

Chapter 2 Good Recovery Practices after Large-Scale Disasters

Section 1 From the Great East Japan Earthquake of 2011 and the Kumamoto Earthquake of 2016. Experiences on organizing welfare centers

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This lecture text is a re-composition of lecture records from 20th December 2018 (Disaster Prevention Study Meeting, Research Institute, National Rehabilitation Center for Persons with Disabilities) and 19th February 2019 (Workshop for Disability-inclusive Risk Reduction at Special Elementary Schools, Ministry of Education, Chiang Mai, Thailand).

1. Outline of Ishinomaki City, Miyagi Prefecture and the damage it sustained



Figure 1 Yasutaka Saito, the author giving a speech in Thailand with an interpreter (Right)

I would like to talk about what I did at the time of the 2011 Tohoku Earthquake in a welfare evacuation center in Ishinomaki City in Miyagi Prefecture and how I used that experience at the Kumamoto Earthquake.

The Oyashio current and the Kuroshio current meet in the sea at Ishinomaki and this is why the city is one of Japan's leading marine product cities with one of the three largest fishing grounds in the world, Kinkasan-Sanriku Oki. Almost in the center of the city, the Kitakami River flows from west to east, the old Kitakami River flows from north to south and the eastern edge of the Sendai Plain supports plentiful agricultural production focusing on rice as well as livestock rearing.

In terms of population, Ishinomaki City is the second largest city in Miyagi Prefecture after

Sendai City. However, as of December 2017, the population of Ishinomaki had decreased by around 20,000 to just over 1.46 million compared to 2011. Neighbouring Onagawacho's population decreased from 10,000 to just over 6,000.

There have been many earthquakes in the past in this area (Fig. 2). It is an area where many people can still remember the 1960 earthquake in Chili and the 1978 Miyagi Prefecture Offshore earthquake and know in their hearts that tsunamis come after earthquakes. However, the damage from the Great East Japan Earthquake on March 11th, 2011 was more than expected and Ishinomaki City had the highest death toll of all the disaster-struck villages, towns and cities. The extent of the disaster is shown in Figure 3. As of 7th December, 2017, there had been 3,552 deaths which was 2% of the population. That means that if you knew 50 people, one of them would have died. It is a city in which it is rare to find someone who doesn't know anyone who died in the earthquake.

Outline for Ishinomaki City, Miyagi Prefecture		
Past Earthquakes		Past Major Tsunami Damage
Seismic intensity	No.	
6 upper	0	1896 3,452 dead in the prefecture. 2.5m tsunami.
6 lower	3	1897 3m tsunami in Onagawacho. Liquefaction occurred in urban areas.
5 upper	2	1933 315 dead in the prefecture. 10m tsunami in Ogatsucho.
5 lower	5	1938 Seismic intensity of 5 recorded in Ishinomaki. 0.4m tsunami in Ishinomaki.
4	32	1952 Tokachioki earthquake. 2m tsunami in Ogatsucho.
(From after the war to 10 th March, 2011)		1960 Chili earthquake. 2 dead in Ishinomaki. 2.8m tsunami in Ishinomaki.
		1978 Seismic intensity of 5 in Ishinomaki. 4 people seriously injured. 0.4m tsunami in Ayukawacho.
		2010 Central Chili earthquake. 1.4m tsunami in Onagawacho.

Figure 2 Outline of Ishinomaki City, Miyagi Prefecture

Just after the earthquake, all areas in the city (60,928 households and 162,822 people) were without power or water supply. It took more than 10 days after the earthquake to restore power and water to areas that were not flooded. As of 1st April, 2011, there were 20,074 evacuees (149 evacuation centers). The highest number of evacuees was 50,758 (17th March of the same year).

Figure 4 shows the numbers of persons with disabilities and victims. Before the earthquake struck, there were 8,140 disability passbook holders (10th March, 2011) and this had decreased to 7,766 two years later. Persons with disabilities who died were mostly those with physical disabilities (351); this was 5.5% of the 6,364 physical disability passbook holders. 2.5% of intellectual disability passbook holders and 3.0% of mental health welfare passbook holders died. 77% of the disability passbook holders who died were 65 years old or over.

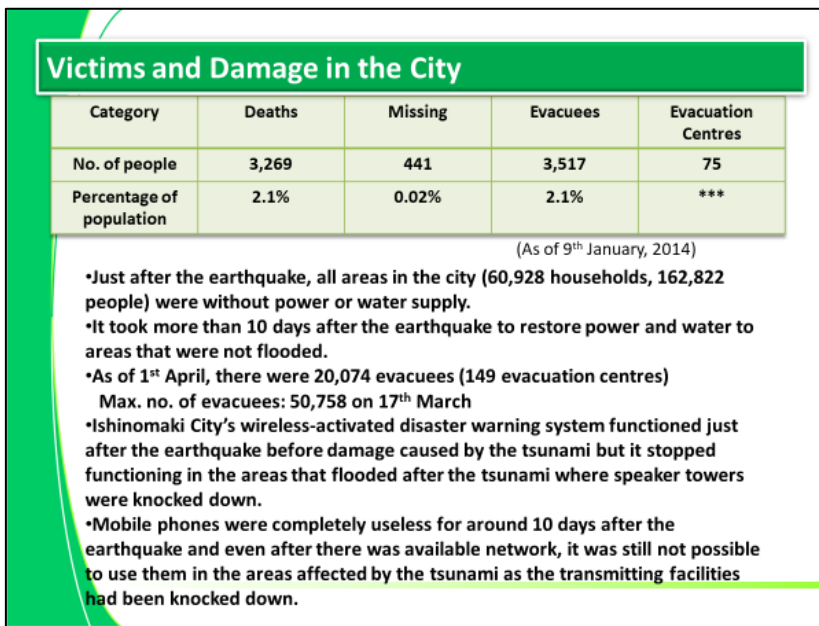


Figure 3 Victims and Damage in Ishinomaki City caused by the Great East Japan Earthquake

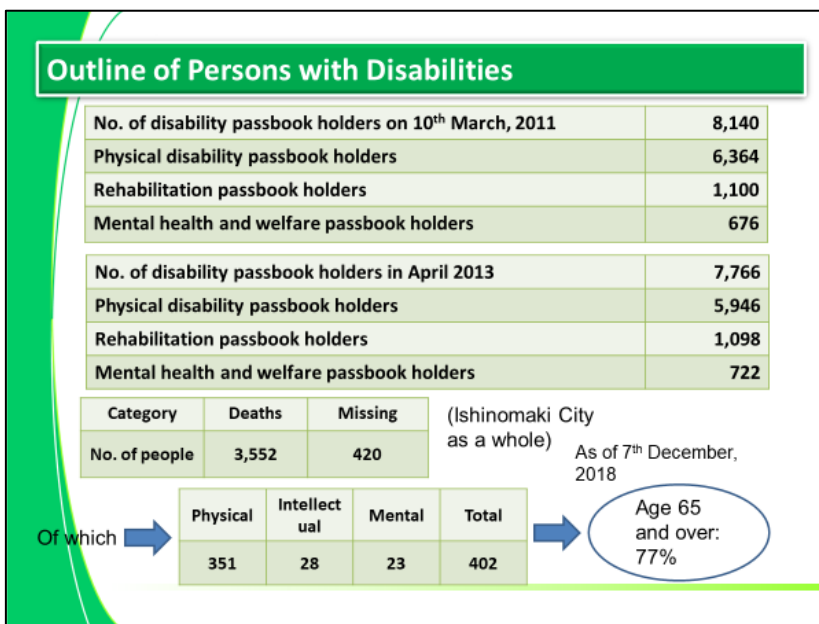


Figure 4 No. of persons with disabilities and no. of victims in Ishinomaki City

2. My experience of disasters

I was also affected by the disaster but I have no memory of hearing the wireless-activated disaster warning system that tells us that there is a tsunami coming. I really wondered if it had actually sounded. The pink area in the map in Figure 5 shows the area that was flooded. In the urban area where we worked, there were areas where the water took around a week to recede. It had snowed on the 11th of March so the next day, there was snow on the roofs but the other parts of the houses were flooded. The photo of Figure 6 is near my house. The road was not a road any more. It had been cleared by the Self-

Defence Force who had pushed everything to the sides all in one go with heavy machinery so that people and emergency vehicles could get through. You can see the sign for a convenience store in the back left. The store had collapsed in the tsunami and the products were free for the taking. I went there on the 3rd day after the earthquake and although there was hardly any food left, what do you think had been left behind? It was alcohol. I felt that it was proof that we were in a situation in which we could not be intoxicated.

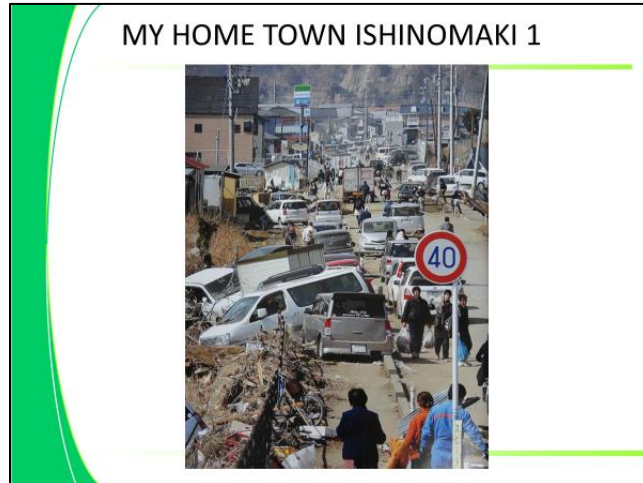
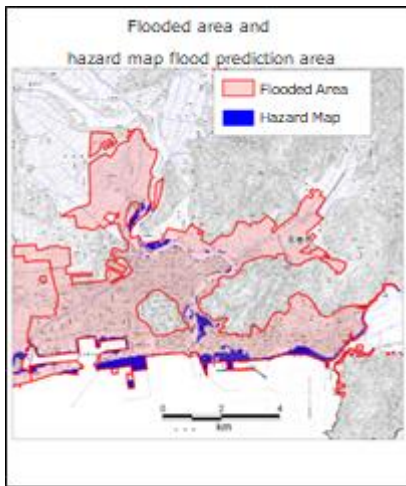


Figure 5 Flooded area (pink) and hazard map flood prediction area (blue) (Modified from a figure of Document 3-2 Outline of Damage caused by the Tsunami, Central Disaster Management Council Expert Examination Committee on Earthquake and Tsunami Measures learned from the Experience of the Great East Japan Earthquake, 1st meeting, <http://www.bousai.go.jp/kaigirep/chousakai/tohokukyokun/1/pdf/3-2.pdf>)

Figure 6 The road near the author's house

Figures 7 – 10 show the damage in Ishinomaki City. These photos were cited from The Great East Japan Earthquake Archives Miyagi (Ishinomaki), under the terms of use.

<https://kioku.library.pref.miyagi.jp/ishinomaki/>

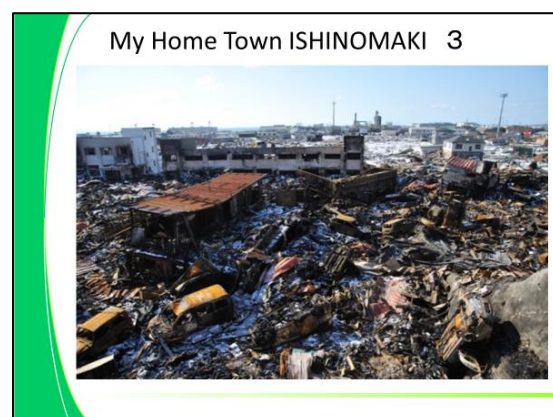


Figure 7 This road was closed because the tsunami brought a huge boat onto it.

Figure 8 Burnt area and the front of Kadonowaki Elementary School



Figure 9 The Self-Defence Force cleared roads with heavy machinery pushing cars and debris to the sides to allow access to emergency vehicles.



Figure 10 Ishinomaki Station

Figure 11 is a photo of my house on the 13th of March. I was living there with my wife and my daughter who was in 2nd grade at elementary school but at the time of the earthquake (14:46), no one was home and my wife and daughter safely evacuated to Hiyoriyama in the center of the city.

At that time, we had two cars that were swept away by the tsunami. The water was right up to the top of the windows on the first floor of the house. Three people who were washed away in their car managed to get themselves to safety by breaking the windows on the second floor. Visiting my house two days after the earthquake, there were traces of people I didn't know having stayed there. It seems that my house had become an evacuation center for a family.



Figure 11 The author's house

3. Damage to Ishinomaki Shoshinkai Social Welfare Corporation and Policy

Table 1 Services provided by Ishinomaki Shoshinkai Social Welfare Corporation

Service Name	No. of Offices	No. of Staff
Residential facility	1	40
Day Care Service	3	90
Continuous Employment Support (B-type)	4	130
Employment Transfer Support	1	10
Community Activities Support Centre	1	10
Care Home	14	70
Consulting Support Centre	2	***

The Social Welfare Corporation Ishinomaki Shoshinkai where I work was incorporated on 19th July, 1991 and has provided a wide range of support to people with disabilities. Fatalities in the earthquake were two of our six directors, one of our staff and one of our users. I don't think this was as bad as other branches.



Figure 12 Corporation building damage: group home



Figure 13 Flooding at Corporation consulting support center

Damage to buildings was complete destruction of two group homes and three vehicles that were washed away. For example, the two-storey group home pictured in Figure 12 upper right was washed away by the tsunami and the first floor collapsed. Inside the building was a complete mess as you can see from the bottom photo.

After the earthquake occurred, the Chairman of the Board of Directors said, 'The community has supported us for 20 years – now it's our turn to pay them back,' and 'In order to get new things, you have to let go of what you are holding onto now.' He also said, 'Do not close things off! Give the required items to the place that requires them! This was really easy for me to understand. When you are in an organization, it is easy for people to say that they can't give you an answer on something right now but it was great that he didn't do that. The culture was that if we were asked to do something, we said yes. Once we had said yes, we would talk to the 150 staff members and decide how to proceed. If someone told us they needed food, we gave them food. If someone told us they needed something to keep themselves warm, we gave it to them - we gave the local residents everything they asked for.

Movements as a Corporation after the Earthquake

Links with the community
 ~What can we do as a corporation?

Our motto is:
The community has supported us for 20 years – now it's our turn to pay them back

➔ **Intensive manpower**
Economy of scale as a corporation

A message from the Chairman of the Board of Directors
 In order to get new things, you have to let go of what you are holding onto now or you will not be able to grab them!
 Do not close things off!
 Give the required items to the place that requires them!

Figure 14 Corporation policy after the disaster

Community Support for Recovery

- **What actually happened**

Lack of food	Distribution of bread, boiled eggs and amazake (rice drink)
Lack of household goods	Delivered from Self-Defence Force goods warehouses to evacuation centres
Lack of fuel	Supply of gas for emergency vehicles Lent vehicles to the city Secured fuel in partnership with the city
Lack of bathing facilities	Provided bathing facilities with mobile bathing vehicles
Places to live	Installation of welfare evacuation centres Construction of temporary welfare housing

Figure 15 Community support from Ishinomaki Shoshinkai at the time of a disaster

4. Opening a welfare evacuation center

When the earthquake struck, we set up a disaster response headquarters and opened our facilities. We had a maximum of six evacuation centers and two welfare evacuation centers and we received 400 – 500 persons with disabilities and their parents as well as local residents (Fig. 15). One of the welfare evacuation centers, Hitakamien, a residential rehabilitation facility, was a building that housed 50 persons with intellectual disabilities. It is close to Matsushima Air Field, a base for the Air Self-Defense Force and because there were planes flying over the facility we were preparing to renovate with the aim of soundproofing. Temporary housing for 50 people was to be completed on 18th March, exactly one week after the earthquake. We had almost completed the move of the building in the top left of Figure 16 by the 11th of March. It had gradually become empty and was just waiting to be knocked down. At the time of the earthquake, as we had been told that a tsunami was coming, we

moved out 50 residents by bus to a building inland. The building was completely emptied.

At the bottom of the large garden in the top right is the sea. There is a canal that runs parallel between the buildings in the photo and the sea. The Self-Defence Force rescue team rescued the people who had evacuate to the roofs of buildings lower than the canal and went past the canal to put the people in our large garden.



Figure 16 Full picture of Hitakamien which became a welfare evacuation center

The tsunami water receded after two days and when we returned to Hitakamien two days later, around 150 people were living in the buildings. You can't tell evacuees to leave so we ended up opening as a welfare evacuation center.

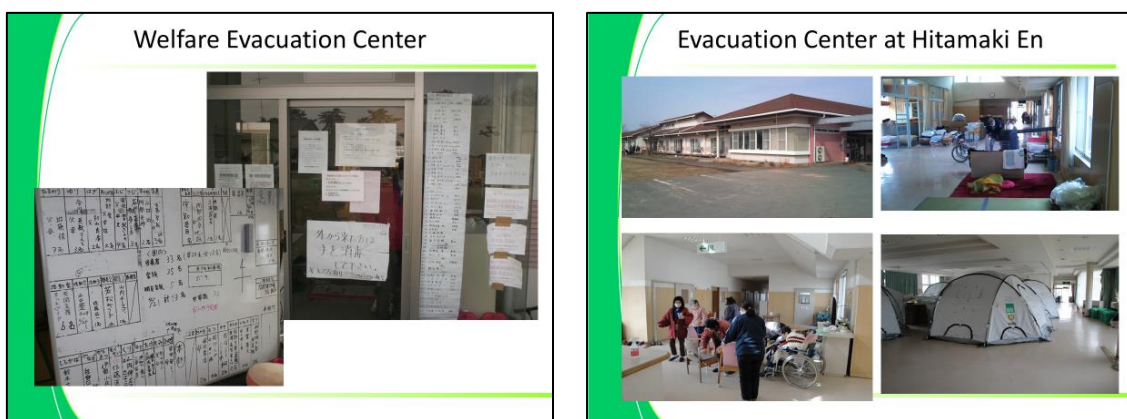


Figure 17 Room allocations and posters in the entrance hall at Hitakamien

Figure 18 (Top left) Hitakamien before the earthquake. (Bottom left/Top right) The inside of the building once it had been opened as an evacuation center. (Bottom right) Tents where volunteers stayed overnight.

We were designated as a welfare evacuation center, we got support from various people. The tents we were sent from the United States (Fig.18) were pretty good. We used them for changing rooms and

places to sleep for volunteers.

At the beginning, 150 members of the general public had evacuated. However, as we did disability welfare work, we switched to evacuation lifestyle support for persons with disabilities who were more likely to find evacuation difficult than the general public. From the 13th of March, we went round 1000-person evacuation centers in the city and talked to persons with disabilities and their families when we found them telling them that if they felt it was difficult to live in their current evacuation center, they could come to Hitakamien. There were 26 resident rooms at Hitakamien and, in the end 26 households including persons with disabilities (at maximum capacity it was 40 households and 80 people) continued to live there from then until June. After opening as an evacuation center, evacuees were allowed to come and go as they pleased day or night.

In April, we decided that we had to do something with these 26 households. This was a period when most people were starting to apply for temporary housing from evacuation centers. When we asked the prefectural administration to create temporary housing where households with persons with disabilities can live, they told us that it was not possible. We did not give up and when we said that we had these kinds of needs in the area and that we wanted something to be done about it, the Nippon Foundation gave us 180 million yen and we were able to build temporary housing for 44 households with persons with disabilities (14 single people and 40 households) and two group home buildings. The subsidy grant decision was made on 6th April, building started on 11th May and was completed on 20th June. We worked really hard on construction while operating an evacuation center. This became the Nippon Foundation Oguni no Sato with five members of full-time staff on duty (Fig. 19).



Figure 19 Temporary housing for persons with disabilities Oguni no Sato

5. A volunteer coordinator

After registering as a welfare evacuation center in Ishinomaki City, welfare experts came from all over the country. However, at the time, as someone who lived in the area, it was a real pain to have to answer calls from people who said they were coming to help. For example, ‘Where Hitakamien is

located?’ ‘Do you have enough food?’ ‘Do you have places for volunteers to sleep?’ and ‘Do you accept volunteers who come to help just for three days?’ It was really hard work to repeatedly answer questions. One of the people who came really was like Superman!

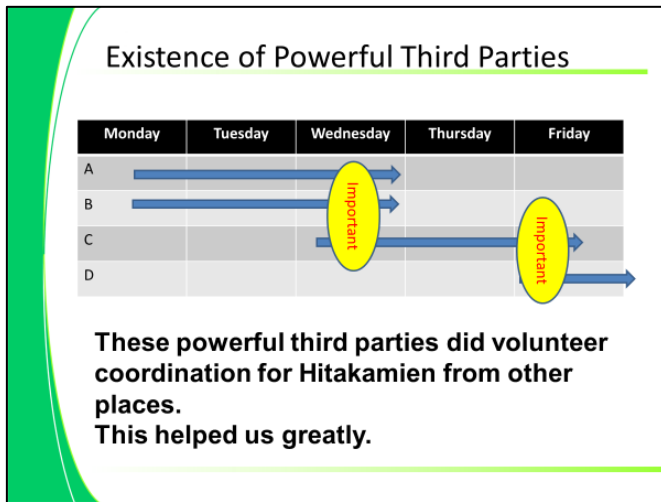


Figure 20 Volunteers shift – one week per person including a handover day

That was Kimihiko Katagiri (Chairman of the Board of Directors at the NPO Little Life at the time). He had experienced an earthquake in Niigata and understood how hard it was for our staff. He said that he knew we would probably be having trouble so he would take on organizing all the people who wanted to give us support and that’s what he did – he took charge of organizing all the volunteers and people who wanted to provide support. He relayed the information of how many nurses we needed on site each week and so on. He stopped all the people who could only come for three days and only let those who could manage a week come. All we had to do was give orders like, ‘We need a nurse for a week.’ He also made sure that on the 7th and last day, the people who would be working for the next week overlapped for one day (Fig. 20). The handover was done independently by the people involved. The quality of support did not decline even when the people changed. We spent four months with this kind of system. I think Mr. Katagiri probably had a lot of anxiety when dealing with this.

6. Support goods

(1) Relationships when there is not a disaster

There are some kinds of support that only local people can provide in disaster-affected areas. When we went to pick up food at the Self-Defence Force warehouse, my personal network was really useful. Initially, it was City Hall staff who were in charge of managing support goods that were arriving from all over the country. Around the 2nd day, as I had had some contact with the City Hall, they let me take things from the warehouse because it was me so I was able to choose what I wanted (food, etc.) Towards the end, there were more and more people who took advantage and played cat and mouse

with the rules. When you got a pass to the warehouse, someone would copy it and use it for themselves to sell the goods. In order to regulate this, the passes had to get a new star mark on them. I remember that the passes had symbols added to them every day.

(2) Distributing goods to people who stayed at home during the evacuation period

The Self-Defence Force warehouse had a lot of goods that had been sent from individual all across Japan and a lot of these were packed in cardboard boxes. They were meant for one family and had food, ramen noodles and heat packs, etc. in them. The Self-Defence Force had to open each box and manage each item by sorting them into categories such as food in Warehouse A, clothes in Warehouse B, other stuff in Warehouse C and so on. As I got to know the Self-Defence Force staff, they started just handing me the unsorted cardboard boxes. I delivered them to the households where people with disabilities were living. It was pretty much a win-win situation. I wanted those mixed boxes and the Self-Defence Force had to use a lot of their energy sorting and managing them. I delivered the boxes to households that were asking for them.

(3) Changes in needs

Needs changed as time passed after the earthquake (Fig. 21). They changed from food and everyday goods, fuel and bathing facilities to housing. There is a time lag between relaying what is actually needed onsite and the time it takes to get there from all over the country and I remember this being one of the difficulties that we experienced.

Another thing is that we can't function just by receiving goods. For example, if we said that it was a problem because there were no bathing facilities, mobile bathing vehicles came from all over the country. However, this was the first time we had ever used these vehicles so we didn't know what to do. The need for bathing facilities was urgent so we took the vehicles to evacuation centers such as small community centers and told them how to use them. We also put up the tents that arrived from the United States in the car park and gradually put baths in them with signs saying, '○○baths'. When we did this, the evacuation center Self-Defence Force organization opened baths for us. In this way, we were able to tell the community centers that they could have the bathing vehicles that arrived with us. At the time, we were able to create around three Hitakami no Yu baths.

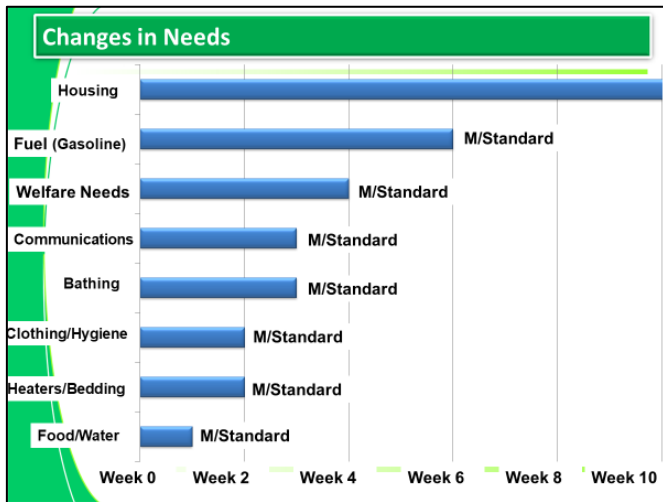


Figure 21 Transition of needs

Ishinomaki Shoshinkai originally worked on various welfare services and one of those was making fuel from rapeseed and waste oil. Buses and trucks can run on this fuel so we could have got as many of them going as necessary. These were the kinds of strengths our corporation had.

There were also some goods that were sent directly to us. It was hard-going because we ended up with so many second-hand clothes that we didn't have anywhere to keep them. We ended up having to pay for someone to take them away and dispose of them.

7. What we learned from the experience of the earthquake (Fig. 23)

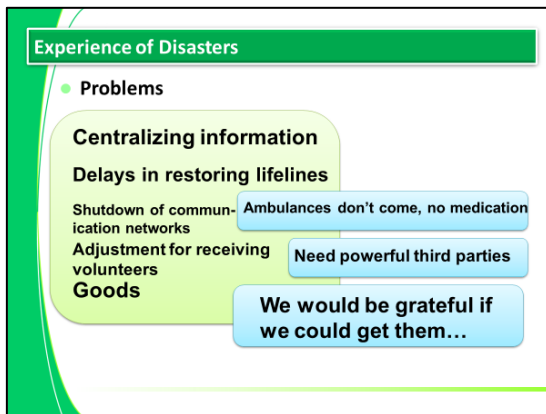


Figure 22 Difficulties during the earthquake

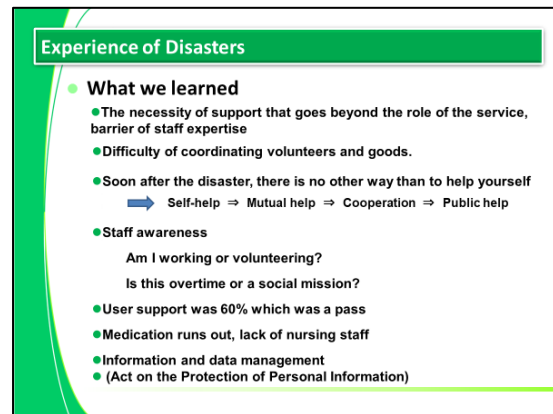


Figure 23 What we learned from the experience of the earthquake

There are two things that we learned from the experience of the earthquake (Fig.23). The first was the necessity of support that went beyond roles. As a member of local staff, for example, nothing gets done if you stick to your own job as carer or cook. As a person, you have to decide what you can do to help when faced with each situation and get on with it. I feel that this applies to everyone in the disaster-affected area.

Public help comes last. In the end, you have to help yourself first. Some people find this difficult and that is why we work on mutual help in ordinary times. Directly after the earthquake, staff, who worked as if they were on a social mission, also started to wonder whether they were working or volunteering and whether they were doing overtime or whether it was a social mission. There was probably an accumulation of fatigue. And they were probably worried about their families and relatives, too. They must also have had their own worries and difficulties related to being a victim of a disaster themselves. I felt that it was not possible to get through the huge amount of work after the earthquake occurred just as a social mission. I think it is essential to talk about emergencies on a regular basis and decide what to do.

We had these thoughts because we experienced a large-scale earthquake – issues and needs that occur according to staff, user support and the passage of time in the affected area. Those of us who experienced it are thinking about what could happen in the future and are preparing for it.

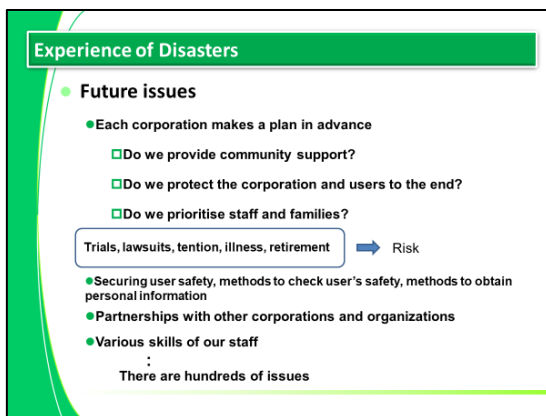


Figure 24 Future Issues

Figure 24 lists future issues concerning preparing for disasters. First of all, it is best to decide as a corporation what the action policy will be at the time of a disaster. There were times when we had to decide whether to prioritise community support, corporation work or staff and their families. In addition, there were mountains of issues including how to check if users were safe and well, the nature of partnerships with other corporations and the various skills of staff that were not included in their job description.

8. Repairing temporary housing

From 29th April, 2011, the move to emergency temporary housing began for people living in the evacuation center. Wheelchair users also moved to temporary housing. Figure 25 shows a ramp that was installed at the front door of temporary housing after it was built. When we asked the administration to install a ramp, they did it. We were reassured after having the ramp installed but it turned out that the door was too narrow for wheelchairs to get through (Fig. 26 right).

In the second round of works, we had a ramp installed at the entrance to the living room at the back (Fig. 27). This time, the ground on the way to the ramp was gravelly and the wheelchair would not move. There were so many things that we did not notice. It was really difficult. We had to get work redone like this on a number of occasions.



Figure 25 Ramp installed at the entrance to temporary housing after it was built

Figure 26 (Left) Wheelchair users living in temporary housing (Right) Open front door of temporary housing



Figure 27 Ramp installed at the entrance to a room at the back of temporary housing

9. How things are seven years after the earthquake at Ishinomaki

Seven years later...

- Are resident opinions of the recovery plan reflected in city administration?
- Public help, cooperation, mutual help, self-help
- Public help and cooperation not visible?
Not being delivered?
- **Mutual help**
(supporting each other in the community)
- **Mutual help** (supporting each other in a team)
- Self-help→Mutual help→Cooperation and Public help

Figure 28 Self-help, mutual help, cooperation, public help

Let me tell you a little about how things are seven years after the earthquake. In the end, I think it is our mission, as a provider of support to the community, to work out how to create frameworks for mutual help and mutual support between private organizations in the community. I think public help and cooperation are led by public institutions. I feel that it is important how local private organizations provide mutual help. There were four major specific things that changed compared to before the earthquake.

(1) Diversification of, and increase in, welfare needs and increase in consulting support staff

The first is the diversification of, and the increase in disability welfare needs. After the earthquake, the scale of needs for service adjustments for persons with disabilities increased greatly. There were needs in order to protect the rights of the persons with disabilities. For example, huge amounts of monetary contributions and support arrived for victims of a disaster and persons with disabilities also suddenly became richer. However, they do not know how to best use this money. This is where various people who provide support come in and it seems that there were quite a few people who had their money stolen from them by looters and so on. They needed support to stand up for their rights including adult guardianship.

Procedures for reissue disability passbooks and public assistance needed to be started again from the beginning for some people. There were people who had lost their families and did not know their own identity. The government office in Onagawa town was damaged and data on residents was lost so data on disability passbooks had to be requested from the prefecture and temporarily inputted by the author at Onagawa Town Hall. Visits to all disability passbook holders's houses began in cooperation with other institutions based on this data.

There was a need for more consulting support specialists who would consult on various subjects including securing places for daytime activities and attending clinics as well as methods of transport. Consulting support specialist council members came to provide support saying that Ishinomaki needed consultants and people with special knowledge. As a result, a new consulting support center was established and that is where I am currently working.

(2) Housing needs

① Needs when leaving mental health institution

The second was housing needs. People who had lost the family members they had been living with and had to live alone needed complete support to start over again. The mental health hospital had been completely destroyed so patients there had been moved to the corridors of other local hospitals. They were over capacity on beds. These people had to be integrated back into the community. Support for people to leave the mental health hospital is still ongoing even now. According to the hospitals, inpatient rates are 115 – 120%. We have to provide support to transfer from other hospitals but they have nowhere to live. The new-build group home took until last year to complete at Ishinomaki

Shoshinkai.

I think this is a big issue. At the time, the prefecture built a temporary group home and asked Ishinomaki Shoshinkai to operate it. As recovery housing started to be organised, the period of residence in temporary housing came to an end. Therefore, the temporary group home also had to be knocked down. The prefectural administration asked us to move from the temporary housing. However, there was no group home for the users to move to. We had to build from scratch so the corporation bought land and built a group home. Subsidies for building this group home were the same as normal Treasury assistance and we didn't even know if we would qualify for them. For one group home, the upper limit for subsidies is 25 million yen. The rest of the costs were all covered by the corporation. It required so much capital that I have no idea how much it ended up costing.

A large construction company ended up knocking down and destroying the great temporary housing that it had made. After that, a lot of people thought that it was a waste and the national government proposed that Miyagi Prefecture re-used three temporary housing to make a group home with a cost of 25 million yen per building. However, the corporation had to pay one quarter of the total cost of the land to be constructed meaning that the standards had not changed.

② Evacuation building (Fig. 29, 30)



Figure 29 (Top left) Damaged group home,
(Right) Temporary housing group (Nippon Foundation Home Oguni no Sato GH),
(Bottom left) Newly built GH which also works as an evacuation building for local residents.

Figure 30 (Top left) Evacuation space as the evacuation building,
(Bottom left) Space for evacuation on the building roof,
(Top right) Stockpiles offered by the city,
(Bottom center) 2nd floor dining room,
(Bottom right) Multi-purpose toilet in the GH.

We added an evacuation space when we apply a subsidy for a group home. Although the upper limit of a subsidy for a group home is 25 million yen, that for a building with an evacuation space is 50 million yen. This group home is designed to work as an evacuation space for community residents, having a stock room for evacuees and outdoor stairs to come and go easily.

(3) Rebuilding communities scattered by the earthquake

The third was the big issue of rebuilding communities scattered by the earthquake. There was an increased need for opportunities and platforms for local residents to get together and solve the diverse issues in their communities. We started working on these with independent support councils and project on bases for developmental support for persons with disabilities (Figures 31 and 32).

After the earthquake, independent support councils planned the event, Fun Summer, to combat the lack of places for children to play safely and the lack of chances for parents to talk to each other, because temporary housing had been built in children's play areas in parks and so on. It was an event at which professionals in psychology, etc. could talk to parents and guardians individually, while local welfare services cooperated had fun with the children.

In addition, as shown in Figure 31, we held an event on World Autism Awareness Day (2nd April). It was an event shaped by the hopes of families who wanted to send the message to supporters around the world who had come to help after the earthquake that Ishinomaki is doing OK. At the same time, it is rebuilding the community that had been scattered by the earthquake due to parents having to move house.



Figure 31 (Left) Autism Awareness Day (2nd April) Ishinomori Mangattan Museum was lit up, (Right) Lighting ceremony

(4) The role of service providers

We are also taking another look ourselves, the people who are responsible for disability welfare services. After the disaster, we were made greatly aware of how strong the families of the people with disabilities. Rather than what someone can do to provide support, my way of thinking gradually changed to valuing the strength of the families and lending them just a little support. That is why we also started parent training. This is the work of 'our own, whole convivial society (Ministry of Health, Labour and Welfare)'. Monetary assistance for disaster support has been used up so now the municipality is working with a small budget to develop special activities that are required in the local community and to work out how to continue and develop.

New businesses started working in the disaster-affected area. After the earthquake, various

organizations arrived such as medical, education, welfare, fishery, agriculture and government organizations and opened branches according to the needs of local people. Now established services such as after-school day services were newly introduced through the work of external organizations. There are some business owners who are still in business with the projects they started at the time and there are also those who closed because of dwindling budgets but there has also been an increase in the number of commercial businesses that have opened up because ‘operating welfare services makes money’. Some of these are services that are not required locally. Once their application has been accepted by the prefecture, they are suddenly up and running. It is a shame that there are some businesses that do not provide good quality services.

10. The Kumamoto Earthquake disaster-affected area support: opening and operating a welfare evacuation center (welfare center for persons with physical disabilities in Kumamoto Prefecture)

I would like to talk a little about the Kumamoto Earthquake. We did not go to the affected area directly after the earthquakes (tremors on 14th April, 2016, actual earthquake on 17th in the middle of the night). We knew that asking if people needed anything was quite annoying for the people in the area, we thought that it would be better to wait until we were asked to go. We started doing all the preparation we could from afar such as securing staff that would be able to go to the area as soon as they were asked. It was one week after the earthquake that a consulting support specialist council contacted us to ask to operate a welfare evacuation center in a Kumamoto Prefectural Center for Persons with Physical Disabilities using our know-how as staff. A few days later, three of us arrived by car from Ishinomaki on 28th April, 2016. A car was essential because would not have been able to provide support without it in the affected area. This is just an aside but, when we went back one month after we had finished providing support, we left the car there and told the relevant people that they could use it as they pleased for the next six months or so.

Consulting support specialists who came to provide support from all over Japan cooperated with the Japan Disability Forum (JDF) to visit homes of disability pass holders in some municipalities under the following conditions, (i) 18-64 years old, (ii) not provided services, (iii) severe disabilities. They need a space for affected persons with disabilities to recommend for evacuation, when they find affected persons with disabilities who need to evacuate. We provided support to help create a residence like this using the know-how we had gained from the Great East Japan earthquake. There is no way to proceed if there is not a two-pronged approach with finding out needs and being received at welfare evacuation centers. In addition, Center for Affected Persons with Disabilities operated by persons with disabilities themselves provided support to persons with disabilities who stayed at home. Some municipalities sent a leaflet of this center to disability pass holder.

When we arrived the designation of welfare evacuation center had not yet been authorized. Kumamoto Prefectural Welfare Center for Persons with Physical Disabilities was not designated as an

evacuation center because it is a prefectural facility and there was no welfare evacuation center agreement with Kumamoto City. Directly after the earthquake, all they could do was offer toilet facilities to the evacuees who had come to the car park and who were living in their cars. The facilities housed a braille library, an information centre for people with hearing impairments and overnight accommodation so several persons with disabilities who had lost their homes had started evacuating and the local staff supported them tirelessly. Even after it began to function as a welfare evacuation center, the municipality did not send supplies or people to help so we had to coordinate everything by ourselves.

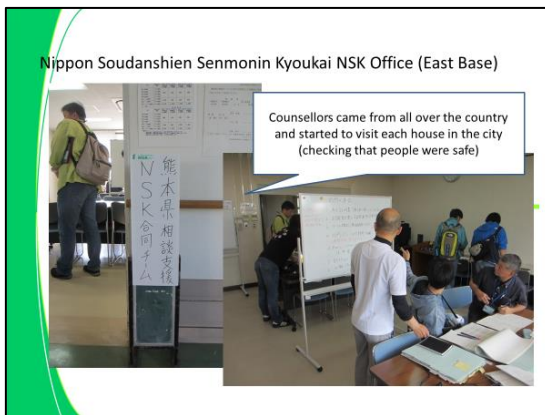


Figure 32 Counseling Support Specialist Council visited all disability passbook holders



Figure 33 Welfare evacuation center coordination desk

We told the local staff to have a rest and organised shifts. Then we created a coordination desk (Fig. 33) to (i) create an evacuee list and assess them, (ii) procure supplies (contact with Self-Defence Force through administration), (iii) coordinate reception of volunteer groups and details of support, (iv) coordinate with consulting support specialist council which was seeking out those who required support and (v) provide consulting support to evacuees who have returned home. This is what people from Niigata did for us in the Great East Japan Earthquake.

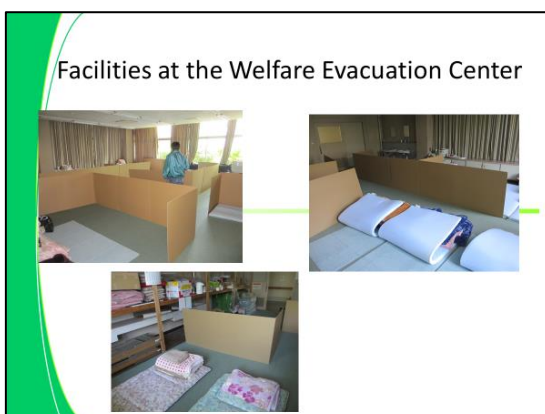


Figure 34 Inside the welfare evacuation center – there are partitions but no beds. People were sleeping on the floor.



Figure 35 (Left) Volunteers who came from all over the country (Right) Support at the evacuation center
 Figure 36 (Left) Support for the elderly (Right) Children playing in the hall



Figure 37 (Left) Preparation of cooking
 (Right) Cleaning

Figure 38 (Left) Dividing out support goods
 (Right) Exercising with evacuees

One month after starting...

- After getting past the acute phase, we have to know this evacuation lifestyle could not continue for a long period of time
- Creation of systems that do not rely only on volunteers
- (For example, system to create employment)
- Think about each individual's life from now on and consult on rebuilding lives
- And to follow this up for every person we meet with.

Figure 39 Support situation one month after the opening of the welfare evacuation center

After overcoming the first month (the acute stage), it is necessary to (i) an awareness of evolving from the evacuation center lifestyle, (ii) create a system that creates employment locally rather than

just relying on volunteers and (iii) use local services and resources and discuss reconstruction according to the wishes of every last person.

We had another encounter in Kumamoto. Ayumi, a daily care service where we delivered goods, was doing the activities of a welfare evacuation center so we dispatched some Ishinomaki Shoshinkai staff.

11. Conclusion

It has been seven years and eleven months since the Great East Japan earthquake and, during that time, there have been several other natural disasters in Japan. Unfortunately, we will continue to have them in the future. We cannot stop natural disasters nor can we predict accurately what disaster will occur. However, we have accumulated quite a lot of knowledge. I feel that knowledge gained from experience can be used to prepare for and reduce the risk of disasters on an everyday basis and that emergency support has got a lot faster compared to seven years ago.

In conclusion, I would like to tell you something that someone once said to me. I have just recently remembered it. It was the head teacher of the elementary school my daughter was attending at the time. He said, “We can keep our bodies warm with the heaters and heated tables that people send us but our hearts are only warmed by other people’s hearts.”

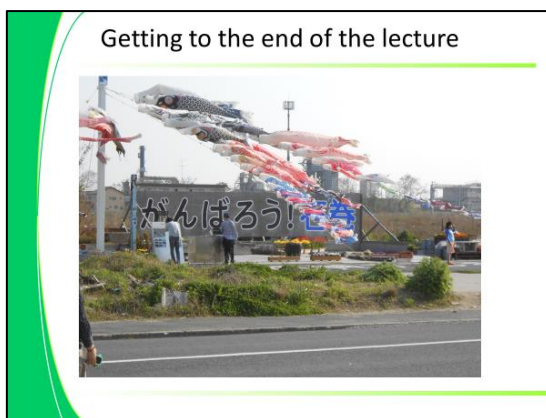


Figure 40 A sign saying Good Luck Ishinomaki at Ishinomaki City Hall

【Questions and answers】

Making disaster support the mission of social welfare corporations

MC (Yayoi Kitamura): Thank you. There are a few things I would like to know. I understand that disaster support is included in the mission of Ishinomaki Shoshinkai.

Saito: Yes. Since 2018, it has been compulsory for social welfare corporations to state their contribution to the community in their articles of association according to a revision in the law. For example, if you are a facility for children, you can state that you run a cafeteria for children from low

income families or such like. Ishinomaki Shoshinkai put its mission as a social welfare corporation in its articles as, “going to areas affected by disasters”. Creating teams that can go and provide support when a disaster occurs. Going where we are asked to go. If we are not asked to go, being on standby. As we are a social welfare corporation that flies the flag of responding at the time of a disaster, our disaster management headquarters is still open.

MC: Your normal activities include, for example, you coming here to this study group with your expenses paid by the corporation. This kind of education and knowledge-sharing can be regarded as a part of the corporation’s work.

Saito: We are stockpiling. We are also fund-raising for disaster contributions that will help us with the next disaster. As an example, if there is a disaster in the north of Japan, consulting support specialist council will go to support other branches in the north. If a disaster occurs in the south, they will be able to split their staff into two areas in the north and the south depending on what support the other branches in the south need. It really was quite a long way from Ishinomaki to Kumamoto!

MC : Did you receive compensation by the affected local government when you worked for the welfare center at Kumamoto? Did you also cover the cost of food and board by yourselves?

Saito: We did not accept any allowance from Kumamoto City. At Kumamoto, a consulting support specialist council offered us a container-car for housing. We bought lunch during working hours. Breakfast and supper were provided to us as volunteers.

MC : Do you know who covered the cost of travel and housing for volunteers with special skills, such as members of the consulting support specialist council?

Saito : Members of the consulting support specialist council helped visit and survey disability pass holders within the community, both in the case of the Great East Japan Earthquake or the Kumamoto Earthquake. Their travel and housing expenses were covered by Miyagi Prefecture at the time of the Great East Japan Earthquake, and by the Nippon Zaidan Foundation at the time of the Kumamoto Earthquake. Although the travel and housing expenses of persons with experience in medicine, engineering, building and transportation are covered by law, those in the welfare field are not. Some insist that welfare work should be included in the law. Volunteers with special skills who came to help our welfare centers at Ishinomaki covered their own travel expenses.

MC: At consulting support specialist council, disaster management is also a theme in training, right?

Mr. B. Is it difficult for the prefecture to come to an agreement with consulting support specialist council or social welfare corporations?

B (social welfare section staff member in a prefecture close to the metropolitan area): This is the first time I have heard stories like this so I am going to get in touch (with consulting support specialist council).

Relationship between people who provide support in disaster-affected areas and administration: prefecture and city

B: I have a question. How was the relationship with the administration during the Great East Japan earthquake?

Saito: Every time we had a problem we talked to the administration. At the time, the Disability Welfare Section Chief in Ishinomaki City cooperated with us. We didn't have anything to do with the prefecture.

MC: It is the prefecture that builds temporary housing so requests and complaints go to the prefecture, right?

Saito: That's right. They had no problem with saying that they had sent a reply by e-mail. Disaster-affected areas do not have electricity so it took me until about 10 days after the disaster to read my e-mail. I didn't have any access to it before that. Invoices and so on. Around two weeks after the earthquake, five of us went to petition the prefecture office in our wellies – we were really dirty. They must have wondered what we were doing.

MC: And did you make any progress?

Saito: No.

MC: Does it go better if you go through the city?

Saito: In the end, it is local. When we wanted gasoline, the city had some to use for its official cars so they gave it to us. They told us that we would be able to get it on the quiet if we took a certain certificate with us. And we did that. Slipped in and got what we needed.

MC: You need the trust that the person will keep the secret, don't you?

Saito: I think that is what made the difference. We did not have a strong relationship with the prefecture.

Dismantling temporary housing

MC: The temporary housing built for persons with disabilities by Nippon Foundation that you mentioned. Were you able to build it without public building standard restrictions?

Saito: The Nippon Foundation temporary housing was procured from somewhere in Korea so it does not conform to Japanese standards. At the time, Japanese supplies did not meet demand. Around March 2017, temporary housing residents started rebuilding their lives and all the temporary housing was empty. But, returning the land where the temporary housing had been built to its original purpose as vacant land or fields would cost 70 million yen. We would have to pay for this ourselves – there was no public money for this.

MC: Did Nippon Foundation not pay for the dismantling?

Saito: Unfortunately, they cannot provide financial support. Ishinomaki Shoshinkai will be dismantling the 40 temporary housing buildings and two group homes. We put out a message saying that if anyone wanted the housing, they could come and get it but no one did.

D: At a school we support in Miyagi Prefecture, I heard that they reused three temporary housing buildings, joining them together as labs and took away the partitions to make a large space.

Saito: There was no reuse in Ishinomaki City. It is cheaper to build from new than it is to move temporary housing.

MC: The prefecture will pay for dismantling if it is public temporary housing.

Saito: Yes. We built it ourselves so the prefecture will not pay for it to be dismantled. It wasn't registered as temporary housing when we built it so we didn't get various goods. We did not get the Red Cross six-piece electrical items set (washing machine, fridge, TV, rice cooker, microwave and kettle) for temporary housing residents at first. We negotiated with the prefecture and eventually got it. We also got employment expenses for lifestyle support staff for the temporary housing in the end.

MC: So, what did you do for the temporary housing group for persons with disabilities only? Didn't it feel a bit strange as a community?

Saito: When I think about it now, there was something not right about gathering just persons with disabilities.

MC: How about setting aside 5 – 10% of normal temporary housing for specifications for persons with disabilities and the elderly?

Saito: It's true that it's like going back in time just gathering persons with disabilities in one place. That does not conform to the philosophy of everyone providing each other with support in the community. In the end, we had created a colony. But everyone goes back to their lives from temporary housing so it was OK to do that on a temporary basis. Parents and the people themselves were happy about it. They could mess about and be loud and nobody bothered. That's because they are all on the same wavelength. The mothers are all good friends, too.

In Kumamoto, there were separate rooms for persons with visual impairments (play room), persons with hearing impairments (training room) and those who have physical disabilities and so on (recreation room) so that everyone was separated by disability in the prefectural welfare center for persons with physical disabilities.

Organizing a Welfare Center after the Kumamoto Earthquake of 2016

MC : Who assessed the evacuees on their eligibility to stay at the welfare evacuation center at the Kumamoto Prefecture Welfare Center for Persons with Physical Disabilities ?

Saito : Soon after the earthquake, persons with disabilities directly came to the center. Because the Kumamoto Prefecture Information Center for Persons with Hearing Difficulties and the Kumamoto Prefecture Braille Library are located within the center, some users and persons related to the Welfare Co-operative Association were evacuated to the center. After the center became registered as a welfare evacuation center, the Kumamoto prefecture social welfare corporation designated the administrator of the center and began managing the list of evacuees. We worked with Kumamoto City because the city officially registered the welfare evacuation center.

However, the Kumamoto City citizens with disabilities were not the only ones staying at the welfare evacuation center. The number of evacuees was 59 at the most, and less than 20 on the 20th of June. The welfare evacuation center closed in late June. After the welfare evacuation center became registered, we received three types of evacuees. First, the Department of Disability Welfare of Kumamoto City asked the designated administrator of the center to accept evacuees with special needs after they were assessed at the other evacuation centers and communities. Our team made an arrangement with volunteer groups to provide services for the newly arriving evacuees.

Second, disability organizations made arrangements independently for each space, although the list

of evacuees was managed by the designated administrator of the center. For example, the group of persons with hearing difficulties decided who would come to the space where the group managed without the assessment of the city. This group provided the listing of evacuees to the designated administrator of the center. The total number of evacuees was reported to Kumamoto City from the designated administrator of the center.

Third, as mentioned before, the consulting support specialist council sent us information when it found persons with disabilities who had difficulties at home, based on their survey visit. We arranged for them to be accepted and sent the list of new evacuees to the designated organization of the center.

MC : You mentioned that the city did not provide supplies. Did you have city staff or other staff for the welfare center?

Saito : When we came to the center, even the local staff had difficulties securing their own meals. I asked City Hall to put the center on the list of evacuation centers for Self-Defense Forces to deliver supplies. As far as I remember, the center did not have any staff from City Hall. City Hall made use of the employment program in the affected areas and employed the cook of an affected restaurant to serve us dinner on the 2nd of May, as well as students as center staff.

MC : Do you know of cases who began using welfare services after the earthquake, because they failed to adjust to their environment or were recommended new services by counseling support specialists ? I think it is quite difficult to encourage persons with disabilities who have not used such services. Do you have any experience in elaborating individual evacuation plans for persons with disabilities who have never used such services?

Saito : We have so many persons with disabilities who did not use welfare services. After the earthquake, the number of group home residents doubled in our corporation. Ishinomaki city asked us, consulting support specialists, to visit persons with disabilities who did not use welfare services, on their birthdays.

MC: Thank you. I'm afraid time is up so we are going to have to stop here.