

Risk Management Framework for Integrated Disaster Response Community between Disaster Responders and Care Workers

Keiko TAMURA

田村 圭子

Risk Management Office, Niigata University, JAPAN

新潟大学 危機管理室

The Purpose of the Disaster Countermeasures and Management

- The Basic Act of Basic Act on Disaster Control Measures, Japan (災害対策基本法) defined
 1. Conserve the National Land 国土を守る
 2. Protect People's Lives and Health 国民の生命、身体を保護する
 3. Protect People's Property 国民の財産を保護する
- In order to realize those purposes, we shall promote the disaster countermeasures
- In consequence we shall maintain order in society and public welfare

2004 Niigata Flood

- 85% of Casualties were over 65 years old
- Trigger National Government to decide to construct the special countermeasures to the vulnerable people

Age Bracket	Casualties					
5						
10						
15						
20						
25						
30						
35		37				
40		42				
45						
50						
55						
60		63				
65						
70		72	72	72		
75		75	76	76	77	78
80		82	84			
85		87				
90						



Black=Male, Red=Female

National Government decide to construct the special assistance and countermeasures for people requiring special assistance because of their vulnerabilities during a disaster 災害時要配慮者対策

- Japan set the categories below for needing special assistance because those who belong to those categories are assumed to be more likely to be suffered by disasters
 - Elderly people
 - Disabled people (Physical, Mental, Intellectual)
 - Babies and toddlers
 - Sick persons (hospitalized patients)
 - Expectant and nursing mothers
 - Foreigners

Detailed Analysis “Cause of Death” in 2004 Niigata Flood

	Category 1	Category 2	Category 3	Category 4
Hazard	River Flooding Destroyed Housings	River Flooding NOT Destroyed Housings		Mud Slide Destroyed Housings
Cause of Death	Drowning	Drowning	Drowning	Buried
Situation	Victims were <u>inside of the Destroyed Housings</u> close to the River	Victims <u>went outside after Flooding</u> began and washed out	Victims were <u>too vulnerable</u> to evacuate themselves without assistance	Victims were buried in a landslide
# of Casualties	3 persons	5 persons	4 persons	3 persons



【破堤により流失した家屋
(新潟県中之島町)】

惨事 高齢者襲う
Tragedy hit the Elderly Citizens

2階は遠く力尽き
避難生活いつまで

7/15
被害者は高齢者に集中
(新潟日報朝刊より)

土砂一気 人命のむ
懸命の搜索実らず

園児孤立へりで救出

7/14
中越地方を中心に集中豪雨
各地で土砂災害発生
(新潟日報朝刊より)



National Government decided to systematically sort out the framework of evacuation behavior ①

	Category 1	Category 2	Category 3	Category 4
Hazard	River Flooding Destroyed Housings	River Flooding NOT Destroyed Housings		Mud Slide Destroyed Housings
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Live close to River

- Levee might be broken
- Rapid water flow might attack your community
- Housings might be destroyed



Before flooding



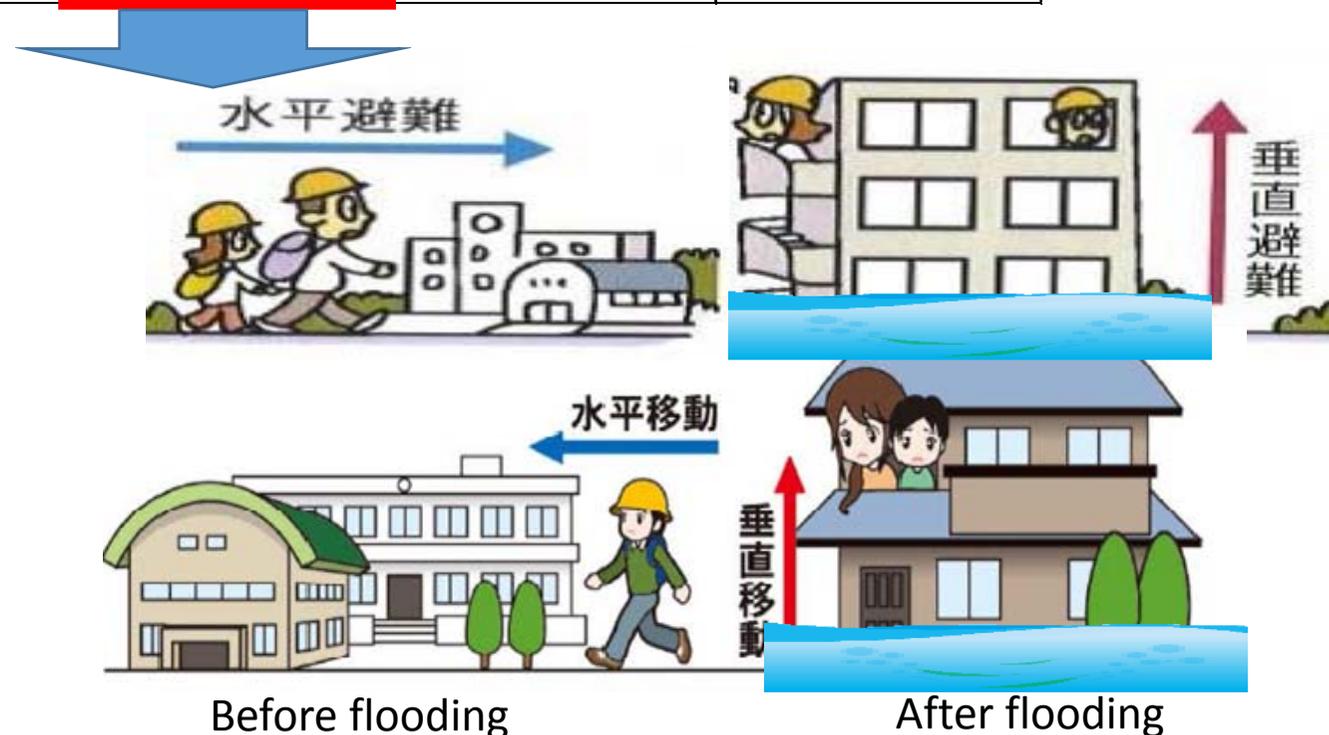
After flooding

National Government decided to systematically sort out the framework of evacuation behavior ②

	Category 1	Category 2	Category 3	Category 4
Hazard	River Flooding Destroyed Housings	River Flooding NOT Destroyed Housings	Destroyed Housings	Mud Slide Destroyed Housings
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Situation	Victims were <u>inside of the Destroyed Housings</u> close to the River	Victims <u>went outside after Flooding</u> began and washed out	Victims were <u>too vulnerable</u> to evacuate themselves without assistance	Victims were buried in a landslide
# of Casualties	3 persons	5 persons	4 persons	3 persons

- Have a distance to River
- Before flooding, move to the safer area and safer building
 - After flooding begins, move up to the higher buildings

Vertical Evacuation
VS
Horizontal Evacuation



National Government decided to systematically sort out the framework of evacuation behavior ③

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Establish new Warning

“Evacuation Preparation Information”

避難準備情報

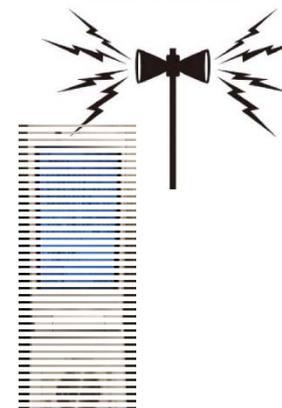
-Before disseminate

“Evacuation recommendation

“Evacuation order”

-If you/your family member are/is disability person,

you are expected to prepare earlier in order to move to safer place



“Evacuation Preparation Information” 避難準備情報

Before flooding

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Before flooding



After flooding



National Government established The Guideline for Supporting the Evacuation of the people who are Vulnerable to Disasters

In order to secure the people who are vulnerable to Disasters

-The guideline asks each community to construct the name list of the people who are vulnerable to disasters and those who needs special assistance at the time of disaster

The guideline expects each community to construct the personal assistance plan of the people on the list

In order to consider privacy protection in relation to personal data, it is necessary to obtain an approval from the person when it is used for a purpose other than the original ones

要援護者名簿（記入例）

自治会		(H21・4月現在)		担当民生委員（避難区長）		秘		
氏名	TEL	住所	都・区	マンション名・日印など	世帯	寝たきり	障害	その他
1	田丸 恵美 (81才)	041-0000 1700	上2区	モリス204 聖谷の信号の角	一人暮らし		○	足が不自由
2	千葉シゲオ(不明)	041-0000 1224	6区	小原床屋となり	支障のみ			
3	渡辺太郎 (71才)	041-0000 4021	中1区	〇〇自治会館2階となり	(車椅子利用)			要一人
4	横浜市子 (不明)	041-0000 1703-1		学館とコンビニの間の通り日産	(車椅子利用)	○		
5								
6								
7								
8								
9								
10								
11								
12								
13								
14								
15								

A Little Progress had been Made
Because the Government leave the
responsibility to the community too much

避難行動要支援者対策



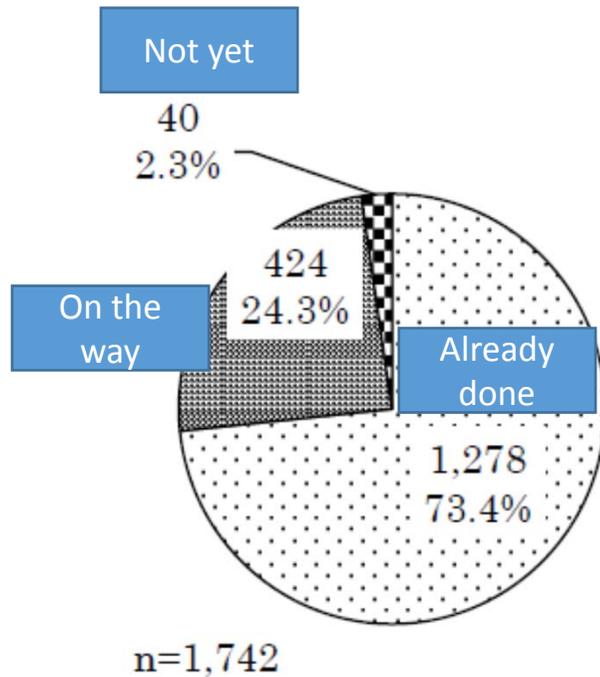
平成25年6月の災害対策基本法の一部改正により、高齢者、障害者、乳幼児等の防災施策において特に配慮を要する方（要配慮避難等）に特に支援を要する方の名簿（避難行動要支援者名簿）の作成を義務付けること等が規定されました。また、この改訂名簿の作成・活用に係る具体的手順等を盛り込んだ「避難行動要支援者の避難行動支援に関する取組指針」（平成25年8月）

- ▶ [避難行動要支援者の避難行動支援に関する取組指針（平成25年8月）](#)
- ▶ [避難行動要支援者対策及び避難所における良好な生活環境対策に関するブロック会議等（平成25年度）](#)
- ▶ [平成26年度災害救助法等担当者会議](#)
- ▶ 平成24年度取組
 - [災害時要援護者の避難支援に関する検討会](#)
- ▶ 平成23年度取組2011
 - [災害時要援護者対策の実例（新潟県三条市）](#)
 - [災害時要援護者対策の実例（新潟県見附市）](#)
- ▶ 平成22年度取組2010
 - [災害時要援護者対策（消防庁ホームページ）](#)
- ▶ [平成21年度取組状況](#) 2009
- ▶ [平成20年度取組状況](#) 2008
- ▶ [平成19年度取組状況](#) 2007
- ▶ [平成18年度取組状況](#) 2006
- ▶ [平成17年度取組状況](#) 2005
- ▶ [平成16年度取組状況](#) 2004

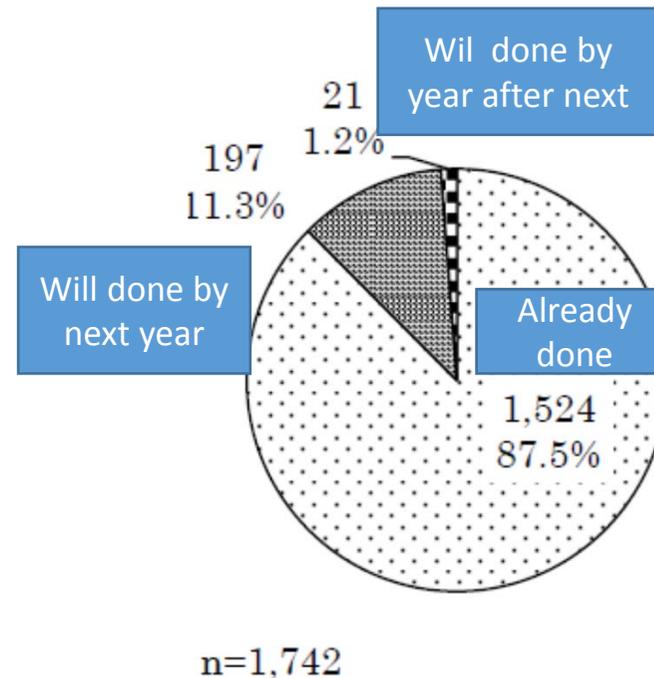
- The Cabinet office had worked continuously on the people those who need special assistance

National Government conducted the Survey right before 2011 tohoku EQ & Tsunami

Local Governments (cities & towns) answered



- Q. Have your communities **already constructed the name list of the vulnerable people** those who are expected to need any special assistance?



- Q. Have your communities **already constructed personal support plans based on the name list?**

2011 Tohoku EQ & Tsunami

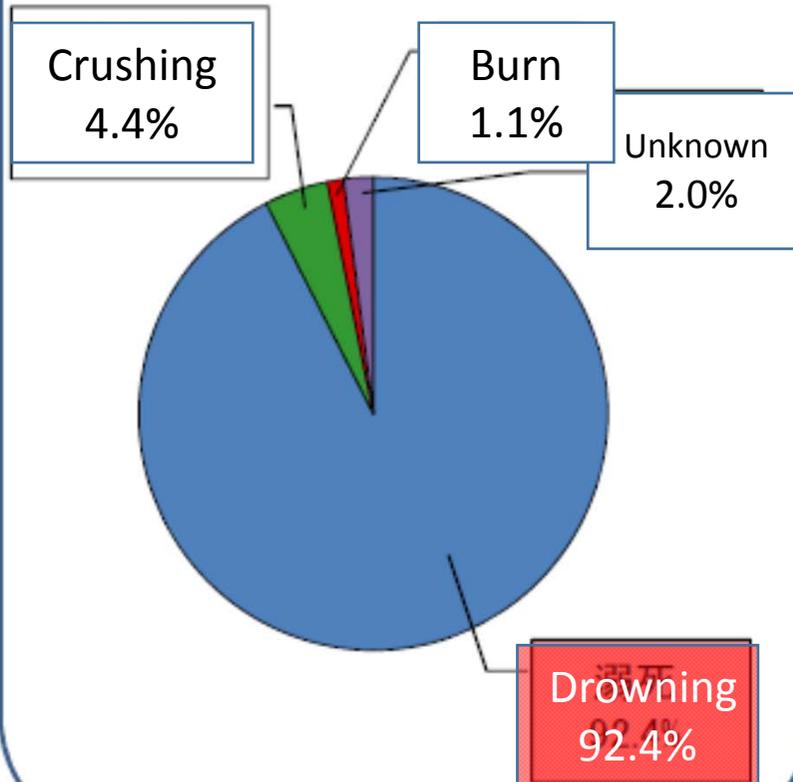


The day of Disaster Occurred	Mar 11 th , 2011
Casualty (Dead + Missing)	18,980
Economic Damage	\$ 160 – 250 billion
Features	<ul style="list-style-type: none">• Heavy Impacted by Tsunami• Supply chain Disruption• Nuclear Power Plant Damage• Electric Power Supply Disruption

2011 Tohoku Earthquake & Tsunami

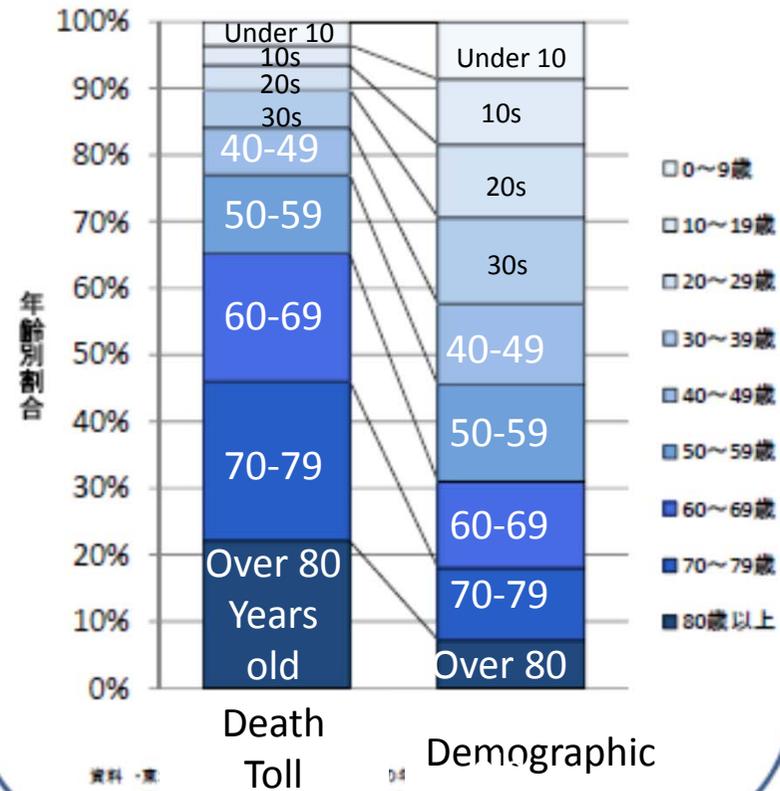
Cause of Death

東北地方太平洋沖地震 における死因 (岩手県・宮城県・福島県)



Death by Age Bracket

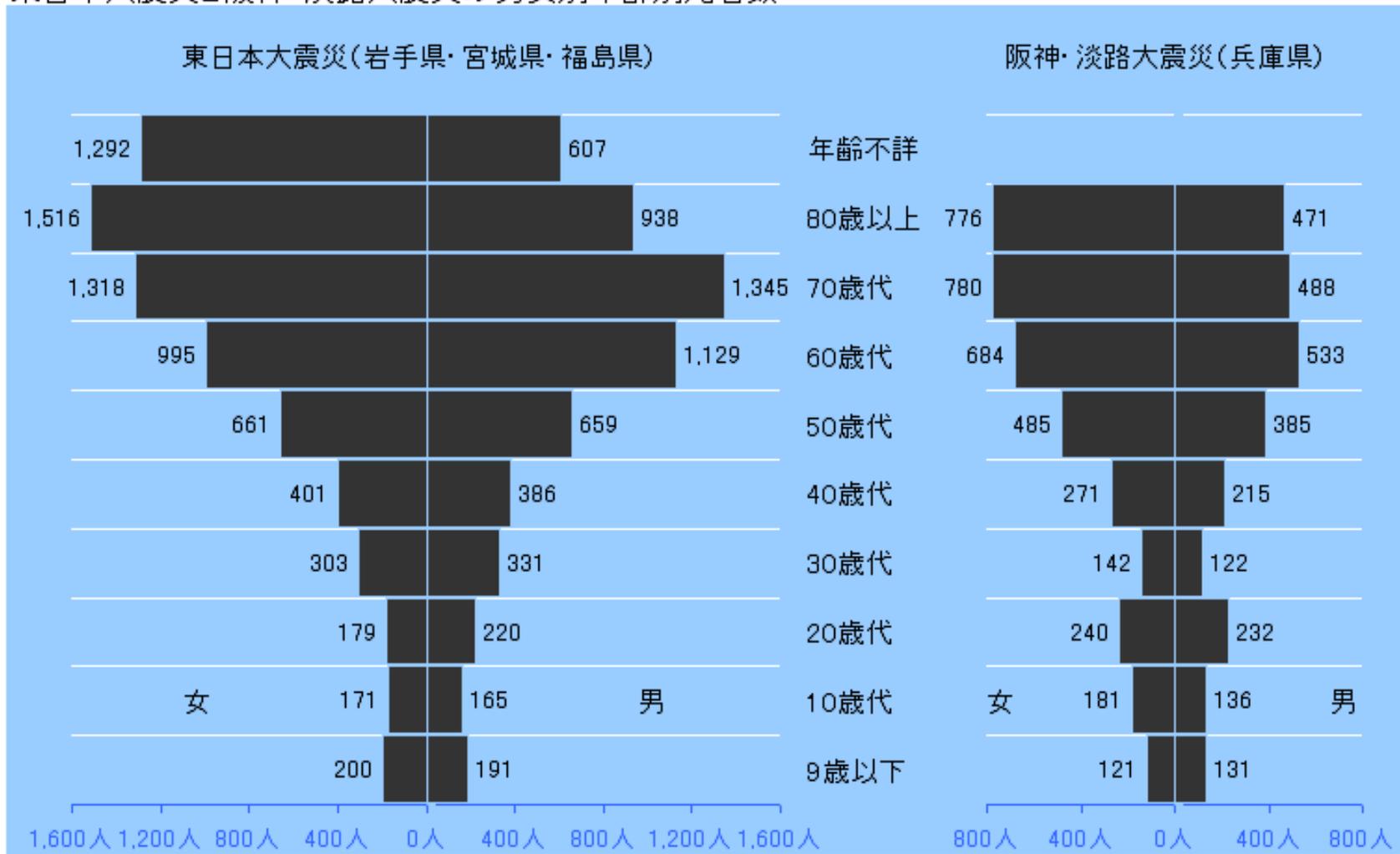
死者数と人口の 年齢階層別構成比の比較 (岩手県・宮城県・福島県)



The outcome of the effort

- Tohoku Earthquake & Tsunami killed 18,980 persons (Toll of Dead or Missing)
 - 60% of the casualties are the elderly
 - The persons with disabilities suffered approximately three times as many people as others
- The effort of the specialized the disaster countermeasures for protecting the lives of people who has vulnerabilities started from 2004 did not make any positive effect

東日本大震災と阪神・淡路大震災の男女別年齢別死者数



(注) 2011 Tohoku EQ & Tsunami (2011年3月11日発生) 15,116人、1995 Kobe EQ (1995年1月17日発生) 5,511人。性別別死者数は、年齢別死者数の合計から算出された。性別不明の死者は含まれていない。

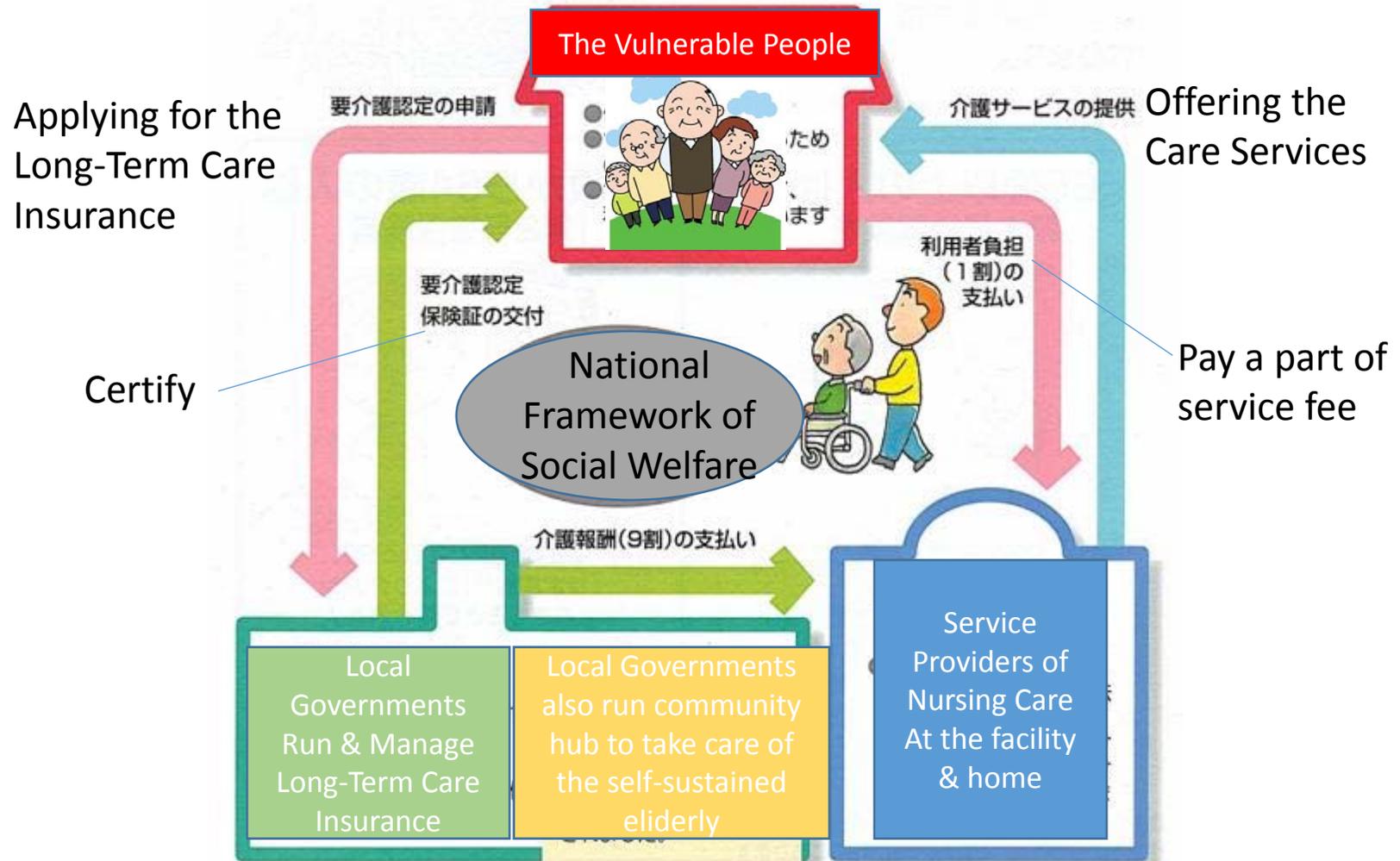
(資料) 平成23年版防災白書(同掲載データをもとに当図録で作図)

Death Toll

Reality in Tohoku EQ & Tsunami

- Many vulnerable people gave up escaping from the Tsunami because they were not capable to evacuate without assistance and died
- Several nursing homes and hospitals were suffered, where the vulnerable people were died
- Many supporters and community volunteers died because of trying to help the vulnerable people
- There were little effort to confirm the safety of the vulnerable people
- The vulnerable people were in the bad condition when they were in evacuation sites & emergency shelters

We have rich resources to take care of vulnerable people in daily basis



Private Sector

- Visiting service providers for Care Prevention...62,000 providers
- Visiting service providers for Care65,000 providers
- Staying service providers for Care.....12,000 providers

Tokyo Metropolitan Government; New Challenge

How to use resources from Long-Term Care Insurance system to Disasters

