

Report for WHO

**Disability-inclusive Disaster Risk Reduction
Japanese Experiences**

**National Rehabilitation Center for Persons with Disabilities
Japan**

WHO Collaborating Centre

October, 2020

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Preface

Japan is a country prone to natural disasters. In addition to earthquakes, tsunamis, and volcanic eruptions, in recent years, there have been too many instances of large typhoons, heavy rains, etc., to count. For persons with disabilities, appropriate considerations and mechanisms are necessary with respect to advance evacuation, evacuation during a disaster, and life in evacuation shelters. In Japan, based on the experiences during the Hanshin-Awaji Great Earthquake in 1995 and the Great East Japan Earthquake in 2011, each local government established a disaster prevention plan, and business operators developed Business Continuity Plans (BCP). However, every time a disaster occurs, problems such as difficulties in co-living between persons with disabilities and those without occur repeatedly during evacuation and at the evacuation center. It is widely recognized that not only systems, but also practical approaches for evacuation and at the evacuation center are necessary, and that such training has been carried out.

We would appreciate it if you could consider a disaster prevention plan that includes persons with disabilities in each country, with reference to Japan's efforts.

Chapter 1 Introduction

Section 1 Disability-inclusive Disaster Risk Reduction

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NPO Assistive Technology Development Organization

1. Inclusive Disaster Risk Reduction in United Nations

The Office for Disaster Risk Reduction, United Nations defines Disaster Risk Reduction as "The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development¹⁾. The Office for Disaster Risk Reduction is an organization that changed its name from International Strategy for Disaster Reduction in May 2019.



Fig.1 The opening ceremony at the 3rd UN World Conference on Disaster Risk Reduction (Source: Ministry of Foreign Affairs, The 3rd UN World Conference on Disaster Risk Reduction)

Looking at documents adopted for the 1st – 3rd UN World Conference on Disaster Risk Reduction, United Nations in order, the targets that require consideration from the DRR become clear and it is possible to understand the process of concretising measures. The targets were described as “the poor and socially disadvantaged groups” in Yokohama Strategy (1st, Yokohama, 1994). The Hyogo Framework (2nd, Kobe, 2005) clearly states disabled in “Strengthen the implementation of social safety-net mechanisms to assist the poor, the elderly and the disabled, and other populations affected by disasters.” In the Sendai Framework (3rd, Sendai, 2015), the word “disability” is used seven times in Chapter 6. For example, “Governments should engage with relevant stakeholders, including

women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners and older persons in the design and implementation of policies, plans and standards.”

(Yayoi Kitamura)

2. Disability-inclusive Disaster Risk Reduction

In particular, when targeting disability, it is expressed as Disability-inclusive Disaster Risk Reduction (DiDRR). San Yuenwah, who worked for the “Asian and Pacific Decade of Disabled Persons”, began using Disability-inclusive Disaster Risk Reduction (DiDRR) not Disaster Inclusive Risk Reduction (DIRR). She talked with ESCAP’s public relations section in 2014 during the preparation meeting on DiDRR organized by Economic and Social Commission for Asia and the Pacific /Rehabilitation International/Nippon Foundation for the 3rd UN World Conference on DRR.

(Hiroshi Kawamura)

3. The inclusion process of persons with disabilities at the UN World Conference on Disaster Risk Reduction

The process by which participants with disabilities obtained reasonable accommodations at the 3rd UN World Conference on Disaster Risk Reduction is presented here. Similar efforts are required to run DiDRR activities in communities. At the 3rd UN World Conference on Disaster Risk Reduction, the group of persons with disabilities was not included in the nine major groups authorized by the UN so, in the beginning, it did not have an opportunity to speak. Major groups are composed of women, children & youth, farmers, indigenous peoples, NGOs, workers & trade unions, local authorities, scientific & technological community and business & industry. Therefore, the DiDRR Network, the International Disability Alliance, Nippon Foundation, and Rehabilitation International sent a written request to International Strategy for Disaster Reduction and its chair person. The request was grouped by the Assistive Technology Development Organization (NPO) according to the official UN Commission Protocol. As a result, the group of persons with disabilities was nicknamed ‘the group that kicked the door down’ and was positioned as an ‘other important stakeholder’ conforming to the major groups with the four above-mentioned organizations summarizing the opinions of persons with disabilities across the world as managing organizations.

The 3rd UN World Conference on Disaster Risk Reduction held its 1st session on DRR and disability at the main conference thanks to the four organizations and Japanese government²⁾. At this session a group of persons with severe mental illness living in the community gave presentation on their experiences of continuous evacuation trainings and their achievement of not only securing their safety, but also leading an early evacuation for the other town residents. This result was obtained through the research project of National Rehabilitation Center for Persons with Disabilities at

Urakawa town, Hokkaido³). Additionally, the fact that a person with disability worked as the local disaster prevention leader was considered to be the foundational aspect of the document adopted for the conference.

Reasonable accommodations were offered for national representatives with disabilities who participated at official meetings, due to proposal to UN and financial support from the Nippon Foundation and technical support from Assistive Technology Development Organization. At the opening and closing ceremonies and the official session of DRR and disability, there were sign-language interpreters and the screens were subtitled. We should have offered wheelchairs for people who can usually walk with sticks to get around the vast conference venue. For persons with visual impairment, personal brail displays and DAISY (Digital Accessible Information System) players, and presentation materials were offered (Fig. 5). DAISY is an international digital talking book standard and DiDRR materials are recommended to distribute with DAISY format⁴). Travel expenditures were offered for presenters with disabilities, because they have to accompanied by personal assistants and interpreters.



Fig.2 Left: Although subtitles were displayed on the bottom of the screen at the opening ceremony, yellow characters were difficult to make out because there was no color on the background of the characters. Right: Members with mental illness from social welfare organization “Urakawa Bethel’s House” played a drama that shows their difficulties at the time of disasters during the official session on DRR and disabilities. A rehearsal was required the day before and we requested use of the venue out of the planned hours of use.



Fig.3 Two long ramps were combined to make access to the high main stage for wheelchair users.



Fig. 4 Panelist at the official session of DRR and disabilities. The Left Screen showed blind Montian Buntan (Senata, Thai) as a moderator and subtitles appeared with yellow characters on blue background. On the stage, from left, Satoko Akiyama (Bethel's House, Japan, mental illness), Hiroshi Kawamura (Coordinator, Japan), Montian Buntan, Sonnia Margarita (World federation of Deafblind, Ecuador), tactile sign language interpreter, Spanish interpreter, Paul George (Senata, Kenya). Left sign language interpreter is Carol Lee (UN) for American Sign Language, Right sign language interpreter is Noriko Miyazawa (National Rehabilitation Center for Persons with Disabilities) for Japanese sign language.



Fig. 5 Left: Portable Braille Display, Right : DAISY Player

(Hiroshi Kawamura)

References

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3. Inclusion builds resilience. 2015. (<https://www.undrr.org/news/inclusion-builds-resilience>)
4. Maekawa, Asami. DAISYver. For children on the Autism Spectrum and their Families – What is an appropriate attitude to take when new coronavirus is spreading? 2020. (http://www.atdo.sakura.ne.jp/files/DAISY/covid/honbun_eng_CBE.zip)

Chapter 1 Introduction

Section 2 The Contents and the Meaning of this Report

Yayoi Kitamura

Research Institute, National Rehabilitation Center for Persons with Disabilities

1. The contents of this report

Although Northern European countries are known to be advanced in welfare, they do not have much experience in preparing for natural disasters such as earthquakes and floods. On the other hand, the Pacific Rim countries have a high frequency of earthquakes, tsunamis and wind and flood damage and are increasing their interest in disaster preparedness using the experience of previous disasters or inclusive disaster preparedness initiatives. In particular, since the 1995 Hanshin-Awaji Earthquake in Japan, it has been pointed out that there had not been enough disaster preparation for persons with disabilities and good examples of emergency measures have been accumulated. These good examples are listed in Chapters 2 of this report. Section 1 of Chapter 2 presents examples of the experience of a social welfare corporation operating a welfare evacuation centre in the 2011 Great East Japan Earthquake and operating a welfare evacuation centre opened in a public facility in the 2016 Kumamoto Earthquake. Section 2 shows the experience of evacuation centre operators, leading by University faculty members when considering social welfare at a university lecture hall at the time of the Kumamoto Earthquake. Section 3 presents the example of a social welfare corporation in a city adjoining a municipality that was affected by the Kumamoto Earthquake that relayed supporters and goods from all over the country. Section 4 reports on approximately six months of experience of a social welfare corporation (approx. 100 users with severe autism) whose 16 buildings were all flooded in Typhoon Hagibis in 2019.

From Chapter 3 onwards, we present good examples of how people with disabilities prepare for disasters. Chapter 3 Section 1 presents an evacuation centre operation drill held at a residential special education high school from the experience of the Great East Japan Earthquake. This drill was based on an evacuation centre operation game (HUG) that is well known in Japan. It was developed for persons with mild intellectual disabilities and put into practice in both Japan and Thailand. There is also an English version of HUG. Section 2 presents all the inclusive disaster preparedness activities implemented in Beppu City, Oita Prefecture.

2. The meaning of this report: as an educational material to make a good relationship between community residents and persons with disabilities in the area.

Chapters 2 onwards of this report are edited from past lecture recordings. Four of the six sections are edited and recorded on tape at a total of 13 lectures at a disaster preparedness study meeting by

three projects by Yayoi Kitamura (National Rehabilitation Center for Persons with Disabilities): ‘disaster preparedness measures and town planning for persons with disabilities (Health and Labor Sciences Research Grants from the Ministry of Health, Labour and Welfare, 2012 – 2014)’, ‘the nature of useful support for persons with disabilities during a disaster (National Rehabilitation Center for Persons with Disabilities special research, 2015 – 2017)’, and ‘community formation that is useful for supporting persons with disabilities at the time of a disaster (2018 – 2020)’. The details of the study meetings are shown in Table 1.

At these study meeting, with the theme of disaster preparedness for persons with disabilities, we gave lectures about the newest good practices in Japan, provided information and exchanged opinions with people from Tokorozawa City Crisis Management Section and National Rehabilitation Centre for Persons with Disabilities. We believe that this meeting functions as a platform to learn about advances and obtain a common understanding for persons with disabilities, their families, service providers and the administration in Tokorozawa City. From 2018, this study meeting was succeeded to trainings that is hosted by Tokorozawa City Crisis Management Section and Disability Welfare Section with the help of the researcher.

Table 1 Disaster Preparedness Study Meetings (National Rehabilitation Centre for Persons with Disabilities) Details of Implementation

	Presenter	Date	Chapter of this report	the number of participants
1	Hajime Kagiya (Director of Department of Risk Management and Disability Welfare, Itabashi Ward, Tokyo)	Jan. 27 th , 2012		25
2	Makoto Mizutani and Ryouhei Suganuma (AJU Independent House, Wadachi Computer House)	April 23 rd , 2012		34
3	Yayoi Kitamura (NRCD) “No one left behind” Held by Shin-Tokorozawa Community Welfare Activities Liaison Council	Oct. 1 st , 2012		55
4	Yayoi Kitamura (NRCD) “Support for Persons with Special Needs” Jointly held with Tokorozawa Volunteer Liaison Council	Jan 16 th , 2013		85
5	Yayoi Kitamura (NRCD)	March, 2014		85
6	Ryuuji Yahata (NPO Yumekaze Foundation)	June 21 st , 2014		60

7	Noriko Miyazawa (NRCD, sign language department)	Aug. 8 th , 2014		20
8	A group meeting among stakeholders at Shin Tokorozawa District.	March 23 rd , 2015		12
9	Masayuki Udagawa (Disaster Reduction and Human Renovation Institution)	July 3 rd , 2015		65
10	Chie Yoshimura (Kumamoto Gauken Univ.) Sunny Kamiya (Japan Disaster Preparedness Education and Training Centre)	Feb. 17 th , 2018	2-2	109
11	Yayoi Kitamura (NRCD) Jointed held by Tokorozawa City Independent Support Council	Aug. 4 th , 2018		65
12	Yasutaka Saito (Shoshinkai) Hideyuki Mori (Miyagi Prefectural Onagawa Special Senior High School)	Dec.20 th , 2018	2-1 3-1	12
13	Junko Murano (Department of Risk Management, Beppu City, Ohita Prefecture) Jointed held by Toshima Women's Network against Disaster	Dec. 21 st , 2018	3-2	36

