

# Everybody's Manual for Disaster Prevention and Reduction

Based on Gender Equality & Diverse Viewpoints

(英語版：English)



As a lesson from the Great East Japan Earthquake, the importance has been pointed out that a disaster prevention and reduction plan and a local community self-support and mutual aid program should be mapped out by paying adequate consideration to the different needs between men and women and among people from various walks of life.

In case of a disaster, every shelter should be ready to provide all evacuees with equally safe, secure and human-rights-protected treatment, irrespective of their differences in gender, age or nationality, or whether disabled or not. For that purpose, it is important for everyone to understand and practice at all times gender equality and disaster prevention and reduction efforts from a multilateral perspective.



This manual is intended for all people in Miyagi Prefecture beginning with those concerned with local disaster prevention organizations. Based on the lessons we have drawn from the Great East Japan Earthquake, the manual describes the key points to disaster prevention and reduction activities so that such activities may be carried out in line with the viewpoints of gender equality, lifestyle diversity, self-support and mutual aid. (This manual does not contain safety measures by the kind of disaster.)

Realizing a gender-equal society means to create a social environment where women and men alike find it easy to live.

Miyagi Prefecture aims to bring into being a society where both sexes can develop their personal virtues and abilities to the fullest, while mutually respecting human rights and sharing personal responsibilities in accordance with the Gender Equality Promotion Ordinance and the Basic Plan for Gender Equality.

Visit “Try-Angle Miyagi,” our gender equality promotion site!

Gender Equality Promotion Section, Social Equality Division,  
Miyagi Prefectural Government

<http://www.pref.miyagi.jp/site/kyousha/>

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This manual was prepared from the following reference materials and the opinions of the Committee to Prepare a Disaster Prevention Guide from the Viewpoints of Gender Equality and People's Diversity.

Major reference materials:

- Guidelines for Securing a Good Living Environment in Shelters*, Cabinet Office (in charge of disaster management)
- Guidelines for Disaster Prevention and Recovery Measures, Viewed from a Gender-Equal Standpoint*, Gender Equality Bureau, Cabinet Office
- Miyagi Prefecture Local Plan for Disaster Prevention*

Committee members:

Persons with knowledge and experience, representatives from local voluntary disaster prevention organizations and neighborhood associations, persons in charge at local municipalities and at the General Affairs, Environment and Lifestyle, and Health and Welfare Departments of the Miyagi Prefectural Government.

- For inquiries about this manual, call 022-211-2568, Social Equality Division, Environment and Lifestyle Department, Miyagi Prefectural Government.

# Be constantly alert against disaster

The basic idea of disaster prevention is self-support, i.e. ensuring your own safety yourself. To minimize damage in a large-scale disaster, prepare yourself and your family to be self-supporting. At the same time, it is important that you take part in neighborhood disaster drills as a member of the community you belong to, so that you can be a part of mutual aid efforts in a disaster.

## Discuss with your family how to ensure your safety.

- **Communication methods and shelter**  
Usual communication methods could become useless in a disaster. It is recommended that you decide on more than one way to confirm the safety of your family members, shelters, common contact numbers and so forth, all beforehand.
- **Emergency card**  
Make and carry an emergency card containing what has been agreed on among your family members in the event of an emergency, as well as a point of contact to call and, if under treatment of a doctor, the type and indication of prescribed drugs.

## Stock daily necessities in accordance with individual/family needs.

- **Food and daily necessities**  
Prepare food and daily necessities that may be required in a disaster by dividing them into “emergency goods” and “emergency reserves (for at least 3 days).”
- **Food allergies**  
If you have a food allergy, make sure of where to acquire safe foods in a disaster, in addition to reserves.
- **Community reserves**  
If reserved goods are to be kept in a community, they should reflect different requests from diverse people including women, expectant mothers, families with babies and small children, and aged or disabled people.



### At the time of the Great East Japan Earthquake ...

Right after the earthquake, shelters experienced shortages of daily necessities required by women, families with babies and small children and the aged, such as sanitary goods, dried milk and diapers. These goods should be stocked individually and community reserves should be confirmed.

### Stock these articles in packets.

Packet of sanitary goods	Baby nursing packet	Adult diaper packet
<input type="checkbox"/> Sanitary goods	<input type="checkbox"/> Dried milk (Infant formula)	<input type="checkbox"/> Adult diapers
<input type="checkbox"/> Sanitary panties	<input type="checkbox"/> Milk for allergic babies	<input type="checkbox"/> Urine pads
<input type="checkbox"/> Sterilized cotton	<input type="checkbox"/> Drinking water for babies	<input type="checkbox"/> Pre-moistened wipes
<input type="checkbox"/> Pantliners	<input type="checkbox"/> Baby bottle	<input type="checkbox"/> Opaque garbage bags
<input type="checkbox"/> Opaque garbage bags	<input type="checkbox"/> Baby bottle disinfectant	
	<input type="checkbox"/> Water heater (Powered by batteries or generator)	

For convenience sake, pack daily necessities in a bag and store as such.

## Secure more than one method for obtaining important information.

- **Disaster and evacuation information**  
In case of a disaster, obtaining information about the disaster's magnitude and issued evacuation advisories is very important toward deciding when to evacuate. More than one method for obtaining information should be prepared beforehand to cope with various phases of a disaster.



## Disaster drills and workshops should be devised so that both men and women in all age brackets feel free to take part in them.

- **Interaction in local communities**  
Who needs to evacuate and how may differ depending on when the disaster occurs: in the daytime or at night, or on a weekday or a holiday. So, disaster drills should always be practical and involve people of both sexes, of all age brackets and nationalities, and those with and without disability. Promoting interaction amongst the community through disaster drills will greatly help residents to secure safety of themselves and others in an emergency.
- **Guiding and aiding evacuation**  
How to guide and aid evacuating people should be designed for the successful evacuation of those more vulnerable, such as expectant mothers, persons with babies and small children, the aged and disabled.
- **Gender equality in disaster drills**  
During a disaster drill, roles should not be fixed by sex or age; for example, only women are assigned to take care of a “soup kitchen.”



### Disaster drill and workshop examples

- Confirm evacuation routes and the time required to evacuate.
- Set up and manage a shelter.
- Confirm the safety of expectant mothers, babies and small children, aged and disabled people, and guide and help them to evacuate.
- Set up a system to accept NPOs, NGOs and volunteers.

### At the time of the Great East Japan Earthquake ...

There was a case where a community escaped from a tsunami thanks to a voluntary local disaster prevention association they had organized, routine disaster drills and evacuation maps they had prepared in the unlikely event of a disaster.

Thus, lives were saved by well-designed disaster prevention activities that had been tailored to the situation of the local community and by promoting communication among the community.

- **Being prepared to ensure a quick response**  
Quick response to a disaster is possible if local residents organize a shelter management committee and routinely discuss and establish a system for managing the shelter, including rules on sharing the shelter and precautions that account for gender equality in how the shelter is managed.
- **Ability to accept volunteers**  
To effectively coordinate with volunteers in case of a disaster, it is imperative to enhance the local capabilities to accept and cooperate with volunteers efficiently in advance of any disaster.



Page on disaster prevention volunteers accessed from the Cabinet Office's website  
▶ <http://www.bousai-vol.go.jp/>

# If you had to live in a shelter due to a major disaster ...

If, in the event of a major disaster, you had to live in a shelter, it is necessary that you consider the different needs between men and women, as well as the needs of expectant mothers, babies and small children, aged and disabled people and foreigners, so that everyone in the shelter can feel safe and secure and help and cooperate with one another.

## Protect privacy and ensure safe and secure spaces in a shelter.

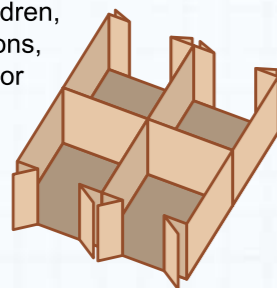
- Set up these facilities upon opening a shelter.

- Nursing room
- Equipment for hanging out wash
- Space for resting
- Separate restrooms for men and women
- Locker room
- First-aid station

These facilities should be prepared in the places where everyone, including women and children, can use them safely at any time of the day or night.

- Universal-design toilets including those designed for the aged and portable beds are also required.

- Make small partitioned rooms safe and secure for families with expectant mothers, babies or small children, aged or disabled persons, and single women or women only families.



- Secure a sanitary environment to prevent infectious diseases and strive to keep expectant mothers, babies and small children and the aged in good health.



### At the time of the Great East Japan Earthquake ...

At the time of the Great East Japan Earthquake, it often occurred that congested shelters had no nursing room or locker room, so women were forced to change clothes under bedding or felt uneasy at night with strange men sleeping nearby. Since it is hard to allot space for these facilities after a shelter has been opened, the necessary minimum space for them should be set aside in advance.

Temporary lavatories presented various problems: the Japanese-style toilet was inconvenient for aged people to use and the lavatories were unsafe to use at night because they were often placed far from the shelter entrance.



Numerous families with aged or disabled persons requiring nursing care or with babies or small children were forced to use their cars or half-wrecked houses as temporary dwellings because of insufficient shelter facilities or for fear of troubling other families.

## Produce a better living environment through adequate communication.

### Men and women should be equally responsible for managing shelters.

It is recommended that shelter operations be transferred to those in the shelter as soon as possible after opening.

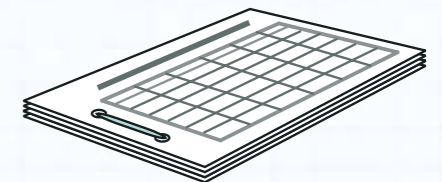
Men and women alike should participate in managing shelters with women accounting for at least 30% of staff, so that they may feel free to express their opinions and requests.

### At the time of the Great East Japan Earthquake ...

It was reported that women's requests and opinions were often made light of in the operation of shelters. Also, most women remained silent out of fear that saying what they thought would make life in the shelter uneasy. This is why the participation of women in the management of shelters is necessary.

## Make rules and a list of evacuees when the shelter has settled down.

- Making rules is necessary for evacuees to live in a shelter in cooperation with each other. Listening to the views of evacuees in setting such rules will help promote good human relations.
- Also, make a list of evacuees in the shelter so as to know their individual needs for goods and services.
- Use adequate care in handling the evacuees' personal information. Regarding victims of domestic violence, in particular, take strict measures to not let the victim's whereabouts be known to the assailant.



## Assign shelter managing jobs to as many evacuees as possible.

- There are various jobs in operating a shelter. Such jobs should be assigned to evacuees in consideration of their special skills and free will. Men and women alike should serve as managing committee leaders and members.

### <Examples>

- General affairs team** Managing Committee Secretariat: Coordination and management
- Registry team** Compiling and managing a list of evacuees
- Information team** Gathering and offering information, managing billboards
- Food and supplies team** Procuring, receiving, managing and distributing food and supplies
- First-aid team** Taking care of the sick, injured, aged and disabled
- Sanitation team** Health care and health surveys; promoting waste disposal rules



- Having men and women work, rotating jobs and taking turns at leading and directing are ways to avoid having the same people do all of the work.

## Devise ways and means of supplying women's goods.

- Sanitary goods and women's underwear should be delivered by the women in charge or kept in the places exclusive to women, such as ladies restrooms.
- Women's sanitary goods, baby and toddler goods and adult diapers should also be supplied to those not staying in the shelter for whatever reason.



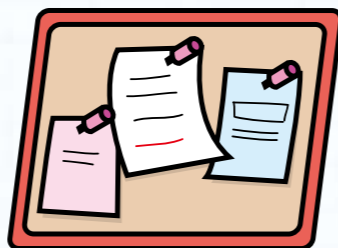
### At the time of the Great East Japan Earthquake ...

It was reported that women hesitated to go and receive supplies because the persons in charge were all men and that these men with poor knowledge of women's needs did not procure the supplies requested by women.

## Make sure that evacuees get information and that the information is accurate.

- Provide evacuees with important information such as damage situation, people's whereabouts and administrative support, in a reliable and easy-to-understand manner.

Pay special consideration to those with seeing and/or hearing difficulties, aged people and foreigners.



## Protect the safety of women and children.

- Produce a violence-free environment with measures to prohibit violence against women and children.

- Eliminate blind spots and install lighting equipment in dark places.
- Call upon people to watch out for themselves, e.g., not moving about alone, etc.
- Patrol sleeping facilities and places exclusive to women, supply alarm buzzers and put up anti-violence posters.

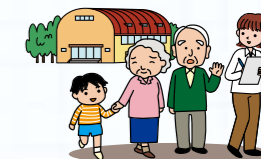
## Pay due consideration to the living environment of children.

- Prepare an environment where children can lead a "normal" life by providing them with places and opportunities where they can adjust their living rhythms and play with friends safely.

## In case of a prolonged stay in a shelter ...

### Identify the needs of evacuees.

- During a prolonged stay in a shelter, an evacuee's routines and needs may change day by day. It is important for the shelter management committee to cope with the needs of evacuees while paying attention to the sexual differences of those needs.
- The committee should show consideration to expectant mothers, babies and small children, aged and disabled people, and foreigners, and cooperate with relative facilities and organizations to address situations.



### Pay attention to the mental care of evacuees.

- Announce consultation services for evacuees with worries, domestic violence concerns, etc. Such services should be available to the victim or evacuee under anonymity.
- As the stay in a shelter is prolonged, evacuees tend to have worries and stress. Provide them with places and opportunities for them to gather and alleviate such troubles.

### Evacuees should prepare for independent living.

- After a prolonged stay in a shelter, evacuees need help getting back their ordinary lives, e.g., doing the wash, taking baths, providing children with an environment to study. The evacuees themselves should take part in shelter operations within their ability, as this will make them aware of their own need to take care of themselves and thus strengthen their mental power, which will be needed to rebuild their lives.

## Make efforts on a regular basis to create a community where men and women mutually assume responsibility and support one another.

- In order for men and women to cooperate with each other and cope with disaster, it is indispensable for them to promote gender equality at home, at work and in the community.

It is important to promote women's participation in the decision-making process of a local community when planning disaster response measures and in the activities of a voluntary disaster prevention organization, in order to develop a community where both sexes are expected to share responsibilities and support one another.

- Everyone in Miyagi Prefecture is expected to actively take part in local community activities and disaster drills, irrespective of their sex, age, nationality, or whether disabled or not. This will enhance cooperation in communities and thereby their disaster preparedness.

