

被災地の復興に関する緊急提言 (再)

日本学術会議
環境学委員会、土木工学・建築学委員会

東北関東大震災後の緊急対応、被災者の保護がようやく軌道に乗り始めている。今後、時間の推移とともに被災地域の復興に関する計画が自治体を中心に立案されることになると考えられる。将来の地震・津波等の自然災害による被害を軽減するため、防災基盤施設の新設と補強、防災都市計画の策定、警報システムの整備、避難施設の建設、避難誘導路の確保などが復興計画の重要項目として盛り込まれることになる。

2004年スマトラ沖地震・津波で総人口の約1/4、約10万人以上の死者・行方不明者を出したバンダアチェ市においても、災害後数ヶ月の間に復興プランが策定された。海岸線より数100mの幅に津波防御用の丘陵を造成する、鉛直方向避難のための避難テラスや建築物を建設する、また町全体を海岸線より4~5km引き離して移転するなどの様々な計画が立案されたが、いずれも実行には至らなかった。被災後、被害住民が所有地に戻り、何らの統制と規制のないまま、それぞれの住居の再建を始めたことが計画の実行を不可能にした一因となっている。

東北関東大震災においてもこのような事態は予測される。現に被災地では既に仮家屋等の建設が始められている。被災地を防災性と環境性に優れた地域に再生させるため、以下の事項を被災地復興のための4原則として提言する。

1. 津波や地震等自然災害に対する防災性に優れ、自然環境に富んだ、生き生きとした地域に被災地を復興させる。後世に誇れるようなまちづくり、地域づくりを目標とする。
2. 自治体の首長は、被災地域の復興計画の策定を急ぐとともに、計画が決定されるまで、被災者の十分な保護・支援と平行して住居等構築物の被災地での建設を一時差し止める措置を必要に応じて採る。
3. 政府はこれらの自治体の復興活動を支援するため、必要な法・制度の整備を超党派で早急に進めるとともに、必要な財政的支援を行う。国民にも応分の負担を求める。
4. 被災地域以外の全国の自治体は、被災地の復興計画策定とその実行について、主要分担地域を決定し、自治体内の大学、企業、研究機関、NGO等の参画を得て、担当被災地域の諸機関との協働のもとにこれを全面的に支援する。

(お口支援の制度化)

平成23年3月23日

社団法人 空気調和・衛生工学会
会長 坂本 雄三 殿

日本学術会議土木工学・建築学委員会
委員長 濱田 政則

東北関東（東日本）大震災の総合対応に関する学協会連絡会（仮称）設立のお願い

日本学術会議土木工学・建築学委員会を代表し、東北関東（東日本）大震災による犠牲者に深い哀悼の意を表するとともに、被災者と被災地域に対し心よりお見舞いを申し上げます。

防災科学技術の振興は日本学術会議土木工学・建築学委員会の重要課題の一つでありましたが、東北地方太平洋沖地震により、未曾有の被害が発生したことは委員会として誠に残念であり、申し訳ない事態と思っております。

日本学術会議として、災害の実体の調査と総括を総力挙げて行い、これらの結果をもとに被災地域の復旧と復興、さらには地震と津波に強い国づくりに向けて、最大限の努力をする所存であります。

このような大災害に適切に対応するためには、関連する学協会による横断的、学際的な取り組みが不可欠と考えます。つきましては、この大震災に対する学協会の連携・協働の場として「東北関東（東日本）大震災の総合対応に関する学協会連絡会（仮称）」の設置を提案させて頂きたいと考えます。今後の各学協会の対応、連携の方法、体制・組織等について御協議頂くため、是非とも会長、または責任者の皆様にお集まり頂きたいと考えております。震災への対応等で御多忙の所恐れ入りますが、別紙のように御都合を伺いますので宜しくお願い申し上げます。会議会場は、日本学術会議の会議室を予定しております。

なお、本件は当面下記の学協会にお願いしております。

敬具

記

土木学会、日本建築学会、地盤工学会、日本機械学会、日本地震工学会、
日本地震学会、日本自然災害学会、日本都市計画学会、地域安全学会、
日本災害情報学会、農業農村工学会、日本水産学会、日本地域経済学会、
日本原子力学会、電気学会、空気調和・衛生工学会、廃棄物資源循環学会、
水環境学会、コンクリート工学協会、日本造園学会

以上

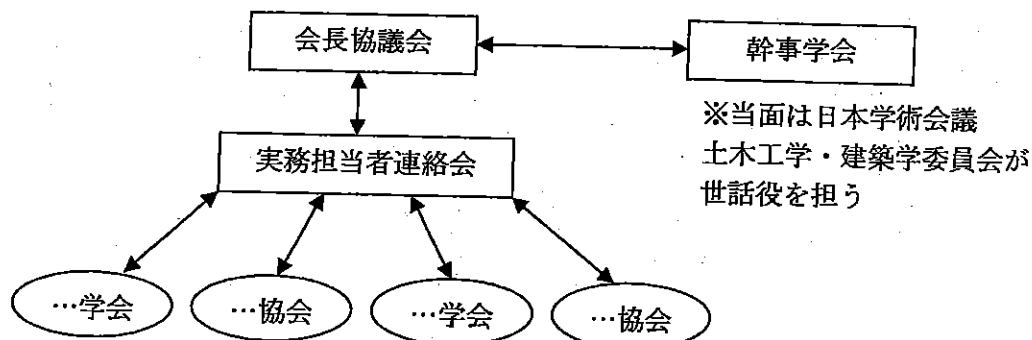
世話人：早稲田大学理工学術院 教授 濱田政則
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2011年3月22日

東北関東（東日本）大震災学協会連絡協議会の役割と組織・体制

1. 学協会連絡協議会は地震・津波災害に関連する理学、工学、人文・社会科学（社会学、経済学、政治学等）、農林・水産学、情報科学、医療分野の学協会の長および防災関連の実務担当者より構成する。
2. 関連学協会会長が、東北関東（東日本）大震災に関わる各学協会の今後の活動に関し、以下の事項について連携して行くことを申し合わせる。
 - ・災害の全容解明と総括
 - ・災害が社会に与える中・長期的影響の予測と総括
 - ・復旧・復興に向けての政府・自治体・地域・住民等へ提言・提案
 - ・今後のわが国の防災対策のあり方（法・制度、体制・組織、防災のための基準・指針整備、防災基盤施設の建設と補強、投入すべき資金等に関する検討）
 - ・今後の防災分野の研究のあり方

3. 学協会連絡協議会の体制の概要は以下の通りとする。

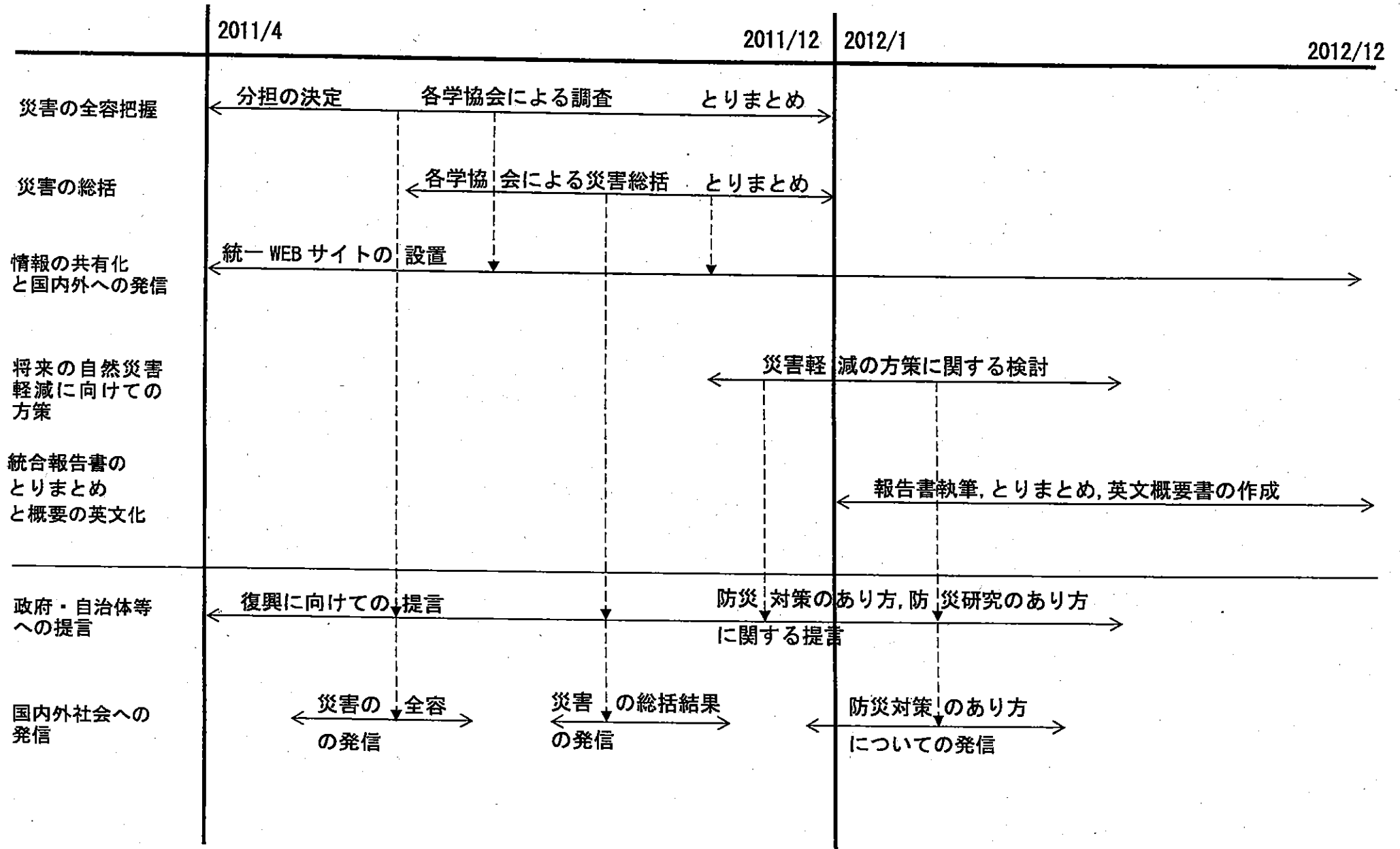


4. 各学協会は、それぞれ専門とする分野に関する調査を行い、震災の総括を行う。調査対象、地域等については実務担当者連絡会において主たる分担を明確にし、災害の全容を漏れなく、かつ過度の重複なく明らかにする。
5. 学協会共同で統一ホームページを設置し、情報の共有化を図るとともに、海外へ正確な情報を発信する。
6. 適切な早い時期に、被災地域、被災施設の復旧・復興に関し、政府・自治体・地域・住民に向けて提言・提案を行う。提言・提案は会長協議会の議を経て関連する学協会長の連名において行うことが望ましい。
7. 福島第1原子力発電所の重大事故の原因とその社会的影響について、地震学、土木工学、建



築学、機械工学、電気工学、原子力工学、放射線医療、情報科学、経済学など広分野・横断的検討を行い、この結果を国民に公表するとともに、原子力発電所の耐震性、耐津波性のあり方について提言をまとめ社会へ発信する。

8. 原発災害を受けて、わが国のエネルギー政策のあり方、原子力発電のあり方、耐震性・耐津波性の向上、地域住民と国民の合意形成、代替エネルギーの方策等について政府、国民に向けての提言を行う。
9. 適切な時期に、関連学協会共同の報告会を数度にわたり開催し、防災分野の研究者・技術者のみならず国民と報道機関へ学協会としての十分な発信を行う。
10. 2～3年を目途として震災と復旧・復興に関する報告書を学協会合同で作成する（阪神・淡路大震災の例）。英文の概要書を作成し、海外へも災害の実態と災害の総括結果を発信する。
11. わが国の防災対策に関する提言（災害対策基本法の改訂、緊急事態基本法の整備、防災基本計画の改訂、地域防災計画の見直し、災害の全容を早期に把握するための情報収集と情報統合のあり方、防災のための国・自治体・地域の組織と体制の検討、緊急支援のための備蓄・輸送体制のあり方、防災分野の研究のあり方等）に関する提言を学協会合同で行う。


実務担当者連絡会の役割と活動（案）




資料 1-4

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Tuesday, Mar. 22, 2011

Is Japan's Bureaucracy Strangling Humanitarian Aid?

By Hannah Beech / Tokyo

Summary: Almost impossible to procure (get) easily in Northern Japan without special permits. Yakuza (ヤクザ) is only organization who Citizen volunteers have been actively discouraged by the government.

~~is a relief convo~~
a relief convo

By 9:30 a.m. local time on March 22, the emergency shelter at Saitama Super Arena, just north of Tokyo, had reached its maximum capacity of 500 volunteers. The other 1,500 do-gooders wanting to help the displaced people of Futaba, the town closest to ground zero of the earthquake- and tsunami-damaged Fukushima Daiichi nuclear plant, were turned away by volunteers holding hand-printed cardboard signs that said "We are sorry, but we cannot take any more volunteers. Please try again tomorrow."

Inside the arena, which normally hosts rock concerts, some 5,000 earthquake, tsunami and nuclear-plant refugees, including those from Futaba, were trying to carve out a normal routine in their makeshift homes, composed of squares of blankets and mats. There to help them were the volunteers, who handed out free bananas, blankets, diapers, toys and other necessities for people who escaped with little more than the clothes on their backs. Some volunteers held signs presenting complimentary day-care services, while others offered free shampoos, blow-dries and shaves at local beauty parlors. "It's the least I can do," said Hideyuki Tanaka, a stylist with dyed blond hair who held a sign offering free salon services. "I don't have any other skills except for this, so I thought I could make this small contribution." By noon, some 60 evacuees had taken advantage of free services at his Maggie Friends beauty salon. (See TIME's exclusive pictures of the devastation in Japan.)

The Saitama emergency shelter is a model of organization and goodwill, with masking-tape arrows pointing the way to the bath, food and clothing lines. Bowing, smiling volunteers shepherd dazed-looking evacuees from one line to another. But in northeastern Japan, where an estimated 21,000 are dead or missing and another 350,000 are homeless as of March 22, the country's labyrinthine bureaucracy has seriously hampered efforts to deliver aid. Some shelters still have no heat, while others are rationing rice balls. In a country that prides itself on efficiency, the fact that 11 days after the earthquake, displaced people are still hungry and, even if they have cars, cannot get food because of a shortage of fuel is a shocking turn of events. The aid bottlenecks are all the more surprising given that most Japanese anticipated that their government would respond quickly. "There are very high expectations of the government here, and civil society is struggling to find its place," says Randy Martin, director of global emergency operations for Mercy Corps, a U.S.-based NGO. "The most important thing is to get the supply chain going again."

In other natural disasters that I've covered, steady streams of local and international aid have usually converged upon the stricken area within four days of the event. This has happened even in developing-world countries with far less infrastructure than Japan has. But in Tohoku, as Japan's northeast is called, aid has trickled in agonizingly

slowly, despite the mobilization of 100,000 Japanese soldiers for the relief effort. It took more than a week after the earthquake, for example, for the region's highways, which are reserved for emergency vehicles, to be filled with the kind of aid convoys that typically race to disaster scenes. ([See Japan's history of massive earthquakes.](#))

One major bottleneck has been Japan's fondness for red tape. "In special times, you have to do things in a special way," says Kensuke Kobayashi, an IBM employee in Tokyo who has tried to organize relief efforts to Tohoku from the Japanese capital. "But in Japan, there is a legal wall that stops everything." Japanese shipping company NYK offered to provide a container ship for helicopters to land on when ferrying in relief supplies to coastal areas. But the government rejected the offer because the NYK shipmates lacked the proper licenses to help with such work. After some wrangling, volunteer foreign doctors were told that because they didn't have Japanese medical licenses, they could conduct only the "minimum necessary medical procedures" in the disaster zone.

Some medicine donations from overseas haven't reached the many elderly suffering in the earthquake's aftermath because Japanese regulatory agencies have not yet given the drugs approval. Local logistics companies have complained — off the record, for fear of angering the bureaucrats whom they depend on for future licensing — of days-long waits for permission from the central government to deliver donated goods. Only when their trucks get the magic pass can they start moving toward Tohoku. Until then, the boxes of relief goods, some of which were donated just hours after the earthquake and tsunami hit, sit in Tokyo warehouses.

[See how to help Japan's earthquake and tsunami victims.](#)

[See TIME's complete coverage of the Japan earthquake.](#)

Then there's fuel, which is in plentiful supply in southern Japan but all but impossible to procure easily in the north without special permits. To get even a 2.6 gal. (10 L) ration, cars in Tohoku often have to wait for half a day. When TIME wanted to accompany an NGO helicopter delivering aid to one stricken area, we were given permission on one condition: that TIME hire a car to drive the aid supplies to the airfield. The NGO's cars were out of gas and had no way to get the relief goods to the chopper. Such shortages have been repeated writ large, hampering even the efforts of major organizations like the International Federation of Red Cross and Red Crescent Societies, which was one of the first groups on the scene.

There have been some extenuating circumstances. The radiation leaking from the Fukushima plant has meant that aid vehicles have to take a wide berth around a region contaminated by higher-than-normal radiation levels. Nevertheless, there are other ways to Tohoku. Indeed, one of the first organizations to start relief convoys in the northeast was none other than the yakuza, Japan's famous gangsters. Unconstrained by reams of regulations, the underworld representatives, whose business tentacles extend to the trucking business, simply started delivering aid on their own, without government approval. ([See pictures of objects found in the rubble of Japan's quake.](#))

Citizen volunteers have been actively discouraged by the government from jumping into their cars and delivering aid themselves. That's because after the 1995 Kobe earthquake, roads into the area were jam-packed with well-meaning citizens whose endeavors hindered larger aid efforts. But there's a fine balance to be struck between not overwhelming damaged infrastructure and leaving it worryingly underutilized. And while U.S. military aid sorties conducted from American bases in Japan have been accepted by the Japanese government, other international organizations have been quietly told they're not needed — a stunning response given the magnitude of the disaster. "Everything has to go through government emergency centers," says one international NGO

representative in Tokyo. "But they're very slow to respond and can't keep up with the flow of aid. They should let us get in there and start getting relief to people instead of worrying about paperwork." ([Comment on this story.](#))

Meanwhile, back at Saitama Super Arena, Kouhei Nagatsuka, 18, ponders the strange fact that he just graduated from high school without a proper ceremony in Futaba, the town next to where the Fukushima plant is located. On March 11, the earthquake destroyed his home — or so he has heard from a friend who went back to the ravaged town to take a look. Nagatsuka and his family were first herded into an emergency shelter for earthquake and tsunami victims. Then, just as they were contemplating trying to salvage what they could from their home, a Fukushima reactor began spewing radioactive material into the air. Four days ago, they arrived as nuclear-plant refugees to Saitama. ([See more pictures of the aftermath of Japan's earthquake.](#))

As Nagatsuka scrounged for warm clothes for his four siblings in a heap of donated goods, news that steam and smoke were again pouring from two of the plant's damaged reactors spread among the displaced Futaba residents. (By Tuesday evening, plant engineers said they had laid power cables to all six of the facility's nuclear reactors, though it's not clear whether the electricity can be turned on or whether pumps needed to cool down overheating reactors will work.) Already, reports of vegetables, water and milk tainted by small levels of radiation from the leaking nuclear plant have raised concerns about the accident's long-term effects — even if engineers are able to tame the reactors in the coming days and weeks. "I'm afraid I'll never be able to go back there," says Nagatsuka, who spent time volunteering when he was in high school. "I was supposed to start my adult life, but I guess I'll have to do that someplace else."

[See Japan's Fukushima reactor on the brink of meltdown.](#)

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