and tourists.

## 1.10. Differences between residents and tourists & travelers during a crisis

Some might hold the opinion that what needs to be done to ensure safety and provide evacuation guidance in the event of a disaster is the same regardless of whether for travelers and tourists. As long as there is a disaster prevention plan in which the disaster response details for residents are clearly described and it will be a sufficient to handle travelers and tourists as well.

It is true that residents and non-residents should be treated equally in terms of ensuring safety, etc. during disasters. Many items in regional disaster prevention plans, whilst mainly being targeted at residents, are equally applicable to travelers and tourists.

However, any disaster response plan that only focuses on residents may not fully cover the needs of tourists or travelers in some cases. It is necessary to be prepared, so that an appropriate response is made whenever a crisis occurs attuned to the particular characteristics of travelers and tourists.

### 1.10.1. Lack of familiarity of travelers and tourists with local geography

Tourists and travelers are unlikely to be familiar with the local geography, unless they are originally from the same region, or have repeatedly visited the area. In the event of any crisis or disaster, residents can easily imagine which direction is the safest and how to evacuate safely, but visitors in the area who are unfamiliar with the local geography will have no clue about where they should go. The situation is even more fraught if a disaster occurs at night. They may “evacuate” in a riskier direction if they are not properly guided by a local person or tourism staff.

### 1.10.2. Travelers and tourists have no experience of evacuation drills

Disaster and evacuation drills are conducted regularly by residents in the region as part of their preparations against disasters. However, it is impossible to ask travelers and tourists to participate in evacuation drills.

### 1.10.3. Difficulty of communication with foreign tourists

Providing accurate information to tourists is sometimes difficult due to confusion during a disaster.

It is particularly difficult to appropriately convey accurate information to foreign travelers and tourists.

### 1.10.4. Desire of travelers and tourists to return home as soon as possible

In the event of any disaster, most residents wish to return to normality in their own area as soon as possible. On the other hand, travelers and tourists wish to leave the disaster area and return home as soon as possible. It is important to include initiatives that support travelers and tourists to safely return home, which is not always included in the disaster relief measures designed for the residents.

## 1.11. Roles of the public (governmental) and private sectors in response to a tourism crisis

When a crisis or disaster occurs, the public sector (government) and private sector (private businesses/organizations) are expected to fulfil different roles for tourism crisis management.

The main roles of the public sector include grasping the situation concerning the crisis and the damage incurred, damage at tourist sites/facilities, understanding the status of injured tourists and travelers who remain as they cannot return home, dissemination of external information, and leading coordination with necessary organizations concerned to ensure the safety of tourists in the region and supporting their return home.

On the other hand, the main role for tourism and accommodation facilities, which are the closest to the travelers and tourists, are to provide safe shelter, evacuation guidance, safety confirmations, and providing food & water to those seek shelter at their facilities.

It is important for the private sector to be routinely prepared to fulfill the important role of ensuring the safety of tourists in the affected areas without depending on the public sector in the event of any crisis or disaster.

## 1.12. Commitment of the organizational head (Disaster prevention, crisis management are management issues, investment)

It is not easy to discern the concrete effects of paying the essential costs of preparations for crises or damage whose timing is unknown from a short-term perspective. Thus, there are push-backs within the organization against allocating time for disaster prevention, crisis management or budgeting, which may postpone preparations for crisis responses in both governmental organizations and private businesses. However, if a crisis or disaster occurs without the necessary preparations made, and damage is suffered that could have been prevented by taking measures for tourists and tourism facilities will be far greater.

Preparations against tourism crises or disasters should be considered as “investments[[5]](#footnote-5)”, rather than costs.

Government organizations and companies who define disaster prevention as an investment by focusing on crisis management as a core managerial issue make a remarkable difference in the event of a disaster.

Any decision on investment for disaster prevention & crisis management should be made by the head of the organization, regardless of whether in the government or private sector.

Promoting understanding and the commitment of the head of the organization has a significant effect on pushing tourism crisis management forward and engendering its success.



**Case Study 1: Top Management’s Investment in Crisis Management[[6]](#footnote-6)**

|  |
| --- |
| At SM Prime, which operates a number of shopping malls in the Philippines, top management has a high awareness of crisis management and is actively involved in minimizing the impact of crises.  The top management of SM Prime is keenly aware of the importance of protecting the local community, and for investment bearing in mind the risks. They do not consider having a system to handle disasters as additional cost, but rather treat it as part of their core business strategy. Based on it, “SM City Marikina” has been created based on this concept.  This shopping mall built in 2008 is designed with 246 pillars on stilts foundation. This design was adopted out of consideration for the long-term risk of flooding of the Marikina river basin near the construction site. Significant damage could have been incurred to the building itself, related companies, tenants in the mall, employees, and people’s livelihoods had such potential crisis has not been considered. Accordingly, SM Prime took the following precautions.   1. The building was moved further away from the Marikina River than originally planned. 2. The structure was created so that water could pass through. For example, the mall is constructed on pillars, and no walls or fences were placed between or around the pillars.   When Typhoon Ketsana, known in the Philippines as Tropical Storm Ondoy, struck the Philippines in 2009, although the river flooded to crisis levels, thanks to these countermeasures, those in need of help could be accommodated in the mall for three days during the worst of the flooding. Flood damage to the mall was also minimized by shifting this facility further away from the river than was originally planned. Anticipated losses of the building form the flooding will be at least one billion pesos if the preventive measures have not been implemented in the design phase. Although the current plan costs more than the original, the company still be able to save more cost if potential damages are counted.  Thus, organizations whose top management has a high awareness of crisis management and disaster prevention, and considers disaster mitigation measures as an investment rather than a cost, will not only be able to preserve their assets in the long run, but will also be able to protect human lives in the event of a crisis, thus contributing to the realization of prosperous communities. |

# 2. Risk Assumption

## 2.1. Identifying crises or disasters that affect tourism (Risks requiring priority response)

The basics of considering tourism crisis management include listing up details of what is assumed to occur in a crisis or disaster per region or tourist business. The regional disaster prevention plan and hazard map may include different types of crisis or disaster that are assumed to occur in the region, and which areas may be affected by such disasters. It is important to remember there are types of crises or disasters that affect tourism are not included in the natural disasters described in the disaster prevention plan. It is important to add man-made disasters or crises, and health crises, such as infectious diseases, to the assumptions.

In order to identify potential crises or disasters, it is recommended to hold workshops for personnel handling tourism and disaster prevention within the organizations. During the workshop, the participants should write down the disaster or crisis they thought of on sticky notes and put them on a whiteboard for discussion.

Some types of crisis may be easily identified by most participants, but others that are not easily imagined – but which would have a serious effect if they occurred may be identified through the process. More than a dozen of crisis or disaster types may be listed up in this manner. It is difficult to discuss all crisis and disasters types during the workshop, so evaluate the priority they should be responded to.

The following matrix shows the occurrence frequency and probability on the vertical axis, and degree of impact if they occur on the horizontal axis. It means for those crisis or disasters on the upper right corner, they are priority events that should be taken into consideration. For example, typhoons and flooding occur once every few years, so their frequency is ranked quite high.

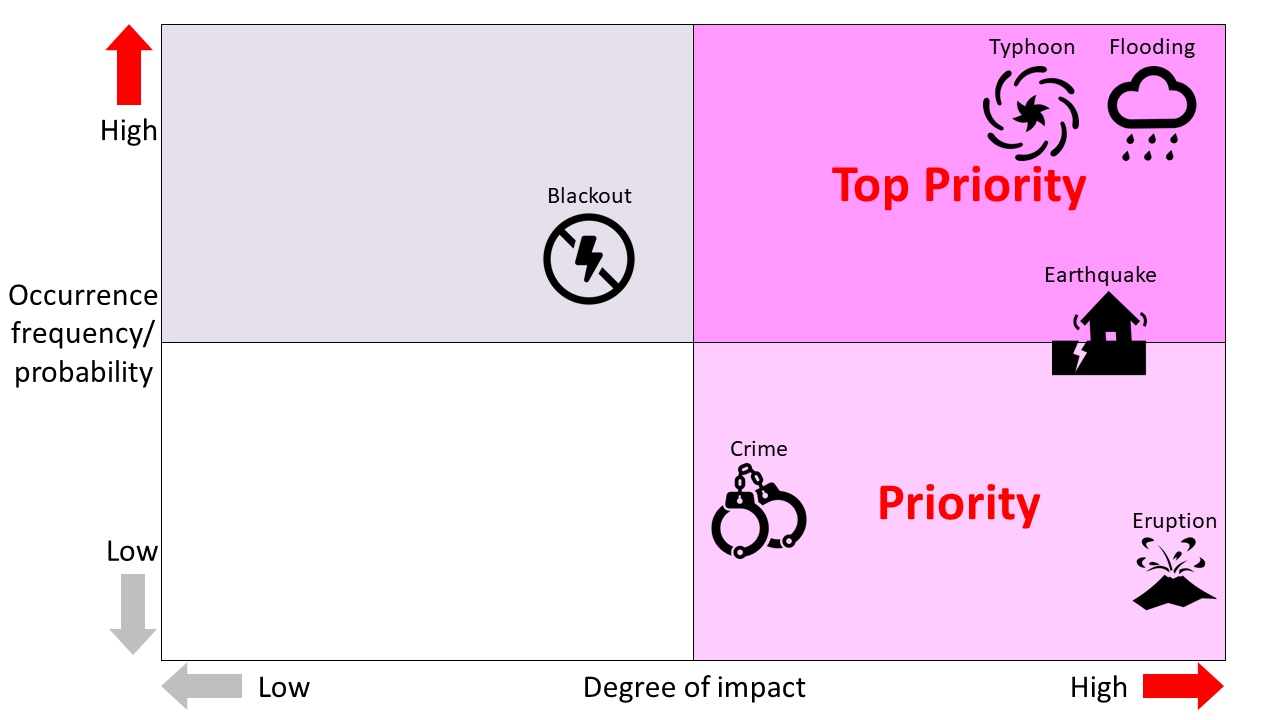
While typhoons by themselves have various impacts, if flooding is involved, the effect on tourism is wider and longer lasting. Thus, the “degree of impact” is towards the right on the horizontal axis.

On the other hand, volcanic eruptions are rather infrequent compared to typhoons and flooding, but once an eruption occurs, regional tourism may be significantly damaged. Thus, volcanic eruptions are positioned at the bottom right of the matrix.

As explained, by positioning each of the listed crisis and disaster categories in this matrix, which crisis or disaster response has the highest priority is clearly shown.

The upper right quadrant contains crises and disasters that demand the highest priority, since they have a greater frequency and probability of occurrence, coupled with a larger impact. Those disaster categories that would have a significant impact, despite their low frequency, have the second highest priority. Volcanic eruptions, earthquakes, and tsunami, etc. are included in this category.

Figure 1 The matrix of the occurrence and frequency (probability) of crisis or disaster and it's degree of impact



## 2.2. Assumption of impact on travelers, tourists, employees, and businesses at the time of a crisis or disaster

After listing up assumed crisis and disaster categories, consider what types of risks will arise, and the potential damages and impact on travelers and tourists, and the tourism industry.

Reducing such impact at the time of a crisis or disaster, and supporting travelers and tourists and the tourism industry in general to avoid the impact as quickly as possible is the appropriate response to such event. By making specific presumptions about their potential impact, concrete preparations can help to mitigate such crises.

The following table presents examples of how travelers and tourists can be impacted in the event of a major earthquake.

Table 6 How travelers and tourists can be impacted in the event of a major earthquake

|  |  |  |
| --- | --- | --- |
| **Event caused by crisis or disaster** | **Affected targets** | **Assumed impact** |
| Collapse of buildings; falling over or dropping of furniture and fixtures | Travelers and tourists | Death of or injury to travelers and tourists. |
| Tourism-related businesses | Damages of facilities, equipment, and fixtures.  Death of or injury to employees. |
| Congestion and crowding of local shelters due to evacuation of travelers and tourists | Travelers and tourists,  Local residents | Lack of water, food, and daily necessities.  Increased risk of contracting infectious diseases.  Friction between local residents and evacuees. |
| Blackout | Travelers and tourists, tourism-related businesses | Unable to use lighting, air conditioners, toilets, baths/showers, and elevators/escalators, shopping/payment, and settlement services cannot be provided, information cannot be obtained. |
| Communication restriction: When communication means are congested during disasters, transmission is automatically restricted. | Travelers and tourists, and tourism-related businesses | Telephones (landline & mobile) cannot be used.  Cannot report situation to family or related parties. |
| Suspended transport operation, closed or restricted use of roads | Travelers and tourists | Returning home or traveling is impossible.  Entry to the region is impossible. |
| Tourism-related businesses | Interruption of travelers’ and tourists’ plans.  Cancelled reservations, reduced sales. |
| Persistent aftershocks | Travelers and tourists | Escalating anxiety |
| Tourism-related businesses | Cancelled reservations due to postponement or cancellation of travel plans, and reduced sales. |

The following table shows the impact of a sudden downpour during a fireworks event.

Table 7 How travelers and tourists can be impacted during a firework event due to heavy rain

|  |  |  |
| --- | --- | --- |
| **Event caused by crisis or disaster** | **Affected targets** | **Assumed impact** |
| Interruption or termination of the fireworks event | Travelers and tourists | Chaos when leaving the venue. |
| Tourism-related businesses | Cancelled reservations, reduced sales. |
| Suspended transport operation, closed or restricted use of roads | Day travelers | Difficulty of returning home. |
| Tourism-related businesses | Cannot accommodate more guests due to full occupancy. |
| Heavy rain | Travelers and tourists | People get soaked and become cold, possibly to the detriment of their health. |
| Flooding due to heavy rain | Tourism-related businesses | Damage to the facilities and equipment due to flooding. |
| Landslides due to heavy rain | Travelers and tourists | Death of or injury to travelers and tourists. |
| Tourism-related businesses | Collapse, destruction, and influx of mud and other debris;  Death of or injury to employees. |

# 3. Necessity for Tourism Crisis Management

## 3.1. Tourism crisis management for travelers and tourists

Travelers and tourists who encounter a crisis or disaster at their travel destination may suffer from a variety of risks and impacts as mentioned in the previous section, and face many difficulties. Those travelers and tourists who are unfamiliar with the local geography are wholly dependent on the tourism-related businesses or government organizations at the destination. In turn, ensuring the safety of travelers and tourists, providing necessary information, and supporting them to enable their safe return home at the time of any crisis or disaster are the important roles and responsibilities of the destination and tourism-related businesses.

## 3.2. Crisis management by the destination and tourism-related businesses

When travelers and tourists select their destinations and accommodation facilities, whether they can enjoy a safe trip is an important aspect to consider. Under the current circumstances of the COVID-19 pandemic, confidence in infection-prevention measures have become the decisive factor when considering whether to travel or not.

Thus, implementing tourism crisis management throughout the region, and promoting oneself as a “safe and secure tourist destination” improves the brand image as a destination, and helps in competing against other tourist destinations. Reinforcing tourism crisis management and improving the support system for tourism-related businesses continuity and recovery after a crisis or damage in addition to promoting one’s area as a “safe and secure tourist destination” to the tourism market increases the resilience of both the society and economy in tourist regions.

In addition to promoting "safety and security" to the tourism market, strengthening local tourism crisis management and establishing a system to support the business continuity and recovery of tourism-related businesses in the event of a crisis or disaster will enhance the resilience of the society and economy of the tourism destination. Tourism-related businesses and destinations are expected to strengthen their own crisis preparedness and establish business continuity plan. To support them, it is also important for the local government to prepare an assistance system, policy for emergency financing, and maintaining employment to help the tourism-related businesses overcome a crisis or disaster.

On the other hand, it is also important for tourism-related businesses to take action on tourism crisis management by themselves. Not only for the tourism businesses to continue operating, but also for shortening the time required for regional recovery, thus enhancing the overall sustainability of tourism industry.

# 4. Private and Public Sector Cooperation in Tourism Crisis Management

## 4.1. Necessity for cooperation between the public and private sectors

Cooperation between government organizations (public sector) and the tourism industry (private sector) is rather important, and indispensable for tourism crisis management. Only onsite tourist businesses at affected tourist sites can ensure the safety of travelers and tourists, and appropriately evacuate them to a safe area during a crisis or disaster as described in “1.8 Tasks for the Local Governments & DMOs and Businesses during Normality and Crisis”.

On the other hand, understanding the damage and impact caused by a crisis or disaster throughout the region, and coordinating the crisis response for tourism within the related government organizations and neighboring municipalities should be handled by the local municipalities and Destination Management Organizations (DMOs).

It is necessary for both the public and private sectors to cooperate like a pair of wheels on an axis to ensure that each of their roles for tourism are reliably fulfilled in a crisis or disaster. Government organizations (public sector) can reinforce and promote tourism crisis management throughout the region by specifically discussing how to share roles in collaboration with private businesses (private sector) during a crisis or disaster, and stipulating details in the plans and manuals during normal times.

## 4.2. Needs for crisis management of private tourist businesses

Regarding private tourist businesses’ mission for tourism crisis management, reinforcing a crisis response system, and ensuring the safety of travelers and tourists during any crisis or disaster by enhancing the crisis response skills of their staff are the top priority issues. It is also necessary to raise the managerial level for any crisis response, so that top management or supervisory personnel can quickly and appropriately decide on the crisis response, and are able to swiftly issue instructions to staff.

On the other hand, unlike larger companies who have exceptionally high-level crisis management systems, such as railways, airlines, and international hotel chains, the degree of knowledge and preparation for crisis management in small and medium private tourist businesses, which account for the majority, is not always sufficient.

In reality, despite awareness of the necessity to create a crisis management plan and crisis response manual, and training drills based on them, they have not yet been implemented fully due to lack of personnel with the appropriate knowhow or skills[[7]](#footnote-7) and a lack of available time, according to research conducted in Japan.

Table 8 Reasons for lack of Business Continuity Plan (BCP) (Multiple answers) [[8]](#footnote-8)

|  |  |  |
| --- | --- | --- |
|  | **Survey in**  **May 2020** | **Survey in May 2019** |
| Lack of skill/knowhow required to create BCP | ↓　41.9 | 43.9 (1) |
| Lack of personnel able to create BCP | ↓　28.7 | 33.7 (2) |
| Despite document preparation, transformation into a practical plan is difficult | ↑　28.6 | 27.9 (3) |
| Although self-created, unlikely to be effective | ↑　23.6 | 23.2 (6) |
| No time to create BCP | ↓　22.8 | 26.6 (4) |
| No considered necessary | ↓　20.3 | 24.0 (5) |
| Difficulty in identifying specific risks | 20.2 | - |
| Cannot allocate funds to create BCP | ↓　11.9 | 13.3 (7) |
| Lack of examples for our industry in guidelines, etc. | ↑ 　6.6 | 5.7 (8) |
| Don’t know who to consult in public organizations about BCP creation | →　 4.3 | 4.3 (9) |
| Don’t know who to contact in consultancy companies, etc. about BCP creation | ↓　 3.2 | 3.3 (10) |

## 4.3. Cooperation between local governments, DMOs and private sector in process to draft a plan

In order to resolve these issues, local governments, DMOs, and tourism-related organizations[[9]](#footnote-9) in Japan have created and distributed emergency response manuals for tourism-related businesses.

Important issues in tourism crisis management, such as role-sharing and cooperation between the public and private sectors in terms of the crisis response can be jointly considered, and stipulated in the plans and manuals by mutual agreement when drawing up those tourism crisis management plans and tourism crisis response manuals from the perspective that cooperation is important across all crisis stage processes.

In addition, the Japan Chamber of Commerce and Industry and Japan Travel and Tourism Association jointly established the Tourism Crisis Management and Business Continuity Enhancement Study Group to support individual businesses to develop their Crisis Management and Business Continuity Plan (BCP).

# 5. Disaster Mitigation Measures

Disaster mitigation is the practice of taking various measures during normal times to reduce the negative impact of a disaster, even if it is not possible to prevent or deter the occurrence of the disaster itself. For example, we cannot stop typhoons from coming ashore, but we can prepare for typhoons by preventing glass breakage and advising travelers and tourists to refrain from going out. Although we cannot stop earthquakes from occurring, we can minimize human casualties by strengthening the earthquake resistance of buildings and taking measures to prevent furniture from falling over.

The Sendai Framework for Disaster Reduction, adopted by the United Nations in 2015, shifts the focus of disaster risk reduction from strengthening disaster response, which was the main focus of the previous framework, to disaster risk reduction. The focus has shifted to disaster risk reduction.

Disaster risk reduction encompasses both hard disaster reduction measures, such as building disaster resilience in infrastructure, and soft disaster reduction measures, such as information dissemination and advance evacuation guidance.

This chapter explains the measures that need to be taken from the respective perspectives of local governments, DMOs, and businesses, and provides a checklist. You can use the checklist to see whether you have met the required measures.

## 5.1. Tangible disaster mitigation measures

Once the crisis or disaster to be addressed has been identified, the local government and DMO should check the disaster mitigation measures for the main tourism-related infrastructure in the region. For tourism-related businesses, they should check their own facilities, and make the necessary reinforcement.

|  |  |
| --- | --- |
| **Local governments and DMOs** | **Tourism-related businesses** |
| 5.1.1. Enhance disaster resilience of tourism-related infrastructure **☞ Checkpoint**   * Confirm what types of disaster prevention measures are taken for potential crises/disasters in the region regarding tourism-related infrastructure, such as airports, railways, roads, ports, and public tourist facilities. * Plan reinforcements and renovations to enhance disaster resistance of tourism-related infrastructure, which has issues with disaster-prevention measures. * Secure funds and budget required to reinforce and refurbish the infrastructure to increase disaster resilience. | 5.1.1 Strengthening of tourist facilities **☞ Checkpoint**   * Use a hazard map or suchlike to confirm what types of disaster risks are assumed at each site of the businesses’ facilities. * Confirm whether the type of disaster has been identified and countermeasures established for those facilities in the region. * If there are issues with disaster prevention measures, does the business has prepared the necessary funds for reinforcement and renovation to increase disaster resistance? |
| **Local governments, DMOs, and tourism-related businesses** | |
| 5.1.2. Maintenance of evacuation routes and facilities Confirm passages and routes to guide and evacuate travelers and tourists to safety in times of potential crises or disasters.  **☞ Checkpoint**   * Are there any dangerous sections (bridges, coast, rivers, concrete-block walls, unstable slopes, steep staircases, buildings at risk of fire, etc.) on the passage/routes? * Are there any locked gates, doors, or fences, etc. along the evacuation route that may hinder evacuees’ progress during a crisis? * Are there multiple evacuation routes in case any of the routes to shelters are blocked or risky? * Are any roads too narrow if the maximum number of potential evacuees use the evacuation route? | |
| 5.1.3. Confirm evacuation shelters and facilities Confirm evacuation shelters and facilities for travelers and tourists to evacuate to in times of crisis or disaster.  **☞ Checkpoint**   * Would evacuation shelters and facilities be safe in the event of the assumed disasters? * Are evacuation shelters or facilities designated per category of potential disaster? (Appropriate evacuation shelters may differ between flooding and earthquakes, for example.) * Are evacuation facilities for residents and tourists designated separately or not? * Are evacuation shelters and facilities large enough for the maximum potential number of residents and tourists? | |

## 5.2. Establishment of evacuation guidance signs

When a disaster strikes, it is not always possible to find staff members of tourism-related businesses or residents who are familiar with the area and can guide travels and tourists who are not familiar with the area to a safe place. In particular, when there is no tour operator or guide accompanying the tourists, such as when traveling as an individual or in a small group, signs and elevation markings of evacuation sites are effective in helping the tourists evacuate to a safe place by themselves.

|  |  |
| --- | --- |
| **Local governments and DMOs** | **Tourism-related businesses** |
| Prepare guidance signs to help tourists who are unfamiliar with the local geography to evacuate by themselves even when there is no one to guide them to a nearby evacuation point. Confirm the following points.  **☞ Checkpoint**   * Where are the signs placed to help tourists to evacuate by themselves in times of potential disasters in the region? * Where do guidance signs need to be set up besides the existing ones? * Are guidance signs also displayed in other languages or pictograms, so that foreign travelers will understand what to do? | Establish evacuation guidance signs within the business facilities, so that users can evacuate by themselves even when there is no staff to guide them to a nearby evacuation point.  **☞ Checkpoint**   * Where are the signs placed to help users of one’s own company’s facility to evacuate by themselves in times of disaster? * Where do guidance signs need to be set up? * Are guidance signs also displayed in other languages or pictograms, so that foreign travelers will understand what to do? |



**Case Study 2: Tsunami Prevention for Travelers and Tourists in Bali**

|  |
| --- |
| On the island of Bali, Indonesia's largest tourist destination, the Bali Hotel Association is leading a tsunami preparedness initiative called "Tsunami Ready". In the southern part of the resort area, where there are many tourists, tsunami evacuation signs of uniform design have been installed to indicate the direction to evacuate in the event of a major earthquake or tsunami warning.  (Evacuation signs on the beach) (Evacuation signs also in the hotel building)  The signs are placed not only on the beach and other outdoor areas, but also on the corridors and stairs inside the hotels, so that tourists can follow the signs of the same design in order to ensure that they reach the height where they can escape from the tsunami, even if there is no staff to guide them. The Bali Hotel Association also provide flyers called "Tsunami Evacuation Tips" to tourists to educate them on how to prepare for disasters. |

## 5.3. Mechanism for quick transmission and provision of informational warnings

When a disaster such as a storm, volcanic eruption activity, or a far-field tsunami (See *Note* below) is expected to occur, warning information should be provided to travelers, tourists, and employees of tourist businesses in the area to encourage them to take appropriate safety measures. It is important to provide not only accurate and detailed information on the expected disaster and weather, but also specific information on what to do now to ensure the safety of travelers and tourists who do not know the local conditions or the risks in their current location.

***Note***. Far-field tsunami (also called a teletsunami, distant-source tsunami, distant tsunami): The Sanriku region, located in the northeastern of Japan, was damaged by the Chilean tsunami caused by an earthquake that occurred in Chile, which is thousands of kilometers away from Japan, in May 1960. One might not feel the tremors of an earthquake, but still can be impacted by the damage of a large tsunami.

|  |  |
| --- | --- |
| **Local governments and DMOs** | **Tourism-related businesses** |
| **☞ Checkpoint**   * Have sources to collect information for warnings been decided? * Is there a mechanism to provide information to businesses, so that warnings can be promptly conveyed to tourists in the area? * Can warnings be provided in multiple languages besides one’s own, or using non-verbal information, such as pictograms, so that foreign travelers can also understand?   (Multilingual Tsunami Warning Signs at Patong Beach, Phuket Island, Thailand) | **☞ Checkpoint**   * Have sources to collect information for warnings been decided? * Is information text (template) prepared, so that warnings can quickly and clearly be conveyed to users of one’s own company’s facilities? * Can warnings be provided in multiple languages besides one’s own, or using non-verbal information, such as pictograms, so that foreign users of the facility can also understand? |

Table 9 Example of Volcanic Eruption Alert[[10]](#footnote-10)

|  |
| --- |
| Volcanic Eruption Alert of Mt. Hakone (Owakudani)  Dear Guests,  Month/Day/Year  The volcanic eruption alert level of Mt. Hakone (Owakudani) has been raised to Level 3. From now on, restriction has been established from 700 meters away to the eruption area.  With this restriction, from Month/Day the following road and public transportation have been suspended or reduced capacity. (Please see the following map for details)   * Hakone Ropeway: All sections of the ropeway are closed. Ropeway substitute buses are also closed. * Hakone Tozan Railway: Normal operation * Hakone Tozan Cable Car: Closed. * Buses from Odawara Station to Kojiri and Hakoneen (via Owakudani), Hayamozan and Ubako will be suspended. * Prefectural Road 734 closed between -△ and -△. * Entry restrictions in Owakudani Park * Owakudani Nature Research Path: Restricted access * Hiking course leading to Owakudani is closed  (Map is only for demonstration purpose, it is not the version actually used in the notice)   \*The scope of restrictions may change according to changes in volcanic activity, so please check the latest information when you go sightseeing.  Al other tourism facilities, transportation, sightseeing boats in Hakone will be open for business, so you can fully enjoy your Hakone trio.  Month/Day  Manager |

## 5.4. Advance recommendation to suspend visiting or returning home in advance if crisis or disaster is forecasted

When a crisis or disaster is expected to occur, a simple and effective way to reduce the risk of human casualties and the inability of tourists to return home is to evacuate tourists in advance from the areas and tourist facilities that are expected to be affected.

|  |  |
| --- | --- |
| **Local governments and DMOs** | **Tourism-related businesses** |
| **☞ Checkpoint**   * Under what circumstances are tourists in the region recommended to end their stay in the region and return home, and for incoming tourists to suspend or postpone their plans to visit? * When a crisis or disaster is forecast, are the criteria to cancel events to be held locally clarified? * When a crisis or disaster is forecast, and people are recommended to quickly return home or suspend their visit, has it been decided how to convey that information to tourists in the region and prospective visitors? * When a crisis or disaster is forecast, and people are recommended to quickly return home or suspend their visit, is there any mechanism to swiftly disseminate those details to tourist businesses in the region? | **☞ Checkpoint**   * When a crisis or disaster is forecast, under what circumstances are users of one’s own company’s facilities encouraged to quickly return home? * Has a decision been made on how to inform prospective visitors to cancel or postpone their visit? * Have you encourage guests to take risk avoidance actions when crisis or disaster was forecasted? For example, exempt cancellation fees if the user returns home early or if reservations are canceled or postponed. * Has it been decided how to advise current users and those with reservations that cancellation fees will be waived? |

## 5.5. Crisis management awareness training for employees

In order to minimize the impact on tourism in the event of a crisis or disaster, it is necessary for people involved in tourism in the region (e.g., local government officials in the tourism sector, employees of tourism-related businesses) to understand the need for crisis management and to acquire the knowledge and skills necessary for crisis response.

|  |  |
| --- | --- |
| **Local governments and DMOs** | **Tourism-related businesses** |
| Local governments and DMOs are required to provide crisis management education and talent development programs at all levels**.**  **☞ Checkpoint** 5.5.1. Staff training for local governments and DMOs  * Are you organizing seminars and trainings for tourism crisis management? * Are you hosting workshops to establish tourism crisis management plans and manuals? * Have you included all personals who are in charge of disaster prevention and tourism to participate?   **☞ Checkpoint** 5.5.2. Education and training for tourism-related business employees  * Ensure the safety of travelers and tourists in times of crisis or disaster. * Evacuation guidance for tourists (including confirming evacuation shelters in advance) * Confirm safety of tourists, and provide safety information to parties concerned * Provide information to travelers and tourists (disaster, traffic, and evacuation information) * Communication between response headquarters and businesses in the region | Focusing on disaster prevention/crisis management during employee training is important for businesses to reliably respond to any crisis at the site.  **☞ Checkpoint** 5.5.1. Training to enhance understanding of the importance of crisis management  * Repeatedly convey the commitment to crisis management by the top executives of the businesses via employee meetings and internal journals, etc. * Emphasis the significance of crisis management for business strategy.   **☞ Checkpoint** 5.5.2. Education and training of staff and employee to develop skills for crisis response  * Include the slogans and contents related to crisis management at daily meetings to keep it fresh. * Periodically conduct crisis response drills based on the crisis response manual. * Education and training in foreign languages that can be used to ensure safety and guide evacuations in case of emergency. |

# 6. Preparation for Quick and Appropriate Crisis and Disaster Response

“Preparations for crisis response” refers to ensuring the safety of travelers, tourists, and employees by quickly and appropriately responding at the time of a crisis or disaster, drawing up a plan for crisis response, and conducting emergency drills on the assumption of a crisis during ordinary times.

Generally, the following situations are faced in times of crisis or disaster.

* The timing of many crises and disasters is largely unpredictable. They can occur when a system is more vulnerable, such as during weekends when administrative agencies are closed, and in evenings when fewer people are at work.
* Only limited information can be obtained in chaotic situations, and the information received is not always accurate immediately after the occurrence of a crisis or disaster. Therefore, the status across an entire region, i.e. what has happened, what type of damage or impact has occurred, and whether transportation is working or not, is often difficult to grasp quickly.
* It is often difficult to forecast how a situation will evolve; for example, whether there will be aftershocks following a major earthquake, or how much river flow may rise during heavy rain.
* Decisions must be made quickly regarding many different aspects under circumstances where it is difficult to anticipate how a situation may develop. Ongoing and fluid decision-making is required.
* If a crisis or disaster arises at night, or when employees and staff cannot go to the job site due to the effects of the disaster, etc., the response must be handled by the limited number of people who are available.

Furthermore, if a wrong decision is made initially, the situation may deteriorate. There is no time to slowly consider how to respond once a crisis or disaster occurs as whenever such event arises, the situation becomes fraught – as mentioned.

## 6.1 Proactive decision-making

The world “proactive” implies preparing a response in advance of something happening. The antonym to “proactive” is “reactive”, which means to respond passively.

In any critical moment, in order to be able to respond immediately and appropriately even under stress, it is important to consider during ordinary times how to respond to a crisis or disaster, and to make certain decisions in advance, in other words “proactively”.

Table 10 Difference between Proactive and Reactive decision-making

|  |  |
| --- | --- |
| **Proactive decision-making** | **Reactive decision-making** |
| “Decision-making beforehand”;  Consider/prepare a response during calmer times by assuming a crisis in advance. | “Decision-making on the spot”;  Respond after crisis occurs upon assessing the situation. |
| The following is a list of possible thing | |
| 1. Able to respond immediately by creating a system for whenever a crisis occurs. | 1. It takes time to create a system and initiate a response. |
| 2. Decisions can be made even if the person in charge is absent. | 2. Decision-making may be delayed if the person in charge is absent. |
| 3. Decision is unwavering regardless of who is in charge. | 3. Decision may differ depending on the person in charge. |

## 6.2. Response System (countermeasure headquarters) and Person in Charge

In the event of a crisis or disaster that affects travelers or tourists, employees, and tourism, or whose occurrence can be forecast, a crisis response system, such as “countermeasures headquarters” must be established immediately within the organization. Decide on a crisis response system for a number of levels corresponding to the types and degree of the crisis or disaster, and initiate a system in accordance with the situation.

Table 11 Examples of systems based on the type and level of crisis and disaster (Local governments and DMOs)

|  |  |  |  |
| --- | --- | --- | --- |
| **Response system** | **Examples of setup standards** | **Person in charge** | **Staff** |
| Crisis management headquarters | If the safety of travelers, tourists, or business continuity of the local tourism industry is seriously affected by crisis or disaster, or if serious impact is forecast. | * Head of the local government tourism department * DMO manager | * Government tourism department * DMO |
| Crisis monitoring headquarters | In the event that (or risk that) a crisis or disaster is forecast that could seriously impact the safety of travelers, tourists, or business continuity of the local tourism industry. | * Second in rank of the local government tourism department * DMO official | * Government tourism department * DMO |
| Information collection system | The safety of travelers, tourists, or business continuity of the local tourism industry may be affected depending on how a crisis or disaster evolves. | * Person in charge of the local government tourism department * DMO personnel | * Government tourism department * DMO |

Table 12 Examples of systems based on the type and level of crisis and disaster (Tourism-related business)

|  |  |  |  |
| --- | --- | --- | --- |
| **Response system** | **Examples of setup standards** | **Person in charge** | **Staff** |
| Crisis management headquarters | When the safety of travelers, tourists, employees, or business continuity is seriously affected by a crisis or disaster, or if a serious impact is forecast. | * General Manager * PIC of the business | * All related departments |
| Crisis monitoring headquarters | When a crisis or disaster occurs, or may occur, and significant impact on the safety of travelers, tourists, or business continuity is forecast. | * General affairs department manager | * General affairs department * Facility management department |
| Information collection system | Safety of travelers, tourists, or business continuity may be affected depending on how a crisis or disaster evolves. | * General affairs department manager | * General affairs department |

|  |
| --- |
| **Local governments, DMOs, and tourism-related businesses** |
| **☞ Checkpoint**   * Has risk response systems been decided for multiple levels corresponding to the different types and degree of crisis and disaster? |

### 6.2.1. Response system during holidays and at night

Disasters do not always occur during daytime on weekdays. If a crisis or disaster occurs on a weekend, during the holidays or at night, what type of system should be established, and who will handle the initial response until the system is established, etc. should be decided in advance.

|  |
| --- |
| **Local governments, DMOs, and tourism-related businesses** |
| **☞ Checkpoint**   * The crisis management system including the detailed procedures, such as who should handle the initial responses until the regular response arrive, has been established or decided in your organization. |

### 6.2.2. Location to establish a countermeasures headquarters

Countermeasures headquarters must be established in a location that is minimally impacted by a crisis or damage, and where emergency power and external communications can be ensured. For buildings that may be flooded due to tsunami or other flooding, it should be established on higher floors with less risk of being exposed to water, or maintain a site beforehand in which to establish a countermeasures headquarters in a safer building than others.

|  |
| --- |
| **Local governments, DMOs, and tourism-related businesses** |
| **☞ Checkpoint**   * Countermeasures headquarters can be established in a site at low risk of impact from any potential crisis or disaster. * Safer alternative sites to establish a countermeasures headquarters, etc. are retained in case the planned location is rendered unusable due to a disaster. |

## 6.3. Clarification of role-sharing

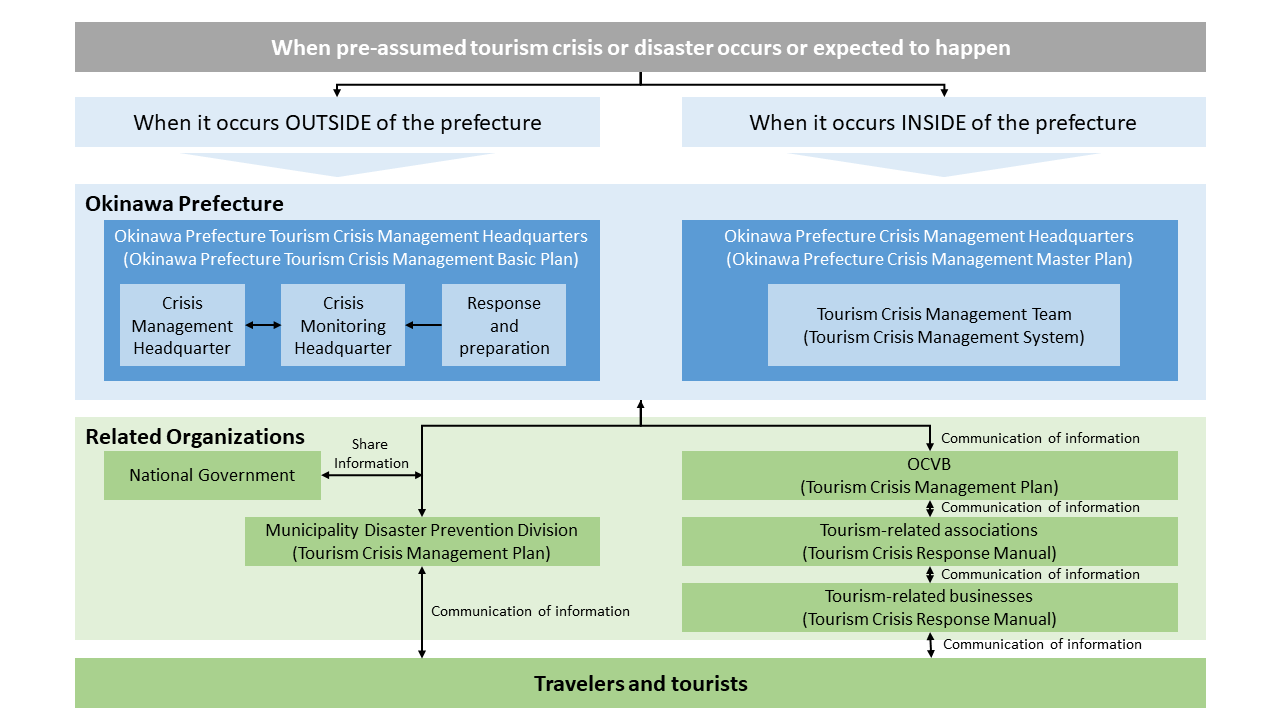
In addition to the general manager of the task force, the response system will include a person in charge of information and communication, which is extremely important in responding to tourism crises. Furthermore, roles required for the crisis response of each organization must be allocated within the response system. For the local government or DMO, you will need a department to assess the crisis situation and coordinate with relevant organizations in responding to the crisis, a department to ensure the safety of travelers and tourists in the area, and a department to support the business continuity of tourism-related businesses.

|  |  |
| --- | --- |
| **Local governments and DMOs** | **Tourism-related businesses** |
| 6.3.1. Clarification of the roles of the Disaster Countermeasures Headquarters and the Tourism Crisis Management System **☞ Checkpoint**   * Ensure that the roles of the Disaster Countermeasures Headquarters and Tourism Crisis Management System, etc. are clarified in advance.  6.3.2. Role-sharing between local governments and DMOs **☞ Checkpoint**   * Ensure that the roles of the municipalities and DMO’s role-sharing and cooperative responsibilities have been decided in advance. | 6.3.1. Role-sharing within businesses **☞ Checkpoint** Ensure that the following roles have been decided internally (individuals, department).   * Information collection, management, and sharing * Evacuation guidance, rescue, and safety confirmation for users of the facility, etc. * Handling users who have difficulty in going home * Confirming damage status, facility management, and repairs * Management of food and stockpiles, and its distribution to residents * Fund management and financing * Employees’ labor management and employment maintenance * Drawing up/implementation of business continuity and recovery plans * Dealing with authorities concerned |

*Examples from local governments and DMOs*

In Okinawa Prefecture, the Okinawa Prefecture Tourism Crisis Management Basic Plan clarifies the roles of the prefecture, the Okinawa Convention & Visitors Bureau (OCVB), a DMO, and municipalities, as well as their mutual cooperation, to create a system that can respond smoothly and efficiently to a tourism crisis.

Figure 2 Tourism Crisis Management structure of Okinawa Prefecture



### Examples of responding organizations and role-sharing (Fuji Five Lakes Tourism Federation)

|  |  |  |  |
| --- | --- | --- | --- |
| **Head of countermeasures headquarters** | | | |
| **Information manager** | **Customer response manager** | | |
| Information gathering team | General affairs team | Firefighting and facilities team | Customer response team |
| \*Information collection, management, and sharing (data collation) | \*Communication with organizations concerned, convening employees, and labor management | \*Initial firefighting related to disaster, confirming facility damage, etc. | \*Customer evacuation guidance, rescue, safety confirmation, information provision, support to return home |

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| --- | --- |
| **Person in charge** | **Role** |
| Head of crisis countermeasures headquarters | Makes overall decision and provides instructions as person with ultimate responsibility for customer response and business continuity of facilities after occurrence of disaster, etc. Normally, the representative of the business or facility (i.e. president, general manager, division director, store manager, etc.) should issues instructions to their staff. |
| Information gathering manager | Acts as the center (= hub) for information collection and sharing. All of the company’s internal and external information should be collated by the information manager.  Also, information sharing and provision as a company or facility should be centralized via the information manager. Try to consolidate Information by having the information manager collate the data. |
| Information gathering team | Collects and organizes information, and prepares documents to share information while assisting the information manager. |
| Customer response manager | Deals with all external parties including responding to customers and the government. Handles everything elated to external parties, such as dealing with and ensuring the safety of customers, and providing them with information. |
| General affairs team | Communication with organizations concerned, convening employees, labor management, and expense management, etc. |
| Firefighting and facilities team | Initial firefighting in the event of disaster-related fires, confirming facility damages, etc.  Support the customer response team if firefighting duties are redundant. |
| Customer response team | Customer evacuation guidance, rescue, safety confirmation, information provision, support to return home, etc.  Also includes providing information to customers with reservations, and main clients, etc., such as travel agencies. |

## 6.4. Ensuring and confirming the safety of personnel and employees in time of crisis or disaster

Employees of the tourism industry, government agencies, and DMOs are at the forefront of any response to a tourism crisis. Creating a situation in which such people can fully concentrate on the response to the tourism crisis without worrying about other matters is essential to the success of any crisis response.

When anything requiring a crisis response occurs and the response system is initiated, it is imperative to confirm the whereabouts of all employees and whether they are in the right condition to perform their assigned tasks. The crisis countermeasures headquarters should get direct information regarding the well-being of the employees.

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| **Local governments, DMOs, and tourism-related businesses** |
| 6.4.1. When a crisis or disaster has been forecasted **☞ Checkpoints**   * List of staff’s emergency contact details (mobile phones, mobile mail/social media accounts, etc.) has been updated to the latest information. * Disaster prevention and safety are ensured for staff’s family and home (able to leave home for crisis response.) * Staff can stand by at the workplace or at their accommodation, etc. near the workplace if necessary. |
| 6.4.2. When crisis or disaster has occurred **☞ Checkpoints**   * If a disaster occurs while working in the office, how to ensure safety of staff, evacuation destination and method have been decided and disseminated. * How to report and collate information to confirm staff safety has been decided. * When telephone calls are restricted, how to confirm staff safety using alternative communication methods besides telephones has been decided and disseminated. * If a crisis or disaster occurs outside of business hours, such as during a holiday or at night, staff who can quickly go to the office and instigate the initial response have been decided. * Substitutes for staff who cannot participate in the response system because transportation from home to the office is cut off have been decided. |

## 6.5. Information collection and transmission route in time of crisis

When responding to a tourism crisis, quick and accurate collection of information, and swiftly sharing details to those who need it is critical to mitigate the impact of any crisis on tourism from the perspective of preventing unnecessary confusion amongst travellers, tourists, and the tourism industry, and suppressing damaging rumors.

Confirm from where and how such information is to be collected in times of crisis or disaster, and to whom and how the collected information is to be shared must be considered and prepared in advance.

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| **Local governments, DMOs, and tourism-related businesses** |
| **☞ Checkpoints**   * The type of information required and by who in times of crisis or disaster is clearly understood. * A list of information sources, and from where and how necessary information is to be collected in times of crisis or disaster has been prepared. * Preparations enable quick provision and sharing of accurate information to travelers, tourists, tourism industry, and authorities concerned, etc. in times of crisis or disaster. |

Table 13 Example of information source list

|  |  |  |  |
| --- | --- | --- | --- |
| **Information Needed** | **Information source** | **Telephone** | **Website** |
| Weather or disaster information | XX meteorological observatory | 000-000-0000 |  |
| Weather news |  | <https://weathernews.xx/> |
| Disaster status | XX Prefecture Disaster Countermeasures Headquarters | 000-000-0000 | <https://pref.xxxx.lg.xx/> |
| XX City Disaster Headquarters | 000-000-0000 | https://city.xxxx.lg.xx/ |
| Tourism damage status | Tourism policy section, Tourism department, XX prefecture | 000-000-0000 | <https://pref.xxxx.lg.xx/>tourism |
| Commerce, industry, and tourism section, XX city | 000-000-0000 | <https://city.xxxx.lg.xx/tourism> |
| Railway operation information | National Railway Company local branch | 000-000-0000 |  |
| Private Railway company | 000-000-0000 |  |
| Railway Operation Information website |  | <https://transit.xx.co.xx/traininfo> |
| Road information | XX National Highway Office (Public) | 000-000-0000 |  |
| Highway operation company (Private) |  | https://www.xxhighway.xx |
| XX Police Station | 000-000-0000 |  |
| XX Traffic Information |  | <http://disaster-system.xx.org/> |
| XX Road Map |  | https://www.xxx.co.xx/map |
| Road traffic | XX Bus | 000-000-0000 |  |
| XX Taxi | 000-000-0000 |  |
| Life line | XX Electric Power | 000-000-0000 |  |
| XX Gas | 000-000-0000 |  |
| XX Water | 000-000-0000 |  |
| News reports | XX Broadcasting |  |  |
| XX TV Channel |  |  |
| XX Community FM |  |  |
| Tourism authorities / organizations | National Tourism Bureau |  | https://xxx.gov.xx |
| XX Tourism Bureau | 000-000-0000 |  |
| XX City Tourism Association | 000-000-0000 |  |
| XX Hotel Association | 000-000-0000 |  |

## 6.6. Preparation for crisis communication (public relations)

When a crisis or disaster occurs or is expected to occur, it is essential to prepare for it in normal times by establishing an information dissemination system and a single point of contact for public relations in order to provide effective crisis communication (public relations, etc.) to travelers and tourists in the area, people planning to travel to the area, travel agencies, and the media. In addition, it is important to prevent information from getting mixed up. Preventing information from getting mixed up and providing accurate information on the local situation will minimize the impact of the crisis or disaster on tourists and prevent reputational damage caused by the crisis or disaster. In addition, in order to promptly and accurately disseminate information in the event of a crisis or disaster, it is effective to consider in advance the type of information to be disseminated and to whom, and to prepare in advance templates for providing information and web pages for disseminating information.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| *6.6.1. Preparation for regional communication*  **☞ Checkpoint**   * Information sharing system for times of crisis or disaster have been decided on. | 6.6.1. Crisis communication as a business **☞ Checkpoint**   * Information sharing system (PIC of information) for times of crisis or disaster have been decided on. |
| 6.6.2. Integration of regional PR contacts **☞ Checkpoint**   * Which organization hosts the regional PR contact has been predetermined for times of crisis or disaster. * Local organizations and business operators fully understand that only the regional PR contact will issue any external PR-related responses. | 6.6.2. Integration of regional PR contacts **☞ Checkpoint**   * Awareness of which organization hosts the regional PR contact for times of crisis or disaster. * All company employees fully understand that if a press conference is requested by mass media, etc., they should be introduced to the regional PR contact rather than any employees responding directly. |
| 6.6.3. Efficient crisis communication media **☞ Checkpoint**   * How to efficiently share information, what type of information platform to use, and with whom it should be shared in times of crisis or disaster have all been considered? * Making contact with information media to be used in times of crisis or disaster during ordinary times, and how to provide information in the event of an emergency has been decided. | 6.6.3. Information sharing with clients and customers with reservations in times of disaster **☞ Checkpoint**   * What type of information is to be shared with which clients or customers with reservations, etc. in times of crisis or disaster has been considered in advance. * How and with whom information is shared in times of crisis or disaster has been decided. * What alternatives are available to share information in the event of a blackout, communication failure, or transmission restriction, etc. arising from the disaster has been considered. |
| 6.6.4. Information provision template (Position paper) **☞ Checkpoint**   * Information provision template to share information with authorities concerned and the travel market has been prepared.  6.6.5. Dark site (Website designed to share information in times of emergency) **☞ Checkpoint**   * Dark site has been created, so that it can quickly be activated in the event of an emergency.  6.6.6. Preparation for PR response **☞ Checkpoint**   * Location, venue layout, and equipment are prepared to brief the press. * Press release has been prepared. * The information manager has been trained to hold press briefings in front of the camera as practice in how to respond to the press, such as how to speak, voice, tone, facial expression, and body language. | 6.6.4. Information provision template **☞ Checkpoint**   * Information provision template to share information with clients and customers with reservations, etc. has been prepared. |



**Case Study 3: Prepare for information dissemination in advance[[11]](#footnote-11)**

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| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Nowhere can be considered absolutely risk-free is the current reality. In addition, sometimes multiple crises combine, and the world has become more uncertain than ever before. (See Case Study 1.) It is more important to prepare procedures to share information in times of crisis while promoting tourism in order to reassure travelers and eliminate damaging rumors for affected regions.  The UNWTO provides templates for the initial message to be issued in response to many different types of crisis. For example, hurricane strength category and links to important information sources, and specification) of the organizations in charge for tourism, etc. are included in the (prior warning) templates for hurricanes.  Figure 3 Information-sharing template for hurricanes (prior warning)    Also, whenever a crisis occurs, what type of information needs to be collected and how they will be shared must be assumed. For example, ASEAN prepared the following information communication tool template.  Table: ASEAN’s information communication template   |  |  | | --- | --- | | Tools | Contents | | Message board for important information | Information about the disaster and the key message, and various data including numeric values on which the key message is based | | Q&A for media | Information is organized by categorizing queries as follows.  1: Questions about the crisis itself,  2: Questions about the crisis response,  3: Other questions | | Press release | Information regarding the crisis management countermeasure team is also posted in addition to details on the crisis response. | | Fact sheet |  | | Third party references | Who, in which organization, when, and what type of information regarding the crisis were referenced, is organized. | | FAQs for websites and telephone | Frequently asked questions, e.g. “Is it safe to travel?” are assumed, and their answers pre-prepared. |   Preparations to share information will create a foothold to restore a sense of reliability to tourist sites as well as providing peace of mind. |

**☞ Key point**: The fields of information to be provided are "blank," and in the event of a crisis, the information collected can be used to fill in the blanks and disseminate useful information as it is!

**Example of a template for providing information to guests who are being evacuated from the facility**

Highlighted information should be collected

|  |
| --- |
| Dear guests  **Information on the recent heavy rain**  Due to heavy raining, flooding and landslides have occurred in the prefecture and neighboring regions. Furthermore, regarding the XX district, the utmost caution is required due to overflowing riverbanks and landslides. Customers are requested to ensure their own safety by following our employees’ guidance.  Roads around here are dangerous to navigate due to flooding. Please refrain from going out for your own safety.  **Warning/alert, evacuation advisory/evacuation order, etc.**   * \_\_\_\_\_ alert/warning has been issued for the XX district on MM/DD HH:MM. * An (evacuation advisory/evacuation order) has been issued for the district where this facility is located by XX City on MM/DD HH:MM.   Rivers in XX city and the neighboring municipalities are swollen, and some rivers have reached dangerous levels. There is a high risk of flooding and/or landslides.  **Status of this facility**  This facility is not close to any rivers, and is some 19 m above the water level of Lake XX, so please do not worry, as there is no risk that this facility will be flooded. Therefore, no “evacuation advisory or evacuation order” has been issued, but everyone is requested to evacuate to or standby at the facility, which is considered safest.  Currently, utilities such as electricity and water are unaffected. A private electricity generator is installed in this facility, so even if a blackout occurs, almost all lights in the building can be lit. However, in the event of a blackout, use of some elevators, escalators, and air conditioners, etc. will not be possible.  **Transportation information**  Transportation in the prefecture has been affected by the heavy rain.  **Railways/buses**   * Operation between “XX and YY” is suspended on the XX railway line. * Some trains are delayed or suspended on XX railway. Operation along the entire line may be suspended from now depending on the situation. * All highway buses are currently suspended due to closure of the XX expressway.   **Roads**   * XX expressway: Closed between \_\_ IC and \_\_ IC. * Roads in neighboring area: Some roads are closed.   Please check the latest weather information on the TV or via Internet.  Information about heavy rain or transportation will be updated as it comes in.  MM/DD hh:mm  XX XX, General Manager, YY Hotel |

## 6.7. Establishment of a crisis management plan and crisis response manual

Draw up a crisis management plan and crisis response manual by compiling details decided beforehand.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 6.7.1. Process of developing the plan (Crisis management plan and crisis response manual) Step 1: Establish a team to draw up the plan  Step 2: Draw up the plan  Step 3: Implement and conduct drills in the crisis management plan  Step 4: Evaluate and modify the plan as necessary | 6.7.1. Process of developing the plan (Crisis management plan and crisis response manual) Step 1: Establish a team to draw up the manual  Step 2: Draw up the plan  Step 3: Conduct drills based on the manual  Step 4: Evaluate and modify the manual as necessary |
| 6.7.2. Details and composition of the crisis management plan and manual The basic details and composition of the local (government and DMO) tourism crisis management plan and crisis response manual are as follows.  During the process of developing the actual crisis management plan and manual, essential and easy-to-use details for the region should be adopted based on the types of crisis or disaster may afflict the region, the geographical and natural environmental characteristics, and main tourism activities in the destination.  **Contents should include:**   1. Assumed tourism crisis or disaster, and impact on the tourism industry 2. Tourism crisis response system 3. Disaster mitigation 4. Preparation for crisis response 5. Response to crisis 6. Recovery from crisis   ☞ Please find more details in **Case Study 4** on Page 46-47 6.7.3 System for developing the plan and manual The government’s tourism department and disaster prevention department will be at the center of the development team through collaboration and cooperation. The participation of related departments, such as industry, healthcare, firefighting, police, and international exchange, is important. Furthermore, details will be more specific and workable with the participation of DMOs, local tourism-related and economic organizations, and primary tourism businesses. | 6.7.2. Details and composition of the crisis management manual  The basic details and composition of the crisis management manual drawn up by businesses are as follows.  During the process of developing the actual crisis management plan and manual, essential and easy-to-use details for one’s own company should be adopted based on the types of crisis or disaster may afflict the region or business, the geographical and natural environmental characteristics, and the business type.  **Contents should include:**   1. Assumed tourism crisis or disaster, and impact on tourists and one’s own company 2. Tourism crisis response system 3. Disaster mitigation 4. Preparation for crisis response 5. Customer response in times of crisis (including customers with reservations) 6. Response for business continuity 7. Recovery from crisis or disaster   ☞ Please find more details in **Case Study 4** on Page 46-47 6.7.3 System for developing the plan and manual Generally, the person in charge of business and disaster prevention should be leading the crisis management response. The effectiveness of the manual will be strengthened through participation and cooperation from related departments, such as business operations, facility management, sales, personnel, accounting, and IT team, during the development stage. By involving those departments in the decision-making process, each department will find it much easier to respond based on the manual. |



**Case Study 4: Tourism Crisis Management Plan for Local Governments and DMOs and Crisis Response Manual for Tourism-Related Businesses**

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| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| The local governments or DMOs who administer the community are requested to create a tourism crisis management plan, but if a plan is also created by each tourism-related business, this supports a quick response in times of crisis, and prompt recovery from the crisis.  However, from what sort of perspective should the details of the tourism crisis management plans for the local government and DMO or tourism-related businesses should be created? Also, how should they differ? Here, we analyse the differences by comparing Okinawa Prefecture’s “Basic Plan for Tourism Crisis Management” and the “Manual for Responding to Natural Disasters” drawn up by JTB-Affiliated Ryokans & Hotels Federation.  **Table: Differences in perspectives between local governemtns, DMOs, and tourism-related businesses.**   |  |  |  |  | | --- | --- | --- | --- | | **Basic Plan for Tourism Management**  **(Okinawa Prefecture)** | | **Manual for Responding to Natural Disasters**  **(JTB-Affiliated Ryokans & Hotels Federation)** | | | 1. General rules 2. Tourism crisis management system 3. Disaster mitigation measures in normal times 4. Preparation for crisis response 5. Response to crisis 6. Recovery from crisis 7. Effective realization of the plan | **Perspectives**   * Setting up a system in times of crisis, and role-sharing * Understanding the crisis based on the 4R’s | **On the ground** response   1. Preparing for disaster or crisis 2. On the ground troubleshooting checklist   Management   1. Troubleshooting system 2. Information collection and provision 3. Decision on temporary closure of business 4. Media response 5. Emergency financial response 6. Hiring and employment during crisis | **Perspectives**   * On the ground response and management * Preparation for the potential disaster or crisis * Crisis response * Crisis response system * Business continuity plan |   The local government and DMO’s crisis management plan clearly specifies the roles of the various stakeholders in a crisis, and stipulates each of their policies. Also, there must be a focus on all of the 4R’s (Reduction, Readiness, Response, and Recovery) that comprise the basic concept for tourism crisis management, characterized by policies drawn up from a panoramic perspective.  The business crisis management plan also describes what sort of system should be set up in times of crisis, and a 4R-based response, but are characterized by a focus on individual and specific responses. In the “Manual for responding to natural disasters,” the impact of the crisis and checkpoints to respond to the crisis are clearly specified by focusing on damaging rumors. It is important to specify the crisis response policy in accordance with the requirements made of organization. |

## 6.8. Preparation of necessary tools and equipment for crisis or disaster response

In order to safely and smoothly respond to any crisis or disaster, during normal times, one must prepare essential tools and equipment to respond to a crisis or disaster.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| Example of a list of tools and equipment to respond per disaster type for municipalities and DMOs.   * Televisions * Fax machines * Multifunction printers (printing, copying), printers * Helmets, emergency safety jackets * Boots, raincoats * Masks * Mobile loudspeaker, megaphones * Electric torches, flashlights * Gloves (cotton work gloves, thick rubber gloves) * First-aid kit * Paper towels * Radios (battery-powered), spare batteries * Laptop PCs, tablet terminals * Drinking water (PET bottles) * Mobile phones, satellite phones * Battery packs, charging adapter * Digital cameras (fully charged) * Walkie-talkies * Whiteboards, spare markers * Map of the region * Multilingual interpreter device * Vehicles for business use (with full tank of gasoline) | Example of tools and equipment to respond per disaster type for tourism-related businesses.  **Common to all disaster types**   * Televisions * Fax machines * Multifunction printers (printing, copying), printers * Small flags and arm bands for guidance * Helmet, emergency safety jackets, masks * Mobile loudspeaker, megaphones * Electric torches, flashlights * Stretchers, wheelchairs * Stickers to confirm “Evacuation completed” * Stock of drinking water and food * Blankets, protection against cold * Sanitary items, diapers * Portable toilets * Fuel for private power generators (spare) * Battery-powered lights * Standing signs * Whiteboards * Map of area neighboring the facility * Off-limits tape * No-entry tape for elevators * Radios and batteries * Laptop PCs, tablet terminals * Medical products (for first aid) * Gloves (cotton work gloves, thick rubber gloves) * Power adapter for mobile terminals, chargers * Spare batteries   **For wind, floods, or heavy snow**   * Anti-shatter tape for glass * Sandbags (if at risk of flooding) * Boots, raincoats * Snowplow, snow-clearing equipment |

## 6.9. Business continuity for tourism-related businesses

Tourism makes a significant contribution to the local economy and in creating employment. When tourism stagnates due to a crisis or disaster, the impact affects the society and economy of the entire region. Thus, it is just as important to ensure the safety of tourists and visitors as it is to ensure that tourism-related businesses affected by a crisis or disaster can continue their business as much as possible and recover as soon as possible. In order to achieve this, it is necessary for tourism-related businesses to prepare business continuity plans in advance, and for local governments and DMOs to consider a system to support those businesses.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 6.9.1. Establishment of a mechanism to support developing Business Continuity Plan (BCP) for tourism-related businesses Although tourism-related businesses, especially small and medium-sized businesses, recognize the effectiveness and necessity of BCPs, they often fail to formulate BCPs because they do not have the human resources within their companies to formulate BCPs or do not have the know-how to do so.  By setting up a system in which the government and economic organizations such as chambers of commerce and industry support the formulation of BCPs by tourism-related businesses, the business continuity of tourism-related businesses in times of crisis or disaster will be more assured, and this will contribute to the recovery of the local society and economy from the crisis. | 6.9.1. Necessity for Business Continuity Plan (BCP) By creating a BCP after first considering how to respond to any crisis or disaster to ensure business continuity, all necessary actions can quickly be implemented without hesitation in times of emergency. Also, any resultant interruption to business due to the crisis or disaster can be minimized by taking measures to ensure business continuity during normal times based on the BCP.  **☞ Checkpoint**   * Do you have BCP established? |
| 6.9.2. Systems and policies to support business continuity Various government subsidy systems, government-affiliated financial organization’s emergency financing, and private financial organization’s business support, etc. come into effect in the event of a crisis or disaster. However, some in the tourism industry do not know about such systems or how to apply to use them, and the valuable opportunities afforded by those systems are often not used. Municipalities and DMOs can support business continuity of the tourism industry by introducing those systems that can support business continuity to businesses in the regional tourism industry, and assist with their application procedures, etc. if necessary. | 6.9.2. The Development of BCP BCPs are basically comprised of the following.   1. Basic BCP policy 2. BCP drawing-up/operating system 3. Our company’s core business 4. Important operations required to continue with the core business 5. Resources needed for important operations and their alternatives 6. Checklist to initiate the BCP 7. Contact list of countermeasures headquarters members 8. Contact list of the person-in-charge of the core operations 9. Contact list of the primary suppliers and outsourced contractors   Based on the above points, tourism-related business should study and formulate a plan to ensure that the "core business" can continue in times of crisis or disaster, and that the business can recover quickly even if it has to be temporarily closed. 6.9.3. Resilient management and financial constitution Cash-flow is essential for companies, and a lifeline for business continuity. It is important to establish a resilient managerial and financial constitution with strong restorative power so that corporate activities can continue even in times of crisis or disaster.  **☞ Checkpoints**   * Even if business is suspended or sales are rapidly and significantly reduced due to a crisis or disaster, striving to bolster the financial constitution during ordinary times to ensure business continuity. * Find out the fixed cost for operation for one month even without any sales income. * The amount of cash-flow is periodically confirmed, and sufficient cash and savings are retained to maintain the business operation for a certain period, even if the business are temporally closed.  6.9.4. Utilization of systems to support business continuity The government, business organizations, and financial organizations should set up various systems to support business continuity. In the event of a crisis or disaster, they will make use of those support systems as much as possible to secure working capital and funds necessary for restoration, as well as to maintain the employment of the employees, so that businesses might have a better chance to continue operating onwards.  **☞ Checkpoint**   * What types of systems to support business continuity are available and from which organization or authority in times of crisis or disaster are known in advance. |



**Case Study 5: Examples of Initiatives to Strengthen Business Continuity   
- The Tsuruga Group[[12]](#footnote-12)**

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| --- |
| The Tsuruga Group is a tourism-related business that operates 13 lodging facilities and buffet restaurants in Hokkaido. Having experienced various disasters and crises in the past, the Tsuruga Group has strengthened the business continuity capability of its tourism-related businesses.  Each of the 13 accommodation facilities operates different type of business and targets different customers, this business portfolio is designed to minimize the impact on the Group's business as a whole by spreading the risk, even if there is a sudden decrease in a particular market or customer segment due to the occurrence of a crisis.  In addition to having disaster response manuals in place at each of the facilities, the Group also have a system in place to manage tourism crises and ensure business continuity for the entire region in the event of an crisis by collaborating with other facilities within the group, other companies in the same industry in the same region, and the government. (See the figure below)  In addition, as part of the preparations and systems to accurately respond to business continuity, we are striving to establish a company culture which treat risk and challenges as the greatest opportunity. So that even if unexpected crisis occurs that is not covered in the manual, the company can quickly respond on site and proceed to recovery  Figure 4 The Crisis Management and Business Continuity philosophy of Tsuruga Group |

## 6.10. Conducting periodic trainings drills based on the crisis management plan and manual

In order to reliably implement the tourism crisis management plan and crisis response manual that has been drawn up, it is important to conduct periodic drills based on the plan and manual.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 6.10.1. Necessity and purpose of training The following comments were from those involved in the disaster response of the Great East Japan Earthquake that struck in March 2021.  “We did what we are trained for.”  “We could only do what we trained for.”  Even if one has a perfect crisis management plan or crisis response manual, the reality of the situation in the end is: “We could only do what we trained for.”  This clearly shows that conducting training based on the plan and manual is indispensable to appropriately respond to a crisis in the event of an emergency.  **☞ Checkpoint**   * Did trainings based on the tourism crisis management plan and crisis response manual are conducted periodically? | 6.10.1. Necessity and purpose of training After drawing up a crisis response manual, repeated periodic drills based on it are an effective way to ensure the safety of users in times of crisis or disaster, especially for the tourism industry.  **Case study:** When the Great East Japan Earthquake occurred, about 70,000 visitors (guests) were at the two parks of the Tokyo Disney Resort®, but no-one was injured and no-one panicked.  When the earthquake occurred, employees (cast members) throughout the park instructed guests to get into a low posture to ensure safety on the spot, and the park is designed to remain intact even in a major earthquake for guests’ safety, and prevent panic.  Cast members could respond calmly because they had conducted repeated trainings for just such emergency. Emergency response training was held 180 times a year at the Tokyo Disney Resort®, and all cast members participated in the training drills multiple times.  **☞ Checkpoint**   * Did crisis response trainings are conducted periodically? |
| 6.10.2. Types and methods of training When we talk about emergency training and drills, fire drills and evacuation drills will came up to our mind. However, it is not easy to conduct frequent evacuation drills involving travelers or tourists, as preparation and implementation require significant time and effort.  There are various effective trainings and drills that can be prepared for crisis response besides from evacuation drills. Conducting those trainings and drills along with routine evacuation drills helps to strengthen regional tourism crisis response capability.  **Example of crisis response training**   * Implementation drill (Establish the crisis countermeasure headquarter)   Conduct training based on details of the tourism crisis management plan and crisis response manual regarding establishment of a crisis response system, collecting information on damage, providing information to tourists and authorities concerned in the region, handling tourists who have difficulty returning home (including infection prevention measures at temporary accommodation), and support to return home or to their home country.  The ability to respond to various situations can be enhanced by changing the theme and content of the drills each time training is conducted.   * Conduct simulation training (Using roll-play)   Acquire skills in crisis response by assuming specific crisis scenarios, establishing a crisis response system in the same manner as if real, collecting information from the authorities concerned, making decisions on crisis response, and issuing specific instructions to the parties concerned in accordance with changes in the crisis, and status.  **☞ Checkpoint**   * Are crisis response drills such as those described above conducted on a regular basis? | 6.10.2. Types and methods of training For example, lodging and tourist facilities in Japan conduct fire drills at least twice a year with the participation of some employees based on the guidance of the fire department. However, fire drills in which only a limited number of employees participate are not enough to ensure the safety of guests in the event of a crisis or disaster, or to train crisis response that will enable business to subsequently continue operating after crisis.  It is important for all employees to routinely undergo trainings and drills to ensure an appropriate response in the event of an emergency if a crisis occurs or disaster is forecasted.  **Crisis response drill for tourism-related businesses**   * Response drill when a meteorological disaster, such as typhoon, heavy rain, or flooding * Confirming safety and evacuation guidance for guests in times of disaster * Confirming safety of guests after a disaster occurred * Dealing with those guests who remain in the facility, and provide information * Be able to assist foreign guests * Providing information to customers and related partner organizations regarding reservation status * Confirm the damage status * Secure provisional operating funds   **☞ Checkpoint**   * Are crisis response drills such as those described above conducted on a regular basis? |
| **Local governments, DMOs, and Tourism-related Businesses** | |
| 6.10.3. Improving and updating crisis management plan and manual based on training results Trainings and drills are a great opportunity to check whether the contents of the crisis management plan and crisis response manual are feasible for real life implementation. When conducting training and drills, in addition to learning the contents, it is important to record which parts of the crisis management plan and crisis response manual were difficult to implement and how they can be improved for smoother response, so that they can be reflected in the next revision of the plan and crisis response manual.  **☞ Checkpoints**   * When conducting drills, check the areas for improvement in the crisis management plan and manual. * Are the items for improvement identified in the trainings and drills reflected in the updated crisis management plan and manual? | |

# 7. Quick and Appropriate Handling of Travelers and Tourists in Time of Crisis or Disaster

Take such action as is necessary to reduce any impact on travellers and tourists and ensure their safety in the event of a crisis or disaster, or if at higher risk of disaster. Actions to ensure tourism businesses can continue to operate as far as possible are also included in the “crisis response.”

Details in this chapter can be used as a response checklist in times of crisis or disaster.

Table 14 Timeline during tourism crisis or disaster

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| Stage of crisis | Safety and security of travelers and tourists | Business continuity of the local community and businesses |
| When a crisis is deemed imminent | Information dissemination, encouragement to quickly return home, and measures to eliminate risks and ensure safety | Information collection, response system, Pre-response for risks, planned closures of business |
| During crisis | Provide instructions to secure safety and evacuation guidance |  |
| Immediately after occurrence of crisis (first motion period) | Initiate crisis response system, safety confirmation, first-aid, disaster information collection and provision, provision of safe waiting area, provision of means of communication, provision of transportation information | Confirmation of damage status and employees’ safety, handling of customers with reservations, understand cancellation status, decision on whether to operate or closure, securing operating funds, and dissemination of business operation information |
| Restoration period | Provide information about returning home or to home country, provide support for returning home or to home country | File insurance claims, restoration work orders, employment measures, tourism reconstruction marketing plan, dissemination of recovery status information |

## 7.1. Initiating the crisis response system

When a crisis or disaster occurs or is expected to occur, immediately set up a crisis response system based on the Tourism Crisis Management Plan and Crisis Response Manual.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| **☞ Actions**   * Immediately initiate an appropriate response system corresponding to the crisis level as per the criteria. * If a crisis or disaster occurs on a weekend, holiday, or during night, firstly initiate a system in accordance with the situation, and begin the crisis response. * If the designated site for establishing the countermeasures headquarters cannot be used due to the disaster, relocate to an alternative site. * Inform the authorities concerned about initiating the response system. | **☞ Actions**   * Immediately initiate an appropriate response system corresponding to the crisis level as per the criteria. * If a crisis or disaster occurs at night, firstly initiate a system centered on the Night Manager and begin the crisis response. * If the designated site for establishing the countermeasures headquarters cannot be used due to the disaster, relocate to an alternative site within or outside the facility. * Inform employees about initiating the response system. * Also reassure users by informing them about initiating the response system. |

## 7.2. Collect information in times of crisis or disaster based on the plan

Collect information about the crisis or disaster based on the Tourism Crisis Management Plan and Crisis Response Manual.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| **☞ Actions**   * Review the sources of information which need to be collected in the plan and manual. * Collect information according to the list, and add necessary information as per the status of the crisis or disaster. * In accordance with the division of information collection among local governments, DMOs, and business organizations, the information collected will be shared and coordinated with other organizations, groups, and businesses. | **☞ Actions**   * Review the sources of information which need to be collected in the plan and manual. * Collect information according to the list, and add necessary information as per the status of the crisis or disaster. * Collect the information from the local governments, DMOs, and business organizations, and share the information with guests and employees. |

## 7.3. Collecting and disseminating information on business operation status including measures to stop harmful rumors

### 7.3.1. The necessity to collect and share information on business operation status

Mass media and online media quickly collect and share information regarding the actual disaster and any damage in times of crisis or disaster, but generally do not proactively share information regardless of whether or not regional tourism businesses where the crisis or disaster occurred continue to operate.

On the other hand, travelers and tourists want information that helps them decide whether they can travel as planned, or if postponing or canceling the trip is preferable.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 7.3.2. Business operation status information needed to be collected Local government tourism departments, DMOs, and other tourism-related organizations can check the impact of the disaster on local tourism-related businesses and communicate it to the various parties involved on behalf of the community to deter rumors and unnecessary trip cancellations.  **☞ Examples**   * Transportation operation information in the region (Prospects for re-starting operations if temporarily closed.) * Road situation in the region * Business operation status of the accommodations and tourist facilities in the region (Normal operation/partial operation/temporarily closed) * Prospects for re-starting operations for accommodation and tourist facilities that are temporarily closed | 7.3.2. Reporting of business operation status Since the local governments and DMOs will collect the latest business operation status information, the tourism-related businesses should confirm the reporting channels and rules in advance.  **☞ Examples**   * Damage status of one’s own facilities, and areas surrounding the facility * The company’s operational status (Normal operation/partial operation/temporarily closed) * Prospects for re-starting operations if closed * Reservation cancellation status |
| 7.3.3. Where to provide the business operation status information **☞ Examples**   * General consumers, travel market * Travel distribution channel (travel agencies, OTA) * International and domestic mass media | 7.3.3. Communication of business operation status information **☞ Examples**   * General consumers, travel market * Customers with reservations * Travel distribution channel (travel agencies, OTA) |
| 7.3.4. Methods of providing business operation status information **☞ Examples**   * Website * SNS (Facebook, Twitter, Instagram, etc) * Newsletter/email to PIC * Periodic press releases | 7.3.4. Methods of communicating business operation status information **☞ Examples**   * Website * Newsletter/email to PIC (those with images are more effective) |

## 7.4. Confirmation of safety and evacuation guidance for travelers and tourists during crisis or disaster

In the event of any crisis or disaster, ensure the safety of travelers and tourists, and guide them to evacuate to safer areas if necessary. Local governments and DMOs that perform crisis response across the entire region, and business operators who are in direct contact with travelers and tourists should cooperate while fulfilling different roles as follows.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 7.4.1. When a crisis is deemed imminent **Flooding, landslides, typhoons, volcanic eruptions, etc.**  **☞ Actions**   * Disseminate disaster warning information (action to be taken or avoided to ensure safety) to travelers and tourists in the region. * Encourage tourism businesses in the region to guide travelers and tourists at their facilities and in nearby areas to evacuate to safer locations. * Establish emergency temporary accommodation facilities for travelers and tourists to use in areas at high risk of disaster. * Encourage travelers and tourists in the region to return home quickly, if possible.   **Tsunami**  **☞ Checkpoints**   * If a tsunami advisory or warning is issued, instruct travelers near the coast, downstream of the river, and in low lands to immediately move away from the coast or riverside, and evacuate to high ground or to a high building. * Request evacuation facilities to accept evacuees while the tsunami warning is in effect. | 7.4.1. When a crisis is deemed imminent **Flooding, landslides, typhoons, volcanic eruptions, etc.**  **☞ Actions**   * Based on the disaster warning information issued by the local government and the location and structure of the facility, guide the guests of the facility on what actions to take and what actions to avoid in order to ensure safety. * Guide travelers and tourists in the facility and nearby areas to evacuate to safer locations (including the company’s own facilities). * When evacuated into the facility, try to ensure safety for evacuation or waiting areas, such as staying away from windows and closing curtains (typhoons), removing items that may be blown off the balconies (typhoons), evacuating to upper floors that will not be affected by flooding (water damage), and stay away from any slopes (landslides). * Make suitable arrangements if guiding people to evacuate in the company’s own facilities. * Check equipment, such as flashlights on the assumption there may be a blackout, and print out a list of the hotel guest’s names in advance (to confirm safety). * If water damage seems imminent, sandbag any points where flood might come in, and try to prevent any water damage. * Encourage travelers and tourists in the facility to return home quickly, if possible.   **Tsunami**  **☞ Checkpoints**   * If a tsunami advisory or warning is issued, instruct travelers near the coast, downstream of the river, and in low lands to immediately move away from the coast or riverside, and evacuate to high ground or to a high building. * Request evacuation facilities to accept evacuees while the tsunami warning is in effect. |
| 7.4.2. During crisis or disaster **Applies to all types of disaster**  **☞ Actions**   * Establish emergency temporary accommodation facilities to accept travelers and tourists. * Request businesses that agreed to be used as evacuation or temporary accommodation facilities to accept travelers and tourists. * Evacuation and temporary accommodation facilities that accept travelers and tourists should be established separately from shelters for local citizens, or set up separately in those shelters. * Disseminate information to travelers and tourists in the region about evacuation and temporary accommodation facilities that accept them. * Guide any travelers and tourists who are unfamiliar with the local geography to a safer location with the help from tourism businesses and local citizens. * Confirm the safety of travelers and tourists who evacuated to evacuation or temporary accommodation facilities, and gather the information. * When foreign travelers are evacuated or remain in the region, provide a list of them per nationality and their safety status to each country’s embassy or consular office, and request cooperation to protect their citizens. | 7.4.2. During crisis or disaster **Earthquakes**  **☞ Actions**   * All employees instruct guests of the facility to ensure their safety. * Guests of the facility who are near windows or other items that may fall over must be guided to safer places. * (Restaurants, banquet halls) Turn off table-top stoves and extinguish any solid fuel burners. * Once the major tremors subside, confirm the safety of the guests. * Conduct safety check within the facility.   **☞ Checkpoints**   * Damage to buildings, collapsed walls, pillars, or ceilings, etc. * Toppled equipment, lighting, and fallen furniture * Outbreaks of fire * Blackouts, water outage, water leakage, gas leakage * Anyone trapped in an elevator * Malfunctioning equipment * Broken glass, peeled tiles * Dropping and scattering of crockery, utensils, glasses, bottles   **Tsunami**  **☞ Actions and Checkpoints**   * If the tsunami has already reached the shore, immediately guide people in the facility to the highest point possible within the facility. Going outside the facility at this stage is dangerous. * Avoid going anywhere lower than the evacuated place until the tsunami warning or advisory is lifted.   **Applies to all types of disaster**  **☞ Actions**   * If deemed necessary, guide facility users to evacuate to external evacuation facilities. * Confirm the safety of the evacuation route before issuing evacuation guidance. * After evacuation guidance has been decided, inform facility users via an in-house PA system and suggest preparation for evacuation. * Upon arrival at the evacuation site, confirm the identities of all facility users and other travelers who were guided to the evacuation site, and report the results to the local government. |



**Case Study 6: Providing peace of mind to travelers who have difficulty returning home by sharing information on hotels that can accept them**

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| In the case of the Eastern Iburi earthquake in 2018, a popular tourist destination in Japan and abroad, experienced a tremor of up to intensity 7 on the Japanese seismic scale, which was followed by a blackout of the entire Hokkaido region. Designated evacuation centers set up by municipalities are the best place to receive evacuees in the event of a disaster, but private tourism-related businesses also took in evacuees. Hotels and accommodation facilities proven to be the most popular destinations to evacuate travelers and tourists.  After the earthquake, Keio Plaza Hotel Sapporo and other hotels in the city opened their lobbies to travelers who could not stay at their hotels and had nowhere to go, and provided them with blankets, food, and necessary information.  Hotels in Sapporo City share information on crisis management with other hotels in the city on a daily basis (for example, based on the daily room occupancy rate and operation status, hotels will know in advance which facilities will be able to accept guests in the event of a crisis or disaster, which is called *acceptance capacity*.) In the event of a large-scale disaster, if the travels and tourists are guided to the near full hotels nearby, the number of guests hotels can accept will be very limited. Meanwhile, those travels and tourist may feel anxious, and wonder “May we still stay at the hotel that crowded?” To avoid those anxious, the hotels in Sapporo City share information about their daily room occupancy rate so that they can guide travelers and tourists to those hotels with low occupancy rate when disaster occurs. In addition, the Sapporo City Hotel Liaison Council collects information on hotels in each area of the city that are capable of receiving evacuees including those who has difficult returning home, and conveys this information to Sapporo City government.  This is possible because hotels in the same city usually compete with each other, but they share the concept of helping each other in times of crisis. In addition, by collecting and managing information on hotels that can accept evacuees, it will be possible for the government and evacuees to smoothly provide and use evacuation facilities. |

## 7.5. Information provision for evacuated travelers and tourists who have difficulties returning home

Providing accurate information to travelers and tourists who remain in evacuation or temporary accommodation facilities because they have difficulty returning home or country due to the crisis or disaster reassures as well as supports them in making sound decisions ad behaving calmly by clearly understanding the situation.

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| **Local governments, DMOs, and Tourism-related businesses** | |
| 7.5.1. Information needed by travelers and tourists who have difficulty going home Collect and provide the following information required by travelers and tourists who evacuated or remain due to difficulties returning home based on the list of information sources prepared in 6.5.  **☞ Checkpoints**   * What is happening now?   + Information about the disaster itself, where they are currently, situation in the surrounding area   + Status of lifelines (electricity, water supply, etc.) * Where is safe?   + Is the current location safe?   + If not, where is a safe place to evacuate to, and can they get there safely? * When and how can they return home?   + Operating status of public transport, prospects of restarting operation for suspended transportation   + Change of reservation or refunds for railway or flight tickets that can no longer be used due to suspended operation   + Information on whether major roads are passable or not, detours that can be used, prospects to restart areas currently closed * How can one contact family or people concerned?   + Means of contact within/outside Japan if phone calls are restricted. * Where and how to get food and water?   + Distribution schedules for emergency food and water | |
| **Local governments and DMOs** | **Tourism-related businesses** |
| 7.5.2. Method of information provision to travelers and tourists at the evacuation facilities Information should be provided using any of the following methods.  **☞ Examples**   * Face-to-face explanation * Posted on bulletin boards/whiteboards, etc. * Projection of TV news on monitors * Providing URL or QR code links to disaster information sites | 7.5.2. How to provide information to travelers and tourists who evacuated or remained in business facilities Information should be provided using any of the following methods.  **☞ Examples**   * Face-to-face explanation * Posting information using a template, posting on whiteboards, etc. * Set up a TV for guests to watch * Providing URL or QR code links to disaster information sites |
| 7.5.3. Information provision to foreign travelers **☞ Examples**   * Providing URL or QR code links to disaster information sites in foreign languages * Providing information in foreign languages in cooperation with foreign residents/volunteer interpreters (Translation of information, sharing information in foreign languages via social media, etc.) | 7.5.3. Information provision to foreign travelers **☞ Examples**   * Explanations in foreign languages by foreign staff, tour escorts, or interpreters, etc. * Face-to-face explanation using interpretation software * Posting information in foreign languages using existing template, and posting on whiteboards, etc. * Providing URL or QR code links to disaster information sites in foreign languages, etc. |

## 7.6. Provision of food, water, and daily necessities to travelers and tourists who have difficulty returning home

Food, water, and daily necessities to those at the travelers and tourists who cannot return home and remain at evacuation shelter and other accommodation facilities.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 7.6.1. Preparation of food, water, and daily necessities for travelers and tourists Food and water for residents are stockpiled by the local governments’ or neighborhood associations’ buildings. But few local governments prepare supplies for travelers and tourists.  The following methods can be used to provide food to travelers and tourists who remain in the region because they cannot go home.  **☞ Checkpoints**   * Provide municipal stocks and relief supplies to non-residents who cannot go home as well. * Request distributors, such as supermarkets, to cooperate in providing food inventory. * Request restaurants and accommodation facilities to cooperate in providing food to those who cannot return home. | 7.6.1. Stockpiling of food and water at the facilities Business operators who plan to accept travelers and tourists as evacuees, should provide food and water to them using whatever method possible at that time.  **☞ Checkpoints**   * Serving meals using food from facility’s own inventory. * Providing emergency food supply stockpiled by the facility and in the shops. * If the facility’s food supply are insufficient, request the local government to provide additional supplies. |
| 7.6.2. Information provision regarding provision of food and water **☞ Checkpoints**   * Provide information about available food and water to travelers and tourists who remain in the region because they cannot go home. |  |

## 7.7. Support travelers and tourists who have difficulty returning home

Travelers and tourists who have difficulty in going home are request to leave the affected area and return home as quickly as possible. From the perspective of the regional government, if those travelers and tourists remain for a long time, more effort will be required to taking care of them, placing a burden to provide facilities where they stay, food, and water, etc. Thus, supporting them to return home as soon as possible is not only important for those strand travelers and tourists, but also for the local government and businesses that handle disaster response in the affected region.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 7.7.1. Provision of operation information regarding transportation, and road traffic related to returning home or country **☞ Checkpoints**   * Provide information collected based on 7.5 to stranded travelers and tourists. * Provide information on transport, airlines and hotel reservation changes related to returning home. | 7.7.1. Provision of operation information regarding transportation, and road traffic related to returning home or country **☞ Checkpoints**   * Provide information collected based on 7.5 to stranded guests in the facility. * Provide information on transport, airlines and hotel reservation changes related to returning home.   Example   * If it is possible to travel by car, it is also advisable to lead the travelers and tourists to a sassily accessible location. |
| 7.7.2. Alternative transport to return home or to home country **☞ Checkpoints**   * If it takes time for public transport to resume operation, local governments should provide alternative means of transport to travelers and tourists who have difficulty in going home. If alternative transport is provided, provide information on how to use it to the stranded travelers and tourists. * If a rescue plane is operated for stranded foreign travelers by their country to take them home, provide information about the schedule of the rescue plane, departure airport, and necessary process in cooperation with embassies and consular offices of the countries concerned. | 7.7.2. Alternative transport to return home or to home country **☞ Checkpoints**   * If it takes time for public transport to resume operation, provide alternative means of transport should be considered. * When alternative transport to help those travelers and tourists go home is provided by local governments or DMOs, provide information on how to use it to the stranded travelers and tourists. |

## 7.8. Support for medical care of injured travelers and tourists

The system of medical provision in times of large scale disaster differ from normal times. Travelers and tourists who may be injured in the disaster do not know where or what type of medical care is available. Even when they receive medical care, payment on the spot may be difficult. In particular, when foreign travelers who are unfamiliar with the medical system in the country they are visiting are injured, local governments’ and businesses’ support are requested for their medical care.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 7.8.1. Introduction of and transport to organizations where injured travelers and tourists can receive medical care after a disaster **☞ Action**   * Provide information on locations offering medical care and how to access them during crisis or disaster. | 7.8.1. Support for injured travelers and tourists to receive medical care after a disaster **☞ Action**   * Provide information on locations offering medical care and how to access them during crisis or disaster to travelers and guests who seek shelter in your facility. |
| 7.8.2. Support for medical expenses in time of disaster **☞ Action**   * Provide information about the cost and how to pay medical expenses in time of disaster based on the system of the country/region where the disaster occurred to travelers and tourism industry in the region. * Provide necessary support for medical expenses to travelers who cannot pay on the spot because they lost their personal belongings in time of disaster. * Medical expenses in time of disaster may be covered by travel insurance for foreign travelers. Request insurance companies to cooperate. | 7.8.2. Support for medical expenses in time of disaster **☞ Action**   * Provide information about the cost of and how to pay the medical expenses in time of disaster provided by local governments to guests and travelers evacuated in the facility. |
| 7.8.3. Mutual cooperation with businesses **☞ Checkpoints**   * Create a mechanism for mutual cooperation with tourism businesses (organizations) and medical institutions in advance in order to provide medical care to travelers and tourists in time of disaster. | 7.8.3. Mutual cooperation between local governments and DMOs **☞ Checkpoints**   * Discuss roles of businesses and cooperation regarding medical care provision for travelers and tourists in time of disaster with municipalities in advance. |



**Case Study 7: Respond quickly and without discrimination**

**(Example from Bangkok Hospital Phuket)[[13]](#footnote-13)**

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| The tsunami caused by the 2004 Sumatra-Andaman earthquake inflicted massive damage on Indonesia and Thailand. As this disaster occurred over the Christmas holidays at the end of the year, many casualties were tourists. Medical care is usually provided to those injured in any disaster, but how should one best resolve the language problems when dealing with foreign tourists? The following case study provide a good example of that.  On the island of Phuket in Thailand, where many foreign tourists were affected by the tsunami, an information centre was set up in a private hospital and interpreters were assigned to facilitate communication to confirm the safety of foreign tourists whose whereabouts and disappearance were unknown.  As an example, Bangkok Phuket Hospital accepted all the tourists free of charge because many of them did not have any identification such as passports or insurance cards at the time of the disaster (they were lost in the tsunami). Later, King Gustav of Sweden came to Phuket to express his gratitude.  Medical care in times of disaster is often difficult to provide for one's own citizens alone, but by considering and planning in advance how to provide medical services to foreign tourists with language and cultural differences. Let’s use this case study as a reference, discuss and plan in advance and it might be possible to respond quickly and smoothly in times of emergency. |

# 8. Recovery from Crisis or Disaster, and Resumption of Business

Resuming tourism business as soon as possible after a crisis or disaster and restoring tourism are extremely important for promoting social and economic recovery not only for tourism-related businesses but also for the entire region. The recovery efforts begin immediately after the crisis. By considering and compiling a plan and promoting tourism recovery after a crisis or disaster in advance, it is possible to start tourism recovery steadily and smoothly even in the chaotic situation after the disaster.

## 8.1. Discussion and design the tourism recovery plan

In order for tourism to recover after any crisis or disaster, it is important to strategically tackle a variety of factors, such as repairing any tourism infrastructure that has been damaged, marketing activities to support tourism recovery, procurement of funding for such activities, and employment during temporary business closure throughout the region. Thus, when any crisis or disaster occurs, quickly discuss and design a tourism recovery plan after accurately grasping the situation, and promotions to restore tourism accordingly.

Effective and efficient recovery cannot be achieved if the efforts of individual businesses, organizations, and groups in the region are scattered or duplicated. It is necessary to develop and promote a comprehensive tourism recovery plan for the entire area affected by the disaster.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 8.1.1. “Build Back Better” recovery The basic policy when considering a tourism recovery plan is to “Build Back Better.” This concept for recovery is to take the opportunity created by the disaster to make everything damaged better than before, rather than simply restoring it to its original pre-disaster state. | 8.1.1. Business recovery according to the Business Continuity Plan (BCP) Businesses who has existing Business Continuity Plan (BCP) should implement their recovery plan accordingly.  Those without a BCP should create a business recovery plan while referring to the following items listed in 8.1.2 to 8.1.5, and implement accordingly. |
| 8.1.2. Tourism recovery plan and implementation system Establishment of a department and staff allocation for tourism recovery should be planned in advance, which is a key to ensuring a swift recovery. Many things must be dealt with one after another in times of crisis or disaster, and issues related to “recovery” may not be prioritized. By clarifying who is in charge of recovery plan, we can start working on recovery from the early stage after the disaster.  **☞ Checkpoints**   * The PIC of recovery has been clarified. * The PIC of recovery can start tackling recovery tasks immediately after a disaster. | 8.1.2. Business recovery plan and implementation system Large businesses can have a full-time person in charge, but small and medium-sized businesses often do not have the human resources to have a full-time person to manage the business recovery plan. So the manager or person in charge of the business should take the lead in creating a business recovery plan with the following people in mind.   * Manager of the general affairs, administration and finance * Facility manager * Operation manager * Sales and marketing manager |
| 8.1.3. Initial response towards tourism recovery Tourism recovery should start immediately after any crisis or disaster occurs. First, the following activities should be conducted. If one only starts to consider tourism recovery once the situation calms down, it might be too late.  **☞ Checkpoints**   * Collect information on the crisis status and its impact on the tourism industry. This is a prerequisite for the tourism recovery plan. * Disseminate accurate information about local conditions to markets and stakeholders in a timely manner. This serves to prevent damaging rumors and mitigate the impact. | 8.1.3. Information collection towards business recovery Firstly, businesses affected by a crisis or disaster should collect accurate information on the following.  **☞ Checkpoints**   * Damage to one’s own facilities, and how long until operations can resume. * Damage status and operational status of tourism resources and facilities in the region * Prospects for recovery of disconnected, closed, or suspended transport and road networks * Customers’ cancellation status * Cancellation status of group guests (via travel agencies) * Information about the disaster, damage situation, and tourist site statuses that are shared as a region |
| 8.1.4. Fund allocation for the restoration recovery plans Funds are needed for restoration of tourism infrastructure and tourism recovery marketing activities. Consider how to procure necessary funds and make preparations in parallel with drawing up the tourism recovery plan, otherwise the recovery plan that has been drawn up cannot be implemented.  Combine the following methods to procure funds for tourism recovery across the region.  **☞ Examples**   * Include a budget for tourism recovery in the overall recovery budget for the entire region * Funds should be prepared that don’t require additional procedures, etc. like congressional approval in times of emergency. * Redirect unused funds from the current fiscal year’s budget to tourism recovery. * Procure funds from outside the region through fund-raising for tourism recovery, crowd-funding, etc. (Amount of money is not easily determined, and it takes time and trouble to complete procurement.) | 8.1.4. Secure operating funds Sales may collapse for a while after a disaster. A shortage of operating funds may lead to bankruptcy and unable to pay employees’ salary. Retaining operating funds is indispensable for business continuity and recovery. Ensure the following are done:  **☞ Examples**   * Accurate grasp of current cash-flow status * Calculate operating funds required for the time being \*It is generally better to retain cash and deposits equivalent to about an average month’s sales * Confirm fixed expenses that need to be paid even while business is closed * Consult with the bank * Consult with special consultation counter for small and mid-sized companies * Request clients to cooperate with a payment moratorium/suspension |
|  | 8.1.5. Fund procurement for business recovery Procure the following funds required to implement the Business Recovery Plan.   * Repair and replacement funds for damaged equipment * Recovery marketing activity funds |



**Case Study 8: The power of support towards reconstruction and recovery**

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| Tourism-related businesses that have suffered damage to their facilities and equipment due to a disaster must repair the damaged facilities and equipment in order to continue or resume their business. However, no matter how well a business is prepared for crisis management and business continuity, it may be difficult to prepare funds for restoration in advance. In the event of a disaster, the national or local government will provide loans or subsidies for recovery, but rarely will the entire cost of recovery be subsidized, and businesses will have to raise some of the funds themselves. Here are some good examples of how to raise funds for disaster recovery.  Sozankyo, a hot spring inn in Kumamoto Prefecture, used a subsidy from the local government to restore its facilities damaged by the 2016 Kumamoto earthquake. The subsidy could only be applied to the construction costs of restoring the current state. However, the owner of the inn was aware that in order to dispel harmful rumors and attract more customers than ever before, he needed to not only "restore" the facility to its original state, but also redevelop it from the perspective of "reconstruction. Therefore, we planned to build a new rooftop bar on the roof of the inn, where we could eat and drink, and raised funds through crowdfunding using the "Kumamoto Earthquake Disaster Area Support Fund," which is a hometown investment support program coordinated by Kumamoto Prefecture.  When it is difficult to raise funds for reconstruction with only our own management resources, one of the options is to raise funds with the help of people who have been patronizing our company and the local community. It is important to spread awareness in various ways that these supporters can indirectly help with the recovery. |

## 8.2. Restoration of damaged facilities and equipment

If the tourist infrastructure or businesses’ buildings, facilities, equipment are damaged, confirm the damage status as quickly as possible, and create a plan for repairs. Restoration of tangible elements is a prerequisite to any tourism recovery plan, such as marketing activity for recovery, information sharing, and coordination with the authorities concerned.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 8.2.1. Survey and understand the damage **☞ Checkpoints**   * Confirm damage status (visual check) * Confirm damage by experts \*some damage can only be assessed by experts, such as damage to internal structures of the building. * Develop a plan for areas to be repaired, repair method, and duration * Budget for restoration work  8.2.2. Restoration of accessibility (roads, transportation infrastructures) If the transportation access infrastructure to a tourist destination has been damaged, restoration of access roads and transportation is a prerequisite for tourism recovery. | 8.2.1. Accurately understand the damage **☞ Checkpoints**   * Confirm damage status of buildings or equipment (visual check) * Confirm damage by experts \*some damage can only be assessed by experts, such as damage to internal structures of the building. * Develop a plan for areas to be repaired, repair method, and duration  8.2.2. Allocation of funds for restoration work \*May use any of the following procurement methods or combined.  **☞ Checkpoints**   * Own funds (accumulated earnings, depreciation) * Loans from financial organizations, etc. * Recovery support system from public-sector organization * Insurance payout (Scope of insurance claim that can be received may differ depending on the contract details and type of disaster.) |
| 8.2.3. Restoration of tourist sites and facilities and support for business recovery **☞ Checkpoints**   * Develop and implement a restoration plan for tourist sites and public tourism facilities. * Support the restoration of private tourism facilities that have been damaged and provide funding.  (Public financing, subsidy or grant, reduction in or exemption from tax, etc.) | 8.2.3. Order restoration work **☞ Checkpoints**   * Consider whether restoration work can to be done while the business continues to operate, or is suspension is necessary. * Decide on restoration work details and duration. * Retain necessary materials, equipment, and workers. \*Demand for materials, equipment, and workers for restoration work surges after a disaster, and even though an order is placed, restoration work cannot be started quickly in many cases. Finalize the plan as quickly as possible, and place an order for the restoration work. * Inform staff regarding the plan * Information provision to customers and travel agencies, etc. * Repurchasing and replenishing damaged equipment, such as crockery |

## 8.3. Reconstruction marketing promotion

The key to tourism recovery marketing is to start preparations as early as possible, to identify priority markets and customer segments, and to adjust the timing and content of promotions for each market. It is effective if the promotion as a region and the sales activities of each business for recovery are well coordinated.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 8.3.1. Strategic tourism recovery marketing The basics of marketing your tourism recovery after a crisis or disaster are the same as during normal times. What changes is the market and segment perception of the affected tourism area. Based on the premise that the market environment has changed, one should strategically consider, plan, and implement tourism recovery marketing. 8.3.2. Basics of tourism recovery marketing Make sure to let the market know that most of the tourist attractions in the region are back to normal and that the tourists and visitors can enjoying their visit.  This message is even more effective if shared on social media posts of travelers who actually visited the tourist sites after the disaster, instead of the local governments and DMOs. 8.3.3. Prioritizing target markets Start by approaching markets and segments that are most likely to return quickly after a disaster (example as follows), and gradually expand the marketing to other markets as the number of tourists increases.  **☞ Examples**   * Repeat customers with a special “attachment” for the region * Customers within the same prefecture * Customers in neighboring prefectures * Solo travelers searching online  8.3.4. Timing to start promotion activity If a tourism recovery promotion is launched prematurely, it may have an adverse effect, whereas if launched too late, you may lose out to other regions.  Prepare for the activity from an early stage, and launch the promotion at the optimal timing. When the number of new reservations to the region exceeds the number of cancellations after the disaster is the most effective timing. 8.3.5. Tourism recovery promotion using public fund Tourism recovery promotion is implemented using public fund to promote traveling to affected region with fewer visitors after the large-scale disaster.  Promotion has been held by adopting the national or local government’s discount system since when the national government’s “recovery discount” was implemented after the 2016 Kumamoto earthquakes to attract customers.  Thailand also adopted subsidy program for domestic travel for recovery of the domestic tourist sites that significantly reduced foreign tourists due to the 2004 Indian Ocean earthquake and tsunami. | 8.3.1. Recovery marketing in cooperation with the entire region The recovery of tourism in the region is a prerequisite for the recovery of tourism businesses in the affected areas.  When considering the business recovery marketing plan for your company, it is important to link it with the tourism recovery marketing activities of the entire region. 8.3.2. Narrowing down and approaching marketing targets for business recovery Start by approaching markets and segments that are most likely to return quickly after a disaster (example as follows), and gradually expand the marketing to other markets as the number of tourists increases.  **☞ Checkpoints**   * Repeat customers of your business * Users who cancelled due to the disaster (Customers who cancelled their reservations should be encouraged to return with the message, “Everything is back to normal!”) * Customers within the same prefecture * Customers in neighboring prefectures * Solo travelers searching online * Group and individual customers with advanced reservations \* Provide safe travel information and try to avoid cancellation.  8.3.3. Effectiveness of discounting in recovery marketing In order to bring back the declining number of customer after a disaster, discounts are sometimes used to attract customers. Discounting can be a part of the recovery promotion, but it is necessary to consider the pros and cons of the method to make it effective.  **Pros**   * Price-oriented markets respond quickly. * Able to attract many customers, and “popularity” is restored even immediately after a disaster or restart of operation. * Acts as a trigger to encourage initial visits. * Improve cash-flow   **Cons**   * Although occupancy rate is improved, ADR declines, and as a result, RevPAR also drops. * May drop below the break-even point, thus increasing the deficit as the number of visitors rises. * If services and food quality are reduced to match the price reduction, satisfaction declines, and reputation and brand are damaged. * Reduced price becomes established as the “proper price,” and returning to the original price becomes difficult. * Users who can afford the normal price take advantage of the reduced price, losing business opportunities. * Users who visit because of the reduced price rarely repeat if the price returns to “normal.”   **Points to note for price reductions**   * Price reduction only for a limited period. * Less risk when giving added value to regular prices than reducing prices. * When “prices are reduced” based on government subsidy, such as “recovery discount” or grant through recovery measures of the tourist association, clearly state the regular price and grant-based discount. |



**Case Study 9: Reconstruction promotion also needs a purpose**

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| The main objective of post-crisis tourism recovery promotion is to "bring back tourists”. However, if the focus is only on restoring the number of tourists, the promotion will be carried out with unclear objectives and means. Let's check the objectives of tourism recovery promotion from the example of Hong Kong.  In Hong Kong, in response to the SARS epidemic that was confirmed in mainland China in November 2002, the WHO issued a travel advisory in April 2003 to postpone travel to Hong Kong. The Hong Kong Tourism Board (HKTB) set up a special team to formulate a tourism recovery plan, and made careful preparations to promote the city as soon as the travel advisory was lifted. Based on the Tourism Recovery Plan, efforts to attract tourists were divided into two phases.  After the travel advisory for Hong Kong was lifted in late May and Hong Kong was removed from the list of SARS-affected regions in late June, HKTB launched a global tourism recovery campaign. A video message from the HKTB Chairman was sent to 500 broadcasters around the world, inviting them to see and experience a "safe" Hong Kong that has fully recovered from SARS. The first phase of the promotion was aimed at attracting tourists back to Hong Kong with attractive travel proposals, reviving travel consumption and thus the local economy. Through a variety of welcome activities, Hong Kong also aimed to create "word of mouth" to communicate Hong Kong's hospitality to the rest of the world, thereby ensuring a continuous increase in subsequent tourists. Through proactive media promotion and participation in international travel and tourism fairs, Hong Kong worked to erase the image of SARS-affected regions.  After gaining positive feedback from the first phase of recovery, the second phase of promotion, which started in September, focused on the long-term goal of building on the stable recovery and strengthening Hong Kong as an international tourism destination in Asia. About 3,000 key tourism-related people, celebrities, politicians, embassy officials, and media from around the world were invited to experience the revived Hong Kong, and various large-scale events were held. As a result, the recovery promotion was successful, as tourists returned earlier than expected and hotel occupancy rates recovered.  Hong Kong's SARS recovery promotion, which was implemented in a continuous manner with the aim of attracting tourists back in the short term and making the destination stronger in the long term, is a model for tourism recovery from crisis.  In addition, as symbolized by the slogan "Build Back Better," it is hoped that the crisis or disaster will not only bring the number of tourists back to the pre-disaster level, but also enhance the sustainability of tourism and improve the quality of tourism. The UNWTO has also called the recovery from the COVID-19 pandemic the Responsible Recovery of Tourism Sector. |

## 8.4. Acceptance of volunteers after crisis or disaster

A multitude of volunteers come rushing to help in times of disaster. Such volunteers are a huge help in tourism recovery by tidying up tourist sites and facilities and sharing local information. Volunteers who stay and work in afflicted tourist sites are also valuable “customers” for the tourist industry in afflicted areas where regular tourists stop visiting.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 8.4.1. Creating a mechanism to accept volunteers Appropriate allocation of the required number of volunteers where they are needed is key to whether volunteers will be a “strength” or not. Create the following mechanism to accept volunteers for the tourism sector.  **☞ Checkpoints**   * Assign personnel to handle volunteers. (Cooperate with contact desk for volunteers, such as social welfare council) * Collect information on where and what sort of need there is for volunteers in the region. * Smoothly allocate tasks required for volunteers. | 8.4.1. Accepting volunteer support Business operators who would like the support of volunteers should contact and register with the volunteer management team of the local government.  **☞ Checkpoints**   * Confirm tasks and work that require volunteer support within the company. * Register requests to dispatch volunteers with the volunteer management team of the local government. |
| 8.4.2. Volunteers as potential future customers Volunteers are valuable customers for the region where the tourism sector has not yet prepared to accept travelers and tourists.  Not only accepting volunteers right after the crisis or disasters, but also extend acceptance to the initial stage of recovery in form of “volunteer tourism” to support the local tourism industry. Those who came to volunteer will grow attachment to the region and will come repeatedly with friends and family after recovery. | 8.4.2. Providing accommodation to volunteers If normal accommodation cannot be provided due to the disaster, clarify that volunteers may stay overnight.  Business operators should decide whether the accommodation is provided at a reasonable charge for the limited services that can be provided, or free of charge based on the policies in the region. |

## 8.5. Information sharing and PR activities towards recovery

Generally, the media does not proactively report on the recovery process compared to the stage immediately after a crisis or disaster occurs. Local governments, DMOs, and the tourism industry should share information about the recovery after the initial response to the disaster has settled down, and the tourism recovery process has started. It is important to proactively share information that there are “no problems with accepting tourists” via various information channels at the recovery phase.

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| **Local governments and DMOs** | **Tourism-related businesses** |
| 8.5.1. Sharing of regional information and promotions towards recovery Proactively share positive information about the recovery and restoration. Specifically, seek media coverage and provide information as follows.  **☞ Examples**   * Recovery promotion and campaign * Measures for restoration of afflicted facilities * Information about those involved in the recovery * Symbolic events for regional recovery | 8.5.1. Information sharing as tourism businesses In tandem with information shared by the region, tourism recovery can be advanced by the tourism industry by disseminating information in various ways.  **☞ Examples**   * + The tourism industry should also share regional information.   + Share the business recovery status with travel distribution channels such as travel agencies.   + Share the prospects for resuming business with the customers who have advanced reservations.   + Share the local recovery status and schedule to restart business with users who cancelled their reservations after the disaster.   + Provide information to the media about the tourism industry’s measures to restart business. |



**Case Study 10: Reconstruction promotion that leaves a lasting impression**

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| In order to promote recovery, while it is certainly important to include a message that tourists are welcome back to the region, involving other people to garner attention encourages more people to be interested in the region. Beppu, the city which is famous for its hot spring on the southern Japanese island of Kyushu, is a unique example for information sharing towards recovery promotion.  Fourteen types of commercials entitled “Men of Beppu Onsen (hot springs)” were created to dissipate damaging rumors caused by the 2016 Kumamoto earthquakes. The hostess of various ryokan (Japanese inns) around the Beppu Onsens, souvenir stores, and residents participated in these commercials, and garnered much audience interest.  They held initiative, known as “Beppu Onsen repaying the favor,” that involved delivering Beppu hot spring water to 148 places in all 47 prefectures across Japan as repayment of both of physical and mental supports received from all over Japan after the disaster. The Beppu City mayor delivered the hot spring water in person as a form of promotion while repaying the favor. Coupled with this initiative, Beppu City industry collaboration platform, “B-biz LINK”, launched the “Beppu Onsen Omiya” to deliver hot spring water nationwide as a souvenir from 2019, and their eye-catching posters attracted much attention.  GO! BEPPU おおいたへ行こう! キャンペーン|WORKS|CS西広 CS NISHIKOGO! BEPPU おおいたへ行こう! キャンペーン|WORKS|CS西広 CS NISHIKOThe city mayor appeared as the main character in many of the tourism recovery promotional advertisements, which becoming part of Beppu’s character. The city mayor’s personal appearance in the media attracted much attention, giving the impression that the PR and implementation are linked.  Figure 5 Posters for the tourism recovery promotion  *\*Please refer the notes in the next page for more details of the posters.*  ***Note***. Those two posters are designed to promote Beppu after the disaster and attract travelers and tourists to return to the destination. The background of the posters are the key tourism attractions, hot spring, of Beppu. The key message of the poster on the left in Japanese means “You can swim in the hot spring if you visit right now.” Although you cannot actually swim in the hot spring due to safety measures, but it shows the destination is suffering from lack of tourists. The key message of the poster on the right in Japanese means “Travelers and tourists visiting Beppu right now are truly ‘god’ for the local tourism-related businesses”. This slogan aims to transmit the desperate situation of the local tourism industry after the disaster in a positive and funny way. |

## 8.6. Recovery initiatives in cooperation with industry organizations, transportation businesses, and travel agencies

If tourist sites are significantly affected by a crisis or disaster, proactively cooperate with international and domestic tourism-related authorities (industry organizations, transportation businesses, and travel agencies) can help the tourism destination to recover. The following cooperation and support methods can help the recovery process. It is important for regions afflicted by crisis or disaster to quickly consult about possible cooperation and gain support with each organization.

* + 1. Advice and support to create a recovery plan
    2. Soliciting relief donations for afflicted regions
    3. Cooperation in planning and implementation the recovery promotion
    4. Sharing information on the recovery status of the afflicted regions
    5. Bring meetings and other events to the affected regions
    6. Planning and implementation inspection tours of the recovery status (for travel agencies)
    7. Planning and implementation tours to supporting the affected regions
    8. Exhibitions to support affected regions at travel and tourism fairs, etc.



**Case Study 11: What role should industry associations play?**

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| Support from industry organizations is also important to help with recovery from a crisis. Let’s take a look at how industry organizations in Japan were involved in recovery in cases related to Hawaii and Bali.  In the immediate aftermath of the 2005 Bali bombings, the Japan Association of Travel Agents (JATA) held a safety and security committee meeting and deliberated countermeasures just two days after the incident, which was extraordinarily quick. The council’s deliberations agreed on:  (1) Confirming safety with local tourism organizations  (2) Sharing their sense of crisis against terrorism in Japan and at the local site  (3) How to boost tourism in Bali without neglecting self-reliant efforts  JATA employees were dispatched to the site just five days after the incident. They met the state governor and local chief of police, exchanged opinions about reinforcing safety measures after the incident, and reviewing the response after that. The requests from both the Japanese and locals were quickly adjusted, and as a result, tourism was able to quickly recover.  Following the Kilauea volcanic eruption in 2018, the number of tourists from Japan to Hawaii fell. The Japan branch of the Hawaii Tourism Authority (HTA) played a central role in setting up four steps to aid tourism recovery, namely:  (1) Bolstering media exposure  (2) Supporting travel agencies  (3) All-Japan collaboration  (4) Rental car campaign.  Under this initiative, as part of the All-Japan collaboration, Hawaiian Airline (HA) increased the number of flights and routes between Japan and Honolulu, and enabled connection from airports in eastern Japan to Hawaiian Airline flights to ease travel to Hawaii from various locations throughout Japan.  Tourism in the regions afflicted by crisis or disaster can quickly recover by collecting and sharing information including the direction to be taken for recovery led by industry organizations, as demonstrated in these two cases. |

## 8.7. Cooperation with international and overseas organizations

When significant damage is inflicted on a country due to a large-scale crisis or disaster, international tourism authorities and organizations can support in the recovery of tourism. By cooperating with international authorities and organizations, it is possible to implement international level tourism recovery, which is difficult to handle by one single region or country.

**Examples of international organizations that can collaborate with tourism recovery**

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| **Organization name** | **Organization outline** | **Potential support for recovery** |
| World Tourism Organization (UNWTO) | Tourism-related UN organization | Information sharing and professional advice for recovery.  **Contact**  Silkia Nara 2F, 8-1, Sanjo-honmachi, Nara, 630-8122, Japan  Tel: (81-742)30-3880  Email: info@unwto-ap.org |
| World Travel & Tourism Council (WTTC) | Organization of global private travel and tourism leaders | Recovery support from individual member companies |
| Pacific Asia Travel Association (PATA) | Comprehensive tourism-related organization in the Asia-Pacific region | Advice on crisis response and recovery, dispatching experts  **Contact**  28th Floor, Siam Piwat Tower  989 Rama I Road, Pathumwan  Bangkok 10330, Thailand  Tel: +66 (0)2 658-2000  E-mail: communications@PATA.org |



**Case Study 12: International Tourism Crisis Management Policy**

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| The 2004 Sumatra-Andaman earthquake and its resultant tsunami caused massive damage to Indonesia and neighboring countries. After the disaster, the “Phuket Action Plan” was established in 2005 in close collaboration between Thailand, the World Tourism Organization (UNWTO) and Pacific Asia Travel Association (PATA).  This action plan focused on consolidating tourism jobs, helping small tourism businesses to recover, attracting travelers back, and managing an efficient economic recovery. It was aimed at the tourism sector in the four countries with the most damage (Thailand, Indonesia, Sri Lanka, and the Maldives) to bolster their resilience to disasters.  Five areas of support were specified, and the direction to support recovery was presented for each area. Each country planned and executed specific tourism recovery measures in line with these directions.  The action plan was executed with assistance and cooperation not only from member countries of the UNWTO and PATA that had not been affected, but also various organizations, private companies, and academic institutions. This plan had already been made, but the Thai government responded as per this plan when the tourism crisis occurred, and thus helped to create the foundations for tourism crisis management.  **Five areas of the Phuket Action Plan**  **1. Marketing and Communication**  The main purpose is to convey to the travel market that afflicted tourist sites have recovered. There are various targets that information can be shared with, such as governments, travel agencies, and media in major travel markets. In particular, reducing the “overseas travel information” level that was raised by the disaster is key. Not only sharing information, but also making use of inspection trips for on-site events.  **2. Community Relief**  Small and mid-sized companies in the tourism industry within the afflicted areas experience sharply reduced cash-flow due to the rapid decline in tourist numbers, and face a managerial crisis in addition to physical damage caused by the tsunami. Those businesses are provided with micro-financing funds to operate and repair facilities, etc. and also provide technical support to resume their business.  **3. Professional training**  Ensure the ability to provide high level services immediately upon resumption of business by providing education and training to improve skills as tourism professionals to employees who are temporarily unemployed while tourism sector companies are closed due to a disaster. Also, educate and train people who wish to join the tourism industry to replenish any vacancies because of deaths or leaving the job due to the disaster.  **4. Sustainable Redevelopment**  Bolster international competitiveness as a tourist site by resolving issues with former facilities when reconstructing and repairing tourism infrastructure and facilities that were damaged by the tsunami, and restart in a sustainable way with due consideration for the natural environment and participation of the local community.  **5. Risk Management**  Identify future disaster-related risks at tourist sites, take both tangible and intangible countermeasures against them, and also promote the creation of safe tourist sites by drawing up a response plan for times of crisis, and training the people concerned. |

# Epilogue

With the increase of abnormal weather and natural disasters on a global scale, it is expected that the importance and necessity of disaster prevention and crisis management in the tourism sector will increase more and more in the future.

In order to overcome disasters and crises, "realization of public-private partnership in tourism crisis management" and "enhancement of disaster prevention and crisis management in tourism" are required. This will be an important key to enhance the resilience of tourism.

In order to help local governments, DMOs, tourism associations, and tourism-related businesses to introduce tourism crisis management to their daily operation, this book describes the basic concept of tourism crisis management and the four phases (Reduction, Readiness, Response, and Recovery) with scenarios for each phases. In order to put into practice tourism crisis management, it is necessary for each local government, DMO, tourism association, tourism-related business, etc. to study the formulation of a Tourism Crisis Management Plan with reference to this document, to confirm the division of roles and how the public and private sectors should collaborate in times of crisis and disaster, and to repeatedly conduct trainings and drills based on the formulated plan.

Preparation for disaster prevention and crisis management is an "investment for long-term risk reduction," and through this book, we hope that awareness will spread that it is essential concepts to the local governments and tourism-related business, and hope the tourism crisis management efforts will be accelerated.

In order to enhance the resilience of the tourism sector worldwide, it is necessary for as many regions as possible to formulate tourism crisis management plans, accumulate experience and knowledge through training, and spread such knowledge to other regions. In addition, it is important to develop and support local governments, policy makers, and tourism-related businesses with knowledge of tourism crisis management to disseminate such knowledge domestically and internationally, and to promote tourism crisis management practices.

We hope that the recently developed "Guidelines on Tourism Crisis Management” will help local governments and tourism-related businesses strengthen their crisis management practices and protect tourists. We hope that this book will help to protect tourists, local governments, DMOs, tourism associations, tourism-related businesses, and people working in tourism-related industries from crises and disasters.

Japan Tourism Agency, Ministry of Land, Infrastructure, Transport and Tourism

UNWTO Regional Support Office for Asia and the Pacific

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