

国際防災・人道支援協議会参加機関 / Disaster Reduction Alliance Member Organizations

- ☐ アジア太平洋地球変動研究ネットワーク（ＡＮＰ）センター / The Asia-Pacific Network for Global Change Research
- ☐ アジア防災センター / Asian Disaster Reduction Center
- ☐ 神戸地方気象台 / Kobe Local Meteorological Observatory
- ☐ 神戸赤十字病院 / Japanese Red Cross Kobe Hospital
- ☐ 国際エメックスセンター / International EMECS Center
- ☐ 国際協力機構 兵庫国際センター / Japan International Cooperation Agency
- ☐ 国際復興支援プラットフォーム（ＩＲＰ） / International Recovery Platform (IRP)
- ☐ 国連国際防災戦略事務局（ＵＮＩＳＤＲ）駐日事務所 / United Nations International Strategy for Disaster Reduction (UNISDR) Hyogo Office
- ☐ 国連人道問題調整事務所（ＯＣＨＡ）神戸事務所 / United Nations Office for the Coordination of Humanitarian Affairs Kobe Office
- ☐ 世界保健機関健康開発総合研究センター（ＷＨＯ神戸センター） / World Health Organization Centre for Health Development (WHO Kobe Centre)
- ☐ 地球環境戦略研究機関関西研究センター / Institute for Global Environmental Strategies
- ☐ 日本赤十字社兵庫県支部 / Japanese Red Cross Hyogo Chapter
- ☐ 人と防災未来センター / Disaster Reduction and Human Renovation Institution
- ☐ 兵庫県こころのケアセンター / Hyogo Institute for Traumatic Stress
- ☐ 兵庫県災害医療センター / Hyogo Emergency Medical Center
- ☐ 兵庫県立大学 防災教育センター / Education Center for Disaster Reduction (ECDR), University of Hyogo
- ☐ ひょうご震災記念 21 世紀研究機構 / Hyogo Earthquake Memorial 21st Century Research Institute
- ☐ 兵庫耐震工学研究センター / Hyogo Earthquake Engineering Research Center

国際防災・人道支援フォーラム実行委員会

（人と防災未来センター普及課内）

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この事業は、「公益財団法人ひょうご震災記念21世紀研究機構」と「ひょうご安全の日推進県民会議」の助成を受けて実施しています。

This event is organized by the kind cooperation and financial support of the Hyogo Earthquake Memorial 21st Century Research Institute, and Hyogo Safety Day Committee.



国際防災・人道支援フォーラム  
Disaster Reduction Alliance Forum

Disaster Reduction Alliance (DRA) Forum 2014

報告書  
Summary Report

国際防災・人道支援フォーラム2014

阪神・淡路、東日本 忘れない、つなげる、南海トラフへ  
「災害時要援護者への支援に求められるもの」

■と き

平成26年1月20日(月)  
13:15~16:50

■と ころ

ポートピアホテル偕楽の間  
(神戸市中央区港島中町6-10-1)

Date: January 20, 2014 (Monday) Venue: Portopia Hotel, Kairaku Hall (6-10-1, Minatojima Nakamachi, Chuo-ku, Kobe)

主催：国際防災・人道支援フォーラム実行委員会

Sponsor: Disaster Reduction Alliance Forum  
Executive Committee

後 援

Additional support from

内閣府 (Cabinet Office)、兵庫県 (Hyogo Pref.)、ひょうご震災記念21世紀研究機構 人と防災未来センター (DRI)、  
国連国際防災戦略事務局 (UNISDR) 駐日事務所、国際復興支援プラットフォーム (IRP)、  
国際防災・人道支援協議会 (DRA)

朝日新聞社 Asahi Shinbun



# プログラム

13:15	<b>オープニング Opening</b> 挨拶 Greeting	 <div>井戸 敏三 [兵庫県知事] Mr. Toshizo Ido, Governor, Hyogo Prefecture</div>	 <div>五百旗頭 真 [(公財) ひょうご震災記念21世紀研究機構理事長] Dr. Makoto Iokibe, President, Hyogo Earthquake Memorial 21st Century Research institute</div>
13:25	 <div><b>国際防災の日(2013) 国連事務総長メッセージ紹介及び国際防災の日に関する報告</b> <b>Delivering the UN Secretary-General Message on the International Day for Disaster Reduction (IDDR) 2013 and Presentation on IDDR 2013</b> 松岡 由季 [国連国際防災戦略事務局(UNISDR)駐日事務所代表] Ms. Yuki Matsuoka, Head / Senior Programme Officer, UNISDR Office in Japan</div>		
13:35	 <div><b>基調講演 Keynote Speech</b> <b>リスクを知って備える巨大災害時の要援護者対策</b> <b>Know Risk and Prepare Necessary Support for People with Special Needs in times of Disasters</b> 立木 茂雄 [人と防災未来センター(DRI)客員研究員 / 同志社大学社会学部教授] Dr. Shigeo Tatsuki, Disaster Reduction and Human Renovation Institution (DRI) Visiting Researcher/Professor of Sociology, Doshisha University</div>		
14:15	 <div><b>特別講演 Special Lecture</b> <b>南アジア地域の災害時要援護者対策</b> <b>Good Practices on Support for People with Special Needs in times of Disasters in the South Asian Region</b> サントシュ・クマル [南アジア地域協力連合 (SAARC) 防災管理センター長 (インド)] Mr. Santosh Kumar , Director, South Asian Association of Regional Cooperation (SAARC) Disaster Management Centre (India)</div>		
15:00	<b>パネルディスカッション Panel Discussion</b> <b>災害時要援護者支援の拡充に向けて</b> <b>Towards the Enhancement of Social Support for People with Special Needs in times of Disasters</b> ■コーディネーター Coordinator 立木 茂雄 [人と防災未来センター(DRI)客員研究員/同志社大学社会学部教授] Dr. Shigeo Tatsuki, Disaster Reduction and Human Renovation Institution (DRI) Visiting Researcher/Professor of Sociology, Doshisha University ■パネリスト Panelist	 <div>亀山 紘 [宮城県石巻市長] Mr. Hiroshi Kameyama , Mayor, City of Ishinomaki , Miyagi Prefecture</div>	 <div>加藤 亜季子 [難民を助ける会 (AAR) 東北事務所長] Ms. Akiko Kato, Director of Tohoku Branch, Association for Aid and Relief, Japan</div>
	 <div>黒田 裕子 [(特非) 阪神高齢者・障害者支援ネットワーク理事] Ms. Yuko Kuroda , Hanshin Support Network for the Elderly and Disabled</div>	 <div>原田 潔 [日本障害フォーラム (JDF) 事務局] Mr. Kiyoshi Harada, Japan Disability Forum (JDF) Secretariat</div>	
16:35	 <div><b>総括 Summary</b> 室崎 益輝 [(公財) ひょうご震災記念21世紀研究機構副理事長] Dr. Yoshiteru Murosaki, Vice President, Hyogo Earthquake Memorial 21st Century Research Institute</div>		
16:45 16:50閉会	 <div><b>閉会 Closing</b> 四日市 正俊 [内閣府政策統括官 (防災担当) 付参事官 (普及啓発・連携担当)] Mr. Masatoshi Yokkaichi, Director, Disaster Management Bureau, Cabinet Office</div>		

## 主催者挨拶

### Opening Remarks by Organizers

井戸 敏三（兵庫県知事）

来年は阪神・淡路大震災から20年の節目を迎えます。4月から、「伝える」「備える」「活かす」を基本コンセプトに「阪神・淡路大震災20周年事業」を展開し、兵庫に根づいている災害文化をさらに発展させていきます。

今後30年の間に70%の確率で発生すると予測される南海トラフ巨大地震に対して、事前の備えを万全にするため、「津波防災インフラ整備5箇年計画」に基づいたハード整備とともに、ソフト対策としては、県民の主体的な行動を呼びかけてまいります。

私達の経験や教訓を生かし、世界の被災地への支援活動や防災・減災の推進に取り組むため、人と防災未来センターを中心に、神戸に集積する国際的な防災関係機関との連携により、「国際防災・人道支援協議会（DRA）」の活動を支援、展開していきます。

「兵庫行動枠組」に基づき、世界各地で防災対策が推進されています。来年3月に仙台で開催される第3回国連防災世界会議では、その後継枠組が検討されます。

高齢化やグローバル化により、災害時に特別な配慮を必要とする人々への対策が課題となっています。兵庫県では、災害時要援護者支援指針を改定し、実践的な避難訓練に取り組むほか、「被災者ローラー作戦」、「要援護者トリアージ」、福祉避難所の指定を促進していきます。

本日のフォーラムを通して、被災地での課題や最新の知見が共有され、世界へ向けて力強く発信されることを願っています。

五百旗頭 真

（公益財団法人 ひょうご震災記念21世紀研究機構理事長）  
（国際防災・人道支援協議会会長）

阪神・淡路大震災は、我々のシンクタンクと「兵庫行動枠組」の出发点となりました。一方、復興に際しては、国費の使い道に対して、行政の壁との戦いがありました。

HAT神戸には、震災前にはなかった18もの国際的に活動する機関が集積しています。国際的な視点をふまえた防災という積極的な考え方で、人々に役立つものをつくり出しました。

国は、倒壊家屋の撤去等以外は、個人に対してお金を渡さないという姿勢を頑なに維持していました。兵庫・神戸は、それを県や地域での措置で越えようとしていました。数年後にようやく国が動き、中越地震、東日本大震災を経て、今や一人ひとりの生活再建についても、社会が公的・私的部門を通じて支援するという考え方が一般化しています。

古い時代には三陸海岸を津波が何度も襲いましたが、庶民は同じ場所に家を建てるしかありませんでした。東日本大震災の復興に際して、ようやく危険地域の指定が行なわれ、希望すれば誰でも100%公的支援で高台等への移転ができるようになりました。

本フォーラムが、最も危険度の高い要援護の人にまで、人間の安全保障が充実される時代が来たことを示す画期的なものとして、成功することを信じてやみません。



Mr. Toshizo ido, Governor, Hyogo Prefecture

The year 2015 marks the 20th anniversary of the Great Hanshin-Awaji Earthquake. During the past 20 years, “a culture of safety and resilience” has become deeply rooted in Hyogo Prefecture. With the aim of further promoting this culture, Hyogo Prefecture will initiate the Great Hanshin-Awaji Earthquake 20th anniversary memorial project in April, under the basic concepts of “to convey,” “to prepare” and “to utilize.”

It is expected that a mega-earthquake along the Nankai Trough will occur within the next 30 years, with a probability of 70 percent. To ensure preparedness for a massive earthquake, Hyogo Prefecture intends to take tangible measures based on the five-year tsunami disaster reduction infrastructure improvement plan. The Prefecture will also focus on intangible measures, by encouraging independent initiatives and efforts among local organizations and residents.

Hyogo Prefecture learned much from the Great Hanshin-Awaji Earthquake. With the objective of utilizing such experience and lessons in conducting emergency assistance activities in disaster stricken areas worldwide, as well as in disaster reduction/mitigation efforts, Hyogo Prefecture has supported the Disaster Reduction Alliance (DRA), with cooperation from the Disaster Reduction and Human Renovation Institution and other Kobe-based international disaster reduction organizations.

Global society's disaster management initiatives have been carried out based on the Hyogo Framework for Action (HFA) 2005-2015. A post-2015 framework will be discussed at the 3rd World Conference on Disaster Reduction, to be held in Sendai in March 2015.

Against a backdrop of increased globalization and aging population, Japan is urgently required to establish effective support systems for persons with special needs in times of disaster. In light of this, Hyogo Prefecture intends to revise existing guidelines for providing relief support to persons with special needs in times of disaster, and develop & conduct practical evacuation drills. The Prefecture will also strive to develop a house-to-house check system for stranded victims, establish a triage system for persons with special needs in times of disaster, and increase the number of designated evacuation centers.

I hope this Forum will provide an ideal opportunity for all the participants to identify potential issues in disaster-stricken areas and share the latest knowledge with each other, thereby sending out a significant message to the world.

Dr. Makoto Iokibe, President, Hyogo Earthquake Memorial 21st Century Research Institute; Chairperson, the Disaster Reduction Alliance (DRA)

The Great Hanshin-Awaji Earthquake triggered the establishment of our think tank Institute and the Hyogo Framework for Action (HFA). In the process of recovery from the Earthquake, Hyogo Prefecture went through a severe struggle with the national government over the use of national expenses.

In Happy Active Town (HAT) Kobe, an area located in the Kobe New Eastern City Center, are concentrated as many as 18 international disaster reduction organizations, which were not based in Kobe before the Earthquake. Hyogo Prefecture and these organizations have actively incorporated an international perspective into disaster reduction efforts, thereby contributing to the local society.

Regarding financial support for individual victims of the Great Hanshin-Awaji Earthquake, the national government firmly refused to provide government funding other than for the removal cost of destroyed houses & buildings. Hyogo Prefecture and Kobe City barely coped with the severe financial difficulties at the local government level. It was several years after the Earthquake that the national government changed its financial support policy for disaster victims. Since the Niigata Prefecture Chuetsu Earthquake and the Great East Japan Earthquake, it has become a common perception in Japan that financial support for rebuilding each individual victim's life should be provided by both public and private sectors.

Since early times, tsunami have repeatedly hit the Sanriku coastal area. However, ordinary local residents in those days had no choice but to rebuild their houses on the same location, no matter how many times they were swept away by tsunami. The situation has finally changed in the process of recovery from the Great East Japan Earthquake; hazardous areas have been designated and anyone in the areas wishing to relocate to an upland area can receive 100% public funding.

I strongly hope that this Forum will end with great success as an epoch-making event, marking the dawn of a new era that ensures human security for all, even for those with special needs, who are at highest risk in times of disaster.



## 国際防災の日 (2013) 国連事務総長メッセージ紹介及び国際防災の日に関する報告

Delivering the UN Secretary-General Message on the International Day for Disaster Reduction (IDDR) 2013 and Presentation on IDDR 2013

■国連国際防災戦略事務局（UNISDR）駐日事務所代表 **松岡 由季**  
Ms. Yuki Matsuoka, Head / Senior Programme Officer, UNISDR Office in Japan



まず、2013 年「国際防災の日」（毎年 10 月 13 日）に発表された、国連事務総長メッセージを代読します。

国際防災の日（10 月 13 日）に寄せる  
潘基文（パン・ギムン）国連事務総長メッセージ

「障害者は、防災計画に携わる世界中の人々にとって、最大の未開拓資源である」。これは、両足を失ったアフガニスタン出身のフィロズ・アリ・アリザダ氏の言葉です。アリザダ氏は、国連が実施したアンケート調査に対する回答者の一人です。本調査には、障害を持つ人々から、災害によるリスクを管理するための工夫や意欲を示す多くの声が寄せられました。

世界中で 10 億人以上の人々が障害と共に生きています。今年の「国際防災の日」は、障害を持つ人々がレジリエンス（災害への強さ）の構築に果たす不可欠な役割を認識する機会です。

残念なことに、障害者のほとんどが、災害リスク管理やそれに関わる計画策定、意志決定プロセスに参画したことがありません。障害者が災害に遭遇した場合の死亡率や負傷率は、そうでない人々に比べてはるかに高いのです。

早期警報システム、意識高揚のためのキャンペーン、その他の災害対応策においては、障害者のニーズが配慮されていないことが多く、そのことが障害者にとってのリスクをより増大させ、不平等という有害なメッセージを発信しています。

災害に対するレジリエンス構築のためのイニシアチブや政策立案に障害者を包摂することにより、この状況を改善することができます。先般開催された国連総会の「障害と開発に関するハイレベル会合」では、この問題について緊急に行動を起こす必要性が確認され、これは「障害者の権利に関する条約」でも取り上げられています。

インクルージョン（包摂）は命を救います。障害者を包摂することで、彼らが自らの安全に対して、そして所属するコミュニティの安全に対して、主体性を持って取り組むことにつながります。

目に見える、あるいは目に見えない障害を持つ世界中の多くの人々が、災害に際しコミュニティの災害対応や復興を助けるボランティア、あるいは担い手として携わっており、私たちは既に彼らの潜在的な貢献を目にしています。

国際防災の日を迎えるにあたり、障害をもつ全ての人々が可能な限り最高レベルの安全性を確保できるよう、また、広く社会の福利に貢献する機会を最大限にもてるよう、全力を尽くす決意を新たにしようではありませんか。障害を持つ人々が、リソースに満ちた、変革をもたらす主体として、さらに大きな役割を果たせるようなインクルーシブな世界を築こうではありませんか。

1990 年代に、UNISDR の前身である「国連国際防災の 10 年」というプログラムが実施され、94 年には第 1 回の国連防災世界会議が開催されました。そして、2000 年に UNISDR が設立され、2005 年の第 2 回国連防災世界会議で、兵庫行動枠組（HFA）が採択されました。

HFA の優先行動の中に、災害の被害を受けた弱者を支援するセーフティネット・メカニズムを含む復興計画を強化する必要性が指摘されています。2005 年以降のグローバルプラットフォームでの議論を通して、女性、子供、障害者、高齢者は弱者としてのみではなく、重要な貢献、役割を果たすことができるアクターとしての認識が強まっています。

UNISDR は、障害者の災害に関する課題について、障害者と介助者を対象にオンラインアンケート調査を実施しました。日本からの回答では、障害者を包摂する防災のためには、様々なタイプの障害から特有のニーズが発生することの認識が重要だという声が多く寄せられました。最も懸念されるのは、災害時の避難に関することでした。

防災の日にあたり、陸前高田市でフォーラムが開催され、UNISDR トップのマルガレータ・ワルストロムに、包摂的なまちづくりへの提言書が提出されました。

2015 年 3 月、仙台市で国連防災世界議を開催し、HFA の総括と、HFA を継承する枠組を採択する予定です。よりインクルーシブな防災という観点も 2015 年以降の国際的な枠組に反映されることが大いに期待されています。

First, I would like to read a message from UN Secretary-General Ban Ki-moon for the International Day for Disaster Reduction (IDDR) 2013 (October 13 every year).

*THE SECRETARY-GENERAL-MESSAGE ON THE INTERNATIONAL DAY FOR DISASTER REDUCTION 13 October 2013*

*“Persons with disabilities are the biggest untapped resource for disaster planners around the world.” These are the words of Firoz Ali Alizada, a double amputee from Afghanistan who responded to a United Nations survey which uncovered scores of stories that speak to the ingenuity and drive of persons with disabilities to manage risk from disasters.*

*More than one billion persons in the world live with a disability. This year’s commemoration of the International Day for Disaster Reduction is an opportunity to recognize their vital role in fostering resilience.*

*Unfortunately, most persons with disabilities have never participated in disaster risk management or related planning and decision making processes. They suffer disproportionately high levels of disaster-related mortality and injuries.*

*Early warning systems, public awareness campaigns and other responses often fail to consider the needs of persons with disabilities, putting them at an unnecessarily elevated risk and sending a harmful message of inequality.*

*We can change this situation by including persons with disabilities in disaster resilience initiatives and policy planning. The recent General Assembly High-level Meeting on Disability and Development recognized the urgent need for action on this issue, which is also addressed in the Convention on the Rights of Persons with Disabilities.*

*Inclusion saves lives. And it empowers persons with disabilities to take ownership of their own safety – and that of their community.*

*We can already see their potential contribution in the many persons with visible and invisible disabilities around the world who already serve as volunteers and workers helping communities when disaster hits to cope and bounce back.*

*On the International Day for Disaster Reduction, let us resolve to do everything possible to ensure that all persons with disabilities have the highest possible levels of safety and the greatest possible chance to contribute to the overall wellbeing of society. Let us build an inclusive world where persons with disabilities can play an even greater role as resourceful agents of change.*

The United Nations International Decade for Natural Disaster Reduction (UNIDNDR) program, a predecessor of the United Nations International Strategy for Disaster Reduction (UNISDR), started in the 1990s. In 1994 the 1st World Conference on Disaster Reduction was held, and in 2000 the UNISDR was established. At the 2nd World Conference on Disaster Reduction in 2005, the Hyogo Framework for Action (HFA) 2005-2015 was adopted.

As pointed out in HFA’s priorities for action, it is necessary to strengthen recovery programs such as social and financial safety mechanisms for people vulnerable to natural disasters. Since 2005, active discussions have been conducted at the Global Platform for Disaster Risk Reduction, a biennial forum. Through these discussions, global society has become increasingly aware that women, children, persons with disabilities and elderly persons are not only vulnerable to natural disasters but are also potential “actors” capable of playing important roles in recovery from disaster.

To identify issues involving persons with disabilities in times of disaster, the UNISDR has conducted an online questionnaire survey for persons with disabilities and caregivers. It is a common opinion among Japanese respondents to the survey, that in order to incorporate persons with disabilities into disaster resilience initiatives, it is essential to understand that specific needs required in times of disaster vary by type of disability. Evacuation support was identified by the survey as the issue of greatest concern.

On International Day for Disaster Reduction 2013, a disaster reduction forum was held in Rikuzentakata City. At the forum, proposals for inclusive town planning were submitted to Margareta Wahlström, Head of the UNISDR.

The 3rd World Conference on Disaster Reduction is scheduled to be held in Sendai in March 2015. Summarizing the HFA 2005-2015 and adoption of the post -2015 framework will be on the agenda at the Conference. It is strongly expected that a more inclusive perspective will be incorporated into a newly adopted international disaster reduction framework.

## 基調講演：リスクを知って備える巨大災害時の要援護者対策

Keynote Speech/Know Risk and Prepare Necessary Support for People with Special Needs in times of Disasters

■人と防災未来センター（DRI）客員研究員 / 同志社大学社会学部教授 **立木 茂雄**  
Dr. Shigeo Tatsuki, Disaster Reduction and Human Renovation Institution (DRI) Visiting Researcher/Professor of Sociology, Doshisha University



### ●被災 3 県での高齢者の被害

東日本大震災における高齢者の被害率は、岩手・宮城・福島 の 3 県で差がありました。男女とも宮城県では高齢者の死亡の割合が高く、逆に岩手県では低くなっています。

高齢者向け施設に入っていて亡くなった高齢者の割合は、宮城県が非常に高くなっています。宮城県では、特別養護老人ホームや老健施設などの多くが海岸沿いなどに立地し、津波に対して脆弱だったためです。岩手県と福島県では、海から離れた場所に施設が多く立地していたため、被害が少なかったと考えられます。

施設入所者の割合は、宮城県の割合が低くなっています。人口構造上は、東北 3 県の過半数が宮城県民です。つまり、在宅の高齢者の数が最も多かったことが、高齢者の被害率の高さと関係していると考えています。

性別では、女性のほうが平均余命が長く、年齢が上がるほど施設入所の割合が高くなるため、男性高齢者の死亡率が高くなったと考えています。

### ●被災 3 県の障害者の被害

東日本大震災では、全体の死亡率が 1.1% に対し、障害者の死亡率は 1.9% でした。県別では、福島県がそれぞれ 0.5% と 0.4%、岩手県では 2.8% と 3.5% です。ところが、宮城県では 1.1% と 2.6% でした。

各市町村の聞き取り調査をすると、死者が 10 名以上の自治体は 33 あり、各市町村の全体の死亡率に対する障害者の死亡率は、県別と同様、宮城県の市町村だけが 1.9 倍で、福島県と岩手県は 1.2 倍という結果になっています。

福島県南相馬市では、全体死亡率 1.3% に対して、障害者死亡率は 0.4% という低い割合でした。それは、福島県では重度の障害者は地域で暮らせないからです。宮城県では、様々な分野の障害者が地域で暮らせるノーマライゼーションの政策を先進的に推進した結果、障害者がより多く在宅でいたことが、死亡率を高める大きな要因となりました。

災害を考えていない在宅福祉や在宅医療は、結果的に障害者や高齢者をかえって脆弱な立場に置くことになります。

### ●石巻市八幡町防災ネットワークはどう動いたか？

宮城県石巻市八幡町には、震災前は 350 世帯の 900 人が暮

### ● Elderly victims in three prefectures hit by the Great East Japan Earthquake

The proportion of elderly victims of the Earthquake differed among Iwate, Miyagi and Fukushima prefectures. For both males and females, the mortality rate among the elderly was highest in Miyagi Prefecture and lowest in Iwate Prefecture.

Miyagi Prefecture also showed a significantly high mortality rate among residents living in facilities for the elderly. This is attributable to the fact that in Miyagi Prefecture, most facilities for elderly in need of special care and health centers for the elderly were located along a coastal area, inevitably vulnerable to tsunami. In contrast, in Iwate and Fukushima prefectures these facilities were constructed away from sea, which is presumably a reason for the relatively low mortality rate among the elderly.

The proportion of elderly living in such facilities was lowest in Miyagi Prefecture. According to a population distribution graph, Miyagi Prefecture residents constitute a majority of the population of the three prefectures. This implies that the number of the elderly living in their own home was highest in Miyagi Prefecture, which is presumably a factor in the Prefecture’s high rate of elderly victims.

By gender, the average life expectancy is generally higher for women. It is also generally true that the older the residents become, the more they tend to live in dedicated facilities. The higher mortality rate among elderly males living in their own homes can be attributed to these facts.

### ● Victims with disabilities in three prefectures hit by the Great East Japan Earthquake

The three prefectures’ overall mortality rate from the Great East Japan Earthquake was 1.1%, while the rate was 1.9% for persons with disabilities. By prefecture, the rates were 0.5% and 0.4% in Fukushima Prefecture, 2.8% and 3.5% in Iwate Prefecture and 1.1% and 2.6% in Miyagi Prefecture, respectively.

According to a hearing survey for individual cities/towns/villages within the three prefectures, 33 municipalities reported a death toll of over 10. Regarding the 33 municipalities, the mortality rate for persons with disabilities was 1.9 times higher than that among overall residents in Miyagi Prefecture and was 1.2 times higher in Fukushima and Iwate prefectures.

In Minamisoma City, Fukushima Prefecture, the mortality rate among persons with disabilities was only 0.4%, while the overall rate was 1.3%. The low mortality rate here seems to reflect the fact that in Fukushima Prefecture it is difficult for severely handicapped people to live in their own home. In contrast, Miyagi had been a pioneering prefecture in normalization policy and encouraged home welfare, which constituted a major factor in the high mortality rate of persons with disabilities at home.

It can be concluded that home welfare and home health care in environments easily affected by natural disasters may put the elderly and persons with disabilities at greater risk.

### ● How did the disaster reduction network in Hachiman-cho, Ishinomaki City work in the Great East Japan Earthquake?

Before the Earthquake, Hachiman-cho in Ishinomaki City had a population of 900 in 350 households. It was confirmed that 38 residents and 2 persons with special needs died in the tsunami. Takashi ARISAKA, a commissioned welfare volunteer, has been cooperating with the local administration and neighborhood associations for 8 years, to establish a local network for disaster reduction. In this network, two relief support providers are assigned per person with special needs in times of disaster. When the Great East Japan Earthquake occurred, 17 residents had been registered as persons with special needs.

Of the 17 registered, 10 were able to follow an emergency



## 特別講演：「南アジア地域の災害時要援護者対策」

Special Lecture/Good Practices on Support for People with Special Needs in times of Disasters in the South Asian Region

■南アジア地域協力連合（SAARC）防災管理センター長（インド） **サントシュ・クマル**

Mr. Santosh Kumar , Director, South Asian Association of Regional Cooperation (SAARC) Disaster Management Centre (India)



### ●はじめに

当センターはアフガニスタン、バングラデシュ、ブータン、ネパール、モルディブ、パキスタン、スリランカ、インドの8カ国が2006年に設立した政府間国際組織で、これらの加盟国に対して災害リスク削減に関する勧告を行っています。

### ●南アジアの自然災害の増加

南アジアでは自然災害が増加しています。特に、地震、洪水、暴風雨の3つの災害リスクが非常に高くなっています。この地域の災害に対する脆弱性に対処し、特別の支援ニーズを持つ人々をいかに守り、いかにリスクを低減していくのが重要です。

これまで、気候変動適応（CCA）と災害リスク削減（DRR）は、加盟国の官庁ごとに異なる対処をしてきましたが、これらは一体的に見ることが重要です。障害者が大きな被害を蒙る災害の増加に対して、どう対処すべきかという課題を抱えています。

### ●障害者の災害リスクを低減させるために

身体障害、視覚障害、聴覚障害、知的障害のすべてを総合的に見ることが非常に重要です。これらの障害者は共通のニーズを持っていますが、すべてが同質のカテゴリーではないので、障害者の災害リスクを低減させるためには、異なった対処が必要です。

南アジアの障害者は、緊急時登録システムにおいて、見えにくい存在です。このシステムのデータベースは、障害の種類による死亡者の分類と死亡者数を把握していません。

インドではサイクロンセンターが設立され、身体障害者がアクセスできるようになりました。2013年のサイクロン襲来時には、障害者がセンターに避難することができましたが、身体障害以外の障害者は含まれていなかったことが反省点です。

自然災害に遭遇したために感情障害、トラウマを患う人々もいますが、南アジアの災害対応計画の多くは、トラウマケア管理チームが含まれていません。特殊なケアを提供できる医療施設や医療サービス、障害者組織、NGOのデータベース化も極めて重要です。

災害管理計画において、視覚障害者や聴覚障害者に対する

### ● Introduction

The South Asia Association of Regional Cooperation (SAARC) Disaster Management Centre is an intergovernmental organization established in 2006 by Afghanistan, Bangladesh, Bhutan, Nepal, the Maldives, Pakistan, Sri Lanka and India. The Centre has provided the eight member countries with policy advice on effective disaster risk reduction/management.

### ● Increase in natural disasters in the South Asian Region

The number of natural disasters has been increasing in the South Asian Region. Increased risk of natural disasters, particularly earthquakes, floods and rainstorms, has also become prominent. In the South Asian Region, it is urgently necessary to take effective measures for reducing vulnerability to natural disasters, protecting persons with special needs, and reducing risks by natural disasters.

Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR) strategies have been separately implemented by relevant government agencies or ministries of the SAARC member countries. However, to achieve favorable results, it is important to develop linkage between the two strategies and between the relevant agencies. A challenging issue in the South Asian Region is to protect persons with disabilities, who are most vulnerable to increasing incidence of natural disasters.

### ● To reduce natural disaster risks posed to persons with disabilities

Importantly, all types of disabilities-physical, visual, aural and intellectual disabilities-must be taken into consideration. Although some needs are common among all types of disabilities, there are also needs that cannot be classified into the same category if types of disabilities are different. To reduce natural disaster risks posed to persons with disabilities, measures must be taken that can accommodate needs of each type of disability.

In the South Asian Region, persons with disabilities are often “invisible” in a national emergency registration system. The system database does not have a death toll of persons with disabilities or victim classification by type of disability.

In India the Cyclone Center was established to enable persons with physical disabilities to access and evacuate. When a massive cyclone hit the country in 2013, many with disabilities evacuated to the Center. However, persons with other than physical disabilities were not included among the evacuees, a disparity that was identified as a problem to be addressed.

Natural disasters may cause emotional disorders and severe traumas to the victims. However, most disaster response plans in the South Asian Region do not refer to special teams for tending to victims suffering from trauma. It is quite important to create a database of information on: medical institutions for persons requiring special care; types of medical services provided; organizations by/for persons with disabilities; other relevant non-governmental organizations.

Development of an early warning system for persons with visual and hearing disabilities is an important component of a disaster management plan. Capacity building in persons with disabilities is also essential. The fact that persons with disabilities are not considered in any mid-term evacuation/recovery plans is identified as a concern that may hinder efforts to effectively manage, reduce and mitigate risks posed to sufferers and victims of natural disasters.

### ● Progress of disaster risk reduction measures in South Asian countries

In Afghanistan, a disaster risk reduction scheme has been established. A related legal framework and knowledge management system have also been developed. The Afghanistan

らしていました。津波の犠牲者は38人、要援護者の死亡も2人確認されています。民生委員の蟻坂隆さんは、8年前から行政や町内会と連携して、防災ネットワークをつくってきました。災害時要援護者1人に2人の援護者がつく仕組みで、震災当時は17人の要援護者が登録されていました。

17人のうち最初の10人は役所が避難計画をつくり、あとの7人は地域の人が独自で支援者をつけました。10人は、ネットワークの支援、家族の自助、隣人の共助など、全員が何らかの形で助かっています。7人のうち、避難所まで歩けなくて亡くなった人もいましたが、結果的に、4人までネットワークの対応と、共助、公助が機能しました。

石巻市では全市的に2007年度からこの取組みを始め、市内245から250の地域のうち、7割が防災ネットワークを組織していました。震災時の安全な場所への避難移動は、地域住民が率先して取り組むのが一番合理的な解決策であることを示しています。

### ●災害時要援護者支援の実効性を高めるには？

今年度、神戸市の防災福祉コミュニティが、全自主防災会に、要援護者の避難支援について調査し、400人近い方々から回答を得ました。

「いざというときに要援護者の避難支援ができるか」という問いに、避難訓練と計画作成の両方を実行しているところの6割が「できる」と答えています。どちらも実施していないところ、計画だけのところは、3人に1人しか「できる」と答えていません。

また、自主防災会、自治会、小学校、老人会、民生委員など、多様な地域組織が関わって地域力が強い地域ほど、「避難支援ができる」と答える人の割合が高くなっています。

もう1つ大切なことは、当事者の参画です。障害者は、自分たちで避難の計画をつくる能力があります。北海道浦河町の社会福祉法人「浦河べてるの家」では、2003年の十勝沖地震で津波が来たときの経験を踏まえ、障害を持っていても逃げられるよう工夫して、避難訓練を始めました。さらに、地域の自治会の合同訓練にも参加し、必要なものを自分たちで準備したり、自治会に伝えたりしています。

### ●土手の花見の防災を考えよう

防災の世界に「土手の花見」という言葉があります。桜堤の桜のほぼ9割は、人の手で植えたものです。昔の堤防は土を踏み固めてつくっていました。しみこんだ水は冬には凍って体積が増え、春になって氷が解けると堤は弱くなってしまいます。そこに桜を植えることで、春になると、花見にやってきた大勢の人たちが、知らず知らずのうちに、土手を踏み固めてくれました。

このように、普段からしていることが、結果として防災につながる「土手の花見の防災」を実行していくことが大切です。

evacuation plan prepared by the public office and survived, thanks to the support of the network, self-help among family members and mutual assistance with neighbors. Regarding the remaining 7 registered persons, local residents independently and voluntarily provided relief support. Unfortunately, some of the 7 were unable to go to an evacuation shelter and lost their lives. However, the network, mutual assistance and public assistance subsequently worked well for 4 of the 7 registered residents.

In 2007, Ishinomaki City embarked on a project to create local networks for disaster reduction throughout the city. When the Earthquake occurred, 70% of the 245-250 towns/villages located in the City had already established a local network for disaster reduction. As can be seen from the example in Ishinomaki City, a local network, voluntary relief support and mutual assistance among local residents are most effective when evacuating to a shelter in the event of an earthquake.

### ● How to improve the effectiveness of a relief support system for persons with special needs in times of disaster

This year the Disaster Prevention Welfare Community in Kobe City conducted a survey on relief support & assistance systems for persons with special needs, the subject being all the independent disaster reduction organizations located in Kobe. Almost 400 persons responded to the survey.

To the question “Does your organization prepare evacuation support for residents with special needs in times of disaster?” 60% of the respondents from organizations that have conducted evacuation drills and developed evacuation plans answered “Yes.” In contrast, the percentage declined to approximately 30% among respondents from organizations that have had no evacuation drills or evacuation plans, and organizations that have developed evacuation plans only.

The survey also revealed that the number of respondents who answered “We can provide relief support when evacuating to a shelter” was higher in residents of communities with strong solidarity among a wide variety of local organizations, such as independent disaster reduction organizations, neighborhood associations, primary schools, clubs for senior citizens and commissioned welfare volunteers.

Active participation by persons receiving relief support and assistance is also important. We should be aware that persons with disabilities are capable of developing evacuation plans on their own. For example, residents with disabilities in Bethel’s House, a social welfare facility located in Urakawa in Hokkaido, have independently conducted evacuation drills to ensure that they can evacuate on their own in the event of disaster, taking into consideration lessons learned from the tsunami following the Tokachi-Offshore Earthquake in 2003. In addition, residents of Bethel’s House have actively participated in joint evacuation drills with a neighborhood association. Also, they have independently prepared necessary items in an emergency situation and have provided the neighborhood association with information on what items they will require in the event of natural disaster.

### ● Disaster reduction by “dote no hanami”

In Japan “dote no hanami (cherry blossom viewing on a river bank)” has been considered a useful custom, in terms of disaster reduction. Almost 90% of the cherry trees along river banks in Japan are not wild; they are planted. In the past, river banks were made by compacting the soil. Water penetrating the bank soil therefore became frozen during winter, increasing the soil’s volume. When the ice thawed in spring, bank durability inevitably declined. To avoid this problem, cherry trees were planted. The many people who come to river banks to enjoy viewing cherry blossoms tread the soil, unconsciously helping increase the durability of the banks.

The custom of “dote no hanami” in Japan is a good example of everyday efforts that contribute to disaster risk reduction.



警告の方法は、非常に大きな課題です。障害者の能力開発も重要です。中期的な避難計画、復興計画についても、障害者は常に見過ごされており、遭難者、災害被害者のリスクを防止、緩和、低減させる方法を話し合う上で懸念されています。

#### ●南アジア地域の各国の災害リスク低減対策と現状

アフガニスタンでは、災害リスク低減のための制度を確立し、法律、知識管理のシステムもすでに用意されています。アフガニスタン国家災害管理庁の学校安全パイロットプロジェクトは、カブールで最も災害に弱い学校の1つで実施されてきました。

バングラデシュも同様、障害者対策として様々な法律、施策、組織を持っており、災害管理計画がありますが、災害リスク低減プログラムを必要としている障害者向けの通常の社会的な計画に関連づけられていません。

インドでは、障害者法、精神保健法等の法律や中央公共事業局が整備されています。モルディブでは、障害者政策、国家災害政策があります。ネパールでは、障害者保護福祉法と国家政策行動計画があります。パキスタンでは、災害リスク低減に関する3つの具体的な計画と3つの復興計画があり、世界銀行の支援により、障害者の能力醸成に大きな努力を払ってきています。スリランカにおいても、国家レベルの省庁と障害者のための他の災害管理計画との関連付けはありません。このように、どの国でも努力はしているものの、理想と現実とは大きく異なっています。

#### ●障害者問題と他の様々な問題への関連付け

防災についての問題の1点目は、色々な問題を関連付けていないことです。社会保障対策を定期的に実施していく場合、これらをどう関連付けていくか、他の災害対応・復興計画を、様々な障害者の問題とどう関連付けていくかが課題です。

2点目は、障害者のための能力向上プログラムの策定です。バングラデシュ、インド、パキスタンでは地域社会グループやNGOによる大規模な障害者対策が非常に効果的に機能しています。これらは南アジア諸国でより広範に活用しなければなりません。

また、政府主導のプログラムは、地域的な枠組みやプログラムを、NGOと共同で策定することが必要です。SAARC災害管理センターは、障害者のための能力醸成プログラムを策定し、2014年、15年に問題に対処するための地域的な枠組みを推進するとともに、社会保障対策の中心的なプログラムとして、障害者能力醸成を組み込むことを予定しています。

#### ●災害時の障害者対策

災害時の障害者対策を策定する上で配慮しなければならないことの1点目は、障害者の存在をいかに目に見えるようにするかということです。2点目は、災害リスク低減（DRR）の策定者は、包含主義という概念を常に念頭に置くことです。3点目は、関連付けです。4点目は、データベースを作成することです。5点目には、地域、国、地方のレベルでの制度やシステムの統合が、それ以上にはるかに重要であるということです。

National Disaster Management Authority (ANDMA) has implemented a school safety pilot project at one of the schools in Kabul most vulnerable to natural disaster.

Like Afghanistan, Bangladesh has also established a wide variety of legal frameworks, policies and organizations to protect persons with disabilities from natural disasters. A disaster-management plan has also been developed. However, such risk-reduction programs have not yet been linked to social planning for persons with disabilities.

India has worked on establishing legislation for persons with disabilities, the Mental Health Act and other laws. The Central Public Works Department was also formed. The Maldives have developed a policy for persons with disabilities, and a national disaster policy. In Nepal, the Disabled Persons Protection and Welfare Act and a national policy action plan have been established. Pakistan has developed three specific action plans for disaster risk reduction and three recovery plans for natural disasters, exerting strenuous efforts to promote capacity building in persons with disabilities, under the support of the World Bank. In Sri Lanka, there is no linkage between disaster-management plans for persons with disabilities and national level organizations (ministries). Although every country has implemented various initiatives, there a wide gap remains between the ideal and reality.

#### ● Linkage between measures for persons with disabilities and various other issues

The first problem in disaster reduction efforts is the absence of linkage between various issues in other fields. For example, in periodically carrying out social security programs, it is important to link such programs with disaster response/recovery plans, and with various other issues affecting persons with disabilities.

The second problem is the lack of capacity-building programs for persons with disabilities. In Bangladesh, India and Pakistan, capacity-building initiatives for persons with disabilities have been implemented by local community groups and NGOs and have been working effectively. It is necessary to expand such successful initiatives to other countries in the South Asian Region.

Moreover, in implementing a government-led program, it is necessary to cooperate with NGOs to develop and conduct local level frameworks and programs. For example, the SAARC Disaster Management Centre has developed a capacity-building program for persons with disabilities. In 2014 and 2015 the Centre intends to promote the establishment of local level frameworks to address various issues concerning implementation of the program. The Centre also intends to promote the capacity-building program as a core of social security strategies.

#### ● Relief Support for persons with disabilities in times of disaster

The first point to be considered in developing a support strategy for persons with disabilities is to increase the visibility of such persons. The second point is that policymakers of Disaster Risk Reduction (DRR) must always keep “the spirit of inclusiveness” in mind. The third point is to ensure linkage with various issues in other fields. The fourth point is to develop a wide variety of databases on persons with disabilities. The fifth point, which is much more important than the first four, is to integrate regional, national and local level frameworks and systems with each other.

## パネルディスカッション：「災害時要援護者支援の拡充に向けて」

Panel Discussion: Towards the Enhancement of Social Support for People with Special Needs in times of Disasters

#### 「東日本大震災の教訓 ～災害時要援護者支援のあり方～」

亀山 紘（宮城県石巻市長）

東日本大震災における石巻市の死者・行方不明者は3,600人、市の総世帯数の76.7%が被害に遭い、全壊戸数は被災地で最大でした。全体の死亡者の割合は2.2%に対して、高齢者、障がい者の亡くなられた割合は2倍以上になっています。

発災後、学校の体育館などの避難所で、一般の人と要援護者が一緒に暮らすことになりました。1週間ほどすると、一般避難者との摩擦が発生し、2週間以上になると、寝たきりの高齢者が増えました。その中で、福祉避難所を立ち上げ、4月以降は移動しました。

現在、仮設住宅と民間賃貸住宅で不自由な生活を強いられている11,755件・27,900人の方々の生活再建が、大きな課題です。開成・南境地域の仮設住宅は、約2,000戸あり、団地内に地域包括支援センターを立ち上げました。入居する高齢者、障がい者の心身の健康維持のため、市立病院を建て、高齢者、障がい者を支えるセンターを整備する計画です。

今後は、これまで行政の縦割りで管理されてきた被災者情報を1つにして、10年後、20年後もしっかり支えていく体制を取っていきます。そのために、改正された災害対策基本法にある被災者台帳や、避難行動要支援者名簿を早急に整備し、被災者の心身のケアの充実、災害復興住宅への移転を促す取組を強化していきたいと考えています。

#### 「阪神・淡路、東日本一忘れない、繋げる、南海トラフへ～災害時要援護者への支援に求められるもの～」

黒田 裕子  
（阪神高齢者・障害者支援ネットワーク理事長）

私は阪神・淡路大震災のときから19年間、要援護者の問題に取り組んできました。内閣府で、要援護者として高齢者の問題が取り上げられていますが、医療依存度の高い方々に対しても、福祉避難所や福祉医療としての対応が必要です。

東日本大震災では、一般の避難所の中に500人の要援護者がいました。ここで一部に福祉避難所を展開し、仕事や集いの場をつくり、今の状況の中で、要援護者が尊厳を維持できる工夫をしています。また、仮設住宅、復興住宅の中で「そこへ行けばあの人に会える」というコンビニ福祉を展開し、それが要援護者、弱者たちが支え合える仕組みになっていきました。

南海トラフ地震に備えた要援護者支援に求められることは、地域における日常のお互いの声かけ運動から始めて、要援護者の危機管理をしていくことだと思います。要援護者を地域の中で支えていくには、ネットワークが一番大切です。

政府が2025年問題として挙げている地域包括は、兵庫県が



#### Lessons from the Great East Japan Earthquake-Ways to Provide Support for People with Special Needs in times of Disaster-

Mr. Hiroshi Kameyama , Mayor, City of Ishinomaki, Miyagi Prefecture

In Ishinomaki City, the number of persons dead or unaccounted for from the Great East Japan Earthquake total 3,600 persons, with 76.7% of all households residing in the city having been affected by the disaster. Among the disaster-stricken areas, Ishinomaki City had the greatest number of buildings that were completely destroyed. The number of deaths in the city was 2.2% of the total population, with the ratio of deaths doubled or more for elderly and disabled people.

After the disaster, those with special needs had to live in the same environment as everyone else at evacuation centers set up in school auditoriums and other such facilities. After one week of living in such conditions, frictions arose between those with or without special needs. After two weeks, there was an increase in the number of elderly who became bedridden. Faced with these circumstances, we established welfare evacuation centers and transferred such people with special needs to these facilities starting in April.

Currently, a significant issue is the restoration of the lives of 11,755 cases, or 27,900 people, who are still forced to live in difficult circumstances at temporary housing and privately rented housing. There are about 2,000 temporary housing in the Kaisei and Minamizakai area of Ishinomaki City, and we opened a comprehensive community support center in this housing site. We are currently planning to build a city hospital to support the mental and physical health of the elderly and disabled people moving into this housing complex, as well as establish a center for supporting the elderly and the disabled people.

From now on, we will work to unify victim information, which had previously been managed through vertical division by the government, and create a structure so that the victims will continue to be provided with firm support, even ten and twenty years down the line. To enable this, we need to organize a record of those affected by the disaster as stipulated in the revised Basic Act of Disaster Control Measures, as well as prepare a list of persons who require special assistance during evacuation. We must also enhance the physical and mental care of the victims, and strengthen efforts to have displaced persons move into disaster restoration housings.

#### Never Forgetting the Hanshin-Awaji and East Japan Earthquakes: Reminders of a Possible Nankai Trough Mega Quake

-Relief Support for People with Special Needs in Times of Disaster-

Ms. Yuko Kuroda, Hanshin Support Network for the Elderly and Disabled

I have been involved in the issues of people with special needs, ever since the Great Hanshin-Awaji Earthquake 19 years ago. Among the concerns for people with special needs, the Cabinet Office has taken up the issue of the elderly. However, we also need to think about welfare evacuation centers as well as welfare and medical services for those that are highly dependent on receiving medical treatment.

During the Great East Japan Earthquake, there were 500 people with special needs staying in general evacuation centers. Welfare evacuation centers were opened in select areas, offering a place for those with special needs to work or get together, so that the dignity of these people could be maintained even in such circumstances. Moreover, convenience-type welfare was developed in temporary housing and restoration housing sites, where people with special needs could meet and get together



阪神・淡路大震災のときに、いち早く打ち出した言葉です。避難所だけでなく、在宅でも難病患者が多くおいでになるので、在宅医療にもっと目を向けながら要援護者問題に取り組んでいく必要があると考えています。

#### 「災害時要援護者への支援に求められるもの」

加藤 亜季子

(難民を助ける会 東北事務所長)

難民を助ける会 (AAR Japan)は、日本で 1979 年に設立された国際 NGO です。

世界各国で災害の緊急支援、障害者支援を行っています。また、地雷・不発弾対策、マラリア・HIV エイズなどの感染症対策、そして、国際協力の活動や障害者の現状を伝える啓発活動を日本各地で実施しています。

東日本大震災の際は、緊急事態で取り残されてしまう社会的弱者が多くいるという想定のもと、当日に出動を決めました。国内の障害者の状況については多くを知らなかったため、行政に出向いて問い合わせましたが、状況が掴めていないのが実態でした。

そこで、日本障害者フォーラムや、国内の障害者関連団体から情報を得て、刻々と変わる被災地の状況に合わせて支援をしました。1ヵ月後には、避難所で居場所を失う障がい者が増加してきました。余震が続く東北地方では、人工呼吸器を使っている方々から、停電したらどうしたらいいのかという不安の声があがっていました。

私たちは、各家庭を訪問して発電機を提供し、障害者福祉事業所や海産物工場の復旧など、80 件以上の活動を行ってきました。そして現在、東北地方における、障害者の工賃向上、づくり手も買い手も嬉しい商品のデザイン事業なども進めています。

#### 「防災・復興を障害インクルーシブに 東日本大震災の支援活動の経験から」

原田 潔

(日本障害フォーラム (JDF) 事務局)

JDF は 2004 年に設立、全国 13 の障害者団体や関係団体で構成されています。代表者を含めて、意思決定の過半数以上は障害当事者です。障害者権利条約の策定過程で、「私たち抜きに私たちのことを決めないで」という精神が繰り返し語られました。

私たちは震災後、東日本大震災被災障害者総合支援本部を立ち上げ、同時に被災 3 県に被災地支援センターを順次開設していきました。そこから出てきた問題は、在宅で生活している障害者が見えにくいということでした。

福島県南相馬市、岩手県陸前高田市では、市長の判断で障害者手帳の所持者の個人情報が開示され、保健師と一緒に個別の訪問調査を行い、そこから出てきたデータを、以降の避難支援や防災の取組みにつないでいく活動をしました。現在は法律も改定され、障害者の情報を得ることはできますが、実際の災害時には、名簿で消息をたどるには限界があるので、

with each other. This created a framework for such socially vulnerable people to help and support one another.

In preparation for earthquakes occurring along the Nankai Trough, what is required to assist those with special needs is to start by developing a habit of checking up on one another within the local community, and to establish a crisis management system for people with special needs. The most important thing is to develop a network to support those with special needs within the local community.

The comprehensive community care system that is being raised by the government against the 2025 problem (peak of the aging population) was first mentioned in Hyogo Prefecture before anywhere else, in the aftermath of the Great Hanshin-Awaji Earthquake. Since there will be many patients with intractable diseases, living not only at the evacuation centers but also in their own homes, we need to make efforts to deal with issues regarding people with special needs, while also placing more focus on home medical care.

#### What Is Needed to Support People with Special Needs in Times of Disaster

**Ms. Akiko Kato, Director of Tohoku Branch, Association for Aid and Relief, Japan**

Association of Aid and Relief, Japan (AAR Japan) is an international NGO that was founded in Japan in 1979.

The organization provides emergency assistance to disaster victims and offers support for persons with disabilities throughout the world. We also conduct mine/UXO action, as well as providing action against infectious diseases such as malaria and HIV. We are also conducting public awareness raising activities throughout Japan on international cooperation and the current situation surrounding disabled persons.

When the Great East Japan Earthquake occurred, we decided to mobilize on the day of the disaster, on the premise that there would be many socially vulnerable people who would be left behind in the emergency situation. Since we did not have much information about the current situation of disabled persons within Japan, we made inquiries by going to government offices, but accurate information on the situation could not be obtained.

Thus, we acquired information from the Japan Disability Forum and other organizations for disabled persons within Japan. Based on these information, we provided assistance in accordance to the situations, which were changing minute by minute at the disaster-stricken areas. After a month, we saw an increase in the number of disabled persons who lost their place at the evacuation centers. In the Tohoku area, where aftershocks were continuing, people on respirators were voicing their concerns, asking what they should do in the event of a power failure.

We visited each home, provided generators, restored the welfare offices for the disabled, restored the marine product factories, and more. Our efforts totaled 80 or more activities. Currently, we are taking action in the Tohoku region, implementing wage improvement for disabled persons, as well as designing products that would make both the makers and the buyers happy.

#### Disaster Prevention and Reconstruction Toward an "Inclusive" Society for All (including people with disabilities): From the Experience of Support Activities after the Great East Japan Earthquake

**Mr. Kiyoshi Harada, Japan Disability Forum (JDF) Secretariat**

JDF was established in 2004, and is comprised of 13 member organizations of/for persons with disabilities nationwide. More than half of those in the decision-making process are persons with disabilities, including the representative of JDF. JDF has repeatedly gone back to the appeal that was made during the process of formulating the Convention on the Rights of Persons with Disabilities, asking that issues regarding the disabled not be decided without the participation of the disabled.

After the earthquake disaster, we launched the JDF Headquarters for Comprehensive Support of Persons with

普段から要援護者がどういう支援を必要としているかを把握する地域づくりが大事だと感じています。

障害者、要援護者にとって大事なことは、本人が一番よく知っています。防災についても多様な団体や主体者が同時並行的に活動し、日頃から連携する取組みも重要だと考えています。

**立木**：まず亀山さんにお伺いします。なぜ石巻市では 7 割のコミュニティで防災ネットワークを構築することができていたのですか。

**亀山**：石巻では震災前から町内会を単位とした自主防災組織が形成され、約 9 割が避難誘導、自主防災活動を進めていました。災害後は別々の仮設住宅に入っているの、これから新たなコミュニティを形成して、自主防災組織を立ち上げていきます。最も初動体制が取れる現場の態勢として、自助、共助を育てていくが必要だと思っています。

**立木**：2007 年より要援護者のリスト提供は、なぜ可能になったのですか。

**亀山**：三陸沖はこれまでも地震や津波災害で大きな被害を受けた地域なので、町内会でも自助、共助の役割を重視し、そういった情報が災害時に生かせると考えました。

**立木**：黒田さんのおっしゃるコンビニ福祉について、もう少し詳しく聞かせてください。

**黒田**：阪神・淡路大震災の後、仮設住宅にいた人たちの 47.4% が高齢者でした。この人たちがばらばらにならないよう、そこに行けば誰かがいて、話ができて、情報がある場として、最初に 6 カ所をつくりました。すると、最終的に共助の仕組みができてきました。

また、仮設住宅がなくなっても復興住宅に入れない人たちのため、神戸市に県の予算を付けてもらい、5 年契約で一軒家を借りています。最後の 1 人まで見捨てない仕組みも、コンビニ福祉として行っています。

**立木**：阪神・淡路大震災のときは、ボランティア元年と言われました。東日本大震災の初動においては、なぜ NGO 団体は機動力が高く、効果的支援ができたのですか。

**加藤**：阪神・淡路大震災の後、世界的に大災害が続く中で国際 NGO が育ってきました。今回 NGO の機動性が生かしたのは、団体としては小さいため、即断即決ができたからです。特に緊急時は、前日と翌日で刻々と変わっていく要求に対応しなければなりません。

多くの NGO が集まったジャパンプラットフォームという緊急支援の団体と、緊急時に想定される物資の不足について協力して進めました。

**立木**：原田さんは JDF として震災直後に現地に入られましたが、障害者の安否確認などについて、阪神・淡路大震災のときと違いはありましたか？

**原田**：被災地域が非常に広いため、いろんなニーズの確認に大変苦労しました。JDF も比較的早い段階で現地に入ることができたのは、阪神・淡路大震災の経験が役立ちました。また、2004 年に日本障害フォーラムという非常に大きな連携ができていたことも功を奏しました。JDF の設立以来、支援をいただいている企業の福祉財団が、今回も支援してくれたことが、私たちの活動を前進させた要因だったと思います。

Disabilities affected by the Great East Japan Earthquake, and immediately started working toward opening Support Centers at three of the disaster-affected prefectures. What we learned by this is the difficulty in acquiring information about persons with disabilities who are continuing to live in their own homes.

At Soma City in Fukushima Prefecture, and at Rikuzentakata City in Iwate Prefecture, personal information of persons with disability certificates were released by the discretion of the cities' mayors. Based on this information, we conducted door-to-door surveys together with a health nurse. We also worked to utilize the acquired data toward the preparation of future evacuation assistance and disaster prevention measures. Today, laws have been revised so that we can acquire information on the disabled. However, there are limits to what we can do to account for the disabled during times of disaster. Thus, it is necessary to build a community that regularly keeps up with what type of assistance is needed by the persons with special needs within the community.

Disabled persons and those with special needs know best what is important for themselves. With regards to disaster prevention, it is essential that various organizations and representative persons work concurrently, and make efforts to coordinate with one another on a regular basis.

**Mr. Tatsuki**: I would like to begin with you, Mr. Kameyama. Why were you able to create a disaster prevention network in 70% of the community in Ishinomaki City?

**Mr. Kameyama**: Even before the disaster from the earthquake, Ishinomaki had voluntary disaster prevention organizations, formed by neighborhood associations. About 90% of the city had practiced evacuation guidance and voluntary disaster prevention activities. After the earthquake, people who used to belong to the same neighborhood associations were placed in temporary housings in different locations, so we will begin creating new communities and start building new voluntary disaster prevention organizations. It is necessary to nurture the ability to self-help and mutually-help in times of disaster, as it is the best means for taking initial action at the site of the disaster immediately after it occurs.

**Mr. Tatsuki**: How did the list of persons with special needs become available from 2007?

**Mr. Kameyama**: Offshore Sanriku is a region that has received major damages from earthquakes and tsunamis in the past, so neighborhood associations also place importance on the role of self-help and mutual-help. Thus, we felt that such information as the list would be valuable in times of disaster.

**Mr. Tatsuki**: Please tell us more details about the “convenience-type welfare” that you talked about.

**Ms. Kuroda**: In the aftermath of the Great Hanshin-Awaji Earthquake, 47.4% of those living in temporary housing were the elderly. Initially, we created six convenience-type welfare locations so that these elderly people would not become isolated, and that they would have a place to go to where they could meet, converse, and share information with others. By this, in the end, we were able to create a system for these people to mutually help each other.

Also, in order to help those who were unable to enter restoration housing when all of the temporary housings were gone, we asked Kobe City to come up with a budget, and rented a house on a five-year term. So, with convenience-type welfare, we also created a system for looking after everyone, up to the last remaining person.

**Mr. Tatsuki**: The Great Hanshin-Awaji Earthquake is also known as the year when volunteerism started. In the initial mobilization following the Great East Japan Earthquake, why did NGOs have high mobility, and why were they able to provide effective assistance?

**Ms. Kato**: After the Great Hanshin-Awaji Earthquake, other major disasters continued throughout the world. And it was under these circumstances that international NGOs developed. The reason why we were able to capitalize on the mobility of NGOs this time was because organizations were relatively small, which allowed for immediate decision-making. Especially





**立木**：石巻市が進めている ICT や G 空間を活用した情報基盤はどのようなことですか？その際、個人情報の壁をどのように乗り越えますか？

**亀山**：被災された高齢者、障害者が、以前はどこに住み、どの地域に公営住宅を希望しているか、どういう病気をお持ちかという情報を共有しながら、多職種の方々が支えていく仕組みをつくるため、G 空間を使った地図情報を駆使していこうと考えています。

今回の改正災害対策基本法では、避難行動要支援者名簿は、平時には外部に出せません。本人の同意が得られれば提供できるので、個々に進めていきたいと考えています。

**立木**：最後に原田さんにお聞きします。障害者への対応は、障害者を巻き込んで意思決定し、両者が同じ情報を持ち合わせて、決定するというプロセスが必要だと思いますが。

**原田**：陸前高田市では、市長が「ノーマライゼーションという言葉のいらないまちづくり」というキャッチフレーズを打ち出しています。障害のある人もない人も、みんな安全に暮らせるまちづくりをしようという発想です。災害というテーマで、社会のあり方を考えるという観点から活動しています。

**立木**：ここで会場からご質問をお受けしたいと思います。

**会場**：防災を考えた都市計画について、亀山さんは市長としてどのように国際的な団体や NGO を巻き込み、どのように市民に参画を促し、スキルを高めていかれるのですか？

**亀山**：まちづくりの計画段階から、様々な団体が入っています。防災面は県レベルになりますが、まちづくりは市民や市が主体となり、様々なボランティアが入っています。

**会場**：災害時に、自分の命を守り、次に一番大切な人の命を救いたいと思うのは、要援護者や障害者も同じです。障害者の生命をどのように守り、励ましていけばいいでしょうか。

**亀山**：今回のような大災害では、公助は初動において全く無力でした。自主防災組織や自助が大きな力になるということについて、教育していくことが必要だと思っています。

**立木**：障害者の災害時における脆弱性を生んだ根源的な原因は、障害当事者が意思決定から疎外されていることです。社会的包括を行政だけではなく、地域レベルで考えていくことによって、根源的原因を乗り越えていくことが課題ではないかと思いました。

in times of emergency, we need to be able to respond flexibly to situations where conditions keep changing, day by day, and hour by hour.

We cooperated with an emergency support organization called the Japan Platform, where many NGOs were gathered regarding the lack of supplies that we guessed would be needed in times of emergency.

**Mr. Tatsuki**: Harada-san entered the disaster-stricken areas as a member of JDF immediately after the earthquake. Were there any differences from the Great Hanshin-Awaji Earthquake in confirming the safety of disabled person, among others?

**Mr. Harada**: Since the area of the disaster was extremely large, it was very difficult to confirm a variety of needs. The reason why JDF was able to enter the disaster site at a relatively early stage was because we were able to put to use our experience from the Great Hanshin-Awaji Earthquake. Our extremely significant partnership with the Japan Disability Forum in 2004 was also effective. Welfare foundations of companies that have been assisting us since the establishment of JDF had also provided us with assistance this time, which was a major factor in helping us to proceed with our activities.

**Mr. Tatsuki**: What is the information infrastructure promoted by Ishinomaki City that utilizes ICT and geospace? And how are you dealing with the issue of personal information?

**Mr. Kameyama**: We are thinking of utilizing cartographic information that uses geospace in order to create a framework for people of various occupations to provide support through shared information on the elderly and disabled people affected by the disaster-such as where they used to live, which public housing they wish to live in, what illness they have, etc.

With the Disaster Countermeasures Basic Act that was revised this time, the list of persons who require special assistance in evacuations cannot be released outside during normal times. But the information can be provided if the subject person agrees to its release, so we are thinking of acquiring this information, person by person.

**Mr. Tatsuki**: Finally, I would like to ask you, Mr. Harada. I believe it is necessary to have a process where issues regarding disabled persons are decided with participation by the disabled persons in the decision-making process, and for all to share the same information. What are your thoughts on this?

**Mr. Harada**: At Rikuzentakata City, the Mayor issued the following catch phrase: "Town planning where the word 'normalization' is not needed." It is based on the concept of creating a town where everyone, both disabled and not, can live in safety. We are working with a view to change the ways of our society through the theme of disaster prevention.

**Mr. Tatsuki**: And now, we will take questions from the audience.

**Audience**: Regarding town planning that takes into account disaster prevention, how are you, Mr. Kameyama, as the mayor, getting the help of international organizations and NGOs, and how are you getting the residents to participate and improve their skills toward disaster prevention?

**Mr. Kameyama**: A variety of organizations are involved from the stage of town planning. The disaster preventative side is considered at the level of the prefecture, but town planning is conducted with the residents and the city taking the lead, with many different volunteers also participating.

**Audience**: Everyone shares the same desire to protect our own lives followed by the wish to save the lives of loved ones in times of disaster. This is the same for those with special needs and the disabled. How should we protect the lives of the disabled, and how should we give them encouragement?

**Mr. Kameyama**: In a disaster as great as this one, public assistance during the initial period was completely ineffective. I believe that we must educate the people on the powers of voluntary disaster prevention organizations and self-help efforts during times of such disaster.

**Mr. Tatsuki**: The root cause of the vulnerability of disabled persons in times of disaster is because the disabled persons themselves were excluded from the decision-making process. I feel that social inclusion must be promoted not only among government organizations, but also at the community level in order to overcome this fundamental factor.

## 総括／閉会挨拶

### Summary/Closing Address

室崎 益輝

(公益財団法人 ひょうご震災記念 21 世紀研究機構副理事長)

2 つの視点、4 つの課題にまとめて総括させていただきます。

1 つ目に、高齢者や障害者が、災害時に大きな被害を受ける原因や意味をしっかりと理解しなければいけません。それは、普段から持っている障害が災害時には増幅されること、障害者や高齢者を支えている社会のシステムが災害によって壊れてしまうこと、災害時に障害者が後回しにされてしまうことです。

2 つ目は、障害者、高齢者自身が計画に参画し、問題解決の主人公になることです。

4 つの課題の 1 つ目は、社会的包摂という問題です。2 つ目は、包括的ケア、全体像を考えて支援、あるいは自立を図っていくことです。3 つ目の課題は、連携（リンク）です。

そして 4 つ目は、非常に奥が深いですが、大切なのは計画です。事前準備、そして、誰が何をどうするかというしっかりした計画がなければいけません。計画をつくるには、誰がどこに、どのような状態でいるかという情報がわからなければいけません。まさに情報をベースにした計画づくりが、地域ぐるみでできなければいけません。これら 4 つのことを、本日のお話の中で、非常に重要なキーワードとして教えていただきました。

非常に刺激的な報告、討論をしていただいた皆様、長時間ご清聴いただいた皆様にお礼を申し上げて、総括とさせていただきます。

四日市 正俊

(内閣府政策統括官（防災担当）付参事官（普及啓発・連携担当）)

東日本大震災における教訓を踏まえ、内閣府では、高齢者や障がい者等の避難行動要支援者に対して、実効性のある避難支援等がなされるよう、昨年に災害対策基本法を改正いたしました。

また、今後、発生が危惧される南海トラフ巨大地震への対策についても、中央防災会議に設置したワーキンググループが、災害時要援護者名簿の作成・活用を進める等、高齢者や障がい者の避難への配慮も踏まえた対応の必要性を、昨年 5 月の最終報告で指摘しています。このように政府としては、今後いかなる大規模災害等が発生しても、人命を何としても守り抜くことを目標として、災害時要援護者支援の充実に取り組んでいます。

来年 3 月、仙台市にて開催される「第 3 回国連防災世界会議」で策定される兵庫行動枠組の後継枠組は、本日のフォーラムの成果等、日本の有する知見が反映され、いかなる大災害が発生しても、全ての人命が守られる、レジリエンスを有した国際社会の構築に貢献する内容になることが重要であると考えています。

内閣府は、南海トラフ巨大地震をはじめとする将来の災害に向けた防災対策の推進に、今後も取り組んでまいります。皆様からのご支援、ご協力を引き続きお願いし、閉会の挨拶とさせていただきます。本日はありがとうございました。



**Dr. Yoshiteru Murosaki, Vice President, Hyogo Earthquake Memorial 21st Century Research Institute**

I would like to summarize what we learned under two perspectives and four issues.

First, we must acquire a deep understand on the reasons and meanings of why the elderly and disabled people are so greatly affected during times of disaster. And the reason is because the disability that these people have are multiplied in severity during times of disaster, and that the social system that is supporting the disabled and the elderly fall apart, so that they are left behind in times of disaster.

Secondly, the disabled and the elderly themselves need to be included in the planning stage, and play a key role in resolving the issues.

One of the four issues is social inclusiveness. Second is comprehensive care, providing assistance based on the big picture, and taking measures to support independence. The third issue is coordination (linkage).

And fourthly, although this is a very profound issue, what is important is planning. Preparations must be made in advance, and plans must be made so that it is clear as to what each person would do what. In order to make such plans, we must have information on who lives where in what kind of conditions. Planning based on information must be done involving the entire community. We learned that these four issues are extremely important key issues in today's presentation.

I would like to end by extending my thanks to everyone who provided extremely informative and enlightening reports, and to all that participated in the discussions, and to all of you who attended today.

**Mr. Masatoshi Yokkaichi, Director, Disaster Management Bureau, Cabinet Office**

Based on the lessons of the Great East Japan Earthquake, the Cabinet Office revised the Disaster Countermeasures Basic Act last year, in order to provide more effective evacuation support and other assistance to the elderly, disabled, and other people with special needs.

Also, a working group established within the Central Disaster Prevention Council submitted a final report in May of last year, indicating the necessity of preparing measures that gives consideration toward the evacuation of the elderly and the disabled, such as the preparation and utilization of a name list of people who need special assistance during times of disaster. Such measures must be taken in preparation for the massive Nankai Trough earthquake that we fear will occur in the future. As you can see, the government is making efforts to enhance the support provided to persons with special needs during times of disaster, with the goal of saving lives, no matter what kind of large-scale disaster we might face in the future.

A framework to succeed the Hyogo Framework for Action will be formulated at the Third World Conference on Disaster Risk Reduction, which is scheduled to be held next year in March at Sendai. I believe it is important for this framework to reflect the results of today's forum and incorporate the knowledge that we have in Japan, so that all lives will be protected in any type of major disaster, thus contributing toward the establishment of a resilient international society.

The Cabinet Office will continue to promote the advancement of disaster preventative measures in preparation for the massive earthquake that may occur at the Nankai Trough and other future disasters. I would like to close my address by asking for your continued cooperation and assistance in our efforts. Thank you.