

# 東日本大震災から学ぶ今後の 緊急災害時の動物救護と法的 裏づけの必要性と平時からの 準備

今回の震災は、大規模かつ甚大な被害の上に今までに経験したことのない原発事故と初めてづくしでした。その中で被災動物救護活動で浮上した問題を踏まえ、緊急災害時における動物救護活動をどの地域においても迅速・円滑に行うための法的整備や国・自治体・獣医師会・動物愛護団体・業としての動物飼養施設等の役割等について議論し、今後の対策に寄与できればと考えています。

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「(社) 日本動物園水族館協会における東日本大震災被災園館への対応」

荒井 一利氏（社団法人 日本動物園水族館協会 副会長／鴨川シーワールド 館長）

「新潟県中越大震災での動物救済活動」

川上直也氏（新潟県新発田食肉衛生検査センター 所長）

## Workshop III

ワークショップ III

### “Lessons from the Great East Japan Earthquake for Future Animal Rescue Operations in Times of Emergency ~ Necessity for Legal Backing and Preparations in Normal Times”

This earthquake disaster was the largest and most damaging of any of the earthquakes we have experienced. It led to a nuclear accident which itself was the first such experience for Japan. At this workshop we would like to address all the issues that arose during the animal rescue activities subsequent to the disaster. We will discuss the legal issues, the usage of animal keeping facilities and the division of roles between central government, self-governing bodies, veterinary associations, animal care organizations and private companies. We will do this so that we may contribute to future measures and operate our animal rescue activities more swiftly and more smoothly within any region during future times of emergency.

Organizer: Japan Animal Welfare Society (JAWS)

Supporting Company: Mars Japan Limited

MC / Chairperson:

Chizuko YAMAGUCHI, Veterinary Inspector, Japan Animal Welfare Society (JAWS)

Speakers:

“The Response by JAZA to Assist Zoos and Aquariums Impacted by the Great East Japan Earthquake”

Kazutoshi ARAI,

Vice Chair, Japanese Association of Zoos and Aquariums (JAZA) / Director, Kamogawa Sea World

“Animal Rescue Activities after the 2004 Niigata Chuetsu Earthquake”

Naoya KAWAKAMI, Director, Niigata Prefecture Shibata Meat Inspection Center

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2011年、東日本全土を激震が襲い、今までとは比較にならない大規模災害が起きました。

広域の上に、地震、津波、火事、そして、福島県では原子力発電所の事故と4つもの大災害が重なり、長期化は必至です。人と共に暮らしていた動物たちもこの大震災から逃れることはできず、津波に飲み込まれた動物、飼い主とはぐれた動物、そのまま留められた動物、飼い主と共に避難できた動物と様々な境遇に置かれています。死者行方不明者が2万人を超えるという甚大な被害の中、人も動物も地震・津波を経験した恐怖や不安でいっぱい、多くの方が家族である動物と寄り沿っていることで心の支えとなっているようでした。人と動物の絆に配慮し、動物の福祉を基本にしたすべての動物に対する災害対策を国が音頭を取り、全国の市町村まで行渡らせる必要があります。2012年はちょうど「動物の愛護及び管理に関する法律」の改正案が国会で審議される予定です。ぜひ、国法の中に緊急災害時の動物救護が取り入れられますようにと願っています。

このワークショップⅢでは、まず、(公社)日本動物福祉協会の山口から東日本大震災被災地における小動物救護活動と活動中に面したさまざまな問題点をご報告し、国や自治体及び飼い主の平時からの準備等についてお話をさせていただきます。次に(社)日本動物園水族館協会副会長荒井一利先生から被災園館への対応と防災対策について、そして、新潟大震災のときに行政の中心となって被災動物の救護を担われた川上直也先生から災害時における行政の役割についてお話いただきます。その上で、今回及びこれまでの経験を踏まえた今後の緊急災害における動物救護のあり方、国および各市町村における官民協働の対策・組織作りについて話し合いたいと思います。

In 2011, a severe earthquake shook the whole of eastern Japan, resulting in devastation on a scale incomparable to that of any natural disaster that has previously occurred in the country's history. In addition to causing extensive damage across a wide area, the impact of four distinct kinds of disaster, namely earthquake, tsunami, fire and the Fukushima Daiichi nuclear power plant accident, overlapped in many places. This has made the prolongation of the disaster aftermath inevitable. Animals living with people were unable to avoid this huge earthquake and, while some were carried away by the tsunami, even those that survived had to endure several types of hardship. Some became separated from their owners, others remained constrained and unable to move, and some escaped together with their owners but as part of an evacuation.

animals under the government's leadership. Coincidentally, 2012 is the year in which the National Diet is scheduled to deliberate the plan to revise the Act on Welfare and Management of Animals. It is my sincere hope that this revision will incorporate 'animal rescue in times of disaster' within national law.

In the face of extreme destruction and with over 20,000 people dead or missing, the human and animal survivors who experienced the earthquake and the tsunami have been overwhelmed by fears and worries. Both animals and people needed to snuggle up to their family members. In so doing, the animals provided many people with much-needed emotional support. Considering the importance of human-animal bonds, and based on the principles of animal welfare, it is necessary for cities, towns and villages across the nation to expand disaster countermeasures to cover all

During Workshop III, Chizuko Yamaguchi of the Japan Animal Welfare Society will first report on small animal rescue activities in the areas affected by the Great East Japan Earthquake and about the various problems faced by the rescuers during their activities. Next, Kazutoshi Arai, the Vice Chair of the Japan Association of Zoos and Aquariums, will talk about the kinds of response that can be made to aid damaged zoos and aquariums, and about disaster prevention countermeasures. Then, Naoya Kawakami, who became a central figure in the administration that carried out animal rescue after the Niigata Prefecture Chuetsu Earthquake, will talk about the role of administration in times of disaster. After these talks, we will discuss how animal rescue should be better achieved during future emergencies based on experiences gained until now. We will also discuss about private-public cooperative countermeasures and the involvement of organizations at both national and local (city, town and village) government levels.

## (社)日本動物園水族館協会における東日本大震災被災園館への対応

### The Response by JAZA to Assist Zoos and Aquariums Impacted by the Great East Japan Earthquake

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(社)日本動物園水族館協会(以下 JAZA)は、動物園水族館事業の発展と共に、日本の文化や科学技術を振興させることを目的として、1939年に発足した組織で、現在、国内の153園館(動物園87:水族館66)が会員として加盟しています。

3月11日に発生した東日本大震災では、JAZA加盟園館のうち13園館が被災しました。地震による被害はさほど大きくはなく、動物園における主な被害は、断水による水不足と物流の遮断による飼料の入手でした。一方、水族館では津波による浸水などのため、電気設備や飼育水供給設備などが機能不全となり、結果として多くの生物が死亡した施設がありました。JAZAは震災当日より、被害状況や支援に関する情報収集を行い、初期支援として、飼料の輸送や飼育動物の緊急避難を実施することにしました。飼料の輸送は、3月18日から4月4日の間に10回にわたって6園館に対し実施し、その内訳は、固形飼料、肉、魚、野菜、果物などで、各園館から提供されたものを担当園館に集めた後、緊急車両指定を取得したトラックによる陸路輸送をはじめとして、空路や水路により、園館の職員と協力業者によって輸送しました。飼育動物の緊急避難は、3月16日から4月1日までの間に5回実施しました。環境省より国内および国外希少野生動物種の緊急移動許可を得て、7園館が保護収容を行いました。緊急避難した飼育動物は、トド、セイウチ、ゴマフアザラシ、エトピリカ、オオサンショウウオ、シロチョウザメなど37種266個体におよび、この中には、妊娠中のゴマフアザラシも含ま

れ、避難先で4月7日に無事出産しています。その後、被災園館は、JAZA加盟園館や関連団体の協力のもとで、復興に向けた活動を開始し、7月15日までに全園館が営業を再開することができました。

見舞金の募集は、3月14日よりJAZAのホームページやフェイスブックによって国内外に広く訴えるとともに、各園館が独自に施設内で実施し、12月28日現在、56,930,483円(うち国内1,119件35,470,318円、国外35件21,460,165円)の協力を得ることができました。適切な支援を行うために、「被災動物園水族館会議」を被災地で4月に2回開催し、被災状況や支援要望などの確認と情報交換を行い、さらに、見舞金を適切に配分するために、外部有識者を含めた「見舞金分配委員会」を設置し、配分のための方針や内容などの検討を行いました。その結果、7月末には見舞金配分方法の最終決定をし、8月8・9日に第1回目、12月20～26日に第2回目の見舞金の贈呈を行い、詳細について加盟全園館長に報告するとともに、ホームページやフェイスブックなどで公表いたしました。また、海外の諸団体からも多くのご支援をいただきましたので、10月4日にチェコのプラハで開催されたWAZA(世界動物園水族館協会)年次総会において、山本会長がこれまでの経緯と現状について発表し、あわせて謝辞を述べました。

今回の震災対応に際しては、多くの方々からご協力、ご支援をいただきました。この場をお借りしまして、心から感謝を申し上げます。

The Japanese Association of Zoos and Aquariums (JAZA) was established in 1939 with the aim of promoting various activities and cooperative efforts between zoos and aquariums around Japan. In so doing, JAZA aims to contribute towards the enhancement of scientific technologies and culture developments. Currently, the JAZA membership consists of 153 institutions (87 zoos and 66 aquariums) across the country.

The Great East Japan Earthquake of March 11th, 2011, affected thirteen of JAZA's member institutions. Damage from the earthquake itself was not so great but major damage did occur due to water shortages, as caused by supply disruptions, and due to a lack of animal feed, caused by distribution interruptions. Furthermore, some aquariums did suffer complete power system failures and rearing water supply system failures due to inundation by tsunami. These failures resulted in the death of many fish and animals.

On the day of the earthquake JAZA immediately began to collect information about the extent of the damage and assess support needs, and we launched initial support measures such as transporting feed and providing emergency evacuation of animals.

We transported feed to 6 institutions ten times between March 18th and April 4th. Feed donated by other institutions, such as solid food, meat, fish, vegetables and fruits, was first collected from designated institutions and then land transported to the affected institutions using trucks designated as emergency vehicles, as well as by air and water. Individuals from many institutions and cooperating companies participated in this effort.

Five emergency evacuations of affected animals were carried out between March 16th and April 1st. We received a permit from the Ministry of the Environment to transport rare and internationally endangered species. Seven institutions housed 266 animals from 37 species including Steller sea lions, walruses, spotted seals, tufted

puffins, giant salamanders, and white sturgeons. Among these was a pregnant spotted seal, which safely gave birth on April 7th at the institution to which it had been evacuated. The affected institutions began their restoration efforts, supported by JAZA member institutions and other related organizations, and all of them were able to resume their activities by July 15th.

We also solicited donations through our website and Facebook while our individual member institutions conducted their own fund drives. As a result, a total of 56,930,483 yen (35,470,318 yen from 1,119 donors in Japan and 21,460,165 yen from 35 donors abroad) was raised as of December 28th.

In order to provide appropriate support, we held a 'Meeting of Affected Zoos and Aquariums' twice during April within the affected prefectures to assess the degree of damage, support needed and to exchange information. We also set up a Donation Distribution Committee and discussed the principles and the details for distributing donations. By the end of July, the distribution method was finalized and the first donation presentations were made on August 8 and 9, with a second series being made between December 20 and December 26. The details were reported to the directors of all JAZA member institutions and announced via our website and on Facebook.

We also received tremendous support from overseas organizations. JAZA Chairman Shigeyuki Yamamoto expressed our gratitude for this when he presented the details about our earthquake support activities, with a status report on the affected institutions, at the 66th Annual Conference of the World Association of Zoos and Aquariums (WAZA) on October 4th, 2011 in Prague.

I wish to use this abstract to also express my sincere gratitude for all the support and cooperation received from so many people in helping us respond to the earthquake.

## 新潟県中越大震災での動物救済活動

### Animal Rescue Activities after the 2004 Niigata Chuetsu Earthquake

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東日本大震災で被災された皆様にお見舞い申し上げるとともに犠牲となられた皆様に心からお悔やみ申し上げます。新潟県でも平成16年に「新潟県中越大震災」が発生し未曾有の被害をもたらしました。家屋は壊れ道路は寸断され、孤立した山古志村（現長岡市）では全村民が長岡市に避難し、一緒に避難できなかった動物たちが村に残されました。動物と一緒に避難した人たちも動物が避難所に入れず離ればなれの生活を送らなければなりません。このような状況の中、飼い主と動物の絆を守るための様々な活動が行われました。新潟県は、山古志村にヘリコプターで職員を派遣して動物の救護活動を行いました。獣医師会は、被災動物の無料診療や預かり、県動物愛護協会は、ペットの飼育支援を行いました。これらの活動は、環境省と「緊急災害時動物救援本部」のご支援により立ち上げた「中越大震災動物救済本部」によって実施されました。

この震災の経験から、その後策定された「新潟県地域防災計画」に「愛玩動物の保護対策」を掲載し、飼育者、県、獣医師会、県動物愛護協会、市町村、動物救済本部の役割を明記しました。そして平成19年に発生した「新潟県中越沖地震」の際には、直ちに動物保護活動を実行することができました。



I would like to express my deepest sympathies to those who have suffered from the Great East Japan Earthquake and my heartfelt condolences to the victims of the tragedy. In Niigata too, in 2004 we suffered from the Niigata Prefecture Chuetsu Earthquake which inflicted an unprecedented disaster. In Yamakoshi Village (current Nagaoka City), many houses were destroyed and the entire village completely cut off due to severed roads. All the villagers had to be evacuated to Nagaoka City. Many of them were not able to take their pets with them and those that did manage to escape with their animal had to live apart from them because pets were not allowed in the shelters. But, as a result, there was subsequent action to protect the bond between pets and their owners; the Niigata Prefectural Government sent officials by helicopter to Yamakoshi Village to rescue left-behind animals; the Veterinarian Association then provided medical care and shelter to affected animals; and the Niigata Society for the Prevention of Cruelty to Animals (Niigata SPCA) offered help to those wanting to live with their pets.

These activities were conducted through the Chuetsu Earthquake Animal Rescue Headquarters which was established with the support of the Ministry of Environment and the Headquarters for the Relief of Animals in Emergencies.

Based on the experience gained from the above activities, I authored a section about protection measures for pet animals as part of the Niigata Prefecture Local Disaster Prevention Plan, which was drawn up after the earthquake. The plan stipulates the role of pet owners, the prefectural government, the veterinary medical association, Niigata SPCA, municipal governments, and Animal Rescue Headquarters. Thanks to this, we were able to immediately launch animal rescue activities when the Chuetsu-oki Earthquake occurred in 2007.