

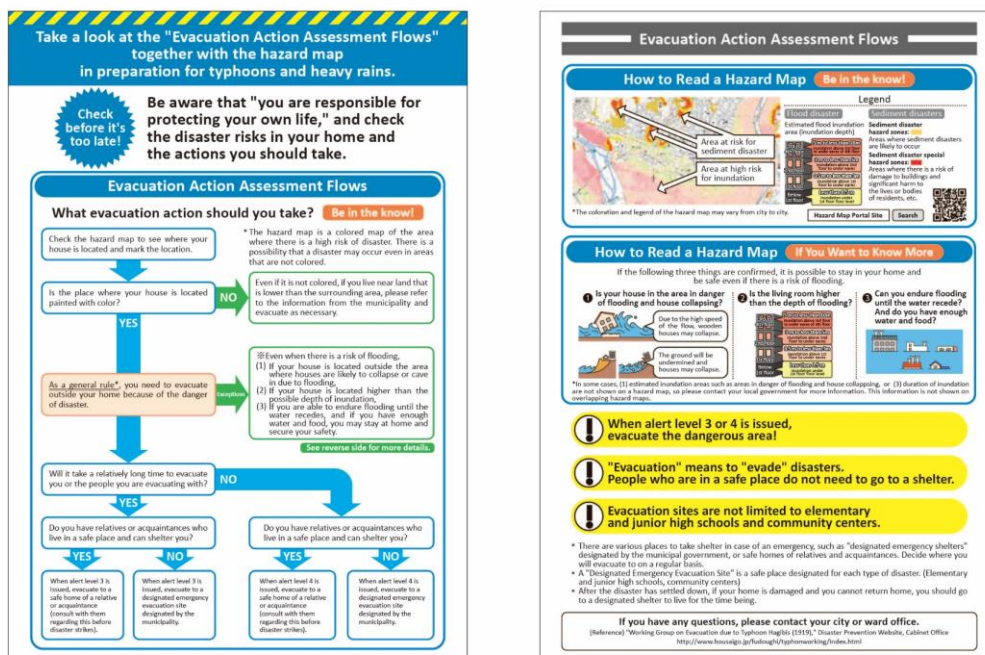
Section 2 Evacuation Action Countermeasures for Residents

2-1 Background of Considered Evacuation Measures by Government based on Typhoon Hagibis in 2019 (T1919)

Based on the lessons learned from Typhoon Hagibis in 2019 (T1919), in order to study the strengthening of evacuation measures in response to increasingly severe and frequent heavy rain events, the Typhoon Hagibis in 2019 (T1919) WG, which was established under the Disaster Management Implementation Committee of the National Disaster Management Council, discussed various measures. One of the points of discussion was measures to be promptly implemented by the flood season in FY 2020, and the second was drastic measures to be considered after FY 2020 and to be concluded at an early stage. The WG concentrated on related things to public awareness, such as campaigns to improve understanding of disaster prevention to encourage evacuation behavior for the purpose to raise awareness of the importance of "protecting one's own life" among all people by the flood season in FY 2020. They then outlined the main issues that needed addressing for systematic consideration, such as ensuring the effectiveness of evacuation information and region-wide evacuation, and evacuation of those who require assistance evacuating. The SWG on Evacuation Information and the SWG for the Elderly and People with Special Needs examined these issues.

Additionally, in the campaigns to improve the understanding of evacuation, all entities participated in those campaigns to promote the understanding of evacuation among people by the flood season in FY 2020. Municipalities distributed or circulated hazard maps, evacuation action assessment flows, and evacuation information points to each household. Educational institutions and people involved in welfare promoted the understanding of evacuation by using the evacuation action assessment flows. At the same time, private companies promoted remote work, staggered work hours, and planned closing to enable employees to refrain from going out unless it is essential/ urgent.

Campaigns to Improve Understanding of Evacuations



Things to Know About Evacuation Information for Typhoons and Torrential Rain

Check During Emergency

Evacuation Information Points

***** Be in the know! *****

Evacuation Information Issued by Municipalities (Alert Level)

Alert Level 1

Increase properties (Increase in water level)

Alert Level 2

Confirm evacuation (Evacuation for those who are not evacuating)

Alert Level 3

Evacuation for those who are not evacuating (Evacuation for those who are not evacuating)

Alert Level 4

Evacuate all (Evacuate all)

An Alert Level 4 (= evacuation recommendation) means to evacuate from dangerous areas

The Alert Levels are classified into five levels to inform residents of the actions they should take in preparation for floods and sediment disasters, and are issued by municipalities in conjunction with evacuation information.

Alert level 5 is where a disaster has already occurred.

If you are still not able to evacuate when the alert level 5 is issued, please take the best action to save your life by moving to a slightly safer room in your house or to a safe building if there is one nearby.

Information on the occurrence of a disaster at Alert Level 5 is issued when the municipality is aware of the occurrence of a disaster, to the extent possible, but may not be given in some circumstances.

It is dangerous to evacuate outdoors during torrential rain. Please refrain from transfer by car as well.

Alert Level 4 includes evacuation recommendations and evacuation instructions (emergency)*, but in any case, evacuate at Alert Level 4.

*The Alert Level 4 evacuation recommendation is issued in consideration of the time required for evacuation and the time of sunset, so it is necessary to evacuate dangerous areas at this time.
*2 The evacuation instruction (emergency) at Alert Level 4 is not always issued, but may be issued in case of an emergency or to encourage evacuations repeatedly depending on the situation in the area.

Key Points of Evacuation Information If You Want to Know More

Information on River Water Levels and Rainfall Issued by the Ministry of Land, Infrastructure, Transport and Tourism, the Japan Meteorological Agency, and by Prefectures (Information Equivalent to Alert Levels)

■ Check the situation in your area with risk distribution

When the Japan Meteorological Agency issues information equivalent to an Alert Level* on a municipal basis, check the information (risk distribution) that provides detailed information on the situation in your area. Purple indicates a high level of risk.

If you register your address, you can also take advantage of the "Risk Distribution Notification Service," which will automatically notify you on your smartphone when your area becomes dangerous.

Sediment disasters
(1 km mesh)

Purple: danger near cliffs and streams

Inundation damage
(1 km mesh)

Purple: lowlands are dangerous

Floods
(1 km mesh)

Purple: dangerous along rivers

*Information released at the municipal level includes heavy rain emergency warnings, sediment disaster alert information, and flood warnings.

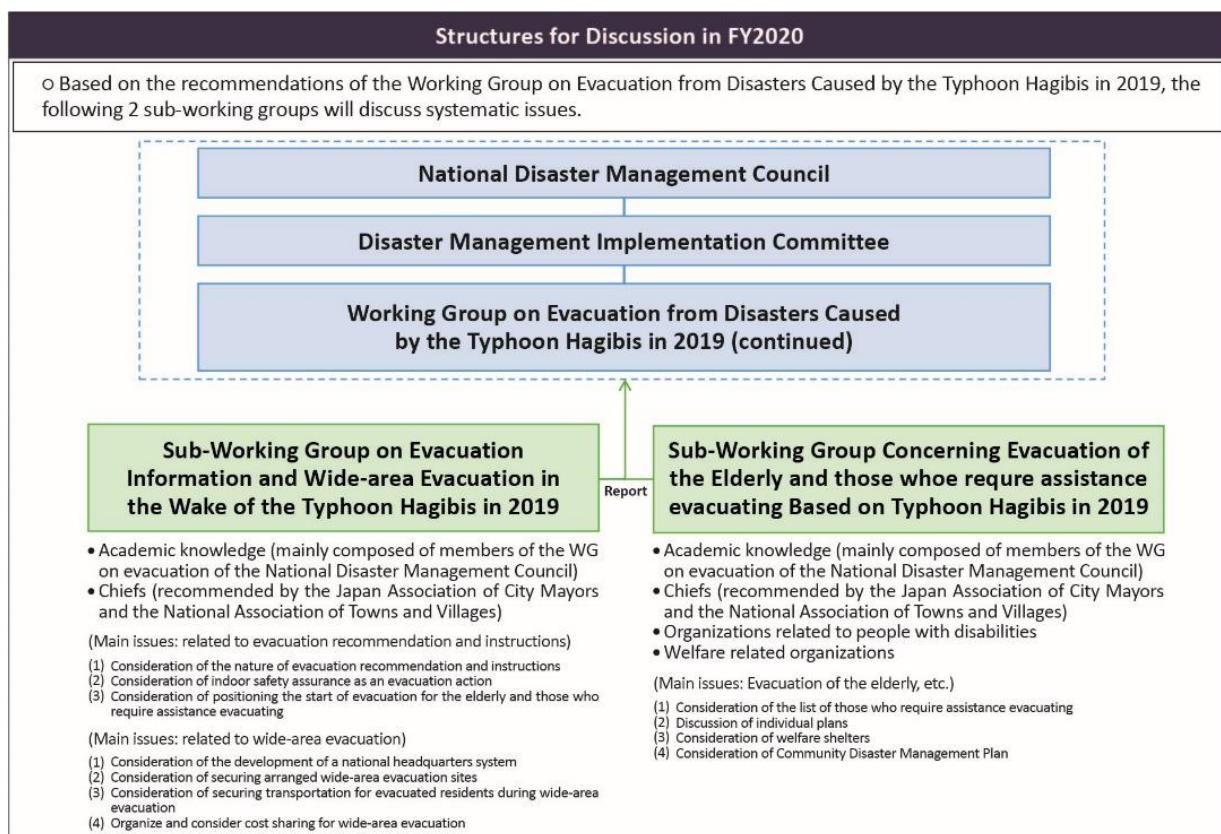
■ Be sure to evacuate according to the Alert Level issued by the municipality. Voluntarily evacuate early by referring to information on river levels and rainfall from the Japan Meteorological Agency.

Home: Alert Level		Home: Alert Level Equivalent Information	
Originator: Municipality	Content: Evacuation Information	Originator: Japan Meteorological Agency or prefecture	Content: Evacuation Information or heavy rain alert
5	Evacuate all (Evacuate all)	5	Heavy rain emergency warning
4	Evacuate all (Evacuate all)	4	Evacuation recommendation
3	Evacuate the elderly from dangerous places	3	Flood alert information
2	Check hazard maps for evacuation procedures	2	Flood advisory information
1	Pay attention to the latest information	1	Early advisory information

*The purpose of the "Guidelines on Evacuation Recommendations, etc." has not been changed, but the wording has been made easier to understand.
The mayor of a municipality will make a comprehensive decision on issuing an alert level (evacuation information) based on information on rivers and rainfall, as well as local level use and disaster records. This being the case, the timing of Alert Level and Alert Level equivalent information being issued, in addition to any applicable areas of effect, may not always be consistent.

If you have any questions, please contact your city or ward office.
(Reference) "Working Group on Evacuation due to Typhoon Hagibis in 2019," Disaster Prevention Website, Cabinet Office
<http://www.bousai.go.jp/foudo/typhoonworking/index.html>

Source: Cabinet Office data
(See: http://www.bousai.go.jp/oukyu/hinankankoku/h30_hinankankoku_guideline/pdf/campaign.pdf)



Source: Cabinet Office data

2-2 Report on “Sub-Working Group on Evacuation Information and Wide-Area Evacuation in the Wake of Typhoon Hagibis in 2019 (T1919)”

(1) Background of Consideration

The SWG on Evacuation Information started its study on June 1, 2020 and discussed the direction of improvement in the system for evacuation information and region-wide evacuation. Then, on December 24 of the same year, the "Ideal State of Evacuation Information and Region-Wide Evacuation Based on Typhoon Hagibis in 2019 (T1919) (Final Report)" was released.

(Reference: <http://www.bousai.go.jp/fusuigai/subtyphoonworking/index.html>)

(2) Summary of the Final Report

In the final report, the main directions for action were presented as follows.

1. Consolidated the “evacuation recommendation” and the “evacuation instruction (emergency)” into a single evacuation instruction as Alert Level 4 to clarify the timing of evacuation.
(Issuing an evacuation instruction at a time when the current “evacuation recommendation” is issued.)
2. Placed the type of notice, which urges residents to change their behavior from evacuating to a shelter to staying at home or in nearby buildings to urgently secure safety as an Alert Level 5 "emergency safety securement," when a disaster had already occurred or is imminent and it is impossible to safely evacuate to a shelter at Alert Level 4.
(Alert Level 5 can be issued not only when a disaster is confirmed, but also when a disaster is imminent, because the alert is expected to change the behavior in situations where disaster is imminent (a situation where there is a high probability that an outbreak has already occurred even though it has not been occurred or confirmed yet.))
3. Revised the name of Alert Level 3 into "Evacuation of the elderly and people with special needs" in order to clarify the objective of urging early evacuation.
4. Established a Disaster Management Headquarters at the stage of "threat of disaster" to facilitate large-scale and region-wide evacuation.
5. Establish a system that allows local governments to discuss region-wide evacuation and request transportation of residents at the stage of "threat of disaster."

Issues and Background

- Related to evacuation information**
- While there are many people who do not evacuate when an **Alert Level 4 evacuation recommendation** is issued, the differences between the **Alert Level 4 evacuation recommendation** and **evacuation instruction (emergency)** is not correctly understood by residents in general, both being positioned at Alert Level 4 and difficult to differentiate.
 - In a web survey of residents:**
Less than 20% of respondents correctly understood the meaning of both evacuation advisories and instructions
 - According to a survey of municipalities:**
70% of respondents said it was difficult for residents to understand that both evacuation recommendations and instructions are positioned at Alert Level 4.
 - The current **Alert Level 5, "Disaster outbreak,"** is not functioning effectively because it is difficult to know what action to take and municipalities are often unable to issue such an alert because they are unable to identify the occurrence of a disaster.
 - The current **Alert Level 3, "Prepare to evacuate and start evacuating elderly and other persons requiring special care,"** has a long name and starts with "prepare to evacuate," which is a request for the general public, so it is difficult to convey that the information is a request for evacuation for the elderly,
 - Even for residents whose safety can be ensured by evacuating to or remaining on upper floors due to shallow flooding, only evacuation by eviction can be recommended or instructed.
 - There are no clear regulations to encourage elderly and other persons requiring special care to evacuate early.

- Related to wide-area evacuation**
- The government cannot set up disaster management headquarters before a disaster occurs
 - Prefectures and municipalities can set up Disaster Management Headquarters prior to the occurrence of a disaster, whereas the national government can only set up a headquarters when an emergency disaster occurs.
 - It is necessary for the national government, prefectures, municipalities, private sector, etc. to work together at the stage of "threat of disaster" when large-scale wide-area evacuation is necessary.
 - There is no mechanism for local governments to coordinate evacuation sites and means of evacuation at the "threat of disaster" stage.

Courses of Action

- To Consolidate the "evacuation recommendation" and the "evacuation instruction (emergency)" into a single evacuation instruction as Alert Level 4 to clarify the timing of evacuation.
(Issuing an evacuation instruction at a time when the current "evacuation recommendation" is issued.)
- When a disaster has occurred or is imminent and it is not possible to evacuate to an evacuation site at Alert Level 4 safely, information that urges people to secure their safety at home or in nearby buildings is positioned as **Alert Level 5, "emergency safety securement."**
- The name of **Alert Level 3** was changed to **"Evacuation of elderly and other persons requiring special care"** to clarify the target for early evacuation.

Alert level	Status	Actions to be taken by residents	Information that prompts action	Reference (Current)
5	Disaster occurrence or imminent	Lives are in danger. Secure your safety immediately!	Emergency Safety Securement*1	Disaster outbreak (Issued when an outbreak is confirmed)
MUST evacuate by Alert Level 4!				
4	High risk of disaster	Evacuate all from dangerous areas	Evacuation instruction (note)	Evacuation instruction (emergency) Evacuation recommendation
3	Risk of disaster	Evacuate elderly and other persons requiring special care from dangerous areas*2	Evacuation of elderly and other persons requiring special care	Prepared for evacuation/ Start of evacuation for elderly and other persons requiring special care
2	Weather conditions worsening	Check what evacuation actions you may need to take	Heavy Rain, Flooding, and Storm Surge Warning (Japan Meteorological Agency)	Heavy Rain, Flooding, and Storm Surge Warning (Japan Meteorological Agency)
1	Weather conditions may worsen in the future	Increase preparedness for disaster	Early Advisory Information (Japan Meteorological Agency)	Early Advisory Information (Japan Meteorological Agency)

*1 An Alert Level 5 is not always issued due to the fact that municipalities do not always have a reliable grasp of the disaster situation.

*2 An Alert Level 3 is a time when people other than elderly and other persons requiring special care can begin to adjust their normal behavior or voluntarily act when they sense danger, if necessary.

(Note) Instructions will be issued at the timing of the current evacuation advisory.

- In the case of an Alert Level 4 evacuation is, make it possible to not necessarily require evacuation of residents who can ensure their safety by evacuating to or staying on upper floors, and to encourage them to stay indoors.
- It should be possible to provide information to elderly and other persons requiring special care at Alert Level 3 that it is time to evacuate and call for early evacuation.

- Systematic implementation of the establishment of a national disaster management headquarters at the stage of "threat of disaster."** It should be possible to provide information to the elderly and people with special needs at Alert Level 3 that it is time to evacuate and call for early evacuation.

- At the stage of preparation and commencement of wide-area evacuation, in order to facilitate wide-area evacuation, systematic implementation of the national government establishing a disaster management headquarters even at the stage of "threat of disaster," where the head of the task force can give necessary instructions to the heads of local governments and public transportation agencies and ask for cooperation from them.

- Systematic implementation of a system that allows local governments to discuss and request evacuation sites and means of evacuation at the stage of "threat of disaster."

Source: Cabinet Office data

Based on points 1 to 3 above, the Alert Level, situation, actions to be taken by residents, and information used to urge action are summarized as shown in the following table. The Alert Levels correlate "actions to be taken by residents" and "information used to urge action", which are classified into five levels according to the rise of threat of a disaster. At this time, for ease of understanding, a column for "Status" is added. In the future, when using a register of Alert Levels for public awareness and disseminating the new Alert Levels, the following notation should be used based on the "Points to be Noted in Notation" at the bottom of the figure.

Table of New Alert Levels			
Alert level	Status	Actions to be taken by residents	Information that prompts action
5	Disaster occurrence or imminent	Lives are in danger. Secure your safety immediately!	Emergency Safety Securement* ¹
MUST evacuate by Alert Level 4!			
4	High risk of disaster	Evacuate all from dangerous areas	Evacuation Instruction (note)
3	Risk of disaster	Evacuate elderly and other persons requiring special care from dangerous areas* ²	Evacuate elderly and other persons requiring special care
2	Weather conditions worsening	Check what evacuation actions you may need to take	Heavy Rain, Flooding, and Storm Surge Warning (Japan Meteorological Agency)
1	Weather conditions may worsen in the future	Increase preparedness for disaster	Early Advisory Information (Japan Meteorological Agency)

*1 An Alert Level 5 is not always issued due to the fact that municipalities do not always have a reliable grasp of the disaster situation.

*2 An Alert Level 3 is a time when people other than the elderly and people with special needs can begin to adjust their normal behavior or voluntarily act when they sense danger, if necessary.

(Note) Instructions will be issued at the timing of the current evacuation advisory.

Notes on notation of the table of Alert Levels

(1) To indicate that Alert Level 5 is an extremely life-threatening level that differs from Alert Levels 4 and below, there should be a separation between Alert Levels 5 and

(2) those below. If a space is available for a separator with text, the purpose of the separator should be to indicate that people "MUST evacuate by Alert Level 4!"

(3) To make it clear that evacuation should be conducted when Alert Level 4 or 3 is issued, Alert Levels 4 and 3 should be emphasized (bold letters, higher line height, etc.).

The color scheme (R,G,B) used is black (12,0,12) for Alert Level 5, purple (170,0,170) for 4, red (255,40,0) for 3, yellow (242,231,0) for 2, and white (255,255,255) for 1.

Source: Cabinet Office data

Also, the improvement of evacuation information, of which the SWG on Evacuation Information indicated the direction, alone is not enough. It is necessary to recognize evacuation as something that should be done voluntarily by oneself and to link it to actual evacuation actions. To facilitate this recognition, residents can be involved in the preparation of a Community Disaster Management Plan, or deepen the understanding of disaster prevention in local schools in order for residents to be aware of the need to "protect their own lives" and to be able to evacuate independently based on evacuation information in the event of a disaster. Additionally, it is essential to develop human resources who can provide guidance on such matters.

It is important to do everything possible to support the evacuation of residents. Residents should be aware of the need to "protect their own lives" and take appropriate evacuation actions. Local communities should strengthen their local disaster management systems to make the most use of evacuation information. Administrative Organizations should provide evacuation information that residents can easily understand. During the flood season in 2020, many people fell victim to flood disasters and Sediment Disaster (Landslide Disaster), including the Heavy Rain Event of July 2020. A society with a high awareness of disaster prevention must be built up as soon as possible so that necessary studies and measures can be steadily implemented, and fewer people lose their lives to these kinds of flood disasters and Sediment Disaster (Landslide Disaster).

2-3 Report on “Sub-Working Group Concerning Evacuation of the Elderly and people with special needs Based on Typhoon Hagibis in 2019 (T1919)”

(1) Background of Consideration

The SWG for the Elderly and People with Special Needs started making considerations on June 19, 2020, and discussed the direction for improvement of systematic aspects of Community Disaster Management Plan in respect to registers of those who require assistance evacuating such as the elderly and people with disabilities who have difficulty evacuating on their own, individual evacuation plans concerning evacuation of those who require assistance evacuating, and welfare shelters. And then, on December 24 of the same year, the "Ideal State of Evacuation of Elderly and Other People with Special Needs Based on Typhoon Hagibis in 2019 (T1919) (Final Report)" was released.

(References:

<http://www.bousai.go.jp/kaigirep/r1typhoon/index.html>

<http://www.bousai.go.jp/fusuigai/koreisubtyphoonworking/index.html>)

(2) Summary of the Final Report

In the final report, the main directions for action were presented as follows based on systematic issues such as individual evacuation plans.

Final Compilation of the Sub-Working Group on Evacuation of the Elderly and People with Special Needs based on Typhoon Hagibis in 2019 (Summary)	
Issues and Background	Courses of Action
<p>List of those who require assistance evacuating</p> <p>○ Although 98.9% of municipalities have completed the preparation of the list of those who require assistance evacuating, <u>they may not be able to accurately identify those who truly require evacuation support.</u></p>	<p>○ <u>Collaboration with key people and organizations in the community</u>, in addition to welfare professionals and medical professionals such as family doctors, <u>in order to prevent people who should be listed on the list of those who require assistance evacuating from not being listed.</u></p>
<p>Individual plans</p> <p>*A plan that includes information on evacuation support personnel and evacuation sites for those who require assistance evacuating (the elderly, people with disabilities, etc.).*</p> <p>○ In light of the fact that the elderly and people with disabilities have suffered* in past disasters, <u>some measures are needed to make evacuation support even more effective in times of disaster.</u></p> <p>*Percentage of deaths attributed to the elderly in past disasters: *The Heavy Rain Event of July 2020: approx. 79% (65 years and older) (of which, approx. 85% in Kumamoto Prefecture) *Typhoon Hagibis in 2019: approx. 65% (65 years and older) *The Heavy Rain Event of 2018: approx. 70% (among those dead in Ehime, Okayama, and Hiroshima Prefectures, 60 years and older) (of which, approx. 80% in Mabi-cho, Kurashiki City, which has the largest number of fatalities by municipalities) (70 years and over)</p> <p>○ When considering the priority of those who need individual plans and the contents of these individual plan, <u>information on the physical and mental conditions and actual living conditions of the person concerned is necessary.</u></p>	<p>○ <u>In order to make evacuation support effective in times of disaster, it is effective to formulate individual plans.</u> Position individual plans as something that <u>municipalities must strive to formulate under the system</u>, and further measures are promoted.</p> <p>○ <u>The municipality takes the lead in formulating the plan</u>, in collaboration with welfare professionals, Social Welfare Councils, Welfare Volunteers and <u>other daily supporters</u>, and local residents.</p> <p>○ <u>Formulate individual plans starting with those with the highest priority</u>, such as those who live in areas at high risk of disaster. At the same time, <u>formulate an individual plan to be filled out by the person (or community, depending on the situation).</u></p> <p>○ It is important to create a system to <u>support the securing and training of human resources</u>, to provide financial support for the efforts of municipalities to <u>formulate individual plans</u>, and to implement and <u>verify measures by setting up model districts.</u></p>
<p>Welfare shelters, etc.</p> <p>○ <u>Some people request that they may be able to evacuate directly to the facilities they use on a regular basis.</u></p> <p>○ It has been pointed out that if <u>they are announced as designated shelters</u>, there is a concern that the evacuation of affected people who are not expected to be accepted will hinder their response as welfare shelters, <u>thus preventing the securing of welfare shelters as designated evacuation centers.</u></p> <p>○ In addition, <u>there is a lack of clarity on the positioning and nature of welfare shelters and other facilities and spaces</u> where persons requiring special care can evacuate to and receive welfare support.</p>	<p>○ Through the process of formulating individual plans, <u>coordinate the recipients of each welfare shelter in advance</u>, and promote direct evacuation to welfare shelters.</p> <p>○ <u>For each welfare shelter, the target group of acceptees will be specified and publicly announced</u> at the time of designation in order to <u>clarify that the shelter is for evacuation of these acceptees and their families only</u>, and to promote acceptance of evacuees at welfare shelters.</p> <p>○ Clarify that even <u>small facilities and spaces</u> should be designated as welfare shelters if they are expected to be <u>used mainly by persons requiring special care.</u></p>
<p>Community Disaster Management Plan</p> <p>○ The Community Disaster Management Plan is expected to <u>contribute greatly to evacuation behavior at the local community level</u> and to play a very important role in <u>putting individual plans into practice</u> by identifying those who require assistance evacuating and calling for evacuation.</p> <p>○ With regard to the dissemination of Community Disaster Management Plans, one of the challenges is that there is a <u>lack of planning supporters</u> (e.g., local experts on disaster prevention, municipal officials) who can provide advice and guidance to increase the momentum of local residents when they prepare a draft plan.</p>	<p>○ In addition to measures for the <u>dissemination and education of Community Disaster Management Plans</u>, such as through case studies, establish a system to <u>support the preparation of draft plans and a system to develop human resources.</u></p> <p>○ In addition to <u>encouraging the development of individual plans and prioritizing those with the highest risk of disaster</u>, create an environment where <u>people from various fields in the community</u>, such as those who understand disaster prevention, welfare, and medical care, are <u>involved so that the development of the draft of the Community Disaster Management Plan can involve all people in the district and be consistent with the individual plans, if any.</u></p>

Source: Cabinet Office data

1. Direction of Measures regarding the Registers of Those Who Require Assistance Evacuating

- Status of Measures as to the Registers of Those Who Require Assistance Evacuating

Under the amendment of the Basic Act on Disaster Management in 2013, municipalities are obligated to prepare registers of those who require assistance evacuating in response to the lessons learned from the Great East Japan Earthquake, such as an inadequate response to the elderly and people with special needs. These registers have been becoming widespread, being prepared in 99% of municipalities as of October 1, 2020.

- Utilization of the Registers of Those Who Require Assistance Evacuating

There is a possibility that those who should be registered are not registered in the register of those who require assistance evacuating. Collaboration is necessary among key people and organizations in the communities such as neighborhood associations, district Social Welfare Councils, and Welfare Volunteers and Child Welfare Volunteers, who can detect and understand those who are dormant and isolated. In addition to these, cooperation is also necessary among medical professionals including welfare professionals and family doctors.

2. Direction of Response Regarding Individual Evacuation Plans

- Status of Measures for Individual Evacuation Plans

In order for evacuation support to be effective in the event of a disaster, it has been considered appropriate to proceed with the creation of individual evacuation plans in conjunction with the creation of registers of those who require assistance evacuating in the "Guidelines for Supporting the Evacuation Behavior of Those Who Require Assistance Evacuating" (hereinafter referred to as the "Guidelines") in August 2013. However, as of October 1, 2020, the ratio of municipalities that have completed creating individual evacuation plans related with all the persons in the registers of those who require assistance evacuating is approximately 10%. Approximately 57% of municipalities have completed the creation of individual evacuation plans of a portion of their registered persons. (Reference: <http://www.bousai.go.jp/taisaku/hisaisyagyousei/youengosya/h25/pdf/hinansien-honbun.pdf>)

- Clarification of Systematic Positioning

Many elderly people have been affected and there have been cases where people with disabilities were not evacuated properly in recent disasters. In light of this fact, it would be valid to create individual evacuation plans for more effective evacuation support in the event of disasters. To promote this creation of individual evacuation plans, it is necessary to clarify the systematic position of these individual evacuation plans.

On the current situation of creating individual evacuation plans, some municipalities find it difficult to create them all at once, at least for the time being, as new plans are required by many people. Moreover, some municipalities have no choice but to create these plans incrementally according to the situational necessity of those who require assistance. Therefore, when considering the systematic positioning of individual evacuation plans, it is necessary to consider the circumstances surrounding each municipality. As such, systematically, individual evacuation plans can be thought to take the position of an objective that municipalities must strive to create.

- Policy and System for Preparing Individual Evacuation Plans

Individual evacuation plans need to be prepared primarily by the municipality, in collaboration with relevant parties. As a practical matter, some part of the preparation work can be outsourced according to the division of roles among the parties concerned in the municipalities.

- Creating Individual Evacuation Plans based on Priorities

Within the limited system of the municipalities, it is appropriate to prepare individual evacuation plans for those who require assistance evacuating as early as possible, starting with those who have the highest priority. The following things are what municipalities can consider to determine the priority of evacuation plan creation:

- Status of hazards in the zone (e.g., probable inundation areas (the Flood Control Act (Act No. 193 of 1949)), Sediment Disaster (Landslide Disaster) hazard zones (Act on Sediment Disaster Countermeasures for Sediment Disaster Prone Areas (Act No. 57 of 2000))
- The physical and mental condition of persons concerned, and the degree to which one needs assistance in obtaining information and making decisions.
- Actual conditions of the residence such as a person living alone or in social isolation.

While working to create individual evacuation plans according to the priority, it is needed to create plans for all of those who require assistance evacuating as soon as possible within the limited resources of each municipality. For this purpose, it is appropriate for municipalities to promote preparation of individual evacuation plans by 2 ways as follows:

- 1: To create plans according to the priority receiving support of the municipality.
- 2: To create plans by the form filled in by the person who require assistance evacuating, or depending on their conditions, their family member or a person of the voluntary disaster management organization that carry out disaster prevention activities in the community (hereinafter referred to as the "Individual Evacuation Plan for Individual and Community Entry").

The Individual Evacuation Plan for Individual and Community Entry is also based on the perspective of empowerment to the citizens to protect their own lives.

- Support for Measures to Create Individual Evacuation Plans

It is important to establish a system to support the securing and training of human resources who are expected to play a central role in the preparation of individual evacuation plans.

In order to prepare for individual evacuation plans, it is expected that a certain amount of expense will be required for the participation of welfare professionals and others involved in the preparation of individual evacuation plans. In order to make this system sustainable, it is important to provide stable financial resources. In addition, it is important to provide financial support so that disparities do not occur among local governments.

In order to disseminate the preparation of individual evacuation plans, it is important for the national government, with the cooperation of local governments, to set up model districts, while identifying and verifying issues by implementing initiatives with an awareness of the PDCA cycle. It will then be essential to make any improvements based on these results and roll these improvements out nationwide.

Specific details regarding the preparation and operation of individual evacuation plans should be determined based on the actual conditions of the region and the results of local discussions. In the near future, the national government is expected to amend the Guidelines for initiatives and to provide notes and examples for reference.



Discussions to create an individual evacuation plan with the participation of those who require assistance evacuating (provided by Hyogo Prefecture)



An evacuation drill conducted to confirm the effectiveness of the individual evacuation plan, with the participation of those who require assistance evacuating (provided by Beppu City, Oita Prefecture)

3. Direction of Response Regarding Welfare Shelters

- Direct Evacuation to Welfare Shelters

As people with disabilities may face difficulties in spending time in shelters that are not welfare shelters (hereinafter referred to as "general shelters"), it has been pointed out that evacuation to a general shelter may be difficult in some cases. With this type of situation, some have voiced that they would like to evacuate directly to facilities that they use on a regular basis.

Direct evacuation to welfare shelters is still possible under the current system. Some examples are being implemented such as in Kumamoto City, and with these examples as a guide, through the process of creating community disaster management plans and individual evacuation plans, it is appropriate to adjust the number of people to be accepted at each welfare shelter in advance, and promote direct evacuation to welfare shelters, where safety is ensured according to the type of disaster when necessary for evacuation.

- Establishment of a Public Notification System to Identify Those Who Will Be Accepted into Welfare Shelters

Some facilities may not desire to be designated as a welfare shelter, with concerns that being designated as such may invite unexpected affected people. As such, it is appropriate to establish a system that can clarify that the facility is only for accepted recipients and their families by specifying the accepted recipients and publicly notifying them in advance at the time of designation at each welfare shelter.

With the establishment of this system, the evacuation destination for persons with special needs will be clarified, and the unexpected evacuation of affected people will be eliminated. At the same time, this system will be useful as a way to consider the number of evacuees, the support that needs to be provided to those who are to be accepted, and the contents and quantity of relief supplies, as well as to stockpile relief supplies and prepare equipment such as emergency power generators.

4. Direction of Response Regarding Community Disaster Management Plan

- Support for the Preparation of a Draft of Community Disaster Management Plan

With regard to Community Disaster Management Plan, in preparing a draft, it is important to encourage creating a draft starting with the priority areas where the disaster risk is higher. It is also important to create an environment in which people from various fields in the community, such as disaster prevention, welfare, and if possible, medical care can get involved, and to develop human resources who can coordinate and link related parties in local governments so that the plans can be inclusive and consistent with individual evacuation plans.

- The Role of Community Disaster Management Plan

The roles requested of Community Disaster Management Plan include planning for community-wide evacuation support, increasing the effectiveness of evacuation of the elderly who are healthy through planning, and promoting collaboration between disaster prevention and welfare by using disaster prevention, a common concern of all residents, as an entry point for building community ties.



Workshop on training to support the preparation of Community Disaster Management Plan
in Misato Town, Shimane Prefecture (Cabinet Office data)

(3) National Response Based on the Report

An amendment to the "Basic Act on Disaster Management," based on the direction of the report, was enacted in April 2021, made it obligation to make effort for municipalities to make individual evacuation plans. In May of the same year, amendments to the enforcement regulations of the Basic Act on Disaster Management established a public notification system to identify those who are eligible to be accepted into welfare shelters. In the same month, the measurement directions and guidelines were revised to facilitate the smooth operation of the system.

In FY 2021, new local allocation tax measures were put in place to be provided to municipalities for the expense of preparing individual evacuation plans. Also, as a budgeted project, a model project is being implemented to create a model for the creation of effective and efficient individual evacuation plans which will be rolled out nationwide.

Furthermore, in the future, there are plans to support such as sharing of case studies from all of Japan through the websites and training programs.

With regard to Community Disaster Management Plan, in addition to encouraging the creation of district disaster prevention plans in areas with higher risks of disaster, just like individual evacuation plans are created, an

environment in which people from various fields in the community, including those who understand disaster prevention, welfare, and medical care, can be involved will be created in order to ensure that the plans are created with the participation of all people in the district, and that they are consistent with the individual evacuation plans if there are any in place.