River Administration in Japan

River Bureau, Ministry of Land, Infrastructure, Transport and Tourism



Topography of land spreading on low plains Right: Kanto region, Top: Kinki region





Top: Maruyama River Typhoon No. 23 in 2004 Right: Tamagawa Dam, Omono River in Akita Prefecture



Flood management is a high priority issue in Japan, as recognized in many other countries.

Flood is a major disaster that have been happening on a global scale



Record-breaking heavy rainfalls mainly in the central and western regions caused floods leaving 350 thousand households inundated.

Democratic Peoples' Republic of Korea

(August 2007)

Heavy rainfalls that lasted for a week caused floods resulting in over 600 people dead or missing.

New Orleans, the United States of America (August 2005)

The landfall of hurricane "Katrina", on the southern sea coast resulted in over 1,200 people dead.

India (July and August 2005)

Heavy rainfalls caused floods and sediment-related disasters. Over 1,000 people were reported dead or missing.

<u>China (summer 2007)</u>

Heavy rainfalls throughout the country caused floods and sediment-related disasters, resulting in 1,300 dead or missing.

In Japan, severe water-related disasters have been causing human losses every year.



Severe terrain conditions of Japan

Many rivers are very steep with a short distance from the source to the sea, resulting in rapid flow. Furthermore, most of urban areas are located in low-lying areas that are lower than the water level during floods.



Population and city functions are concentrated in areas below zero-meters level in coastal areas of three major bays Catastrophic disasters are anticipated once the embankments are failed.



Level of structural improvement is lower compared with other countries.

Compared with other industrialized nations, the level of safety secured by flood control measures is lower in Japan.





Tokyo and Edo River, Ara River and Sumida River



Approximately half of the population and three-quarters of total assets are concentrated in low-lying areas. Major damage is anticipated when flooding occurs.



A number of local governments have experienced water-related damages

Floods and sediment-related disasters have occurred in more than 90% of municipalities throughout Japan during the past ten years.



Occurrence of Flood and Sediment-related Disasters from 1994 to 2003

The risk of disaster is becoming greater due to global warming.

Changes in temperature in the northern hemisphere during the past one thousand years.



Inter-governmental Panel on Climate Change (IPCC)

Global warming is considered to be almost certain due to increasing greenhouse gases originating from human activities.
The last 12 years have been the warmest 12 years since 1850.

Rise in the average temperature and level of

the sea water at the end of 21st century					
	A society wherein a balance of both the environmental conservation and economic development is on a global scale	A society focused on fossil fuel, undergoing high economic growth			
Rising temperatures	Approx. 1.8 degrees Celsius (1.1 to 2.9 degrees Celsius)	Approx. 4.0 degrees Celsius (2.4 to 6.4 degrees Celsius)			
Rising sea levels	18 to 38 cm	26 to 59 cm			

Increased strength of tropical low pressure systems

Some experts forecast the elimination of almost all sea ice in the Arctic Sea, during late summer seasons, by the latter half of the 21st Century.

Disaster risks are increasing from changes in socio-economic conditions

Occurrence of widespread submergence at the underground facilities in urban areas





Due to the aging population, a significant number of victims were among those who required assistance in the event of disasters, such as the elderly or children in day care facilities.



Asahi Shimbun on July 14, 2004



The slope behind a nursing facility collapsed in Sashiki Town, Okinawa Prefecture, in June 2005 due to the heavy rainfall, resulting in the evacuation of all 70 people in the facility.

Heavily concentrated rainfalls exceeding 50 mm or even 100 mm per hour are on the increasing trend



Although the amount of annual rainfall is on decreasing trend, fluctuation of its amount is becoming greater.



Floods cause catastrophic damage

Although the flooded areas are definitely decreasing due to flood control projects that have been carried out over many years, the amount of economic loss in flooded areas has sharply increased due to increasing number of assets which are unable to withstand flooding.



(3) Non-operation losses for businesses are included in the amount of damage for general assets, as well as the concentration of waterlogged areas.

(4) Figures were derived from "Flood Statistics" issued by the River Bureau of the Ministry of Land, Infrastructure and Transport.

Electronic equipments, once submerged in water, are no longer usable.





Heavy downpour in Tokai region, September 2000

Preventative strategies are essential for flood management.

The amount of investments for preventative measures intended to circumvent disasters from occurring are more efficient means than the amount required for relief and response after flooding.

(1) Heavy rainfall in Tokai region

(September 2000) [Shonai River and Shin River in Aichi Prefecture]

Prior investments of JY71.6 billion made it possible to reduce disaster damage by <u>about JY550 billion</u>.

(2) Heavy rainfall in Fukuoka Prefecture (July 2003) [Mikasa River, Fukuoka Prefecture].

Prior investments of JY55.3 billion made it possible to reduce disaster damage by <u>about JY460 billion</u>.



Special Emergency Project for Shonai River and Shin River Disaster Prevention Strategies (2000 to 2004).



* Special Emergency Project for Mikasa River Disaster Prevention Strategies (2003 to present)

Framework of river management in Japan

Rivers subject to the River Law are classified into Class A and Class B rivers, depending on the importance of their roles. The roles for managing rivers are tasked to the Minister of Land, Infrastructure and Transport (Regional Directors of Maintenance Agencies), as well as the governors of prefectures.

Management of small-scale rivers that do not fall into the categories of Class A or Class B is delegated to municipal government mayors in accordance with the rules and regulations for Class B rivers. (Law Applicable Rivers)



The Ministry of Land, Infrastructure and Transport manages <u>rivers with a particularly high level of importance comprising 7% of the</u> total length of all rivers within the nation.

Responsibility for managing the rivers rests primarily on the National Government, however, management is delegated to local governments (excluding Law Applicable Rivers).



Basic framework of flood management strategies in Japan

/		Measures	Details of measures	Administrative organization
Prevention of inundation (prevention)		Control of flooding (maintenance of facilities for flood control)	Widening of rivers and adjustment of river flows using dams and retarding basins.	River management (national and prefectural governments).
		Safe ways of living	Restrictions and guidance on land usage (urbanization control areas, hazard maps).	River management. City planning bureaus.
		Inhibiting increases in flooding water	 Development permits. Permits for rain water infiltration prevention activities. 	Prefectural governments.
Disaster limiting activities in cases of flooding (emergency responses) Responses	ive r cies	Flood prevention activities	 Repairs of emergency facilities and provision of precise information. Responsive action to deal with scouring damage and leaking levees. 	River management. Flood prevention groups.
	Respons action fo emergen	Evacuation and rescue	Evacuation, rescue and provision of relief for residents.	Municipal governments. In case of major disaster: Organizations of national government, Japan Self Defense Forces, etc.
	Responses implemented during normal periods	Guidance and instructions to residents	 Dissemination of information regarding evacuation assembly points and evacuation routes. Dissemination of information regarding flood danger. 	Municipal governments. River management.
		Formulation of disaster prevention plans	 Systemization of various implementations with assumption of flooding. Allocation of roles and clarification of responsibilities. 	 National and regional public organizations. Designated organizations, etc.
		Sustaining appropriate functions of facilities	 Management with consideration for changes in river beds. Maintenance of evacuation assembly points. 	River management. Prefectural and municipal governments.

Steady implementation of hardware measures is essential as flood management strategies.

Flood damage resulting from heavy rainfall in Niigata and Fukushima in 2004, the largest one after World War II, was prevented after completion of flood control measures.



Completion of Metropolitan District Water Discharging Channels resulted in significant reduction in flooded areas.



It is also important to promote software measures in parallel with the implementation of hardware measures.

"Disaster Reduction" strategies by software measures for minimizing disaster damage mixed with hardware measures



However, due to limited budget, the investments for preventative strategies were reduced.



It is essential for the national government to bear the responsibility of implementing emergency response action and preventative strategies for disasters when they occurred at major rivers, which are projected to cause disaster damage on a major scale.

Expected Inundation areas when levees on Ara River are breached



Estimated disaster damage when levees on Tone River

and Ala River are preached				
	Tone River	Ara River		
Estimated amount of damage	JY34 trillion	JY33 trillion		
Number of affected persons	2.32 million persons	1.16 million persons		
Waterlogged above floor	694,000 households	470,000 households		
Waterlogged area	5 3 0 km ²	7 8 km ²		
Past disasters	Typhoon Kathleen in 1947	1910		

Suspended capital functions





Typhoon No. 23 caused extensive damage, mainly in Hyogo Prefecture and northern Kyoto Prefecture on October 20, 2006. Levees were breached at several locations. Maruyama River, which suffered particularly large amount of damages, was provided with emergency recovery action in preparation for the next flood by the Kinki Regional Development Bureau, with the assistance of neighboring Regional Development Bureaus. Recovery action was completed at two locations in five days.



Although the sector managed by the Hyogo Prefecture was smaller in scale than the directly managed sector (levees breached at four locations) it required 17 days for the completion of recovery work.

Provision of River information by utilizing ICT



Provision of river information using optical fiber

Information provided on the internet



- Aeration of sludge, maintenance of purification facilities and inducing water for purification to improve water quality.
 In terms of the environmental standard achievement for public waters, improvement has been observed generally with regards to rivers, whereas water quality at lakes and ponds has not improved that requires continued water quality improvement measures.
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Source: FY2005 Water Quality Survey Results for Public Waters (Ministry of the Environment)

Scum

Ayase River (Metropolis of Tokyo and Saitama Prefecture)

Condition of Ayase River around 1975 when trash and scum were floating on the river

Present day Ayase River with improved water quality

Slime dredging at Ayase River. The water quality is improving in recent years, due to the installation of a river purification facility, the maintenance of sewers as well as activities by local governments and residents.



Image depicting an outbreak of water-bloom

Water-bloom collection boat and collection float

An outbreak of a large amount of water-bloom takes place during the summer season and causes a foul odor when it rots, significantly deteriorating the surrounding environment and appearance. For this reason, water-blooms floating on the surface of the water are collected by surface skimming boats (water-bloom collecting boats).

An example of a water purification project



Dredging (Ayase River in Saitama Prefecture) (

Plant purification facility (Hitachi-Tone River in Ibaragi Prefecture)

Kasumigaura (Ibaragi Prefecture)

Conversion to environment-focused river management (2)

Conservation of favorable natural environment

Creation of multifaceted nature in rivers

The "Creation of a multifaceted nature in rivers" entails the management of rivers in order to create and maintain a livable, nurturing and breeding environment for living organisms in which rivers inherently have and diverse river scenery with consideration for the lifestyles of people in the region, as well as a harmonious relationship with their history and culture, from the perspective of natural workings of the whole rivers.

The "Creation of a multifaceted nature in rivers" is <u>fundamental</u> to all river maintenance with all Class A and Class B, as well as law applicable rivers, <u>subject to river management activities</u>, <u>such</u> as <u>surveying</u>, <u>planning</u>, <u>design</u>, <u>engineering and construction</u>, including their operation and maintenance.

Moizari River (Eniwa City, Hokkaido Prefecture)





(Before maintenance)

(After maintenance)

Recovery of nature

A project intended for the maintenance of river environment is conducted by recovering the nature of the "river system" from the basin-wide perspective. The nature's resilience to recover is vitalized, with as little human intervention as possible.

Recovering meandering stream of Kushiro River (Hokkaido Prefecture)



[Kushiro River straightened through river modification work]



[Recovery of meandering stream by using former river location (an image)]

Creation of a cheerful atmosphere along the rivers

Special permission for occupying river areas as social experiments

Ota River (Hiroshima City, Hiroshima Prefecture)



A "Riverside Open Cafe" was started in October 2005 in order to promote the integration of waterside and urban areas.

Hori River (Nagoya City, Aichi Prefecture)



The Hori River flows through the center of Nagoya City was restored as well as its water quality through the maintenance of sewers and channeling of water. The river provides a cheerful atmosphere and a place for recreation and relaxation, through the establishment of riverside paths and open cafes.

Creation of river in harmony with historical townscape

Ono River (Katori City, Chiba Prefecture)



The Ono River used to be a prosperous traffic hub of the Tone River boat transport system and numerous historical buildings still remain along the river. A river in harmony with such a historical townscape was restored.

The creation of a cheerful atmosphere utilizing the river

Shinmachi River (Tokushima City, Tokushima Prefecture)





Shopping district facing the river

Various events are held on the water-friendly facilities along the banks of the Shinmachi River that flows through the center of Tokushima City, promoting vitalization of the shopping district along the river.

Conversion to environment-focused river maintenance (3)

Environment-focused activities at dams Securing the capacity to ensure the Flexible operation of dams environmental flow from the dam • The river environment downstream from the dam is maintained and conserved by storing a portion of the flowing water in the flood regulation capacity of the dam, within a range that does not obstruct flood control function, for discharging appropriate amount of water as An unspecified capacity is secured for dams in order to needed ensure environmental flow, such as the securing of Flexible dam operation tests were implemented at 24 dams in FY2006. habitats and nurturing locations for animals and plants, while maintaining clean waterflows. [Discharging patterns for flexible operation and an example of the effects] Flash discharge Short discharging bursts raise the conveying force. Such discharges are made to flush stagnant water, remove adherent algae and support its regeneration. Flood regulating Image of dam capacity capacity Discharge quantity capacity Flash discharge quantity Sustained flow rate This is effective for flushing the silt on the Date and time bottom and peeling off the adherent algae. Average droughty water discharge (after New algae grows following cleaning. start of operations) 8.1m3/s (2001 to 2004) Amount of discharge increased for environmental flow Continuous discharging on top of the amount of water flow maintains a certain level of flow volume. This is conducted in order to improve the scenic appearance of the river, as well as to provide support for fish ascending or Average droughty (before start of op water descending the river. discharge operations): 2.86m3/s (1996 to 2000) Juan Full-scale operation starts Increased flow narge Sustained at Mivagase Dam (2001) flow Disch Flow capacity is improved by securing environmental flow capacity through water supply from the dam (Samukawa Date and time Dried segments in the river are eliminated Diversion Weir of Sagami River) downstream from the dam Implementation of environmental impact assessment and conservation activities at the dam Based on the environmental impact assessment, necessary environmental conservation activities are implemented through dam projects. Images of breeding taken by CCD camera Conservation for ecosystem (epistatic) Recovery of indigenous waterside (monitoring of breeding status for species plant life of interest [birds of prey] is provided using CCD cameras and by collecting information on ecological environment) Elimination of bare ground through reorganization of existing dams Traffic roads are built and Immediately Parent bird and animal food relocated through tunnels after the laying (small birds) (juvenile bird on top) of eggs Hodgson's hawk eagle Strategies for cold water and turbid water Countermeasure for Countermeasure for cold and turbid turbid water using fresh Bare ground Restoration of vegetation water by selective water intake Restoration of vegetation with indigenous species Relocation of plants (conservation of critical species) Intake of water Intake of water in the on the surface intermediate laver laver Relocation Status following status relocations Dam lak Restoration Prevention of eutrophication of marshes byaeration Conservation (such as securing relocation routes for small animals) implemented for the ecosystem (typical and transient conditions) [During flooding] [After flooding A selective water intake facility is As a long-term discharging strategy operated to enable the intake of water from arbitrary layers inside the reservoir as a long-term for turbid water after flooding, water with a low degree of turbidity is strategy for managing the cold diverted from the reservoir and water temperature and turbid

Purification of water with aeration circulation system

Building of crossing pipes (for mammals)

discharged following a flood.

water.

Conversion to environment-focused river management (4)

Education on river environment

Local civic groups, educators and river managers get together to establish a river conference.
"Kids Riverside Support Center" provides support for activities (such as the lending of materials and coordinating activities)
Project has been in operation since 1999, with 248 locations nationwide registered to promote relevant activities (as of end-March 2007)
River managers implement the facility

maintenance work as required, such as the establishment of trails so that children can easily walk along the river, as a part of the **"Waterside Fun School Project"**.

"Kids' waterside re-discovery" project



Tama River flow experience (Todoriki Waterside Fun School Conference)



A scene from "Kids Waterside" activity (Kogu River, Osaka Prefecture)

"River Activities Council (RAC)", a non-profit organization

 A conference comprised of non-profit organizations and civic groups involved in river activities throughout Japan. The purpose of the organization is to spread awareness on the recovery of humanism and the conservation of the water environment through river-related activities.

 Basic seminars (one-day extension seminars) are held in order to familiarize people with rivers in conjunction with civic groups throughout Japan, while training for activity leaders for fun and safe river activities, are provided for the purpose of supporting and promoting experiential activities in rivers.



Image diagram of a waterside fun school

Promotion of comprehensive sedimentation management

workshop



Japan is engaged in proactive promotions to make international contributions in the areas of rivers and water resources.

International Trend of Water



A view of the opening ceremony of the "Master's Degree Program on Disaster Management Policy Program"

http://www.pwri.go.jp/icharm/index.html

http://www.internationalfloodnetwork.org/

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