

INTERNATIONAL DAY FOR DISASTER REDUCTION 2013

**Survey Analysis Report:
Focusing on the responses from Japan to the
survey on persons with disability and disasters
“Living with Disability and Disasters”**

by UNISDR Office in Kobe, Japan
(Interim version as of 7 November 2013)

13 October

INTERNATIONAL DAY FOR
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TOP 5 HAZARDS OR DISASTER RISKS FACED BY SURVEY RESPONDENTS
(Data courtesy of OCHA)



1. Introduction

The International Day for Disaster Reduction on the 13th October aims to promote a global culture of disaster risk reduction (DRR), including prevention, mitigation and preparedness centered around a different theme each year within DRR. The theme for 2013 is persons living with disabilities and disasters. Persons living with disabilities have higher vulnerability and are at greater risk when it comes to disasters, as experienced in relation to the Great East Japan Earthquake and subsequent tsunami in March 2011, where the death toll of persons living with disabilities was double that of persons without disabilities. Persons living with disabilities generally lack representation in the planning and decision making processes to reduce risk and build resilience.

In accordance with this theme, the United Nations Office for Disaster Risk Reduction (UNISDR) initiated the first ever survey on persons with disability and disasters entitled *Living with Disability and Disasters*. The survey was released on the 29th July 2013, in collaboration with UN ENABLE, the Disability-Inclusive Disaster Risk Reduction Network for Asia and the Pacific (DiDRRN) and other partners. The survey aims to increase discussion on the needs of persons living with disabilities in disaster contexts, as well as provide persons with disabilities and caregivers the opportunity to have a voice, express their concerns, needs and recommendations for disaster risk reduction.

The survey has been administered in nine languages including English, Arabic, Russian, Chinese, Spanish, French, Italian, Bahasa Indonesian and Japanese. The Japanese survey plays an important role in facilitating reflection on the experiences from the Great East Japan Earthquake. This experience clearly demonstrated the vulnerability of persons living with disabilities in disaster situations and provides a useful opportunity to learn from these experiences. The Great East Japan Earthquake has also highlighted the necessity of giving persons living with disabilities the chance to have a voice in disaster-related processes in order to adequately address their needs.

The initial survey ran until the 25th September to produce results in time for the International Day for Disaster Reduction, however due to the great interest in the survey expressed by people living with disabilities and organizations working for persons with disabilities, the survey has now been extended until the end of 2013. The results from this survey, as well as other knowledge gathered from the IDDR, will be utilized to inform the consultations for a post 2015 DRR framework as the Hyogo Framework for Action comes to a close in the next two years.

This interim report presents the analysis from the responses from Japan as well as a comparison of the global results. The total number of responses from Japan as of 25th September 2013 was 106, including 74 responses to the Japanese version and 32 responses to the English version where respondents have nominated Japan as their country of origin.

2. Trends from the Global Survey

Globally, the *Living with Disability and Disaster* survey received approximately 5,450 responses from 126 countries by the interim date of 25th September. Of these responses, the greatest contributors were people living with disabilities and their caregivers in the Asia region, including approximately 1,800

responses from Bangladesh, 750 responses from Vietnam and 200 responses from Thailand. The responses from Japan are slightly less than 2 percent.

The results from the Global survey¹ revealed that the top five hazards or disaster risks faced by survey respondents included: floods, 54%; extreme weather, 40%; tornados, 39%; drought, 37%; and earthquakes, 27%. This result is notably different to the types of hazards that the Japanese respondents reported, refer to the item titled 'Current situation of the respondents' under the section 4 in this document. Furthermore, the results of the Global survey revealed that a large percent of participants had difficulty either hearing (39%) or seeing (54%), walking or climbing steps (68%), and difficulty communicating (45%). With regard to the Japanese results, the rate of participants who experienced difficulty seeing, hearing or communicating, as well as difficulties with mobility, were noticeably lower, see the section *Demographic features of the respondents* (difficulty of hearing 26%, seeing 14%, walking or climbing steps 33%, and difficulty communicating 21%). This implies that the responses from Japan included a higher proportion of caregivers, compared to the global result.

3. Major findings and recommendations from the Japanese survey

Several notable findings and recommendations were identified by the interim analysis on the responses from Japan. The key findings are as follows:

- Disability inclusive DRR needs to consider various types of disabilities due to the specific needs arising from their different challenges, also some types of disabilities are invisible (such as hearing impairment and deafness) which can be overlooked.
- In order to ensure necessary support for them should a disaster happen, a pre-planned and established support system in a community is important, for which community ties, awareness and regular communication within the community/neighborhood are crucial. For this purpose, providing opportunities for people with disabilities and their caregivers, as important members in the community, to participate in such planning and discussions is important to advance disaster-inclusive approaches. Their strong wishes to participate were expressed throughout the survey (69.5% in the Japanese result and 50% in the global result). Although the percentage of participation (20.2%) in any disaster management related decision making and planning in Japan resulted in higher than the global result (14%), lack of information including how to participate was the most commonly noted challenge for this participation issue.
- Disaster management plans may be designed and implemented in many cases without including or taking into account persons living with disabilities, including how to manage evacuating centers with practical consideration to the needs of people with disabilities.
- The results from Japan revealed the higher percentage (46.2%) of personal preparedness plan, compared to the global result (29%). This demonstrates higher awareness of the need for personal preparedness plans in Japan. However, at the same time, it has revealed that preparedness plans or

¹ Press release 10 October 2013 - UNISDR 2013/29 (www.unisdr.org)

activities by the respondents are centered on preparedness for response such as stocking emergency supplies and participating in evacuation drills. Some respondents described concrete cases where they take more proactive measures to build resilience through individual investment. It would be important to promote risk reduction and resilience building measures to be learnt and undertaken by them and their communities together.

- In particular, Question 19 requested the participants to list priorities that they wish to see included in a new DRR framework. The result revealed several key areas which require consideration in the future. The area of knowledge and information is especially highlighted.
- It is important to ensure access to disaster-related information for persons living with disabilities.
- Utilizing disability-specific communication methods are highlighted as essential to remedy the issue relating to information accessibility, particularly visual and auditory communication methods.
- Disability-specific training is highlighted as necessary for addressing knowledge gaps with regard to the needs of persons with disabilities in disaster contexts, particularly among government officials, medical professionals, volunteer firefighters and rescue crew members.
- Awareness of disaster-related issues and knowledge among persons living with disabilities, their families and caregivers was a major gap identified by the survey.
- Demands for technical knowledge are highlighted, including the advancement of risk mapping and mapping of persons with disabilities in order to improve capacity to meet the needs of people living with disabilities.
- Compared to the global result (13% of respondents), an alarming 23.8% of Japanese participants reported never having someone to help. Evacuation is a great area of concern in regard to time given for evacuation, availability of support for evacuation, and secure evacuation route and method. It can be suggested that improvement of these factors could greatly improve the successful evacuation of persons living with disabilities. Importance of accessibility of evacuation centers to persons living with also disabilities was highlighted.
- Majority of the respondents were a member of at least one disability related organization. This implies that these organizations can be important basis for, and actors in, disability-inclusive disaster risk reduction, and can work together with their communities and municipalities.

4. Detailed Analysis of the Survey Result

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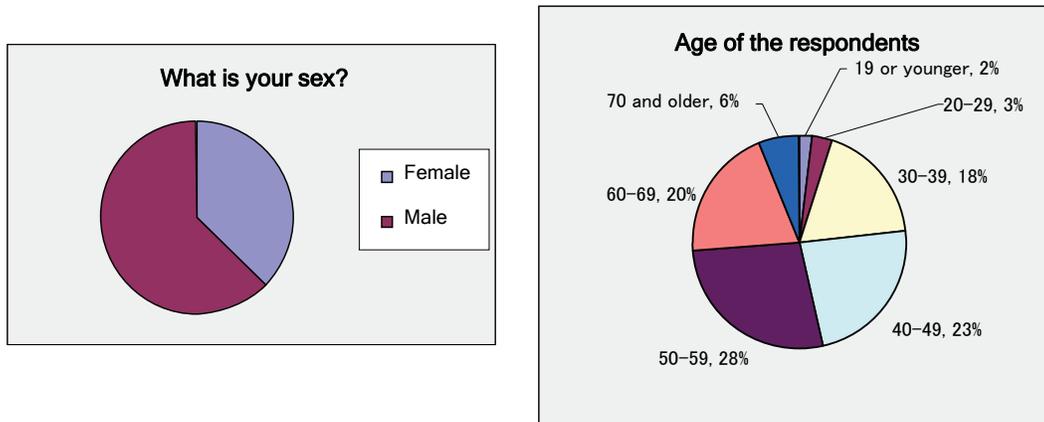
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1) Demographic features of the respondents

Of those who responded to the Japanese survey and Japanese respondents to the English survey, most were male (63%), only 37% were female (Question 21), and all respondents reported Japan as their country of origin (Question 22). The most commonly reported age bracket was 50-59 years with 28% of participants within this age range, 23% of participants were aged between 40 and 49 years, 20% between 60 and 69 years, and 18% between 30 and 39 years (Question 20). Compared to the global results, the Japanese respondents had a significantly higher proportion of males compared to females. Where the global participants consisted of more females than males (52% compared to 48%), the proportion of females to males was reversed in the Japanese sample.

In relation to the questions pertaining to disability, the following observations were made. With regard to types of disabilities, of the 105 people that responded to Question 2-7, total 14.3% of participants have some kind of visual impairment (Question 2). Total 26.3% of participants have some kind of hearing impairment (Question 3). Total 33.3% of participants have some kind of physical (difficulty of walking and climbing steps) impairment (Question 4). A lot of or some difficulty remembering or concentrating was found to trouble 14.4% of participants (Question 5). Of the participants who reported challenges with self-care, including washing all over or dressing, 16.3% experienced some difficulty, 4.8% reported a lot of difficulty

and 3.8% said they cannot do it at all (Question 6). Total 21.0% of participants have some kind of communication impairment (Question 7).



2) Current situation of the respondents

In terms of disaster exposure, as measured by Question 1, 68.9 % of participants reported being at risk of earthquakes in any given year. The second most commonly reported disaster exposure was cyclone, with 48.1% of participants at risk, this included exposure to hurricanes, storm surge, tropical depression or storm, and typhoon. Other commonly reported potential disasters participants believe their community would be exposed to included extreme weather (28.3%), flood (26.4%), and tsunami (21.7%), as well as tornado (11.3%) and landslide (9.4%). The respondents from Japan are exposed to various types of hazards, which demonstrates the importance of a multi-hazard approach in Japan (Question 1).

Over half of the respondents reported that they would experience difficulty evacuating if necessary (Question 9). One quarter (25.2%) of participants reported they would experience some difficulty, 24.3% reported a lot of difficulty, and 3.9% reported they could not do it at all. Only 46.6% of participants reported that currently they would have no difficulty evacuating. When asked if they would be able to evacuate given sufficient time and warning prior to the evacuation (Question 10), the number of participants reporting they would have no difficulty increased to 63.2%. Furthermore, the number of participants who reported they would experience a lot of difficulty evacuating noticeably dropped to 9.4%. A similar trend was found on a global scale, where it was found that the percentage of those who would have no difficulty evacuating given sufficient time rose from 20% to 38%. This near doubling of this figure combined the Japanese results suggests that early warning and enough time may be crucial for addressing the challenges participants face with regard to evacuation and may have the chance to significantly increase the rate of successful evacuation of persons with disabilities. Similarly, availability of assistance during evacuation was highlighted as an important challenge for persons with disabilities, with only 11.9% of participants reporting always having evacuation support, as assessed by Question 11. The majority of participants (64.4%) reported sometimes having someone there to help, while and alarming 23.8% of participants reported never having someone to help. This was notably greater than the global average where 13% of respondents stated that they never have

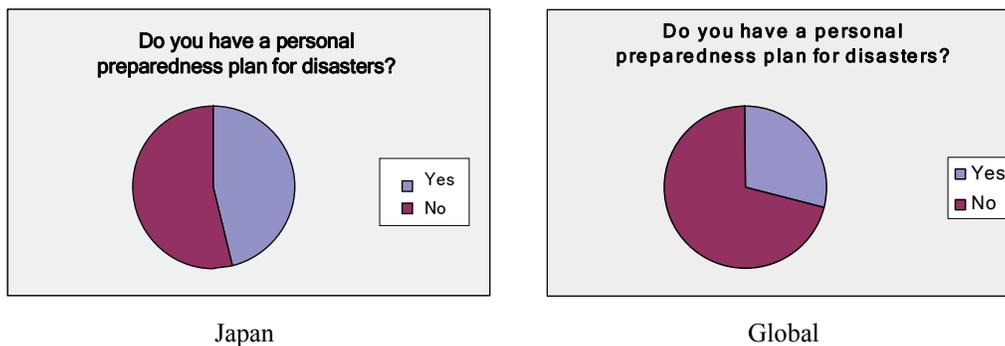
anyone to help them. Both of these findings highlight important gaps and challenges with regard to the ability for persons with disabilities to evacuate; this is further emphasized later under Key Area Two, which relates to evacuation and emergency shelters.

With regard to disaster risk reduction or management plans, 27.6% of respondents reported that their city, community had a plan, as assessed by Question 13. This was higher than the global result, where only 17% were aware of such a plan. However 25.7% of participants reported that this type of plan was not available. Awareness of local level disaster risk reduction or management plans was also highlighted as an area of concern, where it was most commonly reported that participants were not sure of the existence of such a plan, accounting for 41.0% of responses and a further 7.6% reporting that they did not know. This challenge is highlighted further by the Knowledge and Information Key Area identified through the responses to Question 19, addressed later in this report. Issues related to awareness were further highlighted through the findings of Question 18, where 66.0% of participants reported no knowing if the strengthening of social safety-net mechanisms for persons with disabilities has addressed their access and functional needs. Other participants (18.6%) reported that the strengthening of these mechanisms partially addressed their access and functional needs, while only 2.1% of participants reported that this completely addresses their needs, in comparison to 11.3% of participants who reported that this did not address their needs at all.

3) Qualitative themes

a. Personal preparedness

Question 8 refers to personal preparedness for disasters, of which 46.2% of the respondents to the Japanese survey were found to have, compared to the global result where 29% percent of respondents had a personal preparedness plan. This figure combined with the awareness of community disaster preparedness plans highlights an interesting trend in Japan, showing there is high level of individual awareness of disaster risk.



Several categories of personal preparedness plans were identified among the 45 explanations provided by respondents. These include having emergency supplies, preventative and disaster risk reduction measures, community involvement and an evacuation route. Of the respondents who provided explanations about their emergency plans, the greatest number had prepared emergency supplies, 39 in total. Emergency

supplies listed included food, water, a light, cooking equipment, blankets and shelter. All other personal preparedness measures were less common. For example, only 6 participants stated that they undertook prevention or disaster risk reduction measures, which included individual investment for resilience, for example *“I have renovated my house to make it earthquake resistant and installed solar electric generation for blackout”*; the use of disaster prevention goods, for example respondents said they *“have made things in the house stable so that they do not fall down”*; as well as collecting information on disasters. Some participants incorporated community involvement into their preparedness plan. This included forming supportive relationships with neighbors, as well as registering with the government as a person with disabilities to receive assistance during an emergency. Other participants mentioned securing an evacuation route and obtaining information about the location of evacuation centers, and confirming emergency meeting points with their family members as a part of their personal preparedness plan.

b. Disaster plans and participation

Question 14 relating to disaster plans by municipality, city or local government found that, of the Japanese respondents, 4.8% said the plans do address their access and functional needs, 30.5% said the plans partially addressed their needs, where as 27.6% said the plans did not address their needs. The qualitative component of this question offers further insight to these findings. Respondents often reported that the plans were either not relevant for persons living with disabilities, or only addressed the needs of persons with certain types of disabilities. For example, *“Concrete actions and policy regarding support for persons with disabilities is designed mainly for persons with physical disabilities or wheelchair users, there is less support for deaf persons”*. Where disaster plans addressed the needs of persons with disabilities, these were commonly related to preparedness for response such as evacuation measures and evacuation drills, with little mention of risk reduction or prevention. Notably, 37.1% of respondents said that they did not know. This highlights gaps in the awareness of disaster risk reduction and preparedness plans among persons with disabilities; this is supported by a few qualitative responses, where responders said that *“there is no detailed publicity”* and is further highlighted under Key Area 1 of the priorities identified by participants (refer to the analysis section for Question 19).

When asked if respondents had participated in any of the decision making and planning with regard to their community’s disaster management and risk reduction plan (Question 15), the majority reported no (79.8%) with a proportion stating that they had (20.2%). This participation level of over 20% is higher than the global trend of only 14%. However this result still highlights a clear issue for future consideration and raising several questions with regards to the challenges to participation of people living with disabilities. Of the 61 respondents who provided further explanation, only 12 explanations related to how the respondents participate. Most said that they participate through evacuation drills, rather than risk reduction initiatives and dialogue, with only some stating that they participated in workshops or as volunteers in disaster related initiatives. Explanations pertaining to why respondents had not participated in these processes were able to be grouped into four challenges. In order of importance, these include: lack of information, no opportunity, lack of awareness, and issues with physical accessibility. Lack of information

was the most commonly noted challenge, these responses related to a lack of information on how persons with disabilities could participate, as well as when or where they could participate, this also relates to Key Area 1 identified in the findings of Question 19. Not being afforded the opportunity to participate in such processes was also a common challenge highlighted by participants, for example *“Governments process it on their own, they do not involve persons with disabilities”*. Lack of awareness included responses where the participant indicated that they did not know if there was the potential for them to participate in such processes (refer to Key Area 1, Knowledge and Information). The physical accessibility of attending disaster management/risk reduction meetings was raised by some participants, this included issues such as not being able to attend due to work commitments, as well as a lack of support to facilitate their participation, such as no sign language interpretation. The participation of persons living with disabilities is further highlighted as important through the responses to Question 19, where respondents were asked to identify five priorities for disaster risk reduction.

When respondents were asked if they wish to participate in community disaster management and risk reduction processes in Question 16, it was found that the overwhelming majority (69.5%) would like to participate. Only 4.9% and 3.9% of respondents said they did not want to participate or did not care about participating, and a further 21.4% of respondents were unsure. This is significantly higher than the 50% of participants on the global level who expressed an interest in participating. Furthermore, the rate of Japanese respondents who did not wish to participate was significantly lower (3.9%) than the proportion of participants in the global survey (24%). These findings highlight a significant gap in disability-inclusive disaster risk reduction processes, where the majority of participants are interested and willing to participate, however they are not being provided or informed the opportunity, as shown by the results of Question 15.

The qualitative responses to Question 16 also revealed an important common voice from the respondents. Only one answer pertained to a respondent not wanting to participate. This fact further indicates great enthusiasm among the respondents. In light of this and the finding that the majority of respondents wish to participate in these processes, it is important to consider why respondents want to participate, why they feel they cannot participate, as well as barriers and what responders would like in order for them to participate, some of which is revealed by the responses to Question 16.

There were three key reasons for wanting to participate in community disaster management and risk reduction processes presented in the responses to Question 16, these include: to advance disability-inclusive approaches in disaster management and risk reduction, to be able to react appropriately during disasters, and to increase their disaster-related knowledge. Advancing disability-inclusive approaches was the most noted reason for wanting to participate in these processes, with 24 of the 58 responses relating to this motivation. For example, one respondent said *“I would like individuals to deepen understanding of disabilities so that difficulties encountered when living in a shelter after the occurrence of a disaster would be understood beforehand. I would like to participate in a questionnaire or meetings for this purpose as long as I can”*. Developing the ability to react appropriately during disasters was the second most common motivation for participating in community disaster-related processes with 13 responses relating to this idea. A desire to build their knowledge about disasters was the third motivation for participation with 9 responses

relating to this idea.

In terms of why participants cannot participate, there was one key reason highlighted by responses to Question 16, not knowing how to participate. This concept relates to the first key area, knowledge and information, identified later in the responses to Question 19. Many respondents stated they simply did not know how to participate, and some called for more information to enable them to participate in these processes. For example, *Information from local governments do not call for participation of persons with disabilities, so I assume there are no assistants or sign language interpreters available. I would like the information to facilitate participation.*” This response also relates to the barriers and what responders would like in order for them to participate, which were identified by Question 16. Support was identified as key for enabling respondents to participate in these processes. The two types of support mentioned included sign language interpretation and being accompanied by a person for assistance. A number of participants also mentioned that they would like to be given the opportunity to have a voice and to participate in meetings and research.

c. Membership of disability related organizations

Question 17 showed that the majority (73.3%) of participants were a member of at least one disability related organization. This implies that these organizations can be important actors in disability-inclusive disaster risk reduction, and an important mechanism in providing information and support in relation to DRR and response, as well as facilitating the involvement of persons living with disabilities in DRR processes.

Through the qualitative response to Question 17, 63 respondents reported holding 72 memberships with organizations for persons living with disabilities. Of these 72 memberships, 47 of these were with organizations which were involved in disaster risk reduction initiatives; where as the remaining 25 were either not involved or not specified. Of the 47 memberships with organizations which were involved in disaster risk reduction, 23 were with local level organizations, 15 and 9 were with national and provincial level organizations, respectively. An interesting point to note was that the majority (41) of memberships reported were held with local level organizations, while only 15 were at the provincial level and 16 at the national level. This suggests that the involvement of disabled organizations at the national and provincial level is low, illustrating room for improvement. However, the high membership rate of persons with disabilities in local organizations when examined along side the large number of these organizations which are involved in DRR activities indicates a good opportunity to enhance the involvement of persons with disabilities in DRR processes. It is important to note that these local organizations could also be key representatives in DRR processes due to their direct connection with persons living with disabilities.

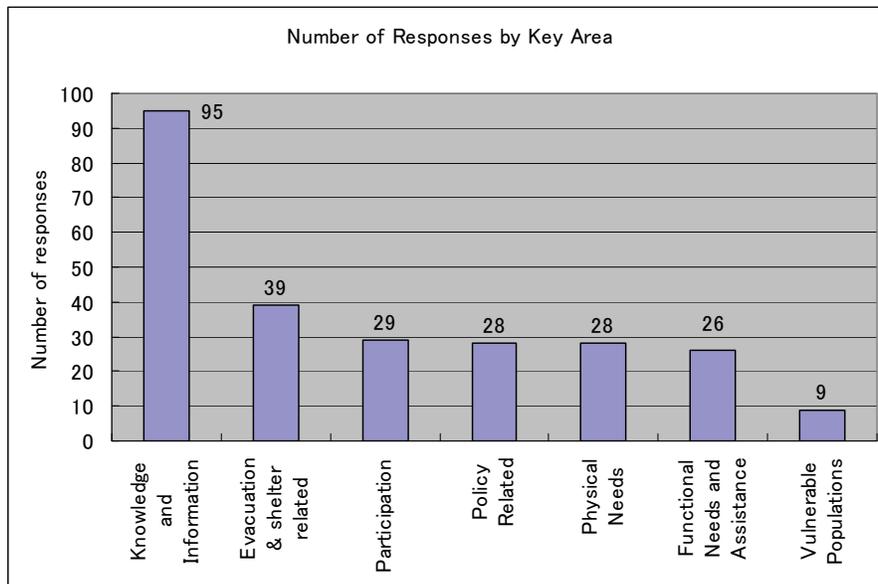
A key background to note in this result, however, is that disability organizations in Japan played a role in disseminating the survey and facilitating participation in the survey. Thus, the membership rate of participants may not be representative of the nation as a whole and it is likely that the actual membership rate of persons with disabilities in Japan is lower than the results show within the survey.

4) Key priorities identified by participants

The priorities highlighted by participants in Question 19 emphasized several key areas which require consideration in the future. The key areas identified through the qualitative analysis include:

- **Key Area 1 – Knowledge and Information** – relates to the advancement of knowledge and education relating to the needs of persons living with disabilities in disasters, as well as the accessibility of disaster-related information to persons living with disabilities;
- **Key Area 2 – Issues related to Evacuation and Emergency Shelters** – includes a secure evacuation route and necessary support during evacuation, as well as the accessibility of evacuation centers to persons living with disabilities;
- **Key Area 3 – Participation** – active participation or leading of disaster related-initiatives and processes by persons living with disabilities;
- **Key Area 4 – Policy Related Issues** – formal disaster frameworks and disaster-related action by government bodies; and
- **Key Area 5 – Physical Needs** – provisions and resources an individual requires in an emergency;
- **Key Area 6 – Functional Needs and Assistance** – physical support needed by persons living with disabilities during and after a disaster;
- **Key Area 7 – Vulnerable Populations** – populations among persons with disabilities who have special requirements, including women, children and the elderly.

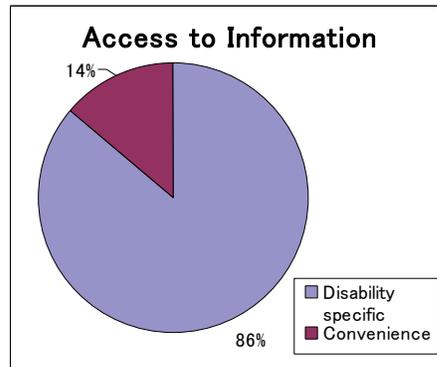
Of these, Knowledge and Information was identified as the main key area, followed by Evacuation and Emergency Shelter issues, as shown by the graph below.



a. Key area 1 - Knowledge and Information

It was found that 95 of the 226 priorities identified by participants, with regard to persons living with disabilities and disaster risk reduction and response, referred to Knowledge and Information. The themes in this broad category were able to be divided into two major subcategories, Access to information and Education.

i) Access to Information



Access to information was one of the dominant issues raised in the priorities section of this survey, of the 86 responses relating to Knowledge and Information, 49 related to Access to Information. Participants called for two important aspects, as follows.

Disability specific communication – Almost one third of priorities classified under the key area Knowledge and Information pertained to the provision of disaster-related information through channels accessible to persons living with disabilities. Within this, some participants specified a specific communication method, which has been classified into Visual Communication or Auditory Communication.

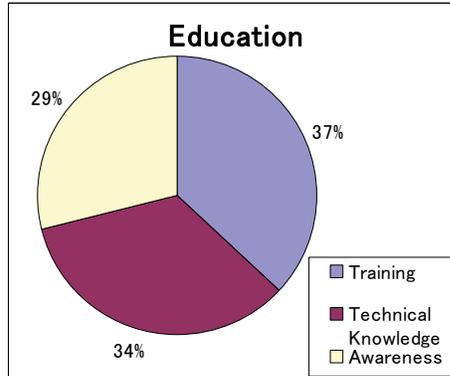
Visual Communication – This includes the use of sign language, television broadcasting using subtitles, as well as written communication. The necessity of these communication techniques were highlighted in two instances, for public announcements of emergency information and for communication of persons with hearing impairment in evacuation centers. With regard to the provision of emergency information, this was said to be important for those who do not have access to the internet, particularly the elderly.

Auditory Communication – This refers to providing information vocally, particularly the effective use of radio broadcasting. The need for “*simultaneous broadcasting of FM radio in an emergency and during a disaster*” was mentioned.

Convenience and speed of information delivery – This refers directly to the physical accessibility of information for persons living with disabilities. Concepts emphasized included secure information provision, as well as equipment at evacuation shelters to facilitate communication, such as free access to Wifi in emergencies.

ii) Education

Of the 95 responses pertaining to Knowledge and Information, 38 related to Education. Education was found to emphasize the importance of three key issues, disability-specific training, technical knowledge and awareness, as shown by the graph below.



Disability-specific training – This refers to the need for the education of emergency personnel, and community members, who directly interact with persons with disabilities. Calls were made for the formal education of government officials, medical professionals, volunteer firefighters and rescue crew members in the needs of persons with disabilities. The education of members of the general public was also specified: “education for disaster prevention and evacuation systems, targeting children and persons with disabilities, including their parents”.

Technical knowledge – Technical Knowledge related to the acquisition or application of skills, knowledge and expertise in disaster risk reduction with the approach to assisting persons living with disabilities. The key aspects of Technical Knowledge that was emphasized through these responses was the need to develop hazard maps, as well as identify and map the needs of persons living with disabilities at a local level.

Awareness - Awareness refers specifically to the knowledge of persons with disabilities and their family members, of disaster related issues. The results showed that the key areas that need addressing were the awareness of the needs of persons living with disabilities during a disaster, as well as personal or community level disaster preparedness plans. A specific mention was made to improve the “awareness of the roles each individual has to play when participating in the wider community”.

b. Key Area 2 – Evacuation and Emergency Shelters

The second key area that was identified among the responses to Question 19 was needs relating to evacuation and emergency shelters. The themes in this broad category were divided into two major subcategories, evacuation route and method, as well as accessibility of evacuation centres.

i) Evacuation route and method

The most notable issue which was raised with regard to evacuation and emergency shelters was the need for a secure evacuation route and method. This included the identification of the location of shelters, giving people living with disabilities priority for evacuation and appropriate time for evacuation, as well as

necessary guidance and support in evacuation. For example, it was highlighted that it is important to have *“evacuation measures for vulnerable people and those who need special support”*.

ii) Accessibility of evacuation centers

The universal accessibility of evacuation centers and temporary shelters was a major theme in this key area. Particularly important was the provision of equipment and services which cater to the specific needs of persons living with disabilities, as well as the need for an adequate number of evacuation centres. One respondent stated: *“Everyday effort on universal accessibility that can deliver information to persons with hearing disabilities. Rather than approaching the situation from a perspective where hearing persons are required to help persons with hearing disabilities, enable hearing persons to be self-sufficient in these situations”*.

c. Key Area 3– Participation

Another of the seven key areas identified by the online survey was the need for participation of persons living with disabilities and organizations working with people with disabilities in the disaster risk reduction and preparedness process. Disaster risk reduction initiatives lead by persons with disabilities was a key point highlighted in this theme, as well as the need for participation of persons living with disabilities in evacuation drills. The development of community networks was called for, including engaging neighbours and family members in the assistance of persons with disabilities in an emergency, as well as networks among persons living with disabilities. An additional theme highlighted by participants relating to participation was the need to *“Strengthen partnership between groups supporting persons with disabilities and governments”*.

d. Key Area 4 – Policy Related

Policy related issues were those which called for formal frameworks and action by government bodies. The themes for some of the suggestions under this key area included the withdrawal of Personal Information Protection Law during a disaster, prohibition of the misuse of budgets that have been allocated for disaster prevention and reconstruction, as well as exemption from housing loans when the property is destroyed. An important point also raised in a lot of the responses relating to Policy was the need for a disability-inclusive approach to disaster risk reduction, preparedness and recovery at the national and local levels. Several participants also called for greater commitment to the disaster risk reduction framework, and it was said that *“frequent monitoring should be enforced, if a new disaster risk reduction framework is actually employed”*.

e. Key Area 5 – Physical Needs

Key themes highlighted among physical needs related more to provisions and resources that an individual requires in an emergency. The key items highlighted by respondents as important in emergencies included provisions regarding sanitation, particularly accessible toilets. Essential services such as a secure supply of food and water, as well as medical supplies were identified as important by respondents.

Furthermore, a reliable power supply was acknowledged as a high priority, including things such as hand-operated generators and extra phone batteries. Interesting priorities that were identified by the participants included access to WiFi in times of emergency, as well as personal devices such as stickers or badges which can be worn by persons living with disabilities to either attract attention or make their needs known to people around them.

f. Key Area 6 – Functional Needs and Assistance

Functional Needs and Assistance refers to the physical support for persons living with disabilities and included mobility assistance, financial assistance, as well as medical assistance. Local support was identified as important, for example, on respondent stated: *“Confirmation of networks of persons with hearing disabilities or establish one if there is none. (How parents confirm their childrens' safety if they live alone, how to respond and assist relatives and friends if a disaster happen)”*.

g. Key Area 7 – Vulnerable Populations

Several special target groups among persons living with disabilities were identified in the priorities of the respondents, the three key vulnerable groups included children, the elderly and women. The special needs for each group were highlighted, and the importance of incorporating these needs into disaster initiatives, as well as developing understanding of these needs among communities and those involved in disaster initiatives were raised. For example, it was said *“Strengthen education for disaster prevention and evacuation systems, targeting children and persons with disabilities, including their parents”*.

5. Conclusion

The World Health Organization estimated that 15% of the world’s population is persons with disabilities². Disaster prevention measures are designed and implemented in many parts of the world without including or taking into account person with disabilities. Persons living with disabilities are among the most excluded in society, and their plight is magnified when a disaster strikes, therefore it is essential that a collective effort be made to include persons with disabilities in DRR. The society has to recognize that person with disabilities as full and active members of the society rather than mere object of goodwill and charity.

The Global Platform for Disaster Risk Reduction is a biennial forum organized by the UNISDR as a platform for information exchange, sharing of experiences and building partnerships across sectors. This year’s Global Platform in May saw the participation by persons living with disabilities. The Chair’s summary emphasized efforts to pay attention to the needs of persons with disabilities particularly in the context of local level action where there is a unique opportunity to lead and create opportunities for local partnerships³. The summary also emphasized the proactive action on DRR made by various groups as a driving force for

² Community-based rehabilitation guidelines. Geneva: World Health Organization; 2010.

³ http://www.preventionweb.net/files/33306_finalchairsummaryoffourthsessionof.pdf

resilient societies, including persons with disabilities as well as women, indigenous peoples, youth and children, and elderly. As the Chair's summary pointed out, it is important to formalize the involvement of these community members including persons living with disabilities through systematic and meaningful inclusion in planning, decision making and policy implementation.

The Asian Ministerial Conference on Disaster Risk Reduction is also a biennial conference as the regional platform coordinated by UNISDR. It is an opportunity for the Ministers in charge of disaster management from the region to discuss progress in disaster risk reduction, and exchange experiences and knowledge. The 5th AMCDRR in October 2012 in Indonesia saw the first formal recognition of persons with disabilities as participating stakeholders in the regional platform. Out of the ten stakeholder statements included in the outcome document, one was a statement from individuals and organizations concerned with disability⁴. The statement describes a commitment by disability organizations to fill the knowledge gap on disability and share experiences and expertise; it calls on NGOs and Governments to commit to ensure effective participation and inclusion of persons with disabilities and their caregivers. The representation of people living with disabilities at these two major UNISDR events corresponds to an increasing global commitment to, and drive for, disability inclusive DRR. Messages from these two major discussions are that disability-inclusive risk reduction is good for every one: reducing vulnerability caused by "disabling conditions: can contribute to the overall resilience of a community.

The result of this survey conducted by UNISDR provided evidence and direct voices from the people living with disabilities in the context of DRR, as well as a very revealing insight into how we can reduce disaster risk for people living with disabilities and what kind of practical considerations needed for them, which can then be included in the new global framework to be in place in 2015. The findings and recommendations identified under section 3 in this analysis report are potentially useful for this purpose. The result of the survey revealed the great willingness of the people with disabilities for participation in disaster risk management or related planning and decision making processes (69.5%). While challenges for them to participate were revealed, such as the fact that only 20.2% of the respondents have participated in such processes, and that a relatively high percentage (23.8%) of Japanese participants reported never having someone to assist for evacuation. Identifying measures to fill this gap, and identifying good practices addressing this issue at different levels (for example at municipality levels), can be one of the key areas of work for organizations who are working on disability-related issues. Ensuring opportunities for the people with disabilities to contribute to the overall wellbeing of society and fostering inclusiveness at community level are crucial. At the same time, it is essential to consider the various types of disabilities, including those which are visible and invisible, as well as their specific needs.

In his message on the International Day for Disaster Reduction 2013, the United Nations Secretary-General calls for working together to build an inclusive world where persons with disabilities can play an even greater role as resourceful agents of change⁵.

"Inclusive" is the one of the key words being highlighted through the consultations towards a

⁴ http://www.preventionweb.net/files/29332_03final24.10.12disabilitystakeholde.pdf

⁵ <http://www.unisdr.org/2013/iddr>

post-2015 DRR framework. More often than not, the unique capability of these groups to help communities prepare for and respond to disasters is overlooked. Thus, an inclusive approach is necessary to make full use of these opportunities. Actual vulnerability to disasters is the direct product of an individual's socio-economic conditions, civic and social empowerment, and access to mitigation and relief resources. Addressing these vulnerabilities through disability inclusive DRR has the potential to dramatically reduce the mortality of people with disabilities in disasters.

a. Limitations

Several limitations are important to consider when interpreting the findings from the survey presented in this analysis, particularly relating to the method of data collection. As aforementioned under the section "Membership of disability related organizations" section, disability organizations played a role in disseminating the survey and facilitating participation in the survey. Thus, the proportion of participants who are members of a disability-related organization may not be representative of all persons with disabilities in Japan. Furthermore, the delivery mode of the survey may restrict the participation of persons with specific impairments, for example, those with vision impairments. This would require the respondent to receive assistance from a caregiver, family member or friend to complete the survey, which may not always be possible, thus limits the accessibility of the survey.

b. Acknowledgements

The UNISDR Office in Kobe would like to acknowledge and kindly thank all the organizations and individuals who participated in the survey. The Office would like to especially acknowledge the support of both the Nippon Foundation and the Japan Disability Forum. Both organizations offered great support in the dissemination of the survey, and facilitated the participation of respondents through their networks. Furthermore, their input to the Japanese translation of the survey, as well as to this analysis report, are acknowledged and highly appreciated.

Annex: International Day for Disaster Reduction Event in Japan

An event for the International Day for Disaster Reduction 2013 was held on 29 October in Rikuzentakata city, Iwate Prefecture, Japan. This event was held during the visit by the Chief of UNISDR, Ms. Margareta Wahlström in Japan. Organized by the UNISDR office in Japan in collaboration with the Japan Disability Forum and the Nippon Foundation, as well as Rikuzentakata city, and had 200 participants including a number of the persons with disabilities as well as a dialogue for disability-inclusive DRR and community, learning from the experiences of the Great East Japan Earthquake.

The event was opened by the remarks by Mayor of Rikuzentakata City Mr. Toba and Mr. Yohei Sasakawa, Chairman of the Nippon Foundation. After the chorus with sign language by the group of the people with disabilities, the panel discussion was chaired by Mr. Katsunori Fujii, Chairperson of the Management Committee, Japan Disability Forum. The panelists expressed their support for disability-inclusive DRR by sharing their individual experiences. Panelists included: Ms. Yoko Tanaka, Director, Kesen Branch, Iwate Association for the Deaf; Mr. Takashi Oyama, Director, Japan Disability Forum, Iwate Support Centre; Mr. Toshinao Kanno, Director, Social Welfare Division, Citizen's Affairs Department of Rikuzentakata City; and Ms. Tomoko Tsuda, Programme Manager, Tono Office (Iwate Prefecture), Save the Children Japan. The participants in the event took the opportunity to present their "Proposals from people in disaster-affected areas: Toward inclusive communities for all" to Ms. Margareta Wahlström.

**Proposals from people in disaster-affected areas:
Toward inclusive communities for all**

The Nippon Foundation
The Japan Disability Forum (JDF)
with participants of the Symposium on Persons with
Disabilities and Disaster Risk Reduction

According to the World Health Organization, it is estimated that persons with disabilities constitute 15% of the world population. It can be said that persons with disabilities are among the most vulnerable in times of disaster.

It is reported that in the Great East Japan Earthquake, which occurred on 11 March 2011, the mortality rate of persons with disabilities was double that of the general population. One reason is that the existing disaster risk reduction policies were not sufficiently effective for persons with disabilities. Although it is important that disaster risk reduction programs are implemented in a way that serves all the residents of the area, these programs, at the same time, should also respond to the needs and conditions of each individual. We should not forget the fact that soon after the Great Earthquake hit, it was difficult even to discover the whereabouts of persons with disabilities, partly because of barriers caused by existing legislation on personal information protection. A considerable number of persons felt that their human dignity had been violated.

In light of the above situation, we propose the following:

1. It is necessary to explicitly include persons with disabilities in all kinds of policies, programs and activities related to disaster risk reduction.

- It is necessary to explicitly include persons with disabilities in the post 2015 UN global framework for disaster risk reduction.
- It is also important to include persons with disabilities in national, municipal and other public programs and activities for disaster risk reduction, and at the same time to establish departments/sections in charge of the disaster support for persons with disabilities.
- The needs in time of disaster differ from individual to individual. It is necessary to respond to the variety of needs related to the disabilities of each individual, as well as his/her gender, age, nationality, and so forth.

2. It is essential that persons with disabilities and the individuals/bodies who assist them participate in programs and activities for disaster risk reduction.

- It is essential that persons with disabilities and the individuals/bodies who assist them participate in policy/program making and activities for disaster risk reduction, including emergency drills.
- It is important that persons with disabilities be appointed to posts in charge of disaster risk reduction in national/municipal governments or other public bodies.
- It is important to utilize the knowledge and experience of residents, including persons with disabilities or civil society organizations, in order to address the various issues related to persons with disabilities. This is evident from our experiences with the Great East Japan Earthquake.
- With the participation of persons with disabilities themselves, we can make and implement the most appropriate and effective policies, programs and projects in support of persons with disabilities, without spending a large amount of money. Such participation also makes possible more convincing educational measures related to disaster risk reduction.

3. It is necessary to implement disaster risk reduction policies and programs based upon the principles of the Convention on the Rights of Persons with Disabilities, and to make these policies and programs inclusive, without discrimination or inequality.

- Disaster risk reduction policies, programs, emergency drills and their documents, emergency alarms, evacuation orders/recommendations, and assistance for evacuation, must be made accessible and easy to understand for everyone.
- Especially, it is necessary to establish guidelines for large areas, such as on the national level, in order to make the information, buildings and facilities related to disaster risk reduction accessible and usable.
- It is important to make community systems with the participation of all the residents, in order that each resident is not only an object for support but also an active member who participates and contributes in daily activities for disaster risk reduction.

It is said that disaster situations reflect and expose the actual state of the society. To put it another way, activities undertaken in ordinary times will produce a strong effect in times of disaster. If we make disaster risk reduction activities inclusive, without discrimination or inequality, we will be able to build inclusive communities for all.

IDDR event in Rikuzentakata city on 29 Oct 2013

Mr. Futoshi Toba – Mayor of Rikuzentakata city, Iwate Prefecture

“Our city will have a lot to showcase on inclusive reconstruction processes that can help other cities in the world to be better prepared against disasters.”

(at the interview by UNISDR)



SRSG received a proposal for inclusive community from the participants.

Mr. Yohei Sasakawa – Chairman, Nippon Foundation

“It is important to remind ourselves that people with disabilities have their own specific needs, and therefore we need to offer support for them accordingly.”

Ms. Margareta Wahlström – United Nations Secretary-General’s Special Representative for DRR (SRSG) and Chief of UNISDR

“It is crucial to include persons living with disabilities and provide opportunities for them as important members in the community to participate in planning and discussions to advance inclusive DRR approach.”



Mayor Mr. Toba



Chorus with sing language



SRSG Ms. Margareta Wahlström and Mr. Yohei Sasakawa, Chairman, Nippon Foundation



SRSG Ms. Margareta Wahlström
Mayor Mr. Futoshi Toba
Vice Mayor Mr. Takashi Kubota
Head of UNISDR in Japan Ms. Yuki Matsuoka

Voices from people living with disabilities

Prof. Joe Matsuzaki – Miyagi University of Education

Ignite Stage at Global Platform 2013, Geneva. Switzerland, 22 May 2013

“When not able to attain information, it is very hard for persons with hearing disabilities to make appropriate judgments and know what action to take. This means that their lives and safety are at risk. So make your emergency warnings accessible by using other formats like text, writing, light, or with vibrations. This kind of information, even gestures, would be very helpful.”

Ms. Yoko Tanaka – Director, Kesen Branch, Iwate Association for the Deaf

IDDR Event in Rikuzentakata city, Iwate Prefecture, Japan, 29 Oct 2013

“It is difficult for the deaf people to receive important information when a disaster occurs. Establishing welfare evacuation centers is important for the people with disabilities.”

Mr. Takuro Suzuki – a student with a wheelchair

IDDR Event – Rikuzentakata city, Iwate Prefecture, Japan, 29th Oct 2013

“Supporting each other is very important, like I always experience in my school. I wish that such support will emanate, not just in a school, but also throughout a community, which would contribute to building an inclusive community.”



Mr. Mitsuji Hisamatsu – Japan Federation for the Deaf

IDDR Event, New York, 10th Oct 2013

“Firstly, we need guidelines and measures on how to support people with disabilities for disaster risk reduction and evacuation. Secondly, we need accurate data and information, so that we will be able to give speedy, accurate and reliable information to all of these people. Thirdly, we need to raise awareness of the need for disaster risk reduction. These three points are absolutely necessary for a resilient society.”