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
Based on the recommendations of the Working Group on Evacuation from Disasters Caused by the Typhoon Hagibis in 2019, the following 2 sub-working groups will discuss systematic issues.

**Sub-Working Group on Evacuation Information and Wide-area Evacuation in the Wake of the Typhoon Hagibis in 2019**

- Academic knowledge (mainly composed of members of the WG on evacuation of the National Disaster Management Council)
- Chiefs (recommended by the Japan Association of City Mayors and the National Association of Towns and Villages)

**Main issues related to evacuation recommendation and instructions**

1. Consideration of the nature of evacuation recommendation and instructions
2. Consideration of indoor safety assurance as an evacuation action
3. Consideration of positioning the start of evacuation for the elderly and those who require assistance evacuating

**Main issues related to wide-area evacuation**

1. Consideration of the development of a national headquarters system
2. Consideration of securing arranged wide-area evacuation sites
3. Consideration of securing transportation for evacuated residents during wide-area evacuation
4. Organize and consider cost-sharing for wide-area evacuation

**Sub-Working Group Concerning Evacuation of the Elderly and those who require assistance evacuating Based on Typhoon Hagibis in 2019**

- Academic knowledge (mainly composed of members of the WG on evacuation of the National Disaster Management Council)
- Chiefs (recommended by the Japan Association of City Mayors and the National Association of Towns and Villages)
- Organizations related to people with disabilities
- Welfare-related organizations

**Main issues: Evacuation of the elderly, etc.**

1. Consideration of the list of those who require assistance evacuating
2. Discussion of individual plans
3. Consideration of welfare shelters
4. Consideration of Community Disaster Management Plan

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.

(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."
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.
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

(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.
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.