

The formation of local communities in  
the development of living bases for  
long-term evacuees

Fuminori Tamba,  
Fukushima University

**с. Котовське**

**с. Жовтине**

**Демидовичі**

**Пільча**





с. Андріївка

с. Бички

с. Бураківка

с. Глинка

с. Буда

с. Бенівка

# Characteristics of communities affected by the Great East Japan Earthquake and the Fukushima Daiichi NPS accident

(1) Wide-area communities affected by composite damage from the earthquake, tsunami and nuclear accident

(2) Evacuation across wide areas

(3) Families and communities dispersed

(4) Protracted evacuation

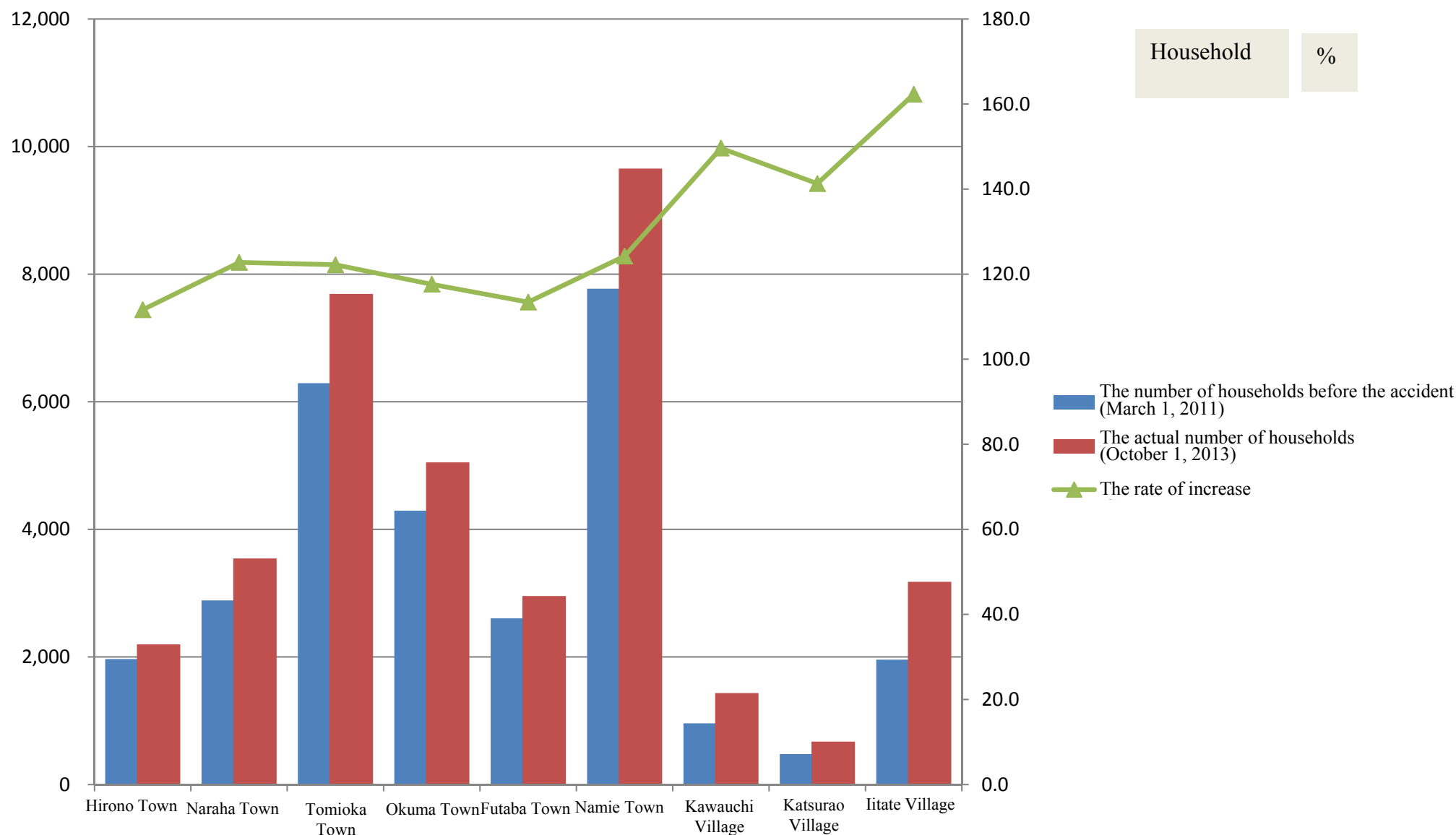
(5) People with “no local community to revitalize”

“The Post-Disaster Needs Assessments(PDNAs)”

Accurately identifying the needs of those affected by the disaster

→ A disaster could not only deprive people of their lives and homes, but also destroy their local infrastructures and communities, causing them to feel the loss of personal pride and dignity.

# Separation of families and resulting increase in the number of households



The number of households in evacuated municipalities before and after the nuclear accident

Source: "Fukushima Minyu", November 5, 2013 edition

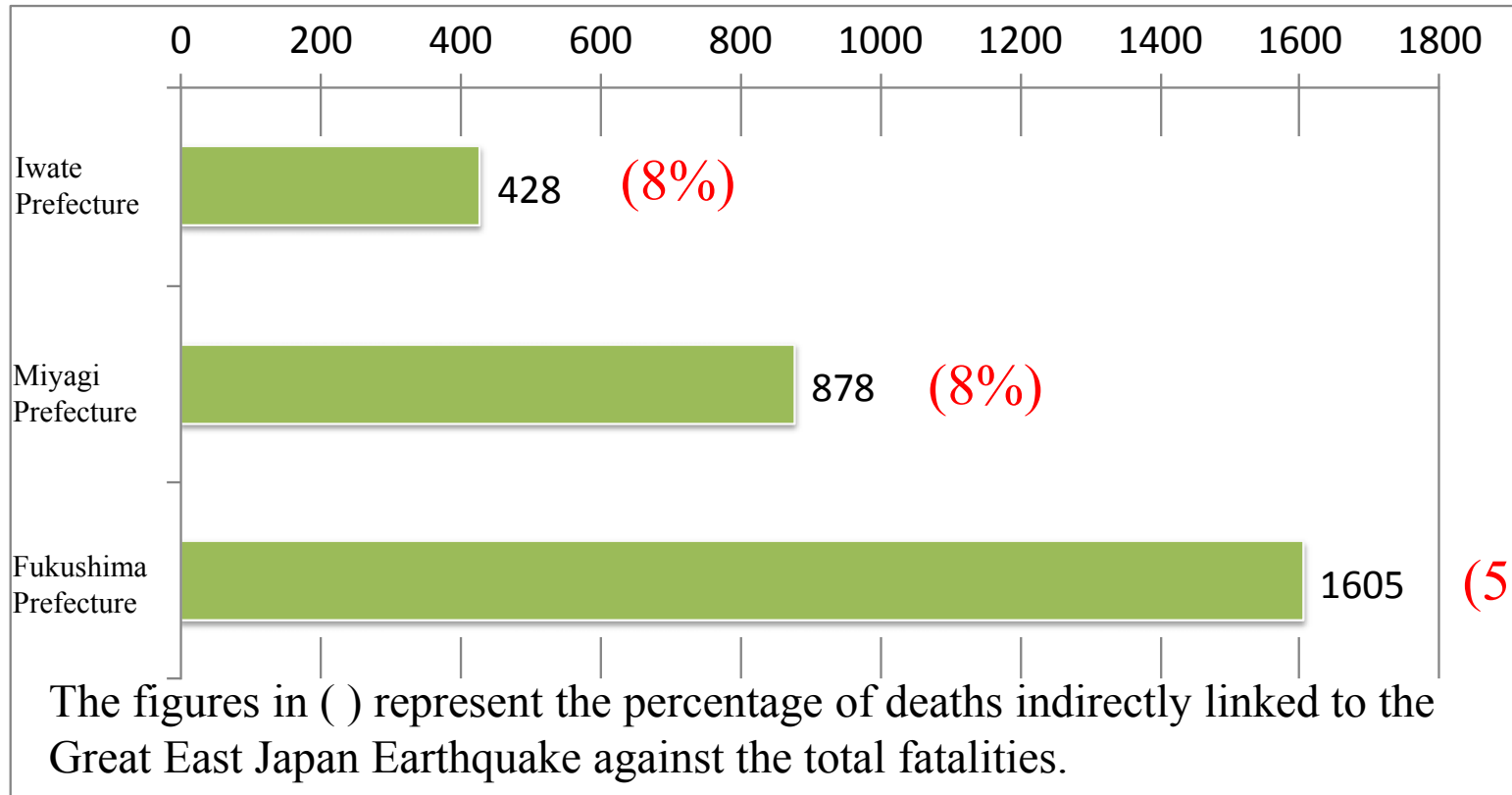
Note: The actual number of households in Namie Town is as of August 1, and that of Naraha Town is as of November 1.



## Fatalities indirectly linked to the disaster

1,632 as of 3.31.2012 → **2,911** as of 12.17.2013

Those aged 66 or above account for 90% of the deaths



Surpassing the number of direct disaster deaths (1,603 people) in Fukushima

Main causes of death include physical and mental exhaustion from life at evacuation centers or during evacuation, and the suspension of hospital functions.

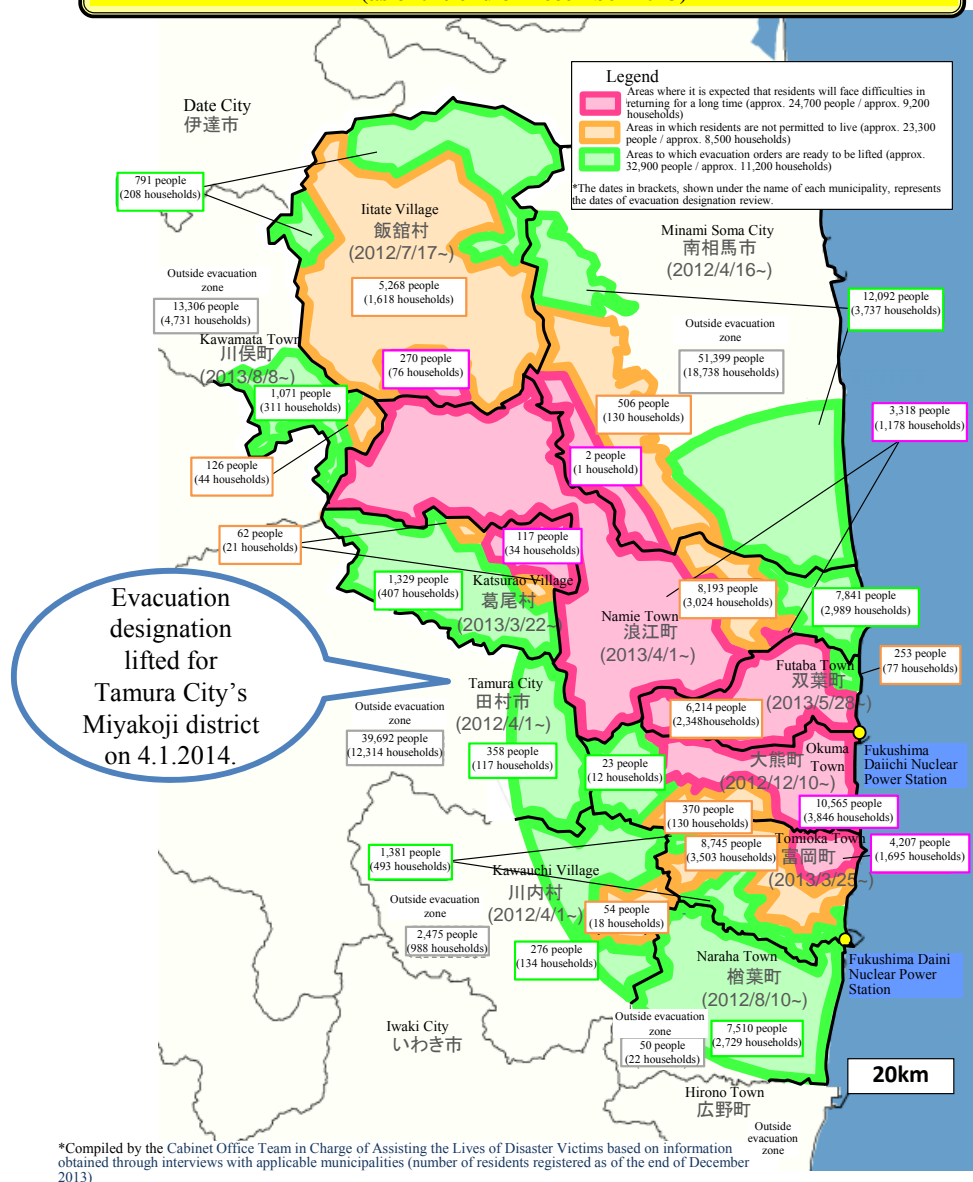
- Transfer to an affiliated hospital refused; Freezing temperature; Difficulty in sourcing foods; Unavailability of medical treatment
- Left lying on a hospital floor after the quake; Transferred subsequently to an evacuation center with no medical help
- Spent 4-5 days in wet clothes
- Placed at a rental housing in the evacuated municipality; Felt the heat of summer more severely, lost physical strength and appetite; Found that the kidneys were not functioning
- Doctors and nurse evacuated leaving patients behind at a hospital; wife left alone for almost one week, causing severe psychological distress

# Heightened demand for nursing care following the disintegration of families and communities

|  |   | January 2011<br>(before the quake) |   | September 2013<br>(after the quake) |                  |
|--|---|------------------------------------|---|-------------------------------------|------------------|
|  |   | Number of<br>applicable<br>people  | If the January<br>2011 figure =<br>100% | Number of<br>applicable<br>people   | Rate of increase |
| Those with<br>certified need<br>of nursing care<br>(including<br>those<br>requiring<br>assistance) | Affected<br>municipalities<br>(Minami Soma City + 8<br>Futaba municipalities + Iitate<br>Village) | 6,036                              | 100%                                    | 8,259                               | +36.8%           |
|  | Fukushima<br>Prefecture total   | 87,352                             | 100%                                    | 100,504                             | +15.1%           |
| Those<br>receiving<br>nursing care<br>services   | Affected<br>municipalities<br>(Minami Soma City + 8 Futaba<br>municipalities + Iitate<br>Village) | 4,872                              | 100%                                    | 6,406                               | +31.5%           |
|  | Fukushima<br>Prefecture total   | 74,037                             | 100%                                    | 84,559                              | +14.2%           |

# Review of evacuation zones and the return of residents

## Evacuation zones, their population and the number of households (as of the end of December 2013)



The government is reviewing evacuation zone designation in consultation with applicable municipalities.

**Areas where it is expected that residents will face difficulties in returning for a long time** (50mSv or above per annum): Areas where the radiation level will not go below 20mSv per annum, the threshold for resuming normal living, even after 5 years

**Areas in which residents are not permitted to live** (20-50mSv per annum): Areas where it is expected to take several years before the radiation level goes below 20mSv per annum; Temporary home visits permitted; Return to homes permitted once the radiation level drops after decontamination

**Area to which evacuation orders are ready to be lifted** (Under 20mSv per annum): Areas where decontamination, urban infrastructure restoration and employment measures are carried out urgently to allow early return of residents, with the evacuation order to be lifted as soon as the living environment is restored.

→ The government estimates that there are about 28,000 people who “face difficulties in returning” for more than five years.

## No prospect of returning to hometown

### Protracted evacuation

## Areas where it is expected that residents will face difficulties in returning for a long time

Many of the residents face difficulties in returning for 5 years or longer. 95% of the Futaba and Okuma Town populations are from “areas where it is expected that residents will face difficulties in returning for a long time”.

The maximum tenancy at makeshift housing, etc. (2 years under the Disaster Relief Act, with one year extension for this case to extend the lease to the end of March 2014)

It is unclear whether they could stay at such housing beyond that timeframe.

Thereafter...



# Impediments to rebuilding life and revitalizing communities

- (1) Outlook of the accident coming to a close
- (2) Progress of decontamination to ensure safe and secure living
- (3) TEPCO compensation and rebuilding of homes / employment
- (4) Concerns about low-level radiation

→Unclear timeline and delay in rebuilding living infrastructures are the major impediments.

# What we should share from the experience of the nuclear accident

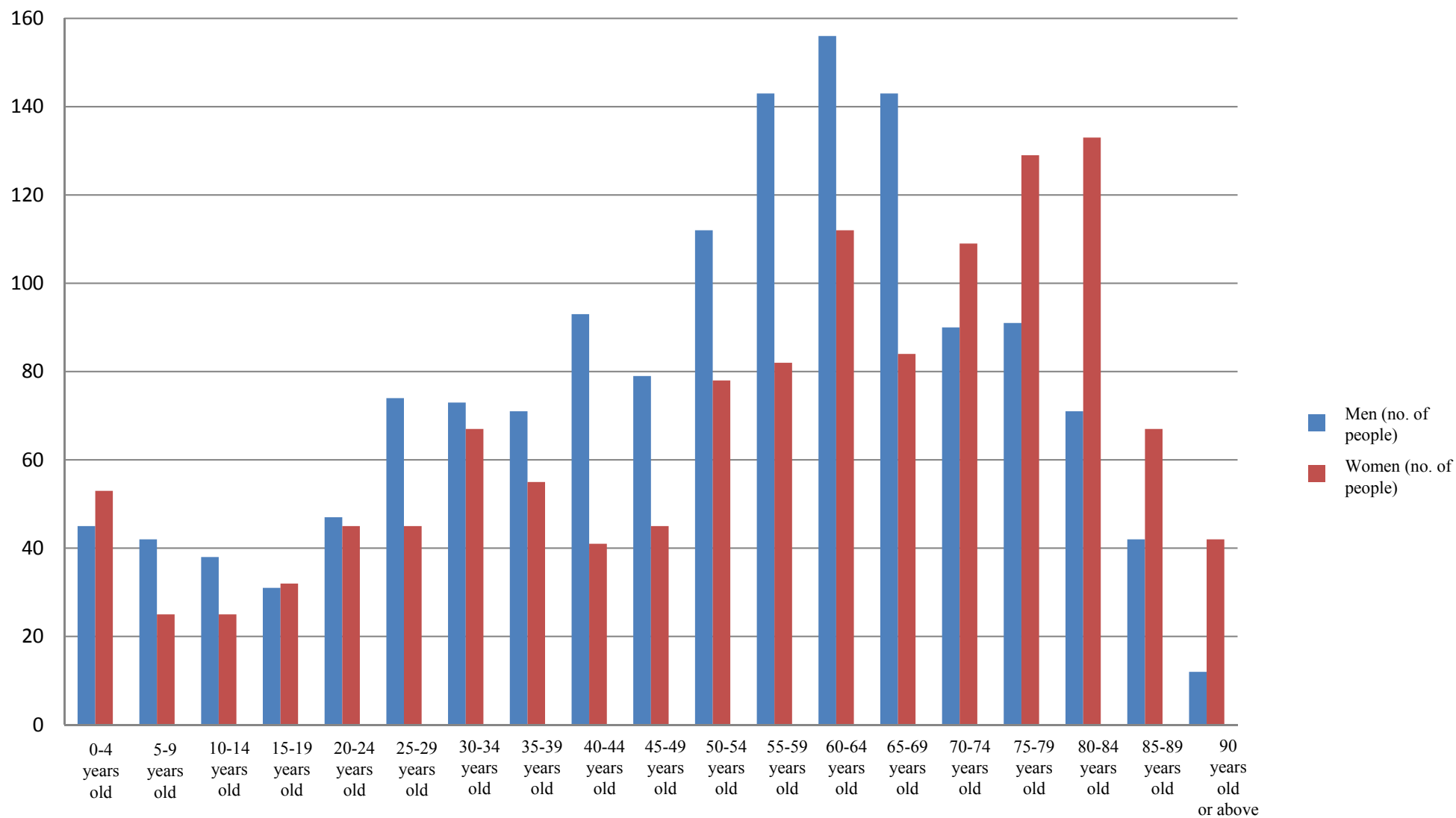
- Regardless of opinions for and against nuclear policies, it is important to understand the “agony” of those affected by the accident.
- An accident, once it occurs, could have an “irreversible” outcome.
- The national / local governments, manufacturers, licensees and the rest of the nation must all “learn” the lessons of the accident.
- This could, in turn, provide lessons to other countries with nuclear reactors around the world.

# Challenges of community formation in developing living bases for long-term evacuees

- Building policy and vision that reflects the original decline in population and population fluctuations as a result of the nuclear accident
- Establishing a system for extended evacuation, to handle matters beyond the scope of the Disaster Relief Act and other systems devised for natural disasters  
→ “Basic Act on Nuclear Emergency Countermeasures (tentative)”
- Focusing on mid- to long-term “community revitalization” while prioritizing “human revitalization” for individuals and families with respect to short-term rebuilding of their lives
- Addressing the need for residents’ involvement in all the processes of building living bases for long-term evacuees
- Addressing the need to build living bases for long-term evacuees in addition to emergency public housing to cater to those who are rebuilding their lives independently
- Rebuilding not only “housing” but also “work”, “education”, “welfare” and “community”
- Facilitating “symbiosis” with existing residents of municipalities accepting such living bases
- Addressing the need for wide-area collaboration in welfare administration and other administrative functions of local governments



## Miyake Village population (total population: 2722): As of April 2013



**\* High ratio of men in their 40s and 50s due to protracted evacuation of mothers and children**

“Guiding Principles on Internal Displacement” (hereinafter the “Guiding Principles”  
Section V “Principles relating to Return, Resettlement and Reintegration”

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The Guiding Principles state that “competent authorities have the primary duty and responsibility to establish conditions, as well as provide the means, which allow internally displaced persons to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to resettle voluntarily in another part of the country. Such authorities shall **endeavor to facilitate the reintegration of returned or resettled internally displaced persons.**”

The Guiding Principles also stipulate that “**special efforts should be made to ensure the full participation of internally displaced persons** in the planning and management of their return or resettlement and reintegration.”

## “IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters”

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- The Guidelines says, “The right to freedom of movement of affected persons, whether or not displaced, should be respected and protected. This right should be understood as including the right to freely decide whether to remain in or to leave an endangered zone.” (D.2.1)
  - The Guidelines says, “After the emergency phase, internally displaced persons should be supported to find a durable solution to their displacement.” They then call for “**sustainable integration**” of internally displaced persons (1) at the place of origin (“return”), (2) in areas where they took refuge (“local integration”) or (3) in another part of the country (“settlement elsewhere in the country”).
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# “IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters”

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- The Guidelines then present conditions for enforcing relocation, stating that all of the following conditions must be respected:
  - (a) It is provided for by law;
  - (b) Its only purpose is to protect the lives and health of the affected persons;
  - (c) The affected persons have been **informed of the process and the reasons for the decision**;
  - (d) The affected persons have been **consulted during all phases of the relocation, starting from the choice of the site to the construction of housing, services and access to livelihoods, and were given an opportunity to participate in these decisions and their implementation**; and
  - (e) The affected persons are provided with the opportunity for settlement elsewhere in the country in accordance with the following conditions

Slavutich, Ukraine



Displaced residents, once dispersed to various locations, gathered together to build a community they wanted.

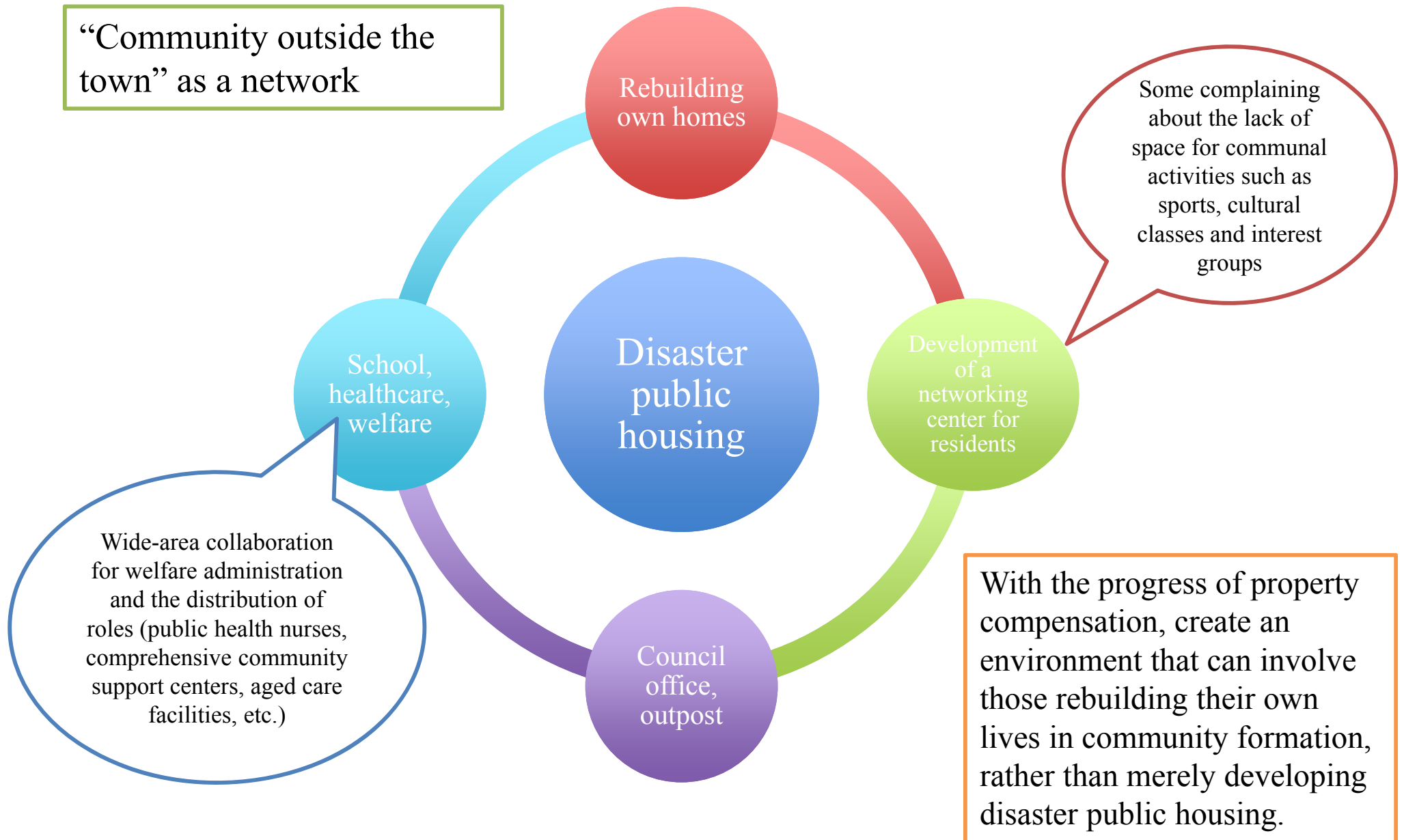


Setting up a psychosocial rehabilitation center



Slavutich, established after about 2 years by clearing a forest

# Living base for long-term evacuees as the base for “residence” and “networking”



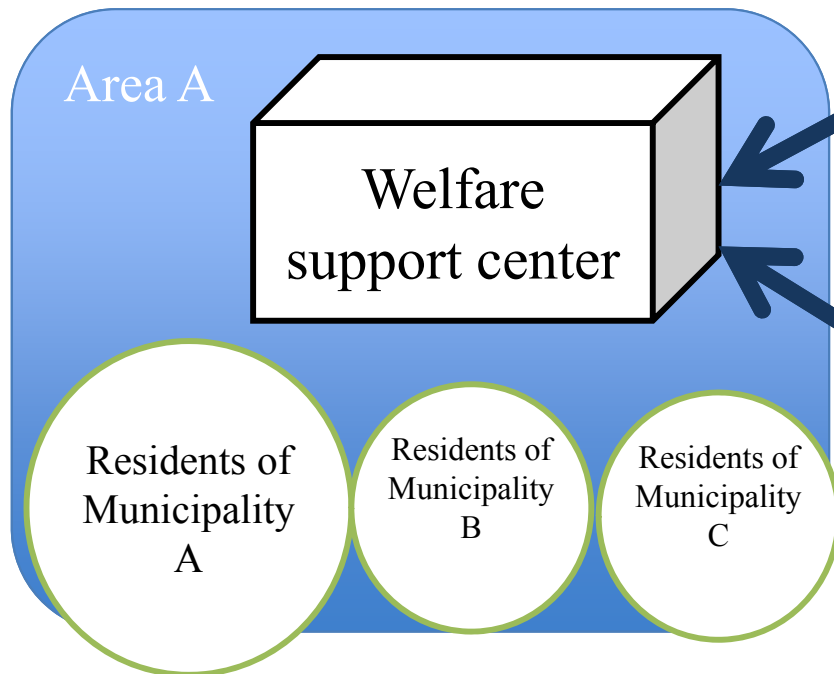


## Providing general and comprehensive “welfare” services to ensure healthy living for evacuees

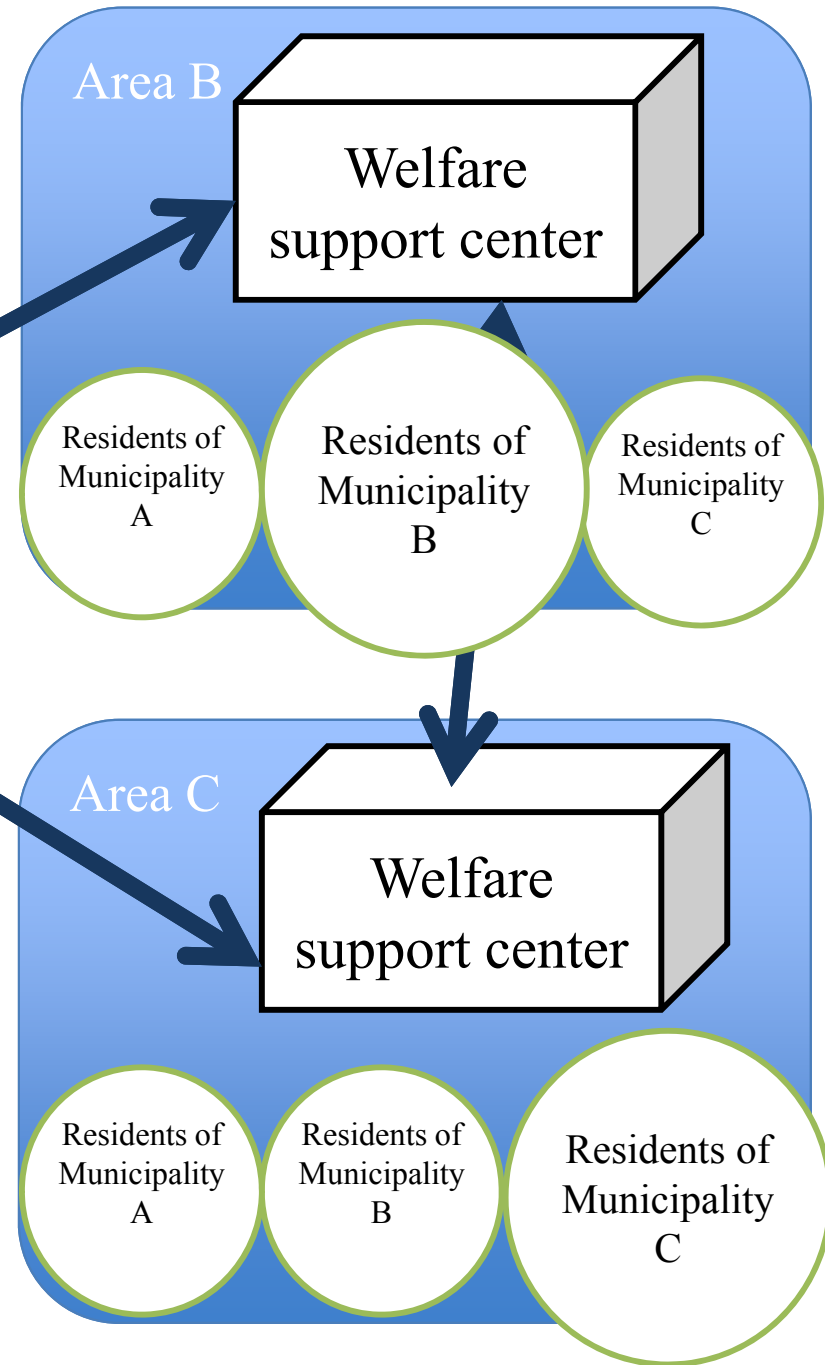
- “Welfare”: Creating “participation opportunities and places they belong” such as healthcare services, community welfare activities involving residents, and fulfilling work opportunities, rather than simply offering social welfare services for the needy, the aged or the disabled
- Establishment of a welfare support center to help residents live independently
  - Support base for helping residents engage in voluntary and independent activities (rebuilding the once-dispersed community)
  - General consultation gateway for all residents including the aged, the disabled and juveniles
  - Health-building campaign to bring those withdrawn from inactivity back into action
  - Assisting the activities of local welfare officers and juvenile welfare officers
  - Liaising with and coordinating supporters including public health nurses, comprehensive community support centers, local welfare officers, revitalization support officers, living support consultants and community bond project officers
  - Collaboration with (or commissioning) NPO and other external parties NPO

# “Welfare” with wide-area collaboration

Wide-area collaboration for public health and welfare  
Assigning public health nurses and comprehensive  
community support centers to individual areas



Sharing information on eligible support  
recipients, e.g. senior citizens with  
certified need for nursing care  
(amendment of the ordinance?)



# Note on considerations for the development of living base for long-term evacuees (1)

- Developing facilities in the vicinity of disaster public housings
  - In view of persistent desire for detached houses among evacuees, provide some of the functions that are conventionally available in detached homes externally or under communal sharing arrangement to ease the concerns of evacuees who are worried about “space constraint” of communal housing.
    - Developing a comfortable living environment even in communal housing
      - Storage function such as storerooms    ▪ Vegetable garden (lifestyle farming for fulfillment)    ▪ Park
      - Nursing care, etc. (group homes, day service centers)
      - Shared parenting functions (offering study support or establishing a permanent facility as children’s space)
  - Enhance functions available not only for the residents of disaster public housing but also other local residents (to create a community beneficial also for the existing residents of municipalities accepting such public housing. Examples: Cafes and eateries, creating jobs for the residents of the housing)
- Collaborating with “in-town communities”
  - Securing accommodation where the residents of areas where it is expected that residents will face difficulties in returning for a long time could “return” (disaster public housing or granting former public properties)
  - Setting up “temporary return facilities” (example in Miyake Island)
- “Reusing” wooden makeshift housing
  - Using as temporary accommodation within the town
  - Converting into non-accommodation facilities



# Developing in-town amenities to sustain residents' desire to return



Evacuation facility in preparedness for volcanic activities on Miyake Island





## B-1 Grand Prix in Toyokawa

“Namie Yakisoba Taikoku (Namie Fried Noodles Country)” winning the Grand Prix honor

Residents with no home town to revitalize



## Note on considerations for the development of living base for long-term evacuees (2)

- Projects involving intangible aspects
  - Revitalization supporters assigned to each area
  - Residents voluntarily and spontaneously providing organizational support
  - “Symbiosis” with host communities at the evacuation destination
    - Participation in local community associations
    - Joint athletics carnival and festivals
- Systemic challenges
  - Clearly presenting how to join and rent (in fairness with disaster public housings by other municipal governments)
  - Providing accommodation to residents who have the evacuation order lifted (at the time of joining) but cannot return straight away
  - Organizing people joining in groups or forming grouping by floor (in the unit of municipal council) to facilitate future activities of the residents council
- Establishment of community with residents seeking voluntary realignment
  - Consider giving a preferential treatment in loans, developing residential land, or using former public housing properties so that families can rebuild their lives at places “close enough from home”
- Collaboration of educational functions (education that can only be learned in Futaba)



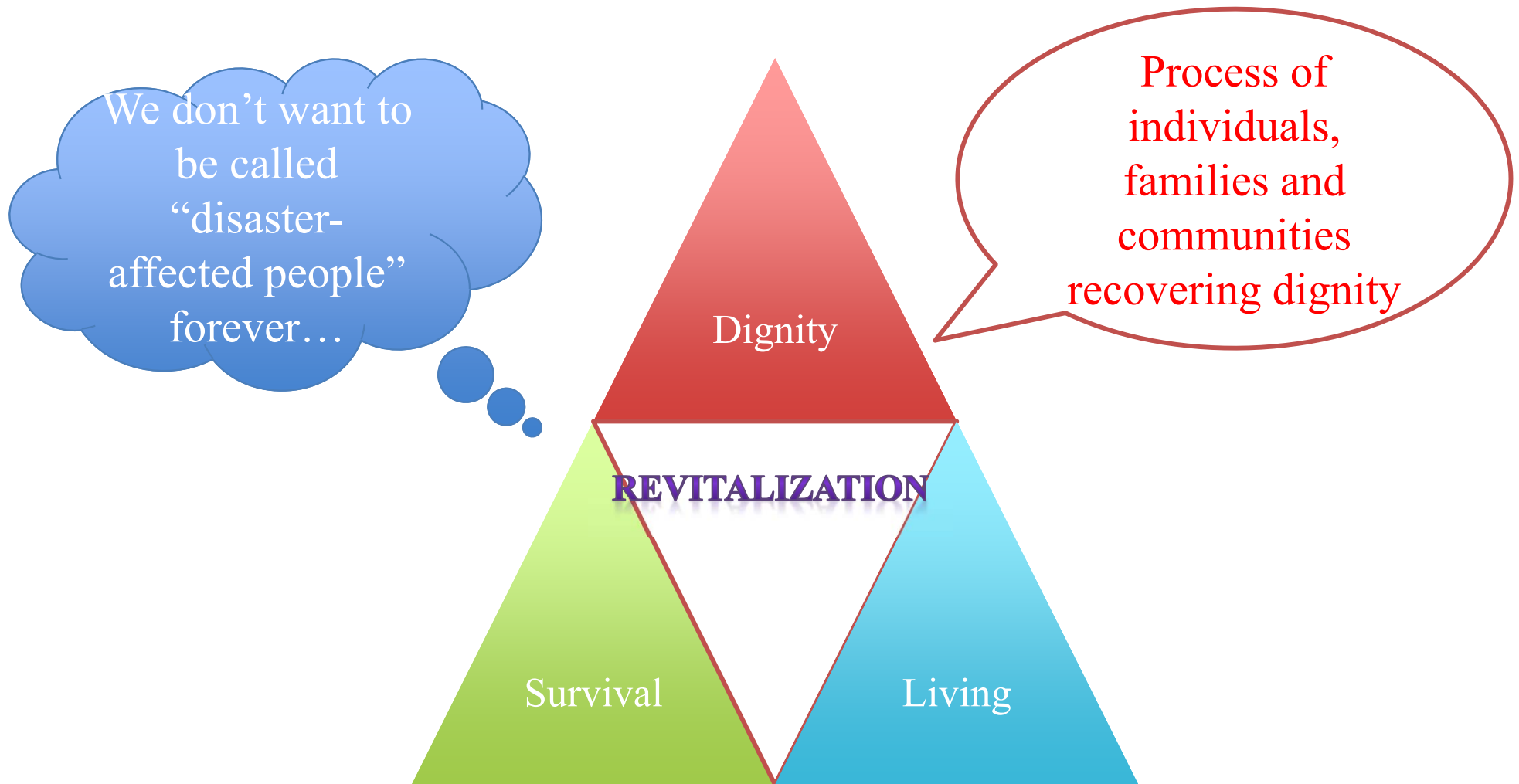
# Four basic principles for rebuilding the life of long-term evacuees

## -Multi-linear revitalization-

Various systems / measures should be improved or newly created to rebuild the life of long-term evacuees, displaced due to the nuclear accident, amidst protracted evacuation life with no future outlook. The following are the basic four principles:

1. Giving the utmost priority to rebuilding the life of individuals and families regardless of whether they are returning to the original communities
2. Rewarding “special efforts” by returning residents
3. Giving a fair treatment also to residents who do not opt to return for the time being
4. Establishing “citizenship” for long-term evacuees

# Important perspectives for revitalization





From “bringing the light of the world to Fukushima” to “establishing Fukushima as the light of the world”

Kazuo Itoga, the pioneer in the study of welfare for disabled children, appealed that disabled children should become the shining light of the world, rather than the target of pity and sympathy.

Words of Kazuo Itoga : “Let these children be the light of the world” rather than trying to “bring the light of the world to them”.