

## 日本における過去 20 年余りに起こった緊急災害時の動物救援活動の変遷

### Changes in Japan's Animal Rescue Activities during Crises over the Past 20 Years

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[Slide 1] Hello, everybody. I am Chizuko Yamaguchi of the Japan Animal Welfare Society (JAWS). It is 20 years since I joined JAWS, and today I would like to talk a little about the rescue activities I have been involved in during various times of disaster and about how things have changed slowly over the course of those years.

The Great Hanshin Earthquake of 1995, also known as the Hyogo-ken Nanbu Earthquake, marked the first time we conducted animal rescue activities in a highly organized way. However, even before that time, the initial signs of this kind of organization had already begun to emerge. So I would like to start my talk from around that time. Ichida-sensei introduced the details of the Great Hanshin Earthquake earlier on, so I will omit that from my talk.

[Slide 2] To begin with, I would like to talk about animal rescue activities in some of the major disasters that have happened over the past few decades. In Japan, every year disasters of one sort or another, such as flooding, etc., occur here and there. Each time such a disaster occurs, JAWS dispatches food in small units and provides other support. Today, however, I am going to limit my talk to major disasters.

[Slide 3] As my first example, I will talk about the volcanic eruption of Mount Mihara on the island of Izu Oshima, which took place in 1986. This was the first time I was personally involved in animal rescue activities.

Izu Oshima is an island with a population of approximately 10,000 people. At the time of the eruption an order was issued to evacuate the entire population of the island. But despite the order, there

were people who said they would not evacuate because they had pet animals. I did not hear anyone say this directly, but when some of the people took their dogs to the wharf to evacuate together off the island, the dogs were not allowed aboard the boats. These pets and owners therefore became separated. However, some people challenged the rule, saying that their dog was a guide dog. Others carried smaller dogs on their backs and covered them with short coats. Some brought their pet cats in cages, and these animals were able to come to mainland Tokyo.

After that I went around an evacuation center. At first, because all the people were still in a state of some panic, they tolerated the presence of animals, saying, "When we are in trouble, we should help each other." However, after five or ten days had passed, and since it was November, people began coughing and catching colds. Then some people started saying they were catching colds because of the cats present, because of the birds, because of the hamsters etc. So the animals were blamed for giving people coughs and colds even though they were there with their owners. The evacuation center was a gymnasium where no privacy was possible, and people's nerves were on edge. This difficult situation drove people to make such comments. When we became aware of the problem, we recruited families to act as foster owners using the mass media and we temporarily placed the pets in their care.

Also, for the pet animals left on the wharf at Izu Oshima, pet staff from the local Public Health Center and members of the local fire company transported pet food to the island and made sure that the animals were given food and water. JAWS donated some food, and I remember that we were told that, if we were donating food, wet food was preferred because there were problems with water.

Earlier, Ichida-sensei talked about how local government authorities, veterinary medical associations and animal welfare organizations joined forces to make an organization and carry out rescue activities together. But at the time of the Izu-Oshima disaster, things did not reach that stage. Basically, each group carried out its own activities in its own way. For example, the local government conducted its activities independently, while Tokyo Veterinary Medical Association treated pet animals that were able to come to the mainland and JAWS looked after animals at the Evacuation Center and organized temporary fostering, etc. But even so, the various players did not go as far as organizing their efforts together. However, the evacuation itself only lasted about one month, and that was one reason why we managed to get through the situation.

Since the site of the disaster was a fairly small island, the animals that had been left behind remained on the island. So when the evacuees returned everyone knew which animals belonged to which owner. Because it was an island, the animals did not escape into neighboring prefectures as would have happened in Tokyo, and I think that's why everything somehow worked out in this case. Currently, photos from that disaster can only be obtained from a booklet by special arrangement and I have not been able to do that, so I have no photos to show you now.

[Slide 4] The next disaster I will talk about is the volcanic eruption of Mount Unzen's Fugen Peak, which took place in 1991. In this disaster, 43 people died after being caught in a pyroclastic flow during the eruption. At that time also, the various animal welfare organizations took care of pet animals independently. Likewise the veterinary hospitals kept affected animals independently. But when it became apparent that the evacuation was likely to be protracted, I remember that an animal shelter was made in an almost empty piggery with a few pigs remaining at one end of the building.

Animals affected by the disaster were kept at the shelter for approximately one year. At that time, the areas where pyroclastic flows had reached and their surrounding areas were absolutely off limits to the

general public. A lot of people had evacuated but only taking a few or no belongings with them and leaving their animals behind. However much they wanted to go back home to rescue their animals, they were told by Self Defense Forces, etc., that they were absolutely forbidden to return. Accordingly, local government officials handed out water and food to pet animals in designated places. During the previous Izu-Oshima disaster and on this occasion too, pet food companies generously donated food for this purpose, while pharmaceutical companies donated veterinary-use drugs for treating sick and injured animals.

A cooperative system began to be built between local government, veterinary medical associations and animal welfare organizations. Little by little, these various organizations began to work together. For example, we took in money from donations gathered from the general public for use in animal rescue, and we handed it over to the Nagasaki Veterinary Medical Association to be used for taking care of animals. In addition, we provided a small amount of aid when members of the Veterinary Medical Association performed neutering operations on pets being adopted by new owners. We also sent food to the Public Health Center in order to help secure food supplies there. In ways such as these, a tendency for various organizations to work together was evident at Mount Unzen, but it did not develop to the level of formally setting up a joint Rescue Headquarters or working under an integrated system like the one that took shape following the 1995 Great Hanshin Earthquake.

[Slide 5] As I explained earlier, the Great Hanshin Earthquake marked the first time that local governments, veterinary medical associations and animal welfare organizations joined forces to rescue affected animals in a systematic fashion by setting up an Animal Rescue Headquarters. On this occasion, the local government staff participated only in an advisory capacity, but they worked together by attending meetings and providing expert input.

[Slide 6] Also, until the Great Hanshin Earthquake, affected animals were usually taken in by ordinary

families or, in the case I mentioned, kept at a renovated piggery. But in 1995, exclusive facilities for keeping affected animals were constructed for the first time, as Ichida-sensei's slides showed. In the beginning, a plastic greenhouse was used. [Slide 7] Then a prefabricated facility was constructed to cope with the protracted situation, and animals affected by the disaster were kept there for about a year and four months. As we heard from Ichida-sensei, the number of rescued animals dealt with at these facilities totaled 1,556. Earlier, the figure was given as 1,548, but this was later corrected to 1,556.

[Slide 8] At that time, in the same way as previously, aid supplies for the animals donated by many companies and individuals were gathered and volunteers also registered to take care of the animals. But for this disaster both aid and volunteers were assembled on a much greater scale than in the case of the two I previously talked about. Earlier, we heard about volunteers helping other volunteers. Actually, I visited both the Kobe Center and Sanda Center and, in the Sanda Center, I saw volunteers making and distributing meals to the animal care volunteers. In the end, they were carrying out this work systematically.

After the Great Hanshin Earthquake, we received a huge amount of monetary donations, and some of this money was left over. As Ichida-sensei told us earlier, the remaining money was used to fund the establishment of the Emergency Disaster Animal Rescue Headquarters as a permanent organization to help cope with subsequent disasters. Since Japan is subject to a great many natural disasters, virtually anything can happen anywhere at any time. So after the Great Hanshin Earthquake, we began to prepare for future emergency disaster situations by planning a way to cover the expenses of setting up an Animal Rescue Headquarters and dispatching volunteers. Likewise we planned for stockpiling equipment such as cages, etc., that could be sent to the sites of disasters as needed.

Since other presenters have already shown us a lot of photographs of the Great Hanshin Earthquake, I will only show you a few now, as they are similar to those

you saw earlier. [Slide 9 ~ Slide 14]

[Slide 15] Although there were some other disasters before this one, I would next like to talk about the eruption of Mount Usu in Hokkaido, which took place in 2000. The number of animals we rescued at that time was 348. We borrowed funds from the Emergency Disaster Animal Rescue Headquarters established after the Great Hanshin Earthquake and we used this to set up a Small Animal Rescue Headquarters that brought together the Hokkaido Government, veterinary medical associations and animal welfare organizations. At the Small Animal Rescue Headquarters we installed a rescue facility with some prefab animal houses. For one of the structures, we were allowed to use an existing building at a construction site, and we added several prefab buildings alongside this one.

When the Rescue Center was being set up, I also went there together with Baba-sensei, who has given talks on many occasions. Under this situation, on my first visit, we went there kitted out as mountain climbers to provide assistance and during our stay we slept on the floor in sleeping bags. This facility was closed down after five months. Since this was in Hokkaido, many of the animals had been kept either tied up outside or allowed to roam freely in natural surroundings. So when they were put in cages, it became a major stress factor for them. Quite a high ratio of these animals produced blood in their stools or urine. As the Rescue Center would be operating for a short period we thought that, if we could create an environment for the animals to be outside, their stress would be smaller. So we decided to build a second facility in a more open style in order to reduce stress.

As for the cats, when one cat infected with feline herpes virus (also known as Feline Rhinotracheitis) was brought to us, even though we paid close attention, the virus soon spread and we quickly had to set up an isolation room.

Unlike in the case of the Mount Usu eruption, there was no pyroclastic flow. However a mudflow did come down the mountain so the people living nearby

temporarily evacuated by themselves. In some cases they left their animals behind. These places included some dangerous spots, so the Hokkaido Veterinary Medical Association asked the Self-Defense Forces, "Please let us rescue the animals left behind; we will follow the SDF vehicles and if suddenly ordered to get out we will leave immediately." However, this request was refused. Instead, the Police, Fire Department and Local Government staff provided the dogs and cats left behind in the general restricted areas with food and water.

At this time, we received many relief supplies and donations from corporations and members of the general public. Volunteers also gradually arrived at the site. Earlier we heard a story that in Kobe there were numerous calls to the Rescue Center every day from newspaper reporters always asking the same questions, and the staff had trouble dealing with them. But in Hokkaido, we had one person who was good with computers, and this person acted as a sort of communications officer by trying to send out as much information as possible from our side, including daily information about the animals at the Rescue Center.

Around this time, we also built a rescue facility in Date City, on the opposite side of the mudflow from the Rescue Headquarters. No earthquakes had shaken Date at the time of the eruption so the people of the city were able to go about their lives quite normally. But as a result, they were unable to imagine how bad things were in the area that had been stuck by the disaster. Also, because Hokkaido is so spacious, in contrast to cities such as Tokyo and Kobe, when dogs are taken for walks in Hokkaido, their droppings tend to be left where they fall. When we asked the volunteers to walk the dogs, they also left the dog droppings on the ground. When it is only a single dog being walked, even if droppings are left behind, the mess is not very conspicuous and can be ignored. However, when many dogs are walked along the same roads and all leave their droppings behind, the amount grows to the point where local people will begin to complain and this is what happened. In response, we organized a dropping cleanup group to gather up the mess. In each region of

the country, the people have their own ways of living with pet animals, so it is necessary to consider regional characteristics.

[Slide 16] This is the eruption of Mount Usu. The photo shows a view towards the crater from a park in Toyako Onsen Town. While looking around the Evacuation Centers, we came across a person who was lodging in a wagon-type private van together with two Shih Tzu dogs. We asked, "Why aren't you staying inside the evacuation center?" Their reply was, "There is a lot of information there so I am staying in the car park of the evacuation center so I can get that information. But, on the other hand, I don't want other people to be upset by my dogs barking. If I stay inside the center, that is bound to happen. That's why I'm staying in the car park."

[Slide 17] This is a simple doghouse made from a cardboard box standing next to the gymnasium. Several dogs were kept tied up outside and their owners took care of them. [Slide 18] Cats were also housed in cardboard boxes. [Slide 19] This prefab was part of the Animal Rescue Center. Only this building was pre-existing at the site. The other prefabs were newly erected surrounding it.

[Slide 20] This photo shows the inside of a kennel building. Since it was the first building to open, we were only able to carry out rearing management in cages. There were more medium-size dogs than small dogs, and they became stressed in their cages.

[Slide 21] This is a cat. The cats were kept in cages placed on the top and middle shelves. Towards the end of the period the volunteers were coming in on a day-to-day rotating basis. Although the cages were a little small, the volunteers tried hard to make it possible for the cats to live as close as possible to their normal lifestyle. For example, they joined three dog cages together so that the cats had enough space to perform up and down movements, etc. Everyone worked very hard.

[Slide 22] This photo shows some people coming to the

Rescue Center to pick up food for delivery to the animals remaining inside the designated evacuation area. [Slide 23] Moreover, veterinarians treated animals that were sick or injured.

[Slide 24] This is the second Rescue Center. Originally, this was a ground for carrying out competitive exhibitions of cattle, etc., but we were given permission to use it following the disaster. We decided to arrange things in this style as we considered it would be less stressful for the dogs than being placed in cages. [Slide 25] We also looked for new owners for those dogs whose owners we were unable to trace.

[Slide 26] The next rescue effort I would like to tell you about was the volcanic eruption on Miyake-jima Island in 2000. This was the disaster I was personally most deeply involved in. Like Izu Oshima, Miyake-jima is part of the Izu Group. In the case of Miyake-jima, the population was in the order of 3,000 people. The number of rescued animals was 253. There were people who evacuated voluntarily at the very beginning but, according to my memory, the full evacuation of the island was ordered in September. Just as before, as with Izu Oshima, when the full evacuation took place, animals would not be allowed to be carried on board the evacuation vessels. But on this occasion the Tokyo Metropolitan Government and the Tokyo Veterinary Medical Association told us to collect animal cages and send them to the island so that residents could evacuate together with their pet animals. This time, all the evacuation vessels were able to take on animals. Just by witnessing this incident, I could see that things had really changed in the time between the Izu Oshima and Miyake-jima disasters.

This time as well, the Tokyo Veterinary Medical Association, animal welfare organizations and the Tokyo Metropolitan Government got together to set up and operate an Animal Rescue Headquarters. I heard that by this time, animal rescue was included the Tokyo Metropolitan Government's regional disaster prevention plan, so the lending out of cages was in keeping with the plan. In the beginning, the rescued animals were taken care of separately at the facilities

belonging to the various Tokyo Veterinary Medical Association members. But unlike the one-month emergency period of Izu Oshima, at Miyake-jima there was continuous venting of dangerous gasses, so people were unable to return home for an extended period. As the evacuation became more prolonged, we had a prefab facility built on land belonging to the Tokyo Metropolitan Government, which also carried out the construction of the facility. A form of dog's playground was also created using public donations. The Animal Rescue Headquarters operated for about one year.

On this occasion as well, before the evacuees could return to the island, various construction projects had to be completed. So there was a steady flow of construction industry workers and administrators traveling between the mainland and Miyake-jima. They also fed and watered the animals that had been left behind on the island, which were cats for the most part. There was also one case where they rescued a dog that had been left behind and we took care of it.

By the time the evacuees were able to return to the island, because the Miyake-jima climate is warm and cats have considerable reproductive power, the cats that had been left behind had produced kittens. So before the residents returned, staff of Tokyo Metropolitan Government caught as many of the cats as possible and had them spayed or neutered.

Needless to say, following the volcanic eruption on Miyake-jima, corporations and individuals donated large amounts of relief supplies and many volunteers gathered to help out. Because I was working as an assistant manager of the Rescue Center in charge of volunteers, I was acutely aware that the concentration of volunteers arrived only on holidays, but not many would come to the Rescue Center on ordinary working days. So if we had tried to operate the Rescue Center using only volunteers, we would have faced a manpower shortage most of the time. The animals of course need care 365 days a year so this meant we would be unable to provide them with sufficient care. So I keenly felt the importance of securing enough volunteers and their training.

Another thing was that, when owners who had entrusted us with their pets came to visit the Rescue Center to see their pets, especially in the case of dogs, the animals' attention would be focused exclusively on their owners. However kind the volunteers may have been to an animal, or however joyfully the animals played with the volunteers, as soon as the pets recognized their owners, they took no further interest in the volunteers. Furthermore, after the owners had spent time with their pets and departed again, the dogs would be very reluctant to enter the kennel no matter how hard we tried to persuade them. After witnessing such scenes, I thought it would be better if we could realize an animal evacuation center in a style allowing owners to take care of their pets on their own. The veterinary medical associations or animal welfare organizations would then act as support by providing medical treatment, offering consultation on animal care, etc., or looking for new owners for those pets without an identified owner. I believe such a system would be better mentally for dogs and cats as well as for their owners too.

[Slide 27] The evacuated animals were initially entrusted to veterinary hospitals and to the Tokyo Metropolitan Government's Center. [Slide 28] After that, they were moved to the prefab Rescue Center, which was designed to provide long-term accommodation. [Slide 29] This Center was constructed with a dog kennel on the first floor and a cattery on the second floor. This was very similar in style to the Rescue Centers operated at the time of the Great Hanshin Earthquake.

[Slide 30] This photo shows a dog in our charge looking out from inside the paddock. [Slide 31] Cats such as this one were kept in lofts built over dog cages that were handmade by volunteers. They went to a store selling wood board, bought the materials and made everything by hand. In the case of the cat cages, although the lofts were narrow, cats could go up there to sleep. We wanted to allow the cats to be able enjoy their own original lifestyles as much as possible.

[Slide 32] Volunteers carried out all kinds of work including washing, walking the dogs, preparing meals,

etc.

[Slide 33] This photo shows the inside of the kennel house. [Slide 34] The dogs here go for walks too. Veterinarians who were members of Tokyo Veterinary Medical Association visited the center to check up on the animals on a day-to-day basis.

[Slide 35] As for the cattery, at first the cats were kept in the cages you saw earlier. But if they remain constantly in cages, cats become progressively more stressed. Many of the veterinarians who came to the Rescue Center were skillful, so guided by Sato-sensei, who will be speaking later, they built a cats' playground where the cats could associate together and play around. Some cats however did have a tendency to fight and consequently had a tough time. These cats had to be excluded from the playground. But gradually more and more cats returned to their owners' homes so the number at the Rescue Center decreased and the remaining cats were able to stay in the playground for a longer time.

[Slide 36] When we built this playground, the volunteers helped us a lot. In order to make the various facilities, we used waste materials. As the Rescue Center was next door to a garbage incineration plant, we had access to a lot of discarded items including some totally brand-new and usable products. We acquired many things in this way. The carpeting for these shelves and other things seen here all came from the garbage plant.

[Slide 37] The next disaster rescue I was involved in was the 2006 Chuetsu Earthquake, also known as the Mid-Niigata Prefecture Earthquake. This was also quite a large earthquake, and because a major flood disaster had also occurred not long before, which had weakened the ground in many places, the damage was correspondingly greater. A total of 67 people were killed in this disaster, and the number of rescued animals was 267. Here, again, the Niigata Veterinary Medical Association and several animal welfare organizations set up an Animal Rescue Headquarters with support from the Emergency Disaster Animal Rescue Headquarters. This Headquarters took care of animals

evacuated with their owners at Niigata Prefecture's Animal Control Center and at gyms. The animals were placed in cages installed at these locations and their owners took care of them there, while veterinarians made their rounds and food and other things were donated.

Also, of the tents set up by the SDF, some tents were set up for use by disaster victims accompanied by their pets.

At this site, there was one tragedy. When I was talking earlier about Hokkaido, I mentioned the case of an owner who lodged in his own vehicle together with his two Shih Tzu dogs. In Niigata, as Yamazaki-sensei told you this morning, another dog owner who was lodging in his car together with his dog died of what is popularly known as "economy class syndrome". A small car is a very cramped space in which to sleep and, as happened in this case, can result in a tragic death. When we think about it, we can see that such things are apt to occur when there aren't any places where owners can entrust their pets. So if we don't rescue such animals, it adds up to the same thing as not rescuing people. Earlier, it was said that "to save pet animals is to save people". Keeping in mind the incident I just noted, I think we can all realize that if pet animals are not saved, their owners could also die.

[Slide 38] In the context of the Chuetsu Earthquake, you may remember Yamakoshi Village, which became submerged after landslides, so that the only access to the village was by helicopter. As a result, Niigata Prefectural Government staff traveled in SDF helicopters to rescue some animals and provide others with food and water.

There was also one new development in Niigata relating to the keeping of pets in temporary housing. At the time of the Great Hanshin Earthquake, when people moved into temporary housing they were not informed officially or clearly that it was OK to keep their pet animals with them. But at the time of the Chuetsu Earthquake, people were told it was OK to keep pet animals in all temporary housing, although the timing

with which permission was given did differ from one local authority to another. Some cities gave the OK faster than others. In return, the Animal Rescue Headquarters supported the appropriate keeping of pets by drawing up a set of keeping roles. Of course, spaying and neutering operations were conducted using public donations. Also, in and around the disaster area, most people had been living in stand-alone housing rather than collective housing. So Niigata Prefecture, the Niigata Veterinary Medical Association and the animal welfare organizations performed these support activities in order to prevent pet owners from causing trouble to their neighbors due to their lack of experience at living in collective housing such as temporary housing facilities.

[Slide 39] This photograph shows a prefectoral highway in Uonuma City. The road has collapsed and the surface has been broken apart and riddled with long cracks.

[Slides 40 ~ 44] The Evacuation Center in Nagaoka City was housed in a gymnasium. These photos show a pet house built beside the Evacuation Center. This was the scene inside the pet house. Cats were kept in cages and their owners took care of them. The food was donated and the Niigata Veterinary Medical Association took consultations concerning the treatment, illness and health management of these animals.

[Slide 45] This person evacuated with their dog, called Dai-chan, by putting the dog house on the back of a truck and transporting it to a school playground. [Slide 46] This is Dai-chan.

[Slide 47] When people evacuate in vehicles, the entire family including their pets can evacuate together. This shows a scene of a family that has evacuated together with their pet living in an SDF tent.

This shows Niigata Prefecture staff delivering food to animals left behind in Yamakoshi Village in cooperation with the SDF. Even when visiting Yamakoshi by helicopter, people had to walk a considerable distance from the heliport. I also joined them after it became possible to make the journey half way to the site by car.

We had to walk along a steep mountain trail. I could imagine it must have been really hard work to walk that trail carrying heavy things.

[Slide 48] In Yamakoshi Village there were a lot of cats. They were fed on food carried in by volunteers. As for water, Yamakoshi has plenty of clean spring water, so the cats could easily find a drink anywhere. Due to the abundance of spring water, Yamakoshi had a thriving Nishikigoi (ornamental “brocaded” carp) breeding industry. Niigata Prefectural Government staff also rescued cats when they found them, brought them down from the mountains and searched for their owners. This photo shows one of the rescued cats being kept in the Rescue Center. There were many pet owners whose houses were destroyed, and these people asked us to take care of their cats and dogs.

[Slide 49] This photograph shows the interior of a prefab house set up behind a veterinary clinic to keep rescued pet animals.

[Slide 50] Because in this rural area, most cats are allowed to come and go in and out of their owners homes freely, when the earthquake struck many of the cats were not at home. This led to an organized effort to search for those cats. [Slide 51] When winter set in, the Yamakoshi area has a lot of snow, and so the police also helped with the search. Even in the snow, in order to capture cats and get them to their owners, it was necessary to set traps.

[Slide 53] Support for keeping animals in temporary housing was carried out in this way. The animals were kept inside, vaccinations were given, breeding was prevented, each animal was tagged with its owner's address, and the owners formed an association. In addition, experts provided support.

[Slide 54] This photo shows some temporary housing units.

[Slide 55] Also, a “handover” meeting was held.

[Slide 56] After the Chuetsu Earthquake disaster, we

handed out questionnaires to the affected pet owners. According to the responses, and in answer to the question, “What did you do about your pet?” 59.0% of respondents answered, “Took them to the Evacuation Center without question,” 6.6% answered, “Took them to the Evacuation Center after checking the situation there,” and 23.0% answered, “Left them at home.” So, well over half of all owners took their pets to the Evacuation Center without hesitation.

To the question, “How is your pet living at the Evacuation Center?” the most common response was “it is being kept in an outside tent,” followed by “being kept outside the Evacuation Center,” “living together with owner,” and “being kept in a cage.” Moreover, as well as in tents, some animals were kept in their owners’ cars or in corridors, etc.

To the question, “How would you like to live with your pet in future?” the most popular answer was, “We wish to live together in the Evacuation Center.” As was expected, owners did not want to be separated from their pets.

[Slide 57] Moving on to look at the current situation regarding government policy, the Regional Disaster Prevention Plan (as based on the Disaster Countermeasures Basic Act) stipulates items concerning animal protection and control measures in times of disaster, such as installing an Animal Rescue Headquarters, rescuing injured animals, searching for lost animals, etc. At present, 79 local government authorities have such measures in place.

[Slide 58] As another measure to help in times of disaster, the government also promotes the clear identification of pet owners by means of pet micro-chipping, etc.

[Slide 59~61] Tokyo Metropolitan Government also includes animal rescue in the Tokyo Regional Disaster Prevention Plan. In the case of Tokyo, the plan is divided into an ‘earthquake disaster’ volume and ‘other disasters’ volume.

[Slide 62] This slide shows Tokyo Metropolitan Government's animal protection system. The Animal Rescue Headquarters, Tokyo Veterinary Medical Association, animal welfare organizations, the Japan Pet Food Association, volunteers, and the Tokyo Metropolitan Government Bureau of Social Welfare and Public Health cooperate in performing animal rescue activities. In addition, the Tokyo Metropolitan Police Department, the Fire and Disaster Management Agency, the Construction Bureau, the Ministry of the Environment and the Ministry of Health, Labour and Welfare provide assistance. The layout of the system is shown in this flow chart.

[Slide 63] As for the response when a disaster strikes, Tokyo Metropolitan Government has created a framework to protect animals by responding to requests from evacuation centers to accept animals whose owners are as yet unknown by setting up evacuation places for animals while animal protection groups, medical treatment groups and the Animal rescue Headquarters are exchanging information. In order for this to be effective, the cooperation and support of animal welfare promoters and concerned organizations is indispensable. [Slide 64] In Tokyo, the wards are designated as independent districts. Since each ward, city, town and village manages its own evacuation centers, the approach to taking in pets and conducting appropriate management will differ according to the local authority concerned. There are places where measures are still at the study stage, as shown in this slide.

[Slide 65~66] In the case of Shinjuku Ward, a written agreement has already been made. [Slide 67~68] This is a pamphlet for ordinary residents of the ward produced for use in times of emergency. [Slide 69] These efforts are also being introduced gradually in the press.

[Slide 70] Considering from my own personal experience up to now, naturally, I believe that it is an absolute requirement that animal rescue be included in regional disaster prevention plans. But since this is both an animal and a human problem, in addition to setting up an Animal Rescue Headquarters in times of disaster,

we also need to engage in cooperation with those specialized departments that have responsibility for both people and animals, such as those that provide medical treatment for people, medical treatment for animals, public health, human and animal welfare and epidemic prevention, as well as the Fire Department, Police Department, Red Cross, etc. In my opinion, unless we cooperate with these various parties and set up teams, we cannot respond appropriately in disaster situations in ways that allow us to save people and animals.

Of course, in order to cooperate effectively, a manual is necessary. In addition, volunteer registration and education and training for volunteers are needed. As I said earlier, the numbers of volunteers that gather can vary enormously on different days. When there are too many, they form a crowd. Also, people who keep dogs at home have a tendency to approach other dogs without proper caution which can result in them getting bitten during their volunteer activities. We have had such cases. So we need to get volunteers to register and then give them education and training.

Earlier, a color-coded system was in use, and when I encountered it, I thought it was a very good system.

In the interest of coping in times of emergency, it is important to implement measures from normal times. Earlier, Ichida-sensei mentioned about securing land, which is important, and storing equipment and food are important considerations too.

Owners should keep their pets in daily life with some consciousness for the possibility that they might need to make an evacuation one day. They should carry out proper health management and training of their pets. The problem of people keeping large numbers of pet animals was mentioned earlier. In this context, I would like to ask owners to only keep as many pets as they could evacuate with together and only keep the kinds of pet that can accompany.

A while ago in Tokyo, somebody was discovered keeping about 50 poisonous snakes secretly. Imagining

what might happen if these snakes were to escape from their containers, I would really like to urge people not to keep such animals. I am particularly concerned that some people may be keeping poisonous snakes that produce venom for which no antidote is available.

We must educate people about such thing on a routine basis. I would like people to raise and manage their pets while always bearing in mind how they might take care of these family members in times of emergency or disaster, and whether or not they will be able to protect their pets.

[Slide 71] This is a checklist for pet owners compiled by JAWS. It stresses that it is better for owners to evacuate accompanied by their pets. In the same way as we make emergency kits for people, pet owners should prepare emergency kits for their animals. In the first place, it says you should insert a photograph of your pet. This is made as a transparent bag. If your pet is a puppy, its face will change after a year has passed, so use a photo as recent as possible. Also, it is nice if you can use a photo showing you and your pet together. This can be of help in case a search needs to be made if you become separated from your pet.

[Slide 72] This is the rear of the checklist. It lists the things you should prepare for your pet, such as food and water for five days, toilet processing equipment, a lead, and various other things.

On the right side there is a space for listing information on your pet. This health information can be extremely useful. For example, what kind of diseases does your pet have? Even if it is currently cured, if your pet has had urethral calculus in the past the condition may return when your pet is exposed to stress. So if we have such information, we can take care of the animal with reference to its medical history while it is in our keeping. Also, information about vaccinations is important. When was your dog vaccinated against filariasis? Was your cat checked for viruses or not? When this information is given, the party keeping the pet feels easier and the owners too are able to rest assured that their pets are being well cared for.

In times of emergency and disaster, animals and people gather in one place. If by some mischance, a zoonotic disease breaks out it will spread. If infectious diseases of animals occur, although they may not be infectious to people - for example, feline viral rhinotracheitis (FVR), which I mentioned earlier - they will spread among animals quickly. So it is important to carry out health management on a routine basis, and of course, training is important too, as are spaying and neutering. When these things are not done, if a non-neutered male animal is close to a female emitting an attractive smell, the male can become jumpy and may bite the volunteers. Such cases have occurred. Even in the case of cats, this kind of thing occurs, so it is very important to carry out these kinds of operations.

I appear to have gone a little over my time, but this completes my talk. Thank you very much for listening.



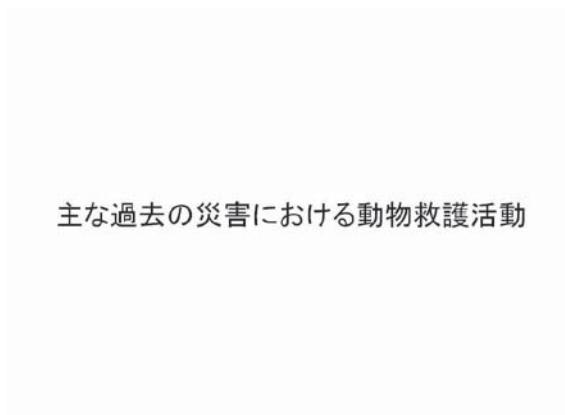
## 日本における過去20年余りに起こった緊急災害時の動物救援活動の変遷

神戸アニマルケア国際会議2009  
ワークショップI  
(社)日本動物福祉協会  
山口 千津子

### 1995年 兵庫県南部地震

- ・ 104,906世帯破壊 死者6,460名
- ・ 初めて、自治体・獣医師会・動物愛護団体が動物救援本部を立ち上げ、組織だって被災動物の救護活動を行った。
- ・ 被災直後のビニールテントとケージの保護施設から、長期化に向けてプレハブの施設を建設。(期間約1年4ヶ月・救護動物数1548頭)
- ・ 多くの企業や一般からの救援物資・寄付、動物のボランティア。
- ・ 動物救援本部の解散時にご寄付を清算し、残金を基金として、今後、起る緊急災害時動物救援のための組織「緊急災害時動物救援本部」を立ち上げた。

【Slide 1】



主な過去の災害における動物救護活動

【Slide 5】



ビニールハウス内の様子（神戸動物救援センター）

【Slide 2】

【Slide 6】

### 1986年 大島三原山噴火

- ・ 住民約1万人 全島避難指示（約1ヶ月）
- ・ 一部のペット動物は乗船できたが、ほとんどは拒否され、船着場で放した。
- ・ 同行避難できたペット動物も避難所で苦情が出始め、一時預かりボランティアを募り、各家庭で預かった。
- ・ 島に残された犬・猫については保健所のペット班と地元消防団員が給餌・給水。フード会社からはフードの寄付。
- ・ 自治体・獣医師会・動物愛護団体がそれぞれ救援活動を展開したが、組織だって活動するところまでは至らなかつた。



【Slide 3】

【Slide 7】

### 1991年 雲仙普賢岳噴火

- ・ 住民約3800人（死者43名）
- ・ 動物愛護団体・動物病院でも被災動物を預かったが、避難の長期化から空き豚舎を利用したシェルターを開設し、預かった。（期間約1年）
- ・ 自治体職員が取り残された動物たちに給餌・給水。
- ・ フード・動物用医薬品等の寄付。
- ・ 自治体・獣医師会・動物愛護団体等の協力体制はでき始めたが、まだ、組織だった活動にはなつていなかった。



被災動物の治療にあたる獣医師ボランティア  
(神戸市北区 神戸動物救援センター)

【Slide 4】

【Slide 8】



【Slide 9】



【Slide 13】



【Slide 10】



【Slide 14】



【Slide 11】

#### 2000年 有珠山噴火災害

- ・被災世帯数 1343戸 救護動物数 348頭
- ・北海道庁・獣医師会・動物愛護団体からなる小動物救援対策本部を立ち上げ、兵庫県南部地震後に設立された緊急災害時動物救援本部がその活動をサポート。
- ・プレハブの動物舎を設置し、動物の救護を開始。その後、預かり動物のストレス軽減のために第2施設を開設。(期間約5ヶ月)
- ・保護できずに一般立ち入り禁止区域に残されている犬・猫に自治体・警察や消防が給餌・給水。
- ・企業・一般市民からの救援物資・寄付、ボランティア。

【Slide 15】



【Slide 12】





立入禁止解除直後に羽越温泉街の公園から見た噴火口

ASlide ::A



犬舎内部

ASlide ::A



【Slide ::A



ASlide ::A



猫もダンボールに入れられただけで避難所の屋外に出されている  
よく逃げないことだと思うが、動物たちもストレスがたまり過酷な状況であろう。

ASlide ::A



避難指定区域内に残っている  
動物達の為にフードや水  
を地区内においてくる為に  
役場の車に積み込んでいる

ASlide ::A



有珠山動物救護センター事務棟の様子 山に雪が  
残る4月当初は寒い中受付業務を屋外で行った

ASlide ::A



ASlide ::A



第2救護センター(伊達市竹原町) もともと屋外飼育の中・大型犬のストレスを考慮しての屋外管理

【Slide 24】

○動物病院に保護された動物たち



今朝の朝になると柴ちゃんはとってもおさかしながら窓から外をでても居ます。



看護士さんに抱かれて



飼い主不明犬の新しい飼い主さがし 8月7日、センター内で預かった動物達

【Slide 25】

【Slide 28】



【Slide 29】

### 2000年 三宅島噴火災害

- ・被災世帯数1962戸 救護動物数 253頭
- ・東京都地域防災計画の中に動物の救護がすでに入っていたので、それに従い、東京都が全島避難の際の動物の同行避難を呼びかけ、都獣医師会も協力してケージ等を貸し出した。今回は、乗船拒否はなかった。
- ・東京都・都獣医師会・動物愛護団体が動物救護本部を組織し、緊急災害時動物救援本部のサポートを受けて、被災動物の救護に当たった。東京都が保護施設建設、運営は救護本部が行った。(期間約1年)
- ・都が島に残された猫に給餌・給水。島民の帰島前には島の猫の不妊・去勢手術を実施。
- ・企業・一般からの救援物資・寄付、ボランティア

【Slide 26】



バドックから外をながめる

【Slide 30】



写真提供：東京都獣医師会 動物救援本部 計画室

【Slide 27】



ケージ内に安置するもの（貴婦、バドック、トイレ、タヌル）



ケージ内に安置したロフト

【Slide 31】



【Slide 32】



【Slide 36】



【Slide 33】

### 2006年 新潟県中越地震

- ・被災者10万人以上。死者67名。救護動物数 267頭。
- ・新潟県・獣医師会・動物愛護団体で組織する動物救済本部を設置。緊急災害時動物救援本部のサポートも受け、同行避難してきた動物たちを県動物保護管理センターや体育館等の避難所の横に設営された動物用テントで保護。
- ・企業・一般からの救援物資や寄付。ボランティア。
- ・自衛隊が一部ペット同伴被災者用テントを設置。
- ・車の中で犬と寝泊りしていた飼い主がエコノミー症候群で死亡。
- ・県が被災地に残された動物の保護と給餌・給水
- ・全ての仮設住宅で動物飼育可になった。動物救済本部は飼育規則を作成し、適切な飼育のサポートをした。

【Slide 37】



【Slide 34】



【Slide 38】



【Slide 35】



【Slide 39】

動物の救援活動(運ばれた餌を食べるねこ)



A 4 M :JAE F



A 4 M :JAE F

動物の救援活動(収容されるねこ)



【Slide 41】



A 4 M :JAE F

動物の救援活動(収容されるねこ)



A 4 M :JAE F



A 4 M :JAE F

避難所に併設されたペットハウス



A 4 M :JAE F



A 4 M :JAE F

## 預かり事業



【Slide 48】

### 保護ねこ・預かりねこの飼育



【Slide 49】

### 継続する動物の救援活動(収容活動)



【Slide 50】

### 雪の中の動物救援活動(警察官の協力)



【Slide 51】

## 仮設住宅での動物飼育支援

- ・動物は、室内で飼育する。
- ・ワクチンを接種する。
- ・繁殖制限手術を受ける。
- ・動物に飼育者の連絡先を付ける。
- ・飼育者の会を作る。
- ・専門家のサポートを受ける。

【Slide 53】

### 仮設住宅の状況(仮設で犬と共に)



【Slide 54】

### 被災動物の譲渡会(新しい家族を待つねこ)



【Slide 55】

新潟県中越大震災

新潟県によるペット動物の飼い主へのアンケート

○ 犬連れ・ペットをどうしましたか?	53, 0%
①迷ひで避難所へ逃れてきた	6, 6
②避難所の様子を見てから逃ってきた	0, 0
③吠え一喝いで逃した	22, 0
④行方不明	9, 8
⑤その他	1, 6

○ お隣所でペットはどう暮らしていますか?

①同じ主と同居 (ヤーン解説) 6, 6%

②避難所の廊下など 1, 6

③避難所の廊外 0, 0

④窓から 2, 0

⑤遠外カントン 14, 1

⑥その他 16, 1

○ これを行ってどう暮らしたいですか?

①避難所で一緒に暮らしたい! 37, 0%

②新潟市でおねほ動物救援センターに預けたい 14, 7

③その他 1, 6

【Slide 56】

## 国・自治体の取り組み状況

東京都地域防災計画

編 著 者

（平成19年総元）

〔消费者权〕

【Slide 57】

【Slide 61】

国(環境省)

- ・災害対策基本法に基づく地域防災計画の中で、災害時における動物救援本部の設置、負傷動物の救護、迷子動物の捜索等の動物愛護管理に関する事項を明記することを推進。  
(現在、全国で79自治体が明記している。)
  - ・災害時における動物の救護等のため、マイクロチップ等による所有者明示措置の推進。

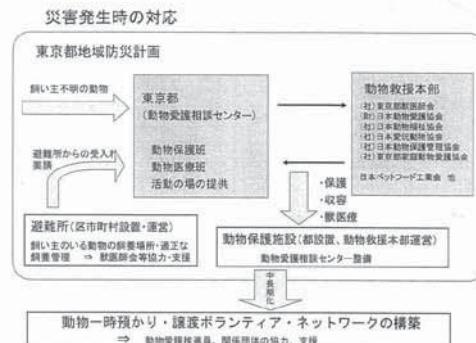


【Slide 58】

【Slide 62】



【Slide 59】



力の主導権を支撑する。

### 7 動物の権限

○ 那は、動物愛護の理念から、真正直は放し飼い状態の動物の保護と適正な利用の実現を目的とする。動物の権利を尊重するための行動規範として「動物の権利に関する行動規範」が提出された。(参考文献 13) 「動物に対する行動規範」別紙付録)

(1) 地域社会における動物の権限

○ 那は、区域社会、都道府県等行政機関を中心とした、動物保護センターなどと協力して、動物の権利を尊重するため、何らかの手を貸すべき形態の動物の権限を行なう。

(2) 動物に対する行動の通常な範囲

○ 那は、区域社会、都道府県等行政機関を中心とした、動物保護センターなどと協力して、動物の権利を尊重するための取組を進める。並に、監視する責任を負う。

△ あらゆる種の動物は、通常規範で行動する動物の権利及び資本の維持、保護の義務

△ 犬の飼育規制

△ 犬の飼育規制と畜産規制との競合における法律上の調整

△ 地域社会の通商規制及び課税

(3) 領域社会、都道府県等行政機関の設置する「動物保健体制」が中心となり対応する実務、運営を行う。

○ 那は、「動物保健法」(動物保健)と規定し、獣医師員の動物保健権に関する規定の充実、並に動物保健官の権利及び資本に基づく組織内での実務運営に努める。

△ 那は、「動物保健法」を遵守するため、権限の提供、「動物保健体制」(獣医師員の動物保健権)の充実化、並に実務運営の実現を図る。

(4) 動物の権利(「動物保健法」の権限)

○ 専ら畜産を対象とする農業生産者による「動物保健法」(動物保健)、(「動物保健法」)それだけではなく、農林水産省による「動物保健法」(動物保健)、(「動物保健法」)それだけではなく、農林水産省による「動物保健法」(動物保健)を目的とする実務運営。

[Slide 60]

[Slide 64]

## 東京都ペット動物の災害対策の取り組み状況(23区39市町村)

ペットと共に避難する避難所の管理は区市町村が行うが、ペットの収容や適正管理についての取組状況は様々。

	実施済	検討中
地域防災計画の策定	20区3市	2市
ペット対策マニュアル等の作成	3区1市	1区
フード・ケージの備蓄	4区1市	1区
獣医師会支部との協定	10区3市	9区

# 新宿区地域防災計画 〔平成17年度検定〕

【Slide 65】

A 4 M :JAE F

より良いシステム作りのために

- ・地域防災計画
  - ・動物救援本部
  - ・人と動物双方の専門部局(医療・獣医療・公衆衛生・人及び動物の福祉・防疫等)や消防・警察等との連携・チームワーク
  - ・マニュアル作成
  - ・ボランティアの登録と教育・トレーニング
  - ・平常時からの対策・準備
  - ・市民啓発(健康管理(人と動物の共通感染症も含む)・固体識別・同行避難及びその準備)

A 4 M :JAE F

An illustration of a young boy wearing a cap and holding a yellow water bottle. He is standing next to a white cat. Above them is a speech bubble containing Japanese text. The background shows a dark blue sky with white clouds.

【Slide 67】

<健康状態について(続き)>	
コードの登録 (備考欄)	
現在の 健康状況	
薬、器 (覚醒用)	
<連絡先について>	
別さまさんの情報	名 前 住 所 電話番号
力かりつけの 動物病院	動物病院名 電話番号
しつけ インストラクター	インストラクター名 電話番号
連絡の保証者( )	保健師の 電話番号  × モ
いつ起こるかわからないうちに 緊急災害時 同行避難袋チェックリスト	
ちゃんの健康データ	
<div style="border: 1px dashed black; padding: 10px;"> <p>動物と一緒に健やかに暮らしませんか?</p> <p>動物の写真を 入れましょう</p>  </div>	

A 4 M :JAE F

The image contains two main illustrations. The left illustration shows a family of four (two adults, two children) gathered around a dining table, looking at a book together. The right illustration shows a woman walking a small dog on a leash. There are several text boxes with headings like '犬の訓練の目的と方法' (Goals and methods of dog training), '訓練の進め方' (How to proceed with training), '訓練の効果と問題点' (Effects and problems of training), and '訓練の実践' (Practical training). A small inset image in the bottom right corner shows a close-up of a dog's face.

【Slide 68】

A 4 M :3A E F