



The FEMA Model For Supporting Disaster Evacuation Centers In Japan

Leo Bosner
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March 28, 2026, Niigata University

Today's presentation: Using the FEMA Model for supporting disaster evacuation shelters in Japan

FEMA is the Federal Emergency Management Agency

The U.S. Government agency for disaster:

- Mitigation (prevention)
- Preparedness
- Response
- Recovery

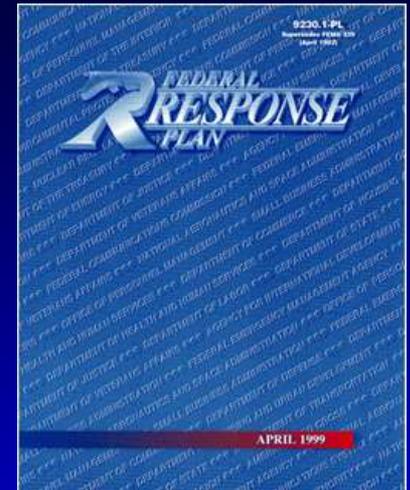
FEMA was established in 1979.

I worked for FEMA from 1979 until my retirement in 2008.

The FEMA Model for Disaster Response

The Federal Response Plan (FRP)

- Created in the 1990's
- Managed by FEMA
- Included all Federal Agencies and the Military



The National Response Framework (NRF)

- Created in 2003 after FEMA entered the U.S. Department of Homeland Security (DHS)
- Similar to the FRP, but a bit more complicated



Since the JDMA is a new agency, I recommend starting with the 1999 FRP.



National Response
Framework

Fourth Edition
October 28, 2019

My Connection to Japan

1996: Traveled to Japan to speak on the FEMA system.

1996 – 2016: Visited Japan for disaster management lecturing and research. My work was supported by:

- Japanese Association for Disaster Medicine, 1996
- FEMA, 1996 – 2008
- Mike Mansfield Fellowship Program, 2000-2001.
- Japan Society for the Promotion of Science, 2012
- International Institute for Global Resilience, 2013-2016.
- Kokushikan University, 2013-2016
- Other universities and agencies.

I continue to provide online disaster management lectures and interviews for Japan.

Japan is a country with high risk of disasters

- Earthquake
- Tsunami
- Volcano
- Etc.



Photos: Government of Japan, Kyodo News

Disaster shelters for survivors are especially important

- Food and water
- Sleeping space
- Toilet facilities
- Etc.



Photo by Leo Bosner

Japan's new Disaster Management Agency will:

- “Serve as a command center for disaster response.” (Yomiuri Shimbun online, December 26, 2025)
- Have 352 staff (Japan Times online, March 6, 2026)
- Create local disaster management bureaus (Japan Times online)
- Allow the government to establish a training and research facility to develop disaster management personnel. (Japan Times online)



Takao Makino, Minister in charge of preparations for the new JDMA. (Japan Times online, March 6, 2026, photo by Jiji Press)

Japan's Disaster Experience

The Triple Disaster of March 11, 2011

I was in Tokyo on the day of the disaster.

I returned to the U.S.

My question: How did the response go to the earthquake and the tsunami?

I applied to the Japan Society for the Promotion of Science (JSPS) for a research grant to study the disaster response.

In January 2012, returned to Japan on a research grant from the JSPS.

My host was Kanagawa University.

My purpose: Interview disaster responders and others about the disaster response.

My grant let me stay in Japan for 6 weeks.

During 6 weeks in Japan, I visited:

横浜・Yokohama

東京・Tokyo

盛岡・Morioka (Iwate Prefecture)

大船渡・Ofunato City (Iwate Prefecture)

釜石・Kamaishi (Iwate Prefecture)

仙台・Sendai (Miyagi Prefecture)

石巻・Ishinomaki (Miyagi Prefecture)

静岡・Shizuoka

松本・Matsumoto

神戸・Kobe

久留米・Kurume

金沢・Kanazawa

I met with:

日本政府の職員・Japan Government staff

県の職員・Prefectural Government staff

市の職員・Municipal Government staff

自衛隊・Japan Self Defense Force (JSDF)

非営利団体・Non-Profit Organizations (NPOs)

医療・Medical personnel

消防・Fire Service personnel

大学の教授・University professors

会社・Private sector company members

ボランティア・Individual disaster volunteers



Damaged hospital, Iwate Prefecture, January, 2012. Photo by Leo Bosner



Interior of damaged hospital, Iwate Pref, Jan. 2012, Photo by Leo Bosner



Interior of damaged hospital, Iwate Pref, Jan. 2012, Photo by Leo Bosner

My research finding in summary:

Japan has excellent disaster responders such as doctors, nurses, firefighters, JSDF, etc.

But Japan lacks a management system for disaster response.

Lack of a system adds to the difficulty of the response.

Some problems related to disaster shelters in the 3/11 response:

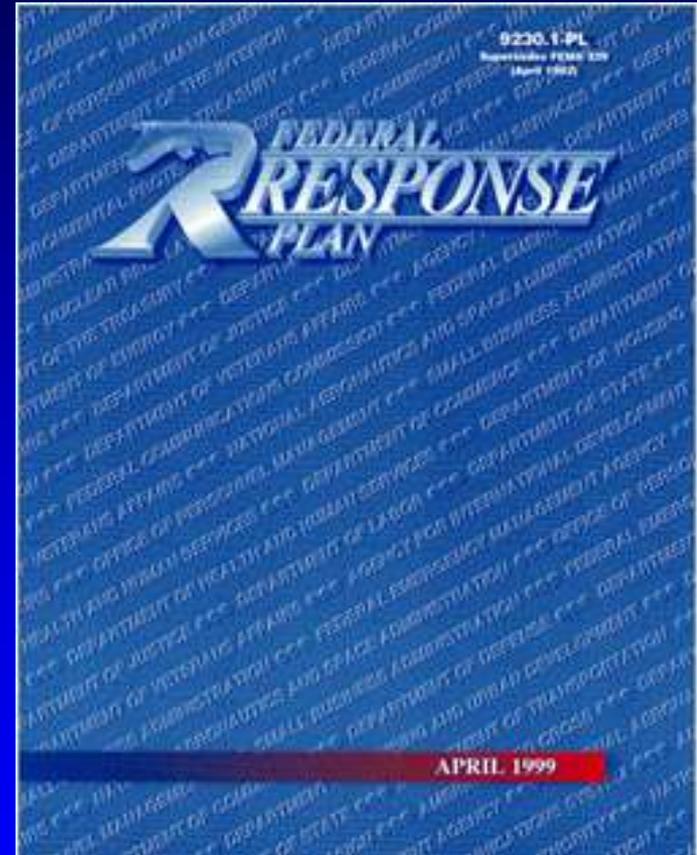
- Lack of training: “I don’t know what to do!”
- No system for communication: “Who do I call for help?”
- Poor nutrition in some shelters: Rice, water, bread.

The FEMA Model for Disaster Response

3 key points about the Federal Response Plan (FRP):

1. It is an **all-hazards** plan.
2. It is a **Government-wide** plan.
3. It is a **functional** plan.

In my opinion, **Japan does not have any of these.**



Why all-hazards planning?

“Most disasters create the same basic needs:

communication, evacuation, shelter, medical care, supply chains, and coordination among agencies. Building separate plans for each scenario meant duplicating effort, fragmenting resources, and leaving gaps when something unexpected happened.

“The all-hazards approach will “develop a flexible core plan that works across all emergencies, **then add specific annexes for individual threats as needed.** It’s the dominant philosophy in emergency management at every level, from federal agencies to local schools and hospitals.”

- *Science Insights*, “What is an All-Hazards Approach to Emergency Management?” online, March 10, 2026.

I strongly recommend this 3-page article:

Science Insights, “What is an All-Hazards Approach to Emergency Management?” online, March 10, 2026.

9230.1-PL
Supersedes FEMA 129
April 1999

FEDERAL RESPONSE PLAN

APRIL 1999

From Federal Response Plan, April 1999:

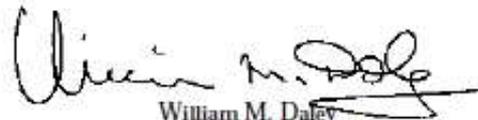
Federal agencies **signed a letter of agreement** to:

- Carry out their assigned responsibilities under the FRP
- Cooperate with the Federal Coordinating Officer (FEMA)
- Make maximum use of existing resources
- Form partnerships with other organizations
- Continue to develop and refine operational capabilities

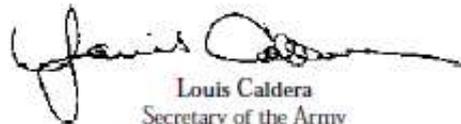
Signatories to the Federal Response Plan



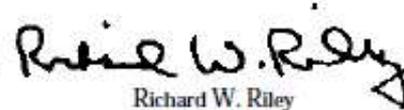
Sally Thompson
Acting Assistant Secretary
Administration
Department of Agriculture



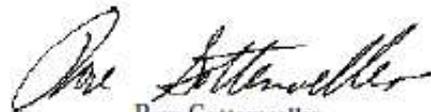
William M. Daley
Secretary
Department of Commerce



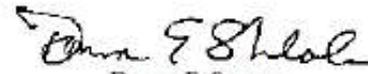
Louis Caldera
Secretary of the Army
Department of Defense



Richard W. Riley
Secretary
Department of Education



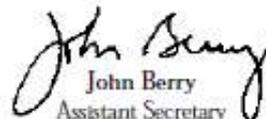
Rose Gottemoeller
Director, Office of Nonproliferation
and National Security
Department of Energy



Donna E. Shalala
Secretary
Department of Health
and Human Services



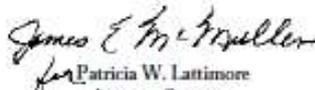
Andrew M. Cuomo
Secretary
Department of Housing
and Urban Development



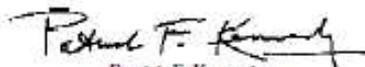
John Berry
Assistant Secretary
Policy, Management, and Budget
Department of the Interior



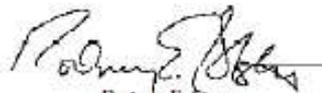
Stephen R. Colgate
Assistant Attorney General
Administration
Department of Justice



for Patricia W. Lattimore
Assistant Secretary
Administration and Management
Department of Labor



Patrick F. Kennedy
Assistant Secretary
Bureau of Administration
Department of State



Rodney E. Slater
Secretary
Department of Transportation



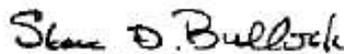
Nancy Killefer
Assistant Secretary
Management
Department of the Treasury



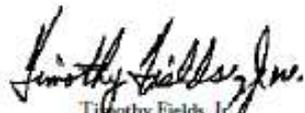
Eugene A. Brickhouse
Assistant Secretary
Human Resources and Administration
Department of Veterans Affairs



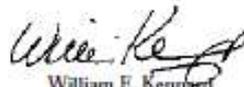
Hugh Q. Parmer
Assistant Administrator
Agency for International Development



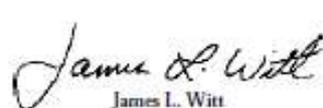
Steve D. Bullock
President
American Red Cross



Timothy Fields, Jr.
Acting Assistant Administrator
Environmental Protection Agency



William E. Kennard
Chairman
Federal Communications Commission



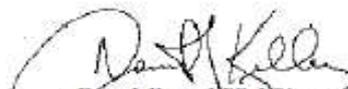
James L. Witt
Director
Federal Emergency Management Agency



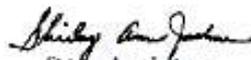
Thurman M. Davis, Sr.
Deputy Administrator
General Services Administration



Daniel J. Goldin
Administrator
National Aeronautics and Space Administration



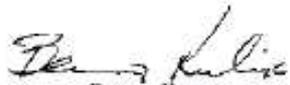
David J. Kelley, LTJG, USA
Manager
National Communications System



Shirley Ann Jackson
Chairman
Nuclear Regulatory Commission



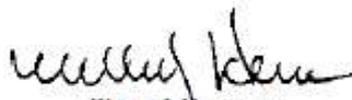
Janice R. Lachance
Director
Office of Personnel Management



Bernard Kudik
Associate Administrator
Disaster Assistance
Small Business Administration



Craven Crowell
Chairman
Board of Directors
Tennessee Valley Authority



William J. Henderson
Postmaster General
U.S. Postal Service

October 2012: Hurricane Sandy approaches the U.S.



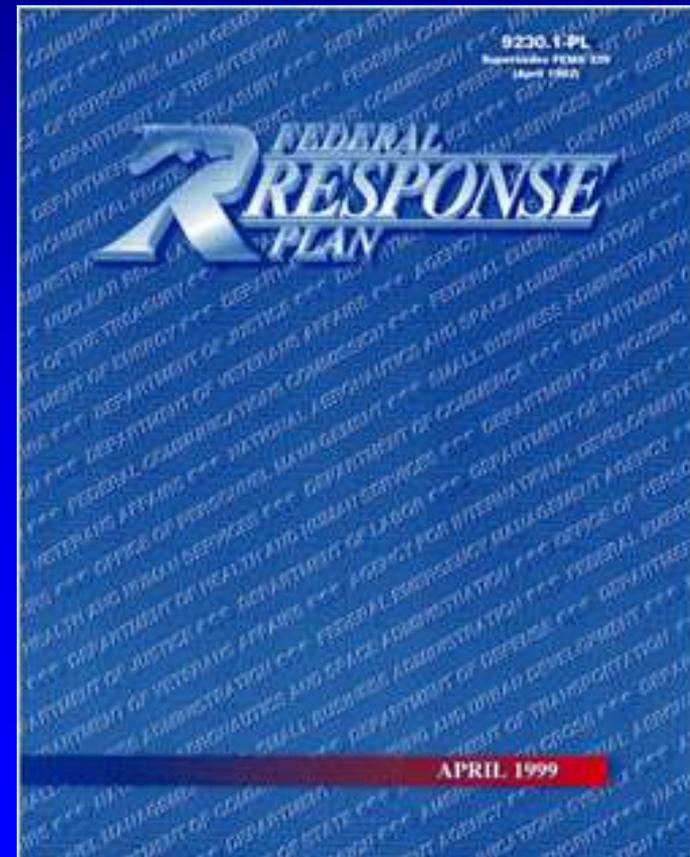
...and other Federal agencies

The FEMA Model for Disaster Response

3. The FRP is a **functional** plan

The FRP is not organized by Government agency.

It is organized by the various functions the Government might need to perform in a disaster.



The FEMA Model for Disaster Response

The FRP is a **functional** plan

So in writing the disaster plan, we do not ask:

- What shall Government agency X do?
- What shall Government agency Y do?
- What shall Government agency Z do, etc.

Instead we ask:

- How shall the Government handle medical needs?
- How shall the Government handle search and rescue?
- How shall the Government support emergency shelters?

The FRP (and the NRF): Organized by **function**, not by agency

The main functions the Government might have to perform in a disaster response are called **Emergency Support Functions**:

1. Transportation
2. Communications
3. Public Works and Engineering
4. Firefighting
5. Emergency Management
6. Mass Care, Emergency Assistance, Housing, and Human Services
7. Logistics Management and Resource Support
8. Public Health and Medical Services
9. Search and Rescue
10. Oil and Hazardous Materials Response
11. Agriculture and Natural Resources
12. Energy

These 12 functions are called “Emergency Support Functions” or “ESFs”

In a disaster response, each ESF has a lead agency and several support agencies.

These agencies work together as a team for their ESF.

Regarding **support for disaster shelters**, ESF#:

1. Transportation
2. Communications
3. Public Works and Engineering
4. Firefighting
5. Emergency Management
6. **Mass Care, Emergency Assistance, Housing, and Human Services**
7. Logistics Management and Resource Support
8. Public Health and Medical Services
9. Search and Rescue
10. Oil and Hazardous Materials Response
11. Agriculture and Natural Resources
12. Energy

Emergency Support Function (ESF) #6

Mass Care, Emergency Assistance, Housing, and Human Services

Primary Agency: American Red Cross

Support Agencies:

- Department of Agriculture
- Department of Defense
- Department of Health and Human Services
- Department of Housing and Urban Development
- Department of Veterans Affairs
- Federal Emergency Management Agency
- General Services Administration
- U.S. Postal Service

Partial List of ESF#6 Agency Duties

American Red Cross – Overall management and coordination

Support Agencies:

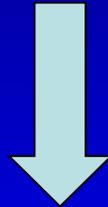
- Agriculture: Locate and obtain food supplies
- Defense: Personnel, equipment, and supplies as needed
- Housing and Urban Development: Housing units for use as shelters
- Health and Human Services: Health care workers
- Veterans Affairs: Medical supplies and personnel
- FEMA: Cots, blankets, meals, and other logistical support
- General Services Administration: Other logistical support
- U.S. Postal Service: Forward mail to persons displaced by disaster

Developing all these plans takes time!

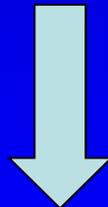
1987: Catastrophic Earthquake Response Plan



1992: Federal Response Plan



1990's: Numerous disaster responses



Plan amended 10+ times
based on lessons learned.

1999: Final version, Federal Response Plan

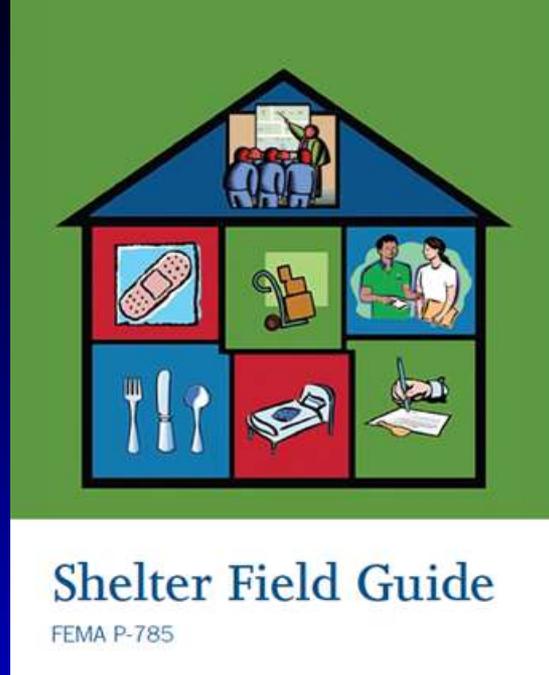
Shelter Field Guide

Published in 2015 by
FEMA and the
American Red Cross

80 pages long

Includes sections on:

- Physical layout of a shelter
- Safety and security
- Special needs such as disabled persons , etc.
- Staff training
- Feeding
- Preventing contagious disease
- etc.



With contribution from:

American Red Cross
Federal Emergency Management Agency
Missouri State Emergency Management
New York City Department of Homeless Services
San Francisco Department of Emergency Management



NYC Department of Homeless Services



My Recommendations for the Japan Disaster Management Agency

1. Study the 1999 Federal Response Plan for ideas that might work in Japan.
2. Include all Japan government agencies in the discussions for the new plan.
3. Consult with prefectures, municipalities, non-government organizations, disaster experts, and other relevant parties for advice.
4. Develop guidebooks and training for disaster management, including shelter management.
5. Be patient! It will take awhile to build this new system.



Thank You / ありがとうございます

The FEMA Model For Supporting
Disaster Evacuation Centers
In Japan

Leo Bosner
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March 28, 2026, Niigata University

The FEMA Model For Supporting Disaster Evacuation Shelters in Japan

By Leo Bosner, M.S.W.

Introduction

Japan is a country prone to disasters. In recent years, the country has suffered from such events as the 1995 Hanshin-Awaji Earthquake, the 2011 Triple Disaster, the 2024 Noto Peninsula Earthquake, and other incidents. Deaths, injuries, property loss, and population displacement have been widespread.

In 2025, the Japan Government approved a plan to create a new Japan Disaster Management Agency (JDMA). According to the Yomiuri Shimbun, the JDMA will:

“serve as a command center for disaster response. The key points include positioning it as a new organization directly under the Cabinet, with the prime minister at its helm, and granting the minister in charge of the agency’s day-to-day operations the authority to issue recommendations to other ministries and agencies.”

Yomiuri Shimbun online, December 26, 2025

<https://japannews.yomiuri.co.jp/politics/politics-government/20251226-300766/>

One aspect of Japanese disaster response that has faced many challenges has been the management of disaster shelters. Despite the best efforts of government authorities and others, these shelters have often been plagued by such problems as poor sanitation, inadequate food and other supplies, poor communications, little or no staff training, and other issues.

This paper will draw on my experience as a former staff member of the U.S. Federal Emergency Management Agency (FEMA), as well as my experience as a disaster researcher and lecturer in Japan, to offer ideas on how the new JDMA can help to improve the operations of evacuation shelters in future disasters.

My Background and My Introduction to Japan

I was with FEMA for nearly 29 years, from the establishment of the agency in 1979 until my retirement in 2008. During the 1990’s FEMA, was internationally recognized for its performance in response to the Midwest Floods, the Northridge Earthquake, the Oklahoma City terrorist bombing, and other incidents.

Following the horrific Hanshin-Awaji Earthquake in 1995, Japanese delegations began travelling to Washington to learn about FEMA. After meeting with one such delegation in 1996, I traveled to Sapporo, Japan to speak at the annual conference of the Japanese Association for Disaster Medicine. Over the next twenty years, I would continue to visit Japan to study Japan's disaster management system and to explain the U.S. system.

From 1999 to 2001, under the Mike Mansfield Fellowship Program, I studied Japanese for a year and then lived and worked in Tokyo for a year, meeting with a wide range of disaster-related professionals. Following my retirement from FEMA in 2008, I continued my work as a frequent lecturer at Japanese universities and government offices, and in 2013, I was appointed as an adjunct lecturer at Japan's Kokushikan University.

The 2011 Triple Disaster

On March 11, 2011, I was in Tokyo. I had just concluded several days of speaking engagements at different venues, and I had returned to my hotel when the building began shaking furiously. I ran outdoors and stood on the sidewalk in front of the hotel, swaying back and forth and wondering if any of these large concrete building was about to fall on top of me. Happily, I survived, thanks largely to Japan's amazingly strong earthquake-resistant construction standards.

I returned to the States a few days later. Like everyone, I was saddened by the horrible loss of life, but as an emergency management professional, I was also wondering how the response had gone. I applied to the Japan Society for the Promotion of Science (JSPS) for a research grant to study the response to this disaster. I received my grant, and in January 2012 I was back in Japan for that purpose.

My Research Study

My JSPS grant allowed me to stay in Japan for six weeks, and my JR Railpass gave me virtually unlimited travel throughout the country for my research. Drawing on my Japanese contacts for referrals, I traveled about Japan interviewing, doctors, firefighters, government officials, volunteers, and others who had been involved in some way with the disaster response.

Based on what I learned in these interviews, it appeared to me that while individual response elements such as fire departments, medical teams, the Japan Self Defense Force (JSDF), and others performed admirably, their efforts were often impeded by ongoing problems of communication and a lack of a unified management of the overall response.

One problem area that I heard about concerned evacuation shelters, including their management, their communications, and the adequacy of their supplies. For example:

- At one shelter, volunteers arrived with a truckload of much-needed supplies. When they asked the young man who was serving as shelter manager how the supplies should be unloaded and distributed, he broke down and was near to tears, saying that he had no idea what he was supposed to do and was waiting for someone to instruct him.
- At another shelter, a visiting TV news crew reported a shortage of food and other supplies at the shelter. Following the TV broadcast, trucks from private companies began showing up at the shelter with donations of various commodities. While these donations were welcome at first, shelter staff were soon overwhelmed with a mountain of boxes that kept arriving nonstop. There was no one they could call to say that they had enough supplies and could someone please stop the deliveries.
- At a number of shelters, the only daily sustenance available to shelterees consisted of rice, bread, and water. This was not sufficient nutrition for people who had already suffered through the disaster, especially the elderly.

This last point is especially relevant to the need for an overall disaster management system in Japan. While elderly people were getting by on rice, bread, and water in some of the shelters of Tohoku, back in Tokyo restaurants were serving full menus, and the grocery stores were stocked with all manner of food. There was never a shortage of food in Japan for the disaster survivors; rather, there was a shortage of a management system to locate, acquire, transport, and distribute nutritious food to those most in need.

The U.S. Government Approach to Disaster Management

The Federal Response Plan

In the late 1980s and early 1990s, FEMA was severely criticized for its weak response to disasters, specifically Hurricane Hugo (1989) and Hurricane Andrew (1992). Following the 1992 Presidential election, there were calls to abolish the agency altogether. Instead, newly elected President Bill Clinton began efforts to strengthen FEMA.

Clinton installed new leadership at FEMA, and beginning in 1993 and over the next eight years the new leaders worked to build the agency's disaster response capability. The chief tool for doing this would be the Federal Response Plan (FRP). As its title

connotes, the FRP would outline how the U.S. Government would respond to a major disaster. Three characteristics of the plan were especially significant:

First, the FRP was an *all-hazards plan*. That is to say, it was not an earthquake plan or a flood plan or a hurricane plan; it was a generic plan for the response to any type of disaster.

Second, the FRP was a *government-wide plan*. It was not the *FEMA* response plan; it was the *Federal* response plan, and every Federal agency would be expected to participate in a disaster response if needed.

And finally, it was a *functional* plan. This means that it was not broken down agency by agency. Instead it was broken down by the main *functions* that the Federal Government might have to perform in a large disaster. These were called *Emergency Support Functions*, or *ESFs* for short. The plan identified 12 ESFs in all:

1. Transportation
2. Communications
3. Public Works and Engineering
4. Firefighting
5. Emergency Management
6. Mass Care, Emergency Assistance, Housing, and Human Services
7. Logistics Management and Resource Support
8. Public Health and Medical Services
9. Search and Rescue
10. Oil and Hazardous Materials Response
11. Agriculture and Natural Resources
12. Energy

Under the U.S. plan, one agency was assigned lead responsibility to develop emergency plans for a particular ESF in partnership with other relevant agencies. For example, the U.S. Department of Health and Human Services (HHS) (similar to the Japan Ministry of Health) was responsible for ESF #8, and so made plans for dealing with health and medical problems that might occur in a disaster. HHS was assisted in this by other agencies such as the Department of Defense, the Department of Veterans Affairs, and others who would act in teamwork as members of ESF #8 to deal with health and medical issues in a disaster.

The entire list of ESFs, and their primary and support agencies, can be seen in this graphic:

Symposium on Earthquakes and Disasters 2026
Niigata University, March 28, 2026
CORRECTED COPY

#	1	2	3	4	5	6	7	8	9	10	11	12
ESF	Transportation	Communications	Public Works and Engineering	Firefighting	Information and Planning	Mass Care	Resource Support	Health and Medical Services	Urban Search and Rescue	Hazardous Materials	Food	Energy
Agency												
USDA	S	S	S	P	S	S	S	S	S	S	P	S
DOC		S	S	S	S		S			S		
DOD	S	S	P	S	S	S	S	S	S	S	S	S
DOEd					S							
DOE					S		S	S		S		P
HHS			S		S	S		P	S	S	S	
HUD						S						
DOI		S	S	S	S					S		S
DOJ					S			S	S	S		
DOL			S				S		S	S		
DOS	S									S		S
DOT	P				S		S	S		S		S
TREAS	S				S		S					
VA			S			S	S	S				
AID								S	S			
ARC					S	P		S			S	
EPA			S	S	S			S		P	S	
FCC		S										
FEMA	S	S		S	P	S	S	S	P		S	
GSA	S	S			S	S	P	S			S	
NASA					S		S		S			
NCS		P			S		S	S				S
NRC					S					S		S
OPM							S					
SBA					S							
TVA	S		S									S
USPS	S					S		S				

P = Primary Agency: Responsible for Coordination of the ESF
S = Support Agency: Responsible for Supporting the Primary Agency

Following is a summary in Japanese:

IAIS 各省合意

各省合意には、次の27の組織の長官クラスの実際のサインが記されている。

農務省	(Department of Agriculture)
商務省	(Department of Commerce)
国防総省	(Department of Defense)
教育省	(Department of Education)
エネルギー省	(Department of Energy)
保健社会福祉省	(Department of Health and Human Services)
住宅・都市開発省	(Department of Housing and Urban Development)
内務省	(Department of Interior)
司法省	(Department of Justice)
労働省	(Department of Labor)
国務省	(Department of State)
運輸省	(Department of Transportation)
財務省	(Department of Treasury)
退役軍人省	(Department of Veterans Affairs)
国際開発庁	(Agency for International Development)
赤十字	(American Red Cross)
環境保護庁	(Environmental Protection Agency)
連邦通信委員会	(Federal Communications Commission)
緊急事態管理局	(Federal Emergency Management Agency)
一般調達局	(General Services Administration)
航空宇宙局	(National Aeronautics and Space Administration)
全国通信システム	(National Communications System)
原子力規制委員会	(Nuclear Regulatory Commission)
人事局	(Office of Personnel Management)
中小企業局	(Small Business Administration)
テネシー峡谷開発公社	(Tennessee Valley Authority)
米国郵政公社	(US Postal Service)

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緊急事態支援機能と主幹省庁

災害・緊急事態対応計画では、先に挙げた12の支援機能に対して、明確に主幹省庁と支援省庁を定義している。具体的には、次の通りである。

省庁	支援機能	移動手段	コミュニケーション	公共事業とエンジニアリング	消火	情報収集と計画	集団手当	リソース支援	衛生と医療	都市部における捜索と救助	有害物質	食糧	エネルギー
農務省	支援	支援	支援	支援	主幹	支援	支援	支援	支援	支援	支援	主幹	支援
商務省	支援	支援	支援	支援	支援	支援	支援	支援	支援	支援	支援	支援	支援
国防総省	支援	支援	支援	主幹	支援	支援	支援	支援	支援	支援	支援	支援	支援
教育省						支援							
エネルギー省						支援		支援	支援		支援		主幹
保険社会福祉省				支援		支援			主幹	支援	支援	支援	
住宅・都市開発省						支援							
産業省			支援	支援	支援	支援					支援		支援
司法省						支援			支援	支援	支援		
労働省				支援				支援		支援	支援		
国防省	支援												支援
運輸省	主幹					支援		支援	支援		支援		支援
財務省	支援					支援		支援					
退役軍人省				支援			支援	支援	支援				
国際開発庁									支援	支援			
赤十字社						支援	主幹		支援				支援
環境保護庁				支援	支援	支援			支援		主幹	支援	
通信委員会			支援										
緊急事態管理局	支援	支援			支援	主幹	支援	支援	支援	主幹			支援
一般調達局	支援	支援				支援	支援	主幹	支援				支援
航空宇宙局						支援		支援	支援	支援			
国家通信システム			主幹			支援		支援	支援				支援
原子力規制委員会						支援					支援		支援
人事局								支援					
中小企業局						支援							
デネシー・峽谷開発公社	支援			支援									支援
郵政公社	支援						支援		支援				

Mass Care and Sheltering Under the Federal Response Plan

Under the FRP, Mass Care, Emergency Assistance, Housing, and Human Services were grouped together as Emergency Support Function #6. ESF #6 was led by the American Red Cross, a major U.S. nongovernment agency that worked closely with FEMA on disaster relief. In addition to the Red Cross, ESF #6 included the following “Support Agencies” that would work as a team for mass care and sheltering:

- Department of Agriculture
- Department of Defense
- Department of Health and Human Services
- Department of Housing and Urban Development
- Department of Veterans Affairs
- Federal Emergency Management Agency
- General Services Administration
- U.S. Postal Service

Depending on what was needed, each of these agencies would utilize its own specialization and expertise to support the ESF #6 mass care effort. For example:

Primary Agency – American Red Cross

- Support the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution of emergency relief items, and Disaster Welfare Information (DWI) services to the disaster-affected population.

Support Agencies

- Department of Agriculture: Locate and secure supplies of food, including federally owned surplus foods, to supplement those in the disaster area.
- Department of Defense: Provide available resources (personnel, equipment, and supplies) in the absence of other national disaster system resource capabilities (including contracting).
- Department of Health and Human Services: Provide Department of Health and Human Services workers to augment personnel assigned to shelters.
- Department of Housing and Urban Development: Provide information on available habitable housing units, owned or in the possession of the Department of Housing and Urban Development, within or adjacent to the disaster or affected area for use as emergency shelters.
- Department of Veterans Affairs: Provide medical supplies and personnel to support mass care operations.
- FEMA: Provide available resources such as cots, blankets, Meals-Ready-to-Eat (MREs), and other Initial Response Resources and logistical support, including communications, for disaster operations as appropriate.
- General Services Administration: Provide other logistical support for mass care requirements as requested.
- U.S. Postal Service: Provide an electronic file of address change information furnished by disaster victims.

It is important to note that the above agencies did not wait for a disaster to occur to develop their plans. Long before a disaster might take place, meetings were held to discuss what types of activities were best suited to each agency. When this planning was completed, the ESF would be published as part of the FRP. The above is a partial list of ESF #6 activities. A complete copy of ESF #6 is appended at the end of this paper.

In 2003, FEMA became part of the U.S. Department of Homeland Security, and by the time I retired in 2008, the FRP had been replaced by the National Response Framework (NRF). While the NRF is somewhat more complicated than the FRP, it continues to utilize Emergency Support Functions to support a team effort in disaster response.

Shelter Field Guide

In addition to establishing the FRP, FEMA, in partnership with the American Red Cross and several other agencies, also published a “Shelter Field Guide, FEMA P-785.” This 80-page guidebook gives detailed, practical advice on a wide range of issues related to shelter management, including physical layout of the shelter, staffing, preventing the spread of contagious disease, and other relevant topics.

As stated in the introduction to the guidebook:

“The operation of emergency shelters helps communities provide a safe and secure place for individuals and families to stay before, during and/or after a disaster. The Shelter Field Guide is intended to provide organizations without prior disaster experience with a basic overview of shelter operations that will help them to open and manage an emergency shelter. The Guide also contains information helpful to organizations that may wish to support the operation of a shelter, such as churches, service clubs, or businesses. The Guide refers to an organization acting in this capacity as a ‘supporting agency.’”

Conclusion

Ever since the devastating Hanshin-Awaji Earthquake of 1995, Japan has been striving to strengthen its system for responding to large disasters. During that time, there have been many improvements such as the creation of Disaster Medical Assistance Teams (DMATs) and the increased readiness to deploy elements of the Japan Self Defense Force when needed. However, to the best of my knowledge, Japan still lacks a unified plan or system for disaster response. If not remedied, this lack will continue to hamper Japan’s disaster response, including in the area of mass care/shelter management.

As Japan establishes and activates its new Disaster Management Agency, I recommend that the Japan Government carefully analyze the problems that have occurred in responding to previous disasters and develop a unified system to address those problems. While Japan and the U.S. are not identical, I would nonetheless suggest that Japanese authorities consider the FRP as a starting point to develop Japan’s new system. I specifically recommend considering the structure of ESF #6 as an approach to better supporting Japanese disaster evacuation shelters through a well-planned and well-organized team effort, and the development of a shelter field guide for Japan.

Appendix – Emergency Support Function #6 from Federal Response Plan, April, 1999

Emergency Support Function #6 Mass Care Annex

Primary Agency: American Red Cross

Support Agencies: Department of Agriculture
Department of Defense
Department of Health and Human Services
Department of Housing and Urban Development
Department of Veterans Affairs
Federal Emergency Management Agency
General Services Administration
U.S. Postal Service

I. Introduction

A. Purpose

Emergency Support Function (ESF) #6 — Mass Care coordinates Federal assistance in support of State and local efforts to meet the mass care needs of victims of a disaster. This Federal assistance will support the delivery of mass care services of shelter, feeding, and emergency first aid to disaster victims; the establishment of systems to provide bulk distribution of emergency relief supplies to disaster victims; and the collection of information to operate a Disaster Welfare Information (DWI) system for the purpose of reporting victim status and assisting in family reunification.

B. Scope

1. This annex describes the response actions of ESF #6 and the responsibilities of primary and support agencies in accomplishing those response actions in support of the delivery of mass care services by State and local governments. The American Red Cross (ARC) independently provides mass care services to disaster victims as part of a broad program of disaster relief, as outlined in charter provisions enacted by the U.S. Congress, Act of January 5, 1905. The responsibilities assigned to the ARC as the primary agency for ESF #6 at no time will supersede those responsibilities assigned to the ARC by its congressional charter.
2. Initial response activities will focus on meeting urgent needs of disaster victims on a mass care basis. Initial recovery efforts may commence as response activities are taking place. As recovery operations are introduced, close coordination will be

required between those Federal agencies responsible for recovery operations and voluntary organizations providing recovery assistance, including the ARC.

3. ESF #6 encompasses:

a. Shelter

Emergency shelter for disaster victims includes the use of pre-identified shelter sites in existing structures; creation of temporary facilities or the temporary construction of shelters; and use of similar facilities outside the disaster-affected area, should evacuation be necessary.

b. Feeding

Feeding will be provided to disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Such operations will be based on sound nutritional standards and will include meeting requirements of disaster victims with special dietary needs.

c. Emergency First Aid

Emergency first aid will be provided to disaster victims and workers at mass care facilities and at designated sites within the disaster area. This service will be supplemental to emergency health and medical services established to meet the needs of disaster victims.

d. Disaster Welfare Information

DWI regarding individuals residing within the affected area will be collected and provided to immediate family members outside the affected area through a DWI system. DWI will also be provided to aid in reunification of family members within the affected area who were separated at the time of the disaster.

e. Bulk Distribution of Emergency Relief Items

Sites will be established within the affected area for bulk distribution of emergency relief items to meet urgent needs of disaster victims.

4. ESF #6 does not include recovery activities. (As a private, nonprofit organization, the ARC independently provides recovery assistance under its congressional charter.)

II. Policies

A. All mass care activities and services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.

B. All mass care activities and services will be provided in accordance with existing Federal

statutes, rules, and regulations.

C. Federal support agency personnel assigned to ESF #6 will work in accordance with their parent agency rules and regulations, and will be self-sufficient for a minimum of 72 hours following a disaster occurrence.

D. The ARC Disaster Services, National Headquarters, will coordinate ESF #6 planning activities to ensure an immediate and automatic ESF #6 response.

E. Actions initiated by ARC chapters and its national headquarters in response to a disaster event are independent of actions taken by the ARC as the primary agency for ESF #6.

III. Situation

A. Disaster Condition

1. The magnitude of damage to structures and lifelines will rapidly overwhelm the capacity of State and local governments to assess the disaster and respond effectively to basic and emergency human needs. Damage to roads, airports, communications systems, etc., will hamper emergency response efforts. The movement of emergency supplies will be seriously impeded. Many professional emergency workers and others who normally would help during a disaster will be dead, injured, involved with family problems resulting from the disaster, or unable to reach their assigned posts. State, county, and municipal emergency facilities will be severely damaged or inaccessible.

2. Hundreds of thousands of disaster victims will be forced from their homes, depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. There will be large numbers of dead and injured, which also may leave a large number of specialized population groups (e.g., elderly, children) without support. Thousands of family members may be separated immediately following a sudden-impact disaster, such as children in school and parents at work. Thousands of transients, such as tourists, students, and foreign visitors, may be involved.

B. Planning Assumptions

1. A major disaster or emergency occurs that produces significant casualties and widespread damage.

2. Mass care facilities will receive priority consideration for structural inspections to ensure safety of occupants.

3. Mass care operations and logistical support requirements will be given high priority

by Federal agencies.

C. Planning Factors

1. The nature and extent of the disaster require a planned, immediate, and automatic response from the entire emergency management community.
2. Individuals in areas of high risk are expected to have prepared for and be self sufficient for a minimum of 72 hours.
3. Local units of voluntary agencies active in disaster will to the maximum extent possible provide immediate feeding, shelter, and emergency first aid services in response to the disaster event under their own auspices and authorities. These units will plan to provide these services without external support for at least the first 72 hours following the onset of a disaster.
4. The ESF #6 planning basis for sheltering is that approximately 20 percent of the affected population will seek public shelter. Some victims will find shelter with friends and relatives, some will leave the area, and some will remain at or near their damaged homes.
5. A certain percentage of the sheltered population will require shelter for an extended period of time.
6. The restoration of communications systems, disrupted by damages and overloads, may take weeks.

IV. Concept of Operations

A. General

1. ESF #6 will work directly with its State functional or agency counterpart to provide the support needed as identified by the State. Requests for assistance will be channeled from local jurisdictions through a designated State liaison to the Federal Coordinating Officer or designee and then to ESF #6 for action. Assistance will be provided from ESF #6 to the State, or at the State's request, directly to an affected local jurisdiction.
2. The ARC will deploy administrative staff to establish a temporary field headquarters for ESF #6 to support initial response. The field headquarters staff will immediately establish a direct reporting link with ARC Disaster Services at National Headquarters. This response includes deploying staff with the Advance Element of the Emergency Response Team (ERT-A) and to the Federal Emergency Management Agency

(FEMA) Regional Operations Center (ROC), as well as convening the ESF #6 regional element.

3. ESF #6 leadership will convene at the ARC National Headquarters following Federal Response Plan implementation to evaluate the situation, implement plans established to support mass care operations, and consider and respond to requests for mass care-related resources.

B. Organization

1. National-Level Response Support Structure

a. The ESF #6 staff will operate under the direction of the Senior Vice President, Chapter Services, of the ARC at National Headquarters in Washington, DC. The ARC National Headquarters will provide administrative support to the ESF #6 staff.

b. The Senior Vice President, Chapter Services, will represent ESF #6 as a member of the Catastrophic Disaster Response Group (CDRG).

c. Representatives of all agencies designated to support ESF #6 will be available on a 24-hour basis for the duration of the emergency response period.

2. Regional-Level Response Structure

a. The regional-level response structure may be composed of representatives at the ROC and representatives on the ERT-A. When fully operational, the regional level response structure includes the ESF #6 section in the Disaster Field Office (DFO).

b. Liaisons from Federal support agencies will be available to the ESF #6 section at the DFO as necessary, and available on a 24-hour basis for the duration of the emergency response period.

c. Liaisons from ESF #6 to other ESFs and/or related functions will be identified and deployed by the ESF #6 section in the DFO.

C. Activation

1. The FEMA National Emergency Coordination Center will activate ESF #6 by contacting the ARC Disaster Operations Center, which will activate agencies whose support is required.

2. This activation may include deploying staff to the Emergency Support Team (EST) at FEMA Headquarters, the affected ROC, the ERT-A, and the full ERT.

V. Response Actions

A. Initial Actions

1. The national ESF #6 response structure will:

- a. Assess the disaster situation and forecast mass care response needs;
- b. Provide technical assistance to the regional ESF #6 section and EST; and
- c. Validate requests from the regional ESF #6 section for mass care resources.

2. The regional ESF #6 section will:

- a. Establish communications with the national ESF #6 response structure;
- b. Assess the disaster situation and determine the adequacy of mass care response activities;
- c. Provide technical assistance to the State agency responsible for mass care;
- d. Validate requests from the affected State for mass care resources;
- e. Manage the process for requests for Federal assistance;
- f. Provide reports to the national ESF #6 response structure and DFO; and
- g. Anticipate future mass care requirements.

B. Continuing Actions

1. The national ESF #6 response structure will:

- a. Assess the disaster situation and mass care response needs;
- b. Provide technical assistance to the regional ESF #6 section and EST;
- c. Coordinate resource requests with the Federal support agencies and EST;
- d. Provide status reports on mass care activities in the region(s); and

e. Anticipate future mass care requirements.

2. The regional ESF #6 section will:

a. Coordinate the resources necessary to support the conduct of all required mass care services;

b. Maintain contact with the State agency responsible for mass care to coordinate assistance. ESF #6, in conjunction with the State counterpart, will evaluate the needs for mass care and, when scarce resources are involved, present those needs to the national ESF #6 response structure for guidance in resource allocation;

c. Manage the request for Federal assistance process for mission assignments and taskings;

d. Manage logistical support and related fiscal activities;

e. Anticipate future mass care requirements; and

f. Coordinate with Federal and voluntary organization recovery programs for the transition of mass care response to recovery operations.

VI. Responsibilities

A. Primary Agency: American Red Cross

1. Support the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution of emergency relief items, and DWI services to the disaster-affected population;

2. Provide disaster welfare information to appropriate authorities in response to disaster welfare inquiries and family reunification requests; and

3. Manage mass care logistical and related fiscal activities.

B. Support Agencies

1. Department of Agriculture

a. Food and Nutrition Service

(1) Locate and secure supplies of food, including federally owned surplus foods, to supplement those in the disaster area; and

(2) Provide statistics on the quantities and locations of food furnished by the Food and Nutrition Service.

b. Forest Service

(1) Provide available departmental resources (cots, blankets, sleeping bags, and personnel) for shelters; and

(2) Provide logistical guidance and support.

2. Department of Defense

a. Director of Military Support

Provide available resources (personnel, equipment, and supplies) in the absence of other national disaster system resource capabilities (including contracting).

b. U.S. Army Corps of Engineers

(1) Provide potable water and ice for mass care use and bulk distribution to disaster victims;

(2) Provide assistance in inspecting mass care shelter sites after the disaster to ensure suitability of facilities to safely shelter disaster victims; and

(3) Provide assistance in constructing temporary shelter facilities, if necessary, in the disaster area.

3. Department of Health and Human Services

a. Provide Department of Health and Human Services workers to augment personnel assigned to shelters;

b. Provide casualty information from within the disaster-affected area in support of a DWI system;

c. Provide technical assistance for shelter operations related to food, vectors, water supply, and waste disposal; and

d. Assist in the provision of medical supplies.

4. Department of Housing and Urban Development

- a. Provide information on available habitable housing units, owned or in the possession of the Department of Housing and Urban Development (HUD), within or adjacent to the disaster or affected area for use as emergency shelters; and
- b. Provide available HUD staff to assist when needed with mass care operations.

5. Department of Veterans Affairs

- a. Provide for food preparation and stockpiling in its facilities during the immediate emergency;
- b. Provide medical supplies and personnel to support mass care operations; and
- c. Provide available facilities suitable for mass shelter.

6. Federal Emergency Management Agency

- a. Assist in the release of information for notification of relatives;
- b. Assist in establishing priorities and coordinating the transition of mass care operations with recovery activities based on disaster situation information and the availability of resources that can be appropriately applied; and
- c. Provide available resources such as cots, blankets, Meals-Ready-to-Eat (MREs), and other Initial Response Resources and logistical support, including communications, for disaster operations as appropriate.

7. General Services Administration

- a. Provide communications links to the DWI center from the disaster area; and
- b. Provide other logistical support for mass care requirements as requested.

8. U.S. Postal Service

- a. Provide Change of Address Cards for victims to notify the Postal Service of relocation addresses for the purpose of mail forwarding, and assist in the distribution, collection, and mailing of those cards; and
- b. Provide an electronic file of address change information furnished by disaster victims.

VII. References

A. American Red Cross Disaster Services Program, Foundations of the Disaster Services Program, ARC 3000, April 1996.

B. American Red Cross Disaster Services Program, Mass Care — Preparedness and Operations, ARC 3041, April 1987.

C. American Red Cross Disaster Services Program, Disaster Welfare Inquiry, ARC 3044, April 1996.

D. American Red Cross Disaster Services Regulations and Procedures, Disaster Health Services — Preparedness and Operations, ARC 3050, April 1988.

E. Statement of Understanding between the Federal Emergency Management Agency and the American National Red Cross, October 1, 1997.

ボスナー氏のコメント: 米国 FEMA (連邦緊急事態管理庁) のシステムについて

米国の政府機関も非常に縄張り意識が強いものです。FEMA のシステムでは、災害時に各機関が何をすべきかを決定・交渉するために、数ヶ月(あるいは数年)にわたる機関間協議が行われました。これらは「連邦対応計画 (Federal Response Plan)」に組み込まれ、各機関の長が署名して合意されました。つまり、「誰が何をやるか」という議論は、災害が発生する何年も前に解決されているのです。

資金面の仕組み

資金の存在も重要です。国家災害が宣言されると、FEMA は「災害救援基金 (DRF) 」(連邦予算の災害対策費) から各機関の展開費用を払い戻すことができます。各機関が喜んで従うのは、災害対応費用が自局の予算ではなく、DRF から支払われるからです。一方で、FEMA が必要ないと判断した対応を機関が行いたい場合、FEMA は「勝手にやってもいいが、DRF からは支払わないので自局の予算で賄うように」と伝えることができます。

システムを支える要因

このシステムは、以下のいくつかの要因によって成り立っています。

- **共通の管理体制:** 米国は長年かけて、連邦、州、地方レベルで同じシステムに従う緊急事態管理体制を構築してきました。例えば、医療支援が必要な大規模災害時、各レベルの保健当局者が電話で話し合い、必要な支援を決定します。
- **ミッション・アサインメント:** 連邦保健機関 (HHS) が協議に基づき「ミッション・アサインメント (任務割り当て)」を作成し、FEMA に提出します。各レベルの合意があるため、FEMA は通常即座に承認します。つまり、FEMA が機関に「命令」を出すのは、現場のニーズが明確に示された後なのです。
- **指導者の専門性:** FEMA の幹部が、災害対応の知識において広く知られ、尊敬されていることも重要です。
- **大統領の権限:** 最終的には、連邦機関に命令を下す大統領の権限に依存しています。災害時には FEMA 局長が大統領の代弁者として発言するため、各機関は通常、協力的な姿勢をとります。

FEMA(連邦緊急事態管理庁)には、災害ボランティア活動を組織的に促進・調整することを専任の仕事とする、常勤の「ボランティア・エージェンシー・リエゾン・オフィサー(ボランティア団体連絡官)」が雇用されています。これに関するパンフレットをお送りします。

また、米国の税制では、個人も企業も非営利団体に寄付をすることで、非常に簡単かつ便利に減税を受けられるようになっています。(全く複雑なことではありません。)米国の人々は、寄付をすることで税金を安くできるのであれば、より積極的に寄付を行おうとします。そのため、日本よりもずっと簡単に、非営利のボランティア団体が自ら設立し、資金を調達することが可能になっています。

アーリントン郡緊急事態運用計画(2017年3月)より

EOP. ESF #17: ボランティアおよび寄付管理

主導機関

- 福祉局 (Department of Human Services)

支援機関

- 図書館 (Libraries)
 - 緊急事態管理事務所 (Office of Emergency Management)
-

I. はじめに

A. 目的

1. 緊急事態や災害復旧の際、特定の組織に属さない(または自然発生的な)ボランティアや寄付物資(義援金を含む)を管理・調整するためのシステムを開発し、実施する。

B. 範囲

1. この緊急支援機能(ESF)は、以下の事項に対処する。

1. **a.** ボランティアや寄付の必要性、および義援金の送付方法に関する一般市民からの問い合わせに対応するための計画。
 2. **b.** 非営利団体やその他の機関と連絡を取り、ボランティアや寄付の必要性を評価するための計画。
 3. **c.** 必要に応じて、ボランティアを対応・復旧活動に組み込むための「ボランティア受付センター」を運営する。
 4. **d.** 寄付が必要な場合、それらを対応・復旧活動に組み込むための手順を策定する。
 5. **e.** 相互支援に関して、地域の他のボランティアセンターとの連絡を維持する。
-

II. 状況と仮定

A. 状況

1. 郡全体または個別の地域に重大な影響を及ぼす災害が発生した場合、人々はサービスのボランティア活動を希望し、物資や現金を寄付したいと考えます。一般市民とコミュニケーションを取り、ボランティアの受け入れや寄付の管理・調整を行う適切なシステムを運用することは、郡政府の責任です。
2. 人々は多種多様な支援を申し出ますが、政府はそれらを管理できなければなりません。想定される支援の種類には以下のものが含まれます。
 1. a. 個人のサービス(専門技能の有無を問わない)
 2. b. 金銭

B. 仮定事項

1. 公衆は、事案の取り組みに対してボランティア活動や寄付による支援を希望する。
2. 多くの人々は、公認された非営利のボランティア団体を通じて活動する。
3. ボランティアや寄付は、対応や復旧を妨げるのではなく、それらを支援するために活用できる。

III. 運用

A. この緊急支援機能(ESF)の要請を決定する基準は、以下の通りとする:

1. 事象の規模と複雑さが、公衆がボランティアや寄付などの支援活動を希望するようなものである場合。
2. 非営利団体やその他の機関から、ボランティアや寄付に関する支援要請があった場合。
3. 緊急事態管理局(Office of Emergency Management)に、ボランティアや寄付の支援に関するその他の要請が届いている場合。
4. 人々が独自に行動(セルフ・デプロイ)しており、救助や復旧活動の妨げとなっている場合。

B. ボランティアおよび寄付管理運用には、以下が含まれる場合がある:

1. ボランティア・寄付コーディネーター。
2. 電話相談窓口(フォンバンク)。

3. 連携されたメディア広報活動。
4. 他の緊急支援機能、州および連邦政府職員との効果的な連携。
5. 施設管理計画。

C. 寄付物資管理機能

1. 未要請の寄付物資の管理には、地方自治体、ボランティア団体、地域団体、民間部門、およびメディアによる協力的な取り組みが必要である。
2. アーリントン郡対人サービス局 (Department of Human Services) は、ボランティア団体のパートナーと協力し、寄付管理計画の策定、および災害運用中の寄付物資の流通管理に責任を負う。

D. ボランティア管理機能

1. 無所属のボランティアの管理には、シチズン・コープ・カウンスル (Citizen Corps Councils)、信仰に基づいた団体、民間部門、メディアなどの、地方自治体、ボランティア団体、地域団体による協力的な取り組みが必要である。

IV. 組織の役割と責任

A. 対人サービス局

1. この緊急支援機能のコーディネーターの役割を担う。
2. 地域機関や他の緊急支援機能 (ESF) からのボランティアおよび寄付の要請と、ボランティアや寄付を希望する公衆からの連絡を調整する。
4. 外務局 (External Affairs) または ESF 15 (緊急対応機能 15) によって電話回線「X-3000」が有効化された際、支援のために図書館と調整を行う。
5. ボランティアや寄付を募り、受け取るための継続的な取り組みについて、適切な情報を一般市民に発信できるよう、外務局と調整を行う。
6. 他の ESF、非営利団体、その他のコミュニティ組織と連絡を取り、ボランティアや寄付に対するニーズを評価する。
7. 他の地方、地域、州のボランティア管理および寄付の取り組みとの調整を確実に行う。

8. 北バージニア災害対応ボランティア団体(NVVOAD)およびメトロ・ボランティアセンター連合(ワシントン首都圏のすべてのボランティアセンターを含み、災害時における通信・相互協力の計画を策定している団体)と調整を行う。

9. コストと支出の記録を維持し、財務・管理部門長に提出する。

B. 図書館

1. 電話回線「X-3000」の監視と人員配置を行い、ボランティアや寄付を希望する住民からの電話に対応するため、人間サービス局(Department of Human Services)と調整を行う。

C. 緊急事態管理局(Office of Emergency Management)

1. ボランティアおよび寄付の管理に関する指示と指導を行う。
2. 必要に応じて、選定されたボランティア受付センターの開設を指示する。

V. リソース要件

A. 人員、物資、機器、施設、通信ニーズなどの推定ロジスティクス要件は、通常の計画プロセスおよび演習の中で策定される。