

## Chapter 3 Good practices on Disaster Preparedness for Persons with Disabilities

### Section 2 A good cooperation practice between the local government and the community. Support for persons with disabilities in the community at the time of disasters: Disaster prevention with no one left behind in Beppu city, Oita Prefecture.

Junko Murano

Department of Risk Management, Beppu City, Oita Prefecture

This lecture text is a re-composition of lecture records from 21<sup>st</sup> December 2018 (Disaster Prevention Study Meeting, Research Institute, National Rehabilitation Center for Persons with Disabilities and Toshima Women's Network on Disaster Risk Reduction) and 18<sup>th</sup> February 2019 (Workshop for Disability-inclusive Risk Reduction at Special Elementary Schools, Ministry of Education, Chiang Mai, Thailand).



Fig.1 Junko Murano, the presenter of the meeting

MC: Junko Murano is working on the latest initiatives in disaster prevention for persons with disabilities in Japan. Today, I would like to take this opportunity to talk to you all about how many of these are being implemented in Toshima Ward. Following on from Ms. Murano's speech, the plan is to obtain information from the Ward Office concerning community support relating to persons with disabilities in disasters in Toshima Ward, Tokyo which is where this venue is located and, finally, to exchange information between participants in groups of six or so.

Today, we have filled the venue with 36 participants including representatives from Toshima Ward Office Crisis Management Division, General Welfare Affairs Division, Disability Welfare Division, Social Welfare Councils, the Disaster Volunteer Centre, comprehensive community centres in charge of nursing care insurance for the elderly, organizations for persons with disabilities (visual, hearing,

physical, intellectual), community lifestyle centres for persons with mental disorders, heads of residents' associations, leaders of residents' association disaster prevention groups, social workers, midwives and students. Over to you, Junko Murano.

Murano: Good morning everyone. I am Ms. Murano from Beppu City. I was really looking forward to coming here today. I hope to be able to explain as clearly as possible our activities to people who are interested. Dr. Yayoi Kitamura mentioned the word "latest" in her introduction but I don't think that it is possible to implement what we are doing in Beppu in other places due to various local characteristics. It would be happy if you could give me some advice. I would like you to see what we are doing specifically and what potential solutions we are providing. There are some people here today who have visual impairments so I would like to use both slides and words to give you this information. I hope you will understand if you are not used to this kind of speech.

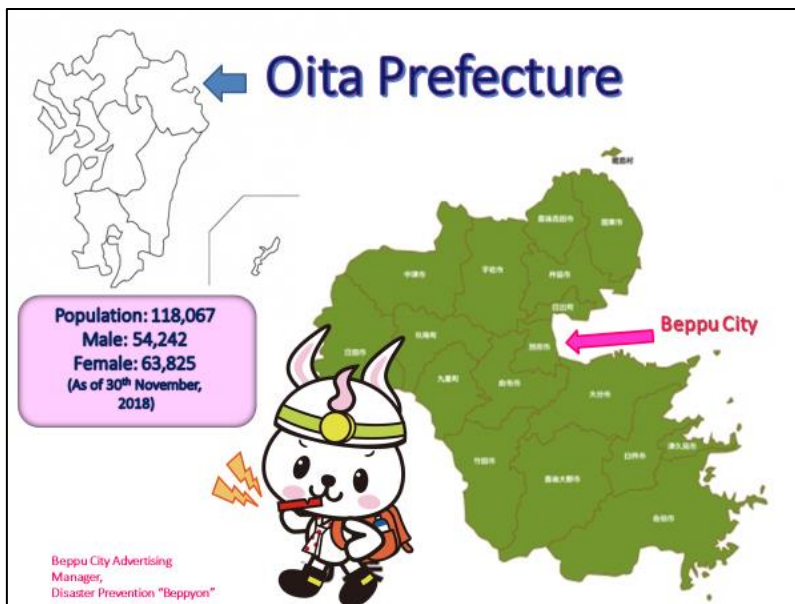


Fig.2 The location of Beppu city

I will talk about the support of persons with disabilities in the community at the time of a disaster and Beppu City's No One Left Behind disaster prevention initiative. The map in the top left is a map of Kyushu; Oita Prefecture is on the Pacific Ocean side. Beppu City is located on the slight indent of Beppu Bay in Oita Prefecture. The population is just under 120,000. Allow me to promote Beppu's appeal as one of Japan's leading hot spring tourism cities.

I have been working at Beppu City Hall for around two and a half years. Before that, I worked at Oita Prefecture Social Welfare Council for around 15 years. I got most of my experience in disaster areas as a member of staff of the Social Welfare Council. I went to areas that had been affected by disasters and worked on providing lifestyle support for those affected. That experience has led to this initiative. Beppu City has an organization called Japan Sun Industries with many persons with disabilities who work from home. For those people, there are risks (related to disasters) in living in

the community. I have been thinking about how to protect these people since my time as a member of staff of the Social Welfare Council.

At the same time, when I went to the affected areas, I was extremely worried by the fact that I didn't see persons with disabilities in evacuation centers or in the community. When I was working at the Social Welfare Hall, persons with disabilities came every day to play wheelchair basketball or enjoy table tennis but I didn't see anyone like that in the disaster areas. One of the first motives for starting this initiative was me thinking about trying to find out why this was.

Using what I learned during support activities for the victims of the continuous earthquake disaster in the north of Miyagi Prefecture in 2003 for two weeks, I performed lifestyle support activities for victims in disaster areas across the country such as the 2004 Niigata Chuetsu Earthquake and the 2007 Noto Peninsula and Niigata Chuetsu Offshore Earthquakes. Since then, I have become actively involved in the Welfare Forum in Bekki Hayami Executive Committee and have started to hold study meetings, evacuation drills and educational activities with the theme of considering disaster prevention for persons with disabilities along with persons with disabilities themselves, their families and the people who support them. Following this, I was involved as a committee member in the enforcement of the bylaw that allows persons with or without disabilities to live in Beppu City in safety with peace of mind and incorporated disaster response for persons with disabilities into the bylaw. After the Tohoku Earthquake, I worked on improving evacuation shelters and I am implementing training so that evacuation shelters can be operated so that victims can protect their lives and lifestyles. In addition, in facilities that have been designated as welfare evacuation shelters, I have been encouraging the creation of business continuity plans. Utilizing activities up until now, I started work on creating a model for individual support plans in Beppu City from January 2016 in order to concretize the aforementioned bylaw.

March 2004 – March 2015  
Cabinet Office Disaster Prevention Volunteer Investigation Committee Member

April 2012 – March 2013  
Nankai Trough Huge Earthquake Countermeasures and Investigation Working Group Committee Member

From April 2013  
Central Disaster Prevention Conference Disaster Prevention Countermeasures Executive Conference Committee Member

April 2017 – March 2018  
Ministry of Internal Affairs and Communications International Office Information Coordinator Investigation Committee Member

From 2007  
Oita Prefecture Disaster Prevention Conference Committee Member

3

Fig.3 History of Welfare Forum in Bekki Hayami Executive Committee

This initiative began in 2007 with a discussion about disaster prevention for persons with disabilities in Beppu City. Beppu City's No One Left Behind disaster prevention initiative took the lead in activities such as Welfare Forum in Bekki Hayami Executive Committee (I will refer to this as the Forum from now on), which is a citizen's gathering focusing on persons with disabilities themselves. The Forum has been active since 2002 with the theme of living together in the community. It is composed of persons with disabilities, their families, facility staff, lawyers, university professors, staff from the administration and so on and people who are interested in and sympathize with this theme gather. Meeting once a month, we discuss the theme of the year. Each organization is involved in various activities and through these, they cooperate with each other to make various proposals as the collective Forum. I also worked on disaster prevention issues after the fire in a block of flats in Beppu

City in which a woman with a disability died in 2007 and listening to the anxieties of many people with disabilities who experienced the earthquake swarm.

In addition to talking about disaster prevention, the thing that most concerned the Forum was how to work on bylaws to prohibit discrimination. The Act for Eliminating Discrimination against Persons with Disabilities was created in 2016. Before this, a study group on bylaws to prohibit discrimination against persons with disabilities was started in Chiba Prefecture. At the Forum, we thought that we would like to work on the creation of bylaws concerning prohibiting discrimination against persons with disabilities specifically in Beppu City and I was involved as a committee member from the preparation stages. After the establishment of the bylaw that allows persons with or without disabilities to live in Beppu City in safety with peace of mind that was enacted on the 1<sup>st</sup> of April, 2014 (nickname: Living Together Bylaw), we raised the issue of welfare for persons with disabilities and town planning from the point of view of citizens. We are also conducting surveys and proposal activities with the participation of the administration and many citizens.

## Welfare Forum in Bekki Hayami Executive Committee

**2017 Oita Joint Welfare Agency Welfare Award received**

**Established in 2002 as a gathering focusing on people with disabilities.** In addition, the people with disabilities and their families, lawyers, university professors, people related to the government and people related to welfare participated. I began to work on disaster prevention after the fire in a block of flats in the city in which a woman with a disability died in 2007 and understanding the anxiety of even more people with disabilities who experienced the earthquake swarm.

I was involved with the **bylaw that allows persons with or without disabilities to live in Beppu City in safety with peace of mind (nickname: Living Together Bylaw)**, which was enforced in 2014, as a committee member from the preparatory stages and after establishment, it raised the issue of the welfare of persons with disabilities and town planning from the point of view of city residents; we are conducting surveys and proposal activities while having as many residents and government representatives participate as possible.

At the moment, I am working on a project **aiming to create a framework that protects people who require consideration at the time of a disaster in the community and achieve disaster prevention that is inclusive for people with disabilities** using a subsidy from the Nippon Foundation along with Beppu City and Kamegawa District Furuichi-machi Residents' Association. This year we plan to conduct this in sections 1 and 2 of Minami District Hama-machi and section 2 of Matsubara-cho. We are also planning training at evacuation shelters.

4

Fig.4 Overview of the Forum

Article 12 of this bylaw concerned reasonable accommodation relating to disaster prevention. When creating this bylaw, participants raised two big issues as characteristics of Beppu City. These were the issue of what happens after parents die and disaster prevention. The bylaw states that shall the City will work to continuously create a framework on a routine basis after specifying the details of care

that is required at the time of a disaster in order to minimize injury and damage incurred by persons with disabilities and their families at the time of a disaster as part of reasonable accommodation in disaster prevention. It is a bylaw so these are achievement goals that do not incur a penalty if they are not executed but discussions at the Forum progressed with the conclusion that we must create a framework that makes it possible to formulate individual evacuation plans, etc. so that the bylaw is not just pie in the sky.

**Bylaw that allows persons with or without disabilities to live in Beppu City in safety with peace of mind (Nickname: Living Together Bylaw)**

**Enforced on 1<sup>st</sup> April 2014**

**(Reasonable accommodation relating to disaster prevention)**  
**Article 12 The City shall work to provide accommodation for persons with disabilities when formulating disaster prevention plans in order to ensure their safety at the time of a disaster.**

**2 The City shall work to continuously create a framework on a routine basis after specifying the details of care that is required at the time of a disaster in order to minimize injury and damage incurred by persons with disabilities and their families at the time of a disaster.**

[http://www.city.beppu.oita.jp/03gyosei/syogai/aru\\_nai/townmeeting/pdf/jyorei\\_soan.pdf](http://www.city.beppu.oita.jp/03gyosei/syogai/aru_nai/townmeeting/pdf/jyorei_soan.pdf)

Let's create a society in which we can co-exist

Persons with disabilities experience difficulties and anxiety in their everyday lives due to a lack of understanding and various barriers that exist in society. Beppu City as a whole will work to improve the situation of people with disabilities and this bylaw has been enacted in order to create a society with mutual recognition, consideration and support regardless of whether a person has a disability or not.

Beppu City

Fig.5 Living Together Bylaw

When this bylaw was created, I thought about what we could do to progress with this at City Hall and that it would be essential to notify what would be required specifically. The characteristics of disabilities differ by type. Support requirements also differ. Intellectual disabilities, visual impairment, hearing impairment, invisible disabilities, mental disorders and physical disabilities. The first year, people with various disabilities gathered and discussed specific difficulties that they face and what kind of support they would like to have.

The photo in the top left shows this discussion. The families of persons with intellectual disabilities gathered to tell us what they were anxious about. We put these details into a report and distributed it to the relevant people at a prefectural and national level. We held a number of briefing and training sessions so that members of the community would understand these details with the hope that there would be progress with initiatives for persons with disabilities at the time of a disaster.

This report placed importance on listening to the voices of persons with disabilities and their parents or guardians. One thing that we all agreed on was that support for those who require special help at

the time of a disaster cannot be achieved without creating a community that involves persons with disabilities, for example the elderly and so on, on a routine basis. The report made five specific proposals in order to implement this.

1. 27<sup>th</sup> July, 2014 (Sun) **Disasters in Oita Prefecture**  
Speaker: Keiji Takemura, Professor, Kyoto University Graduate School
2. 7<sup>th</sup> September, 2014 (Sun) **From evacuation shelter survey in the Tohoku Earthquake**  
Speaker: Hidehito Kawakita, Representative, International Institute for Human, Organization and the Earth
3. 13<sup>th</sup> September, 2014 (Sat) **Persons with intellectual disabilities persons in disasters**  
Chairperson: Yoichi Uryyuda, Beppu Yu-yu
4. 21<sup>st</sup> September, 2014 (Sun) **Persons with visual impairment in disasters**  
Chairperson: Sachio Nishida, Former Chairperson of Beppu City Council for Persons with Disabilities
5. 9<sup>th</sup> November, 2014 (Sun) **Persons with hearing impairment in disasters**  
Chairperson: Chairperson of Beppu City Council for Persons with Disabilities
6. 15<sup>th</sup> November, 2014 (Sat) **Persons with invisible disabilities/patients with intractable diseases in disasters**  
Chairperson: Hisashi Kono, Head of Network Secretariat for Persons with Disabilities who stay at home
7. 16<sup>th</sup> November, 2014 (Sun) **Persons with mental disabilities in disasters**  
Chairperson: Hiroshi Fujiuchi, Mental Health Welfare Beppu Family Classroom
8. 30<sup>th</sup> November, 2014 (Sun) **Children with orthopaedic impairment in disasters**  
Chairperson: Noriyuki Gotanda, Independent Support Centre Oita
9. 20<sup>th</sup> December, 2014 (Sat) **How to prepare from the reality of a disaster area**  
Speaker: Fukiko Ishii, Representative, Sakura Net (NPO)
10. 10<sup>th</sup> January, 2015 (Sat) **Summary of training up to the present**  
Chairperson: Akenori Shinoto, Professor, Beppu University
11. 7<sup>th</sup> February, 2015 (Sun) **Discussion and briefing from relevant people**  
Chairperson: Yasuyuki Tokuda (Lawyer), Representative, Network Secretariat for Persons with Disabilities who stay at home

6

Fig.6 Study meetings by the Forum



Fig.7 Participants at study meetings



Fig.8 Reports on study meetings

<p>From the report:</p> <p>★<b>Opinions directly from persons with disabilities and their parents/guardians</b> ALS patients. “Thought we would die together during the earthquake.” Representative of many opinions</p> <p>★<b>Direction after training</b> Agreed that it is not possible to achieve support for people who require care at the time of a disaster without community planning that involves persons with disabilities and the elderly on a routine basis.</p> <p><b>1. Creation of list of people who require support and the nature of sharing such information</b> The sharing of information on an everyday basis is required. → Efforts to have multiple conversations with the people with disabilities and their families, asking questions such as: What kind of information should be shared and with whom? What advantages and disadvantages are there in sharing this information for the person with disabilities? in order to get a better understanding and come to a mutual agreement.</p> <p><b>2. The importance of individual evacuation plans and issues with a view to their creation</b> It is important to exchange preparation information and so on from various organizations on a routine basis with the aim of encouraging self-help for the person with disabilities. When formulating individual evacuation plans, the contribution of <u>care managers and/or support experts who make care plans</u> is indispensable and there must be partnership with people involved with welfare.</p> <p><b>3. The role of residents’ associations, social workers and independent disaster prevention organizations and the necessity of new community planning</b> It is important for persons with disabilities themselves to participate more in residents’ association activities. However, there are many issues such as the ageing of residents’ association officials and differences in communities. It is impossible to achieve just within the community. Depending on the population and age composition of the community, junior and senior high school students, university students and the working population can also provide support. Efforts to encourage smooth community cooperation based on the characteristics of the community are crucial.</p> <p style="text-align: right;">9</p>
<p><b>4. Various issues with welfare evacuation shelters</b> There are differing anxieties depending on the disability: “Panics in an emergency”(intellectual), “There is more of an issue with privacy for the ostomate than at a medical facility. There are issues such as odours so is it possible to use a welfare evacuation shelter?” (invisible disability). The response to the question of how a limited number of staff will be able to deal with an evacuee from outside in a facility that is designated as a welfare evacuation shelter which already has residents is totally unsatisfactory. The reality is that the government is only making agreements at the current time.</p> <p><b>5. Significance of liaison meetings for people who require evacuation support and the nature of these operations</b> Persons with disabilities and their families who live in the community have a comprehensive lifestyle which is never divided <u>like government sections</u>. It is necessary to have successive cross-departmental liaison meetings. It is also necessary to set up meetings that include not only the people in charge in the administration but also the persons with disabilities themselves, relevant people and community representatives.</p> <p><b>In conclusion</b> The training brought the fact that the differing needs dependent on type of disability <u>in</u> various phases into sharp relief. We must deepen our understanding and plan for this diversity through conversations with persons with disabilities themselves and the relevant people must share information. This changes depending on the type and scale of the anticipated disaster. Further substantiation of the outline set out in the Guidelines for initiatives concerning evacuation support for those who require it (Cabinet, August, 2013) is the responsibility of the community and can only be achieved through the cooperation of everyone involved including the person with disabilities and their family.</p> <p style="text-align: right;">10</p>

Fig.9 Five proposals made on the report

The first is the creation of a list of people who require support and the nature of sharing this

information. The second is the importance of individual evacuation plans and issues with respect to their creation. The third is the necessity of roles for residents' associations, social workers and autonomous disaster prevention organizations and the creation of new communities. In the current situation, it may be that we need to create new communities including working out if there is enough community spirit and enough people to work on this issue. The fourth is the various issues surrounding welfare evacuation centers. Welfare evacuation centers are often spoken about but there is still much to discuss and we need to look at them a little more closely. The fifth is the significance of liaison meetings for people who require evacuation support and the nature of their operation. The administration works from the top down when working on disaster prevention issues for persons with disabilities so it is difficult to provide solutions without holding liaison meetings on a level playing field. The fifth concerns the creation and operation of such meetings.

Year 1. We were planning to start an initiative to support people who require special help at the time of a disaster after the 2016 Kumamoto Oita Earthquake. However, on the 14<sup>th</sup> of April there were foreshocks and then the earthquake struck on the 16<sup>th</sup>. We experienced a seismic intensity of 6-lower in Beppu City during the earthquake and 6,000 people evacuated temporarily to evacuation centers. That year, there was a lot of confusion so the initiative finally started in December after the residents' association community festivals. We held a drill on 15<sup>th</sup> January, 2017. I have a video of initiatives up to that point so let's take a look and you can tell me what you think afterwards.

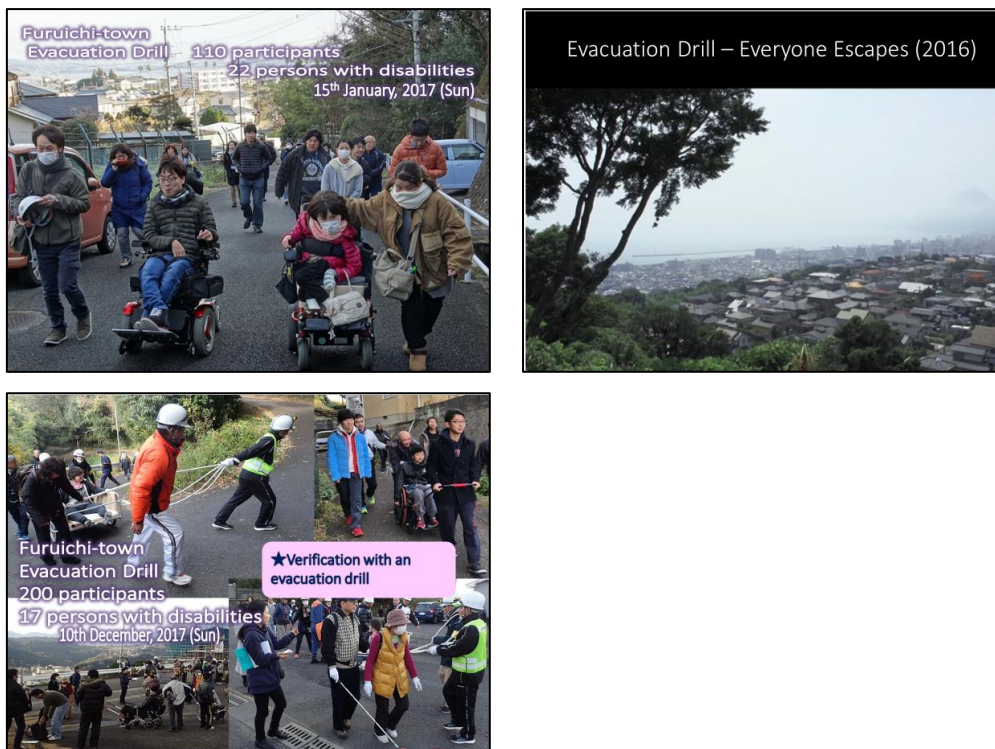


Fig.10 Some images from videotaped reports on the project

So, now you have seen the situation in the first year. I created individual evacuation plans because



the Kumamoto Earthquake had struck. I had really wanted help from consulting support specialists for persons with disabilities but with all the confusion of the earthquake, it wasn't possible. In the second year, I met with such specialists when creating individual evacuation plans and talked to the people in question (persons with disabilities) or their parents or guardians and found out specifically what was required in order for them to evacuate. Not only did I give all this information to the community, I also created a document with only the necessary information for evacuation and took it to the people of the community at adjustment meetings. The photos of this are below.

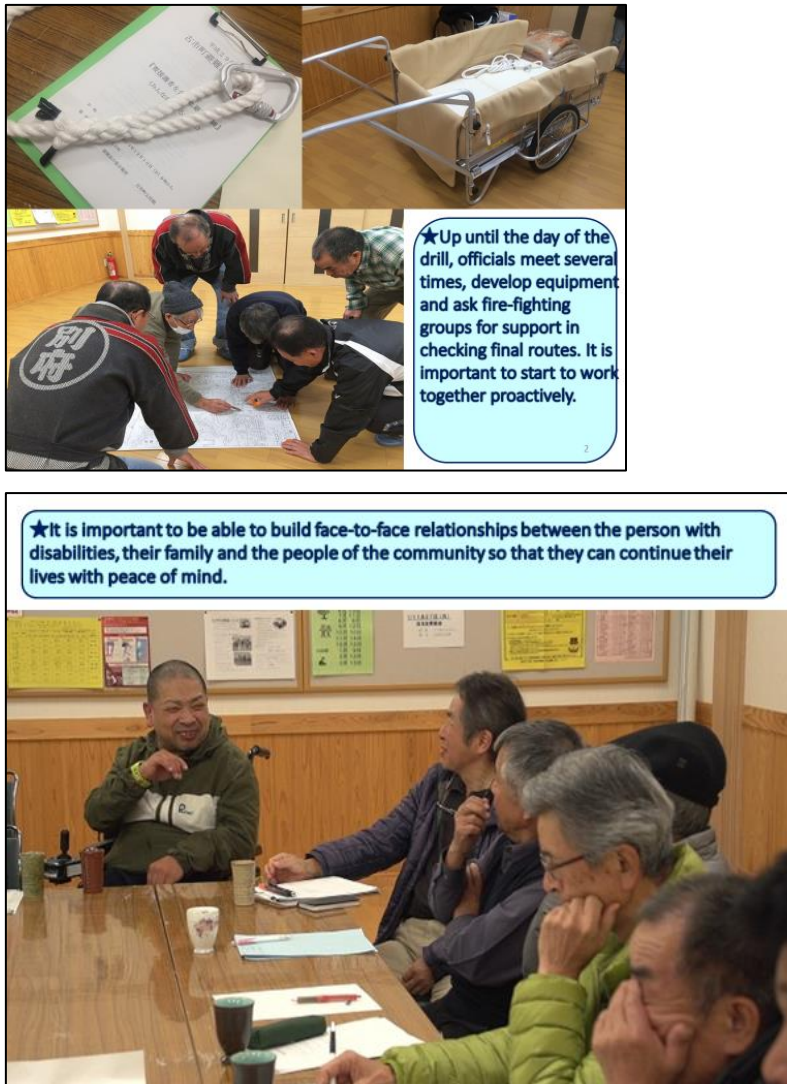


Fig.11 Discussion to make an individual evacuation plan for the wheel chair use in the community

The man shown here in the electric wheelchair had not spoken to people in his community for many tens of years. At the adjustment meetings, people who could communicate their own information were asked to speak themselves and those who could not come to the meeting or who could not speak for themselves were represented by consulting support specialists and we talked about the specifics with the people of the community. Consequently, we discussed how to evacuate when necessary and held

evacuation drills together.

In the second year, the people of the community selected and created the items required by themselves by the day of the drill. You saw people pulling a wheelchair with a rope in the video of the 1<sup>st</sup> year. Initially, we planned to connect a pulling handle called JINRIKI to wheelchairs to pull them along. However, the hooks did not fit the shape of the wheelchair so the people of the community hurriedly used a rope to start pulling instead. At that time, the rope was thin and it was not easy to pull. Therefore, in the second year, the people of the community bought and prepared ropes to that were adapted for their hands and brought them to the drill. They also prepared hooks that can be operated with one hand and locked and brought them to the drill. In this way, rather than just deciding on someone to go and get something if there is a problem, the local people and the people in question used the experience of the first year to evolve the drill in the second year by trying specific evacuation methods. I think the real meaning of drills is continuous brushing up.

The people of the community were most worried about how much of the information they had discussed could be shared and with whom. I had the people in question or their parents and guardians sign a certificate. When we first assess the people in question, we tell them specifically what kind of disasters are likely to occur in the area and check whether they have understood the meaning of sharing this information with the community.

★ My disaster checklist (Understood – will prepare)

■ Disasters that occur where I live

Nankai Trough	Beppu Bay Earthquake
Earthquake intensity:	Earthquake intensity:
Tsunami: _____m tsunami arrives in ___ mins	Tsunami: _____m tsunami arrives in ___ mins
Lifelines (sewage): stops for _____days	Lifelines (sewage): stops for _____days

■ Required preparation (Kit 4)

Prepare by myself:

■ Support that I need in an emergency

I need:

so I will ask for support from neighbours.

■ On making a checklist of what you need in a disaster

I understand what kinds of disasters happen in the community where I live and I will make the above required preparations. As I will need the above-mentioned support in an emergency, I will actively engage with the people around me on an everyday basis in order to obtain support and I consent to share the information on my disaster checklist with the relevant people and organizations.

4

**It is important that...**  
**The person with disabilities and their parent/guardian has a good knowledge of the person with disabilities. Rather than the awareness from the support side, you must do what you can to prepare properly. Have the awareness that you can ask for help with what you cannot do by yourself.**




Fig.12 My disaster checklist

The next task was to check what the person in question could do to prepare themselves using a Disaster Prevention Handbook that you make yourself created by Dr. Jun Suzurikawa of the Research Institute at the National Rehabilitation Center for Persons with Disabilities as essential preparation. We make sure that the person understands what is lacking in their own required preparation and that they write down what is lacking so that they can prepare these things themselves. They write what they can manage and then what they cannot do and what they want to ask the community to help with as support that is required in an emergency.

In the end, the person in question fills in their personal information once they are satisfied with the certificate that states that they understand what disasters are likely to occur in the community in which they live and will make the necessary preparations they have listed. It also states that they will actively participate in relationships with the people around them on a routine basis in order to obtain the required support that is listed and that they consent to the relevant organizations and people sharing the information about them on the certificates required at the time of a disaster. The people of the community can look at this certificate to check what information can be shared and use this for procedures pertaining to drills.

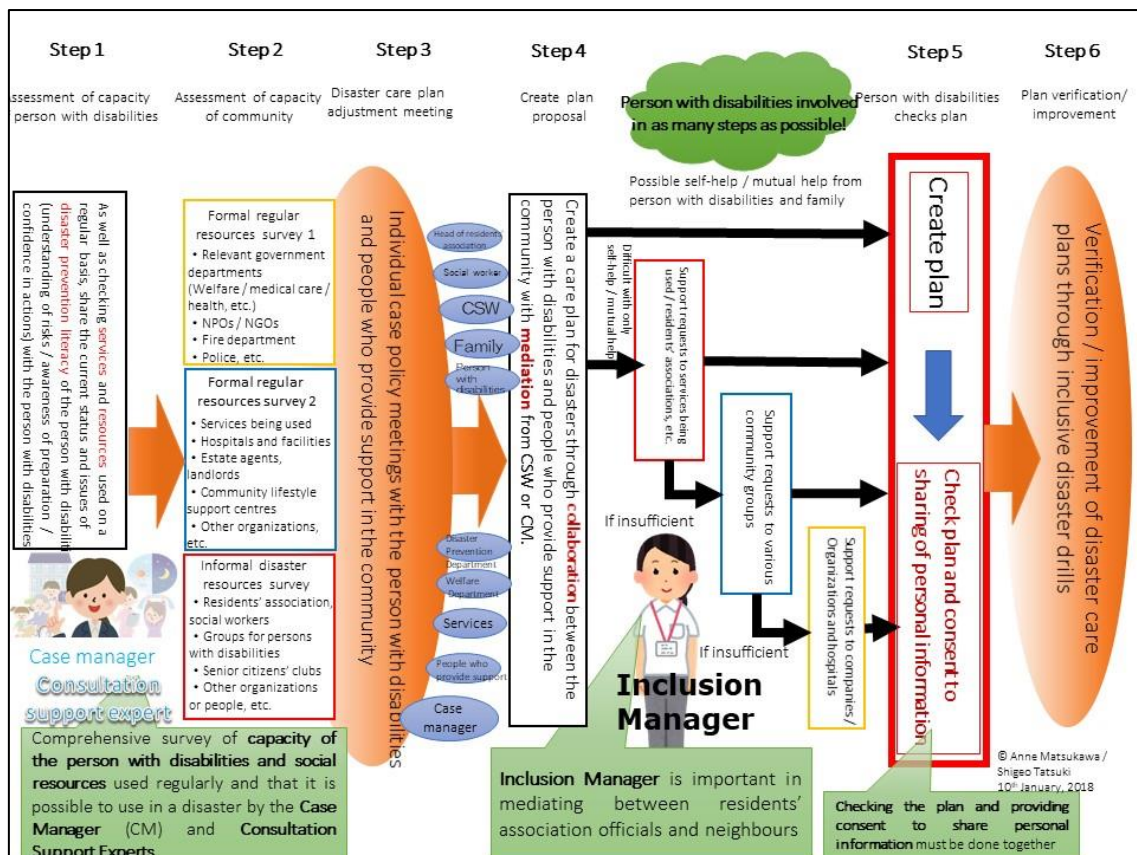


Fig.13 Steps to elaborate individual evacuation plans

Specific steps start with assessing the abilities of the person in question. We also assess community abilities. Then we compare and adjust disaster care plans create by consulting support specialists at

adjustment meetings with the community. With all this information, we make a new plan, check the plan and fill in certificates and then do the actual drill. Those are the steps that we take to progress. This was what we did in the first and second years.

In 2018, the third year, we conducted a drill entitled ‘What is required at an Evacuation Center?’ ‘I have a video of an adjustment meeting so let’s have a look. The venue is the gym of Hokubu Junior High School, the designated evacuation center for Kamegawa district. The mother of a woman with an intellectual disability who had created an individual plan and participated in evacuation drills came to the adjustment meeting and discussed with the people of the community how her daughter, Yumi, would be able to live in the gym.

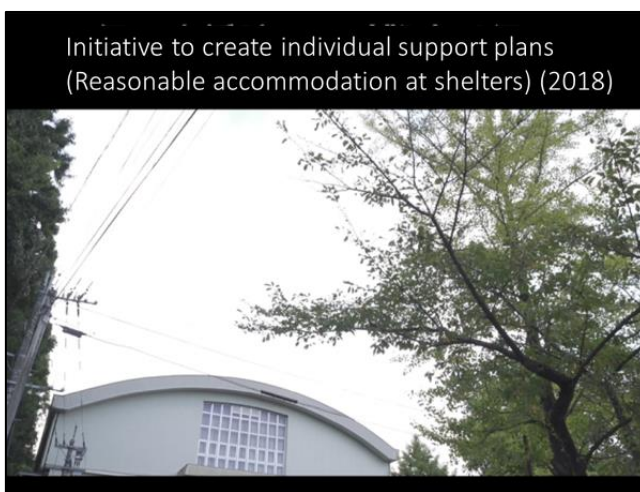


Fig.14 An image of a video-taped report of the practice of 2018

This video is of the third year. We had adjustment meetings for a number of different people but I have showed you the one that I think it most easy to understand. After these adjustment meetings, we held an evacuation center operation drill on 25<sup>th</sup> November, 2018. Beppu City has created a basic manual for evacuation center operation. Based on this manual, we discussed what each group should do in order for everyone to live at their evacuation center, adjusted the manual a little to suit the situation and worked from that. For example, we discussed what the emergency care group would need to prepare.

In addition, we investigated a network to check safety at the time of a disaster. I thought we could use it to check safety during the Kumamoto Oita Earthquake. For the elderly, we went to the Senior Welfare Section and asked comprehensive support centres and home nursing care support offices for specific information based on a list of approximately 1,100 people. The assistant to the head of the Senior Welfare Section asked why wanted the information and what we were going to do with it. From the documents I received, I divided people into groups: those who require volunteers to clean their rooms, people who require a specialist and people who require a specialist when the degree of welfare services may change slightly.

However, there was no information about the individual situations of persons with disabilities at City Hall. The Disability Welfare Section contracts everything out to other organizations so I was told that information about specific services being used is not available at City Hall. Therefore, I created a network that loosely connected people who were already in relevant organizations in order to get a proper understanding of information on persons with disabilities (focusing on the Forum), thought about checking on safety individually as much as possible and held an establishment preparation meeting on the 10<sup>th</sup> of November 2018. We have a view to making information about support needs obtained through checks on safety available externally in order to obtain support. On 19<sup>th</sup> January, 2019, we initially launched the network with around 50 people who agreed to participate and we are thinking of holding study groups and confirming the division of roles in the future.

## Projects implemented along with individual support plans

- 1. Disaster Safety Check Network (provisional name)**
  - Check safety / needs / receipt of support with relevant people such as persons with disabilities, family and other associations, services and facilities.
- 2. Training session to make BCPs (Business Continuity Plans) for facilities at disasters**
  - It is necessary to prepare to protect the lives of their residents (patients) at facilities (hospitals, etc.).
  - Can facilities accept the general public at the time of a disaster, after facilities' understanding of the situation and circumstances of the community?
  - Can facilities work as welfare evacuation shelters for persons who made their individual evacuation plans?
- 3. Training sessions to consider disaster prevention and community planning**
  - Review current status of residents' association operation and apply to required activities plan

2

Fig.15 Projects implemented along with individual support plans

Secondly, the City is holding training sessions to create Business Continuity Plans (BCP) at the time of a disaster. We have been holding study groups and practical training sessions to create BCPs for people who are responsible for facility day service businesses. After checking that users' lives will be protected at welfare facilities, if possible, they should start preparing to receive people from places that are in difficulty. We would like them to work out how many people they could accept in this kind of situation. We want them to continue their business and start the day service again as quickly as possible. We are studying together with each business to work out what is needed immediately after a disaster strikes, who will be in charge of what and how to make decisions as preparation to be able to open again as soon as possible.

Thirdly, I said that we had brought up the subject of reviewing the community a while ago. This is

a training session to think about disaster prevention and community planning. We are reviewing the current operation of residents' associations. The current situation of residents' associations is that it would be odd to continue doing what they have been doing up until now if there are many elderly people and not many children. If festivals are really necessary for communities then they should organize festivals. If a meal distribution service is more essential than a festival then they should have a community meal distribution service. The heads of residents' associations have lots of meetings to go to so they are very busy. Yesterday they could have been wearing a red hat as the protector of the community and today a yellow one as part of a crime prevention patrol but the contents are almost the same. If that is the case, meetings should be reviewed. This means that we must also review the internal system at City Hall. We are actually holding study groups at the moment.

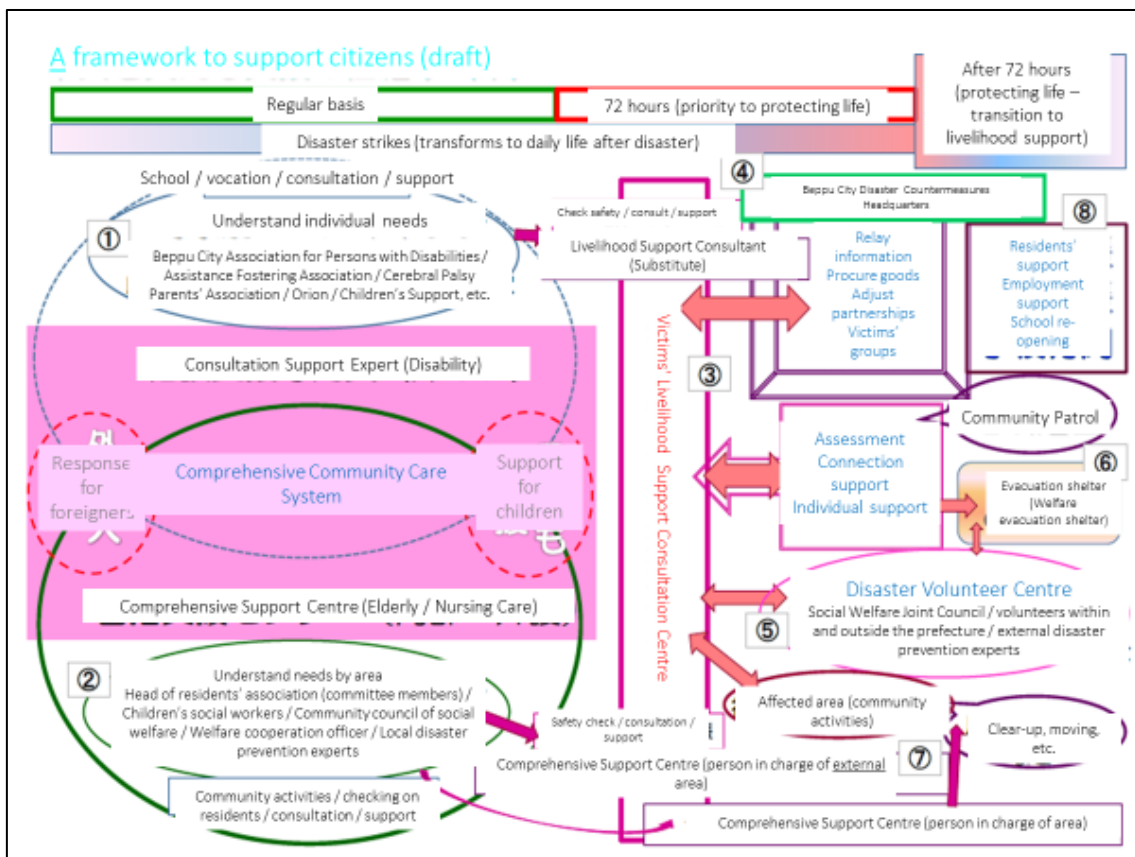


Fig.16 A framework to support citizens (draft)

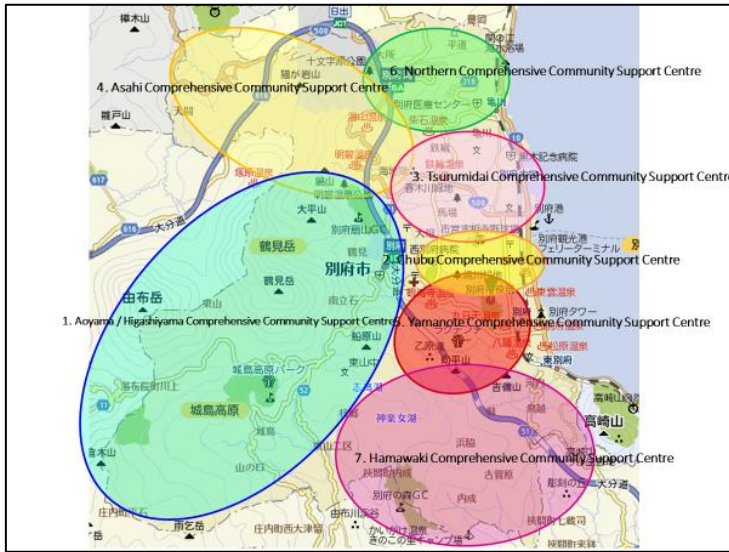


Fig.17 Comprehensive Community Support Centres at Beppu City

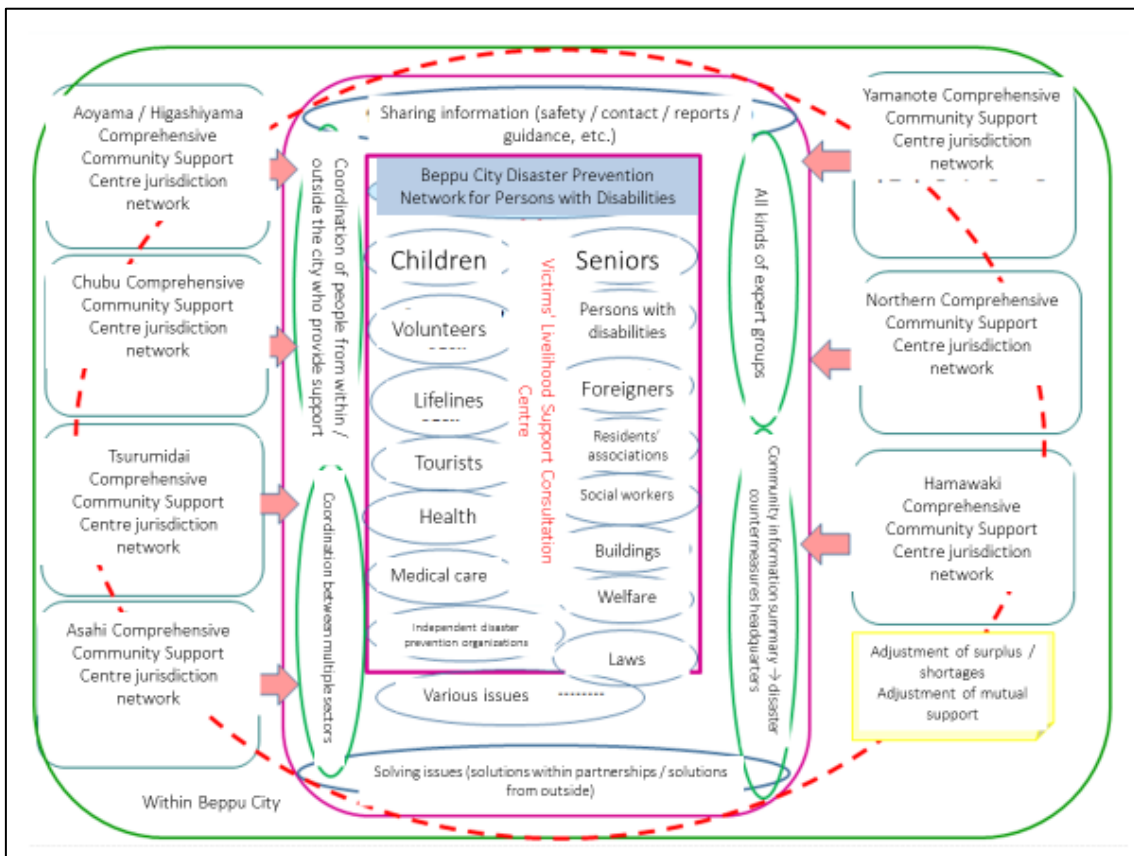


Fig.18 Beppu City Disaster Prevention Network for persons with disabilities

Finally, I have created this figure to show the overall picture. There are seven comprehensive community centres in Beppu City. Each community is sharing information on the elderly to a certain extent. However, there are no organizations equivalent to comprehensive community centres for persons with disabilities. There is no cooperation in the community. Users who are under the

responsibility of consulting support specialists t live in various places across the city. We are thinking of progressing with the development of comprehensive community care systems that can also share information about persons with disabilities in areas that focus on comprehensive community support centres for the elderly. This is also a framework that is recommended by the Ministry of Health, Labour and Welfare. We are aiming for a certain amount of information sharing within the comprehensive community care system and to create a framework that can solve issues that are identified by companies or medical institutions within the system. Persons with disabilities who are living in the community are also included. In the case of Beppu, there is Ritsumeikan Asia Pacific University which has a lot of overseas students, which is an issue. There is also the issue of children. I would like to create a framework in which a certain amount of information can be shared in the afore-mentioned area to include these issues.

It is important to absorb issues when it happen and solve them. At the time of a disaster, I think victim lifestyle support consultation counters should be the usual lifestyle support consultation counters. I would like to create a network with various organizations in order to enhance (these functions). We need mechanisms that can solve various issues. They don't all have to gather in one place. All we need to know is who is where and who can solve the issue. We are making progress with the relevant people to create a framework in which information that is provided from the community is properly understood to solve issues and if it is not possible to solve them, to pass them on to somewhere else that can solve them.

I found documents related to this from the Ministry of Health, Labour and Welfare called Achieving a Convivial Local Society. There was a project to create a framework with the welfare aspect and train coordinators in the community. These kinds of projects do not function if they are not linked to disaster prevention projects. I often hear from comprehensive community centres that the staff are specialists in nursing care insurance but when they go into the community and see families, there are all kinds of issues including NEETs who are not currently employed, educated or trained, lifestyle difficulties and psychiatric disorders. They need to pass issues that exceed their expertise to organizations that can solve them. Nursing care insurance work only is not really for the benefit of the community and does not help the elderly.

It is the same for consulting support specialists to persons with disabilities. We are working on training coordinators that specifically connect specialists who work closely with persons with disabilities and the elderly and specialists and the community linking various projects to try to create a framework to be able to provide specific solutions.

As a representative of the Welfare Department, I think that we should be discussing how to achieve multi-functional coordination. Budget formulation is the last stage so we need to talk to public finance about this and have them understand in order to create a budget. Meanwhile, as a community, we need to think about how to change the system so that it can be arranged to suit the local community and



used properly rather than just using what we have now as is. We also need to create responsible human resources who can be used for the community. If this is not possible, I think things will be difficult.

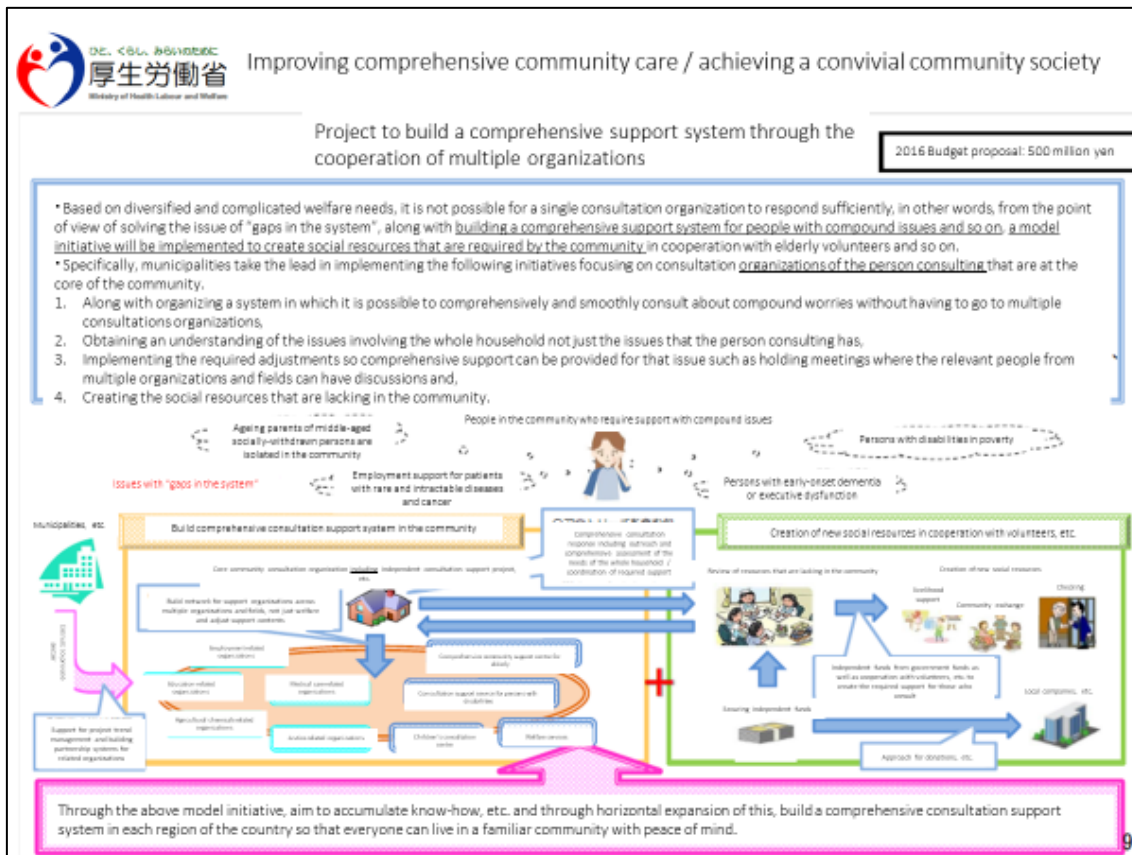


Fig.19 Improving comprehensive community care (Source : Ministry of Health, Labour, and Welfare. Presentation material 280114 <https://www.mhlw.go.jp/topics/2016/01/dl/tp0115-1-13-05p.pdf>)

The graphic features six Sustainable Development Goals icons: 3 (Good Health and Well-being), 5 (Gender Equality), 10 (Reduced Inequalities), 11 (Sustainable Cities and Communities), 16 (Peace, Justice and Strong Institutions), and 17 (Partnerships for Development). The text below the icons reads:
 

- Decisions on when, what and who; what actions should be taken, time required and the role of each organization in detail
- Community planning and training people so that they can continue to live in safety with peace of mind
- Disaster prevention that no one left behind

Fig.20 Disaster prevention that no one left behind

We need to decide where, what and who with respect to what Beppu is currently doing for disaster prevention for persons with disabilities. This is decided through discussion of details including what

actions need to be taken, how long each action takes and the roles of each organizations. It is extremely important to hold these kinds of discussions but Japanese people are not great at doing this. Offering opinions during a discussion is perceived as attacking the individual and it is when opinions differ that feelings stop. We must not do this; we must discuss these issues properly. We must make choices that we would not necessarily make on a routine basis but that must be made as a person who is in an environment where there has been a disaster. There are times when you have to do certain things to protect your life or lifestyle. This means that if we don't discuss these issues on a routine basis and create relationships that will be able to do what is for the best in the present circumstances, we will not get through the disaster. I have seen this in disaster-affected areas time and time again. I want to continue to have discussions and carry out drills on a routine basis.

In the end, I am working hard to aim for a Beppu City in which people can continue to live in safety and with peace of mind. Issues will not be solved unless we create communities and train people on a routine basis. The No One Left Behind disaster prevention initiative encourages us all to cooperate and create a proper plan of when, what and who.

There are numbers such as 3 and 5 at the top of the slide. I am sure you all know about this but for the No One Left Behind disaster prevention initiative, we are aware of SDGs (Sustainable Development Goals) 3, 5, 10, 11, 16 and are putting them into practice along with citizen activity organizations. Citizen activity organizations are voluntary in times of peace. So, how significant are these activities? They have the intention of being for everyone, not just themselves and are working hard to help people in difficulty all over the world. In Beppu City, we are working jointly (with these organizations). By conducting activities with persons with disabilities themselves, we are gradually increasing the number of Beppu City residents that participate. The people from the residents' associations that you saw in the video came as well as other relevant people and representatives from the fire service and the police. We also held a drill in which City Hall staff who could pass for suspicious people played that role and the police came to arrest them. Beppu City is hoping that, by accumulating real experiences, people will realize that they have no choice but to work together on disaster prevention for persons with disabilities. For example, they will become aware of what they will actually have to do to prepare and what they should do when there are people lining up at the contact point with a particular issue.

I'm afraid my time is up so I will stop here. Thank you for listening.

### **【Question and Answers】**

**MC (Yayoi Kitamura):** Thank you. Do you have any questions?

**A:** I am A from B University. Thank you very much for this important information. I believe that the leader of residents' association in the first video raises an extremely important point at issue. He said that all the local residents do not have extra room to help persons with disabilities. I don't know what

the basis was for the statement but I think that the following responses and how the people shared their feelings is extremely important so, if you have no objections, could you please tell us about that?

**Murano:** I have known the leader for quite a long time and they have a lot of passion for their work. The leader of the residents' association has been working on what the people in the community need for a long time. I think they are people who heard about providing support for evacuating persons with disabilities and can imagine how difficult it would be if they were in that situation. The most worrying thing is that this kind of issue is just glossed over without being discussed, when it is brought up. Circumstances in which nothing is done for us can arise. This person perceived the issues as their own in this way and that is why they made that statement. Then there was applause. And everyone came round to that way of thinking (no glossing over).

We talked about it properly. To be honest, up to now the administration and the community have given us various things to work on. As the community, they ask us to do this and that. But this time, for a change, there was the attitude of, "Let's do this together," and I ended up going to that community every day for a month. To the point where I am never at my desk. That is how much the people of the community talked about various issues and what to do about them. As I don't know anything about Beppu, I had to be taught by everyone but through umpteen discussions about how things could be done and what things they thought were not possible, there were more and more people who were of the opinion that they didn't know what to do but they would give it a try. It is not that people involved in residents' associations do not want to provide evacuation support for persons with disabilities, it is that they are unsure about what to do and if they are capable of doing it.

I think that the drills that we have held up to now have required that we perform everything correctly. I always say that it is OK to make lots of mistakes in drills so that we don't make mistakes when the real thing happens, let's find lots of issues and let's make it a drill that flags up what we can't do so that we can think about what we can't do afterwards. I feel that the people of the community have started to change their feelings a little by creating a platform on which to exchange opinions. For example, if there is a request from someone in the community, I will go around the area from eight o'clock in the morning on a Sunday. The people of the community see that so I think that they feel that the administration is making a serious effort. And I feel that the residents' association members also change their feelings a little and might want to work together with us.

**MC:** The next question will be asked in sign language by Mr Hasegawa. It will be spoken by the sign language interpreter.

**C (Interpreter):** I am a person with hearing impairment. On figure 13, there are steps 1, 2, 3 and 4. Step 3 mentions residents' associations, social workers, CSW and disaster prevention departments. Are guides for the visually impaired and sign language interpreters included in the people who provide support?

**Murano:** Well, there are cases in which sign language interpreters come and there are other times

when we use writing to communicate. We adjust to the situation. Guides for the visually impaired were used if the person in question requested them.

MC: We don't have a lot of time so we'll move on to the next part of the session.

( sharing information and a group work )

MC: Thank you. In conclusion, Ms. Murano, could you say a little about your thoughts after today's session? First of all, what do you think about the statement that Beppu City and Toshima Ward are completely different?

**Murano:** Thank you all for your time. As I attend more and more of these events and become involved with various people who are different to each other, the unexpected happens. I really like that. Things that are contrary to my expectations happen. I think it is really great if these things go in a good direction. I think it is a good thing that we continue to have these kinds of meetings.

In the group work, there was someone who said that it is difficult to talk to the people of the community (about disabilities) alone. I think that is true. Yumi's parents did not suddenly just turn up at adjustment meetings with citizens; they started from steps before that. First, consulting support specialists explain to the members of the community. They felt that the people of the community were in a position to accept Yumi by holding evacuation drills so they can then talk to the junior high school. But when you go, you can understand why the person in question pulled back. This kind of situation is very difficult. Only by holding discussions in advance, drills and creating specific relationships are we able to move on to the next step. It is not possible to suddenly have a discussion involving a lot of people. If we don't do things properly in order and create relationships, it is not possible to do this. This is omitted on the DVD.

What I was jealous about was that, in Toshima Ward, the administration has already started a number of initiatives. Community social workers are already in place. To the point where we are wondering how to create a system like this. If there is no one to accompany the members of the community, it is not easy to mediate. I think it is really great that those people are doing their jobs properly and participating in these activities. And Toshima Ward is making progress with activities with different orientations. I think that this will become a really good initiative connected horizontally rather than top-down. I will keep on working in Beppu but I will be keeping an eye on Toshima Ward, too. I have learned a lot today. I have great expectations for you all in the future. Thank you very much.

