

Chapter 3 Further Expansion and Improvement of Disaster Management

Section 1 Formulation of Individual Evacuation Plans and Building Affected People Supporting Systems

(1) Formulation of Individual Evacuation Plans

In recent years, a large number of the elderly and persons with disabilities have been affected by disaster. Therefore, in the final reports of "Sub-Working Group Concerning Evacuation of the Elderly and Persons with Disabilities Based on Typhoon Hagibis in 2019" (hereafter referred to as "SWG for the Elderly and Persons with disabilities" in this section), the Sub-Working Group indicated that creating individual evacuation plans should be accelerated more, and it was necessary for the elderly and persons with disabilities to evacuate smoothly and promptly by such plans. Individual evacuation plans were designed to support those who require assistance evacuating such as the elderly and persons with disabilities who have difficulty in evacuating on their own. From the viewpoint of encouraging more municipalities across the country to formulate these plans which had already been under formulation in some municipalities, it was considered appropriate to obligate them to make efforts.

Based on suggestions by SWG for the Elderly and Persons with disabilities, and under the amendment and enforcement of the "Basic Act on Disaster Management" in May 2021, "Guidelines for Measures for Residents in Need of Assistance in Evacuation" were revised and published to promote the smooth formulation of individual evacuation plans in municipalities. The guidelines suggest the municipalities to formulate plans for those who are deemed as high priority that require assistance evacuating within around five years and showed the formulation steps.

For required costs to formulate these plans, new local allocation tax measures were taken in FY2021, and they will continue in FY2022.

Since regional circumstances, such as disaster states, hazard situations, climates, as well as population sizes, age distributions and shelter securement statuses, vary depending on the municipality, each municipality faces different challenges when creating these plans.

In order to address this concern, pilot projects of individual evacuation plan formulation with designated organizations were conducted in 34 cities, wards, towns, and villages as well as 18 prefectures to build an effective, efficient method for formulating these plans, and the process and knowledge were shared with local governments across Japan.

Summary of Pilot Projects of Individual Evacuation Plan Formulation

- **Accumulation of Best Practices for formulating effective individual evacuation plans**
 - Accumulate best practices which achieve effective individual evacuation plans responding to various issues in each region.
 - Aim for establishing an efficient formulation process. To do so, municipalities need coaching and advice from experts who are knowledgeable about the formulation of individual evacuation plans. Also, the entire process of formulation should be done in a pilot project with participation from welfare specialists and local experts.
- **Offer of Opportunities to Share Know-How among Municipalities**
 - Offer opportunities where municipalities across the country can share knowledge and skills from projects effectively by creating events to share their current situation and exchange their opinions.
- **Spread Information about the Results**
 - Spread the knowledge and skills from pilot projects via web portal, presentations, reports and case study books, and support municipalities nationwide.

Source: the Cabinet Office document

Summary of the Report on Pilot Projects of Individual Evacuation Plan Formulation in FY2021

In FY2021, to build an effective, efficient method for the formulation of individual evacuation plans by municipality, events such as know-how sharing meetings were held to ask for advice and exchange opinions. At these events, municipalities effectively shared their knowledge and skills with each other while sharing the progress of other municipalities in developing individual evacuation plans. At the same time, pilot projects were conducted with best practices being shared among municipalities nationwide. (Pilot project participating organizations: 34 municipalities and 18 Prefectures)

■ Important Points on Formulating Individual Evacuation Plans

- To share the awareness of the need for countermeasures with stakeholders
- For municipal mayors to take the initiative
- For the administration to provide "full support so that the public can take appropriate evacuation actions"
- For prefectures to support measures taken by the municipalities by sharing their know-how of formulation, conducting training and building systems to share information on patients with incurable diseases
- To start with small measures
- Over the next five years from FY 2021, to collaborate with stake holders to formulate individual evacuation plans for persons with high priority
- To formulate individual evacuation plans for persons with high priority by mayor of a municipality , but at the same time, the residents in need of assistance in evacuation will formulate individual evacuation plans by themselves, or the neighbors will help
- To utilize existing organizations, and systems of disaster management and welfare such as voluntary disaster management organizations and Social Welfare Councils
- Through formulating plans, for all residents, including the healthy elderly, to participate in creating a society where "everyone feels safe to get old" to lead to a coexistence community

■ Points of Attention for Each Step in the Formulation of Individual Evacuation Plans

It is important to work on specific procedures and operations about formulating individual evacuation plans according to the circumstances of municipalities

Preparation of Promotion Systems	<ul style="list-style-type: none"> ● Establish a system that the Disaster Management Department and Welfare Department can cooperate with each other ● Set up a project team, etc. in the local government
Discuss Priority of Plan Formulation	<ul style="list-style-type: none"> ● Proceed promptly as promptly as the discussion is a tool to formulate plans early, etc.
Gaining Understanding from Welfare Specialists	<ul style="list-style-type: none"> ● In response to the mandate to formulate Business Continuity Plans, cooperate with care manager offices proactively, etc.
Gaining Understanding from People Involved in Local Organizations such as Residents' Associations and Voluntary Disaster Management Organizations	<ul style="list-style-type: none"> ● Make a sustainable system to share the workload ● Avoid forcing the administrative work on local residents involved but inform them that these measures can help protect their lives, etc.
Asking for Cooperation from Candidates of Evacuation Support Implementer	<ul style="list-style-type: none"> ● Prevent concentrating the workload on one person ● Create an evacuation support system with cooperation in the region, etc.
Plan Formulation by Individuals of the Residents in Need of Assistance in Evacuation, People involved and the Municipality	<ul style="list-style-type: none"> ● Formulate plans with participation of relevant welfare and medical workers in addition to relevant personnel of disaster management
Implementation of Measures to Ensure Effectiveness	<ul style="list-style-type: none"> ● Start with small evacuation drills such as evacuating upstairs in emergency, etc.

■ Points of Attention for Each Kind of Measures

Regarding the preparation of Welfare Shelters and Direct Evacuation	<ul style="list-style-type: none"> • It is easier to obtain cooperation from facilities by utilizing a system to identify whom to accept and announce it to them, which makes it clear for them to see who will evacuate • Not only complete matching evacuation shelters with the residents in need of assistance in evacuation but simulate evacuation on a map, etc.
Regarding securing Evacuation Support Implementer	<ul style="list-style-type: none"> • Reduce their burden (For example, ask them to do only what they can) • Clarifying plans makes it clear to understand what to ask for Evacuation Support Implementer, which enables to obtain cooperation from them easier • Helping those who require assistance is just like helping oneself in the future (resident education), etc.
Regarding collaboration with District Disaster Management Plan	<ul style="list-style-type: none"> • Discussion about District Disaster Management Plan enhances residents' interest in those who require assistance and makes it easier to obtain cooperation for the formulation of individual evacuation plans and the support



Regional Arrangement Meeting for arranging evacuation support between the Residents in Need of Assistance in Evacuation and the stakeholders



Evacuation training to check hazardous spots, etc.

■ Positive Feedback about Formulating Individual Evacuation Plans from Those Who Require Assistance Evacuating

- I was able to check my shelter and evacuation route as well as learn hazardous spots by formulating my individual evacuation plan.
- It was great to know that I was able to go to a shelter.
- I felt safer.
- I was glad that my neighbors began talking to me more than before.
- I'd like to "be mindful of what I could do by myself," such as preparing my belongings to take in evacuation.

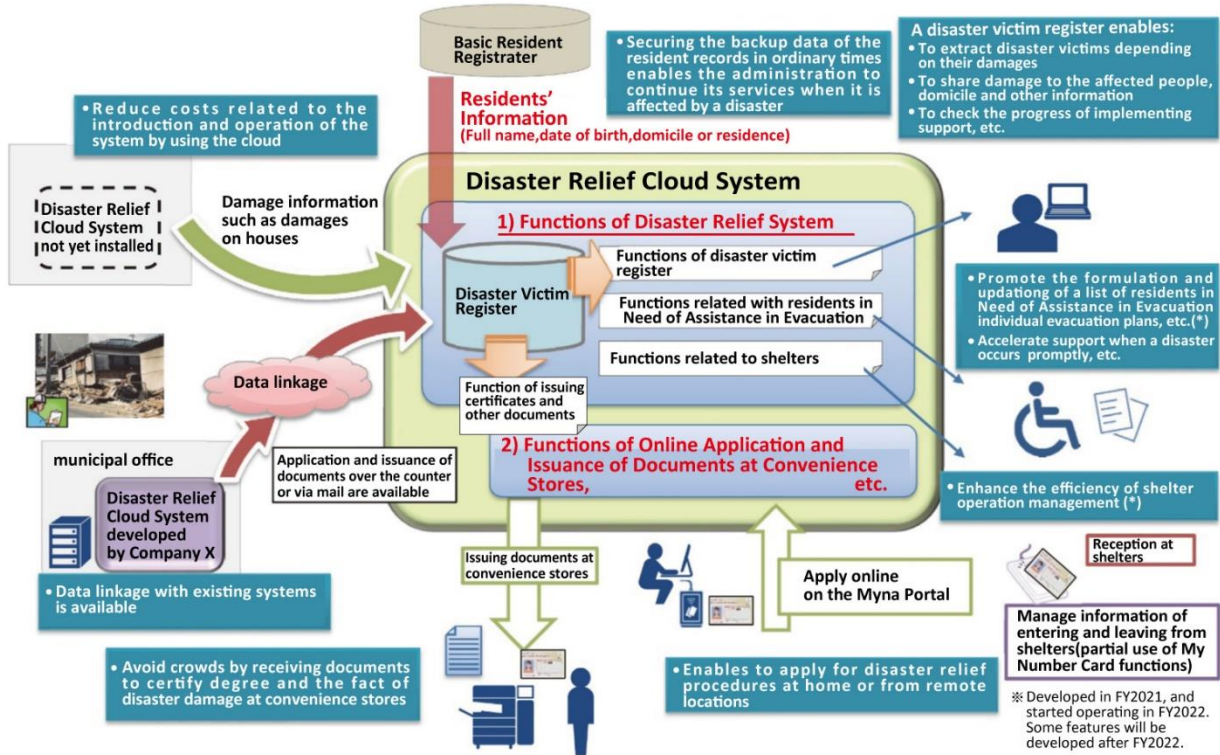
Source: the Cabinet Office document

These projects ensured the effectiveness of evacuation of residents in need of assistance in evacuation and encouraged the formulation of individual evacuation plans nationwide.

(2) Building Disaster Victims Supporting Cloud Systems

The Cabinet Office developed the "Disaster victims Supporting Cloud System" in FY2021, and held briefings for municipalities. This system enables not only municipal offices to obtain support in formulating individual evacuation plans in ordinary times and prepare disaster victim register based on Resident Registration data in times of disaster, but also affected people to apply for a Disaster Affected Certificate and other governmental documents online and receive them at convenience stores by using their My Number Card once a disaster occurs. The Japan Agency for Local Authority Information Systems (J-LIS) is scheduled to start operating it in FY2022.

Overview of Disaster victims Supporting Cloud Systems



Source: the Cabinet Office document

In addition, to restore the lives of affected people smoothly, it is essential to conduct so-called "Disaster Case Management," which is a measure that the authorized personnel collaboratively provide these people with necessary support by hearing each situation of affected people carefully to solve their problems.

In FY2021, the following statement was added to the Basic Disaster Management Plan: "in order that affected people may work on recovering their lives with suitable support systems, the national and local governments are expected to offer sufficient support by utilizing the victim's registry as well as opportunities for monitoring and counseling. At the same time, an environment should be put in place where the affected people can easily learn the support systems." In light of this revision, the Cabinet Office formulated and published a case study book of advanced measures to share with municipalities.

Besides, in FY2022, a schedule is set to formulate and publish an instruction about a standard method of Disaster Case Management measures to distribute so that every municipality throughout the country can implement these measures.