

石巻市北上町について

北上町は、宮城県石巻市の北東に位置し、東北最大級を誇る北上川河口から海岸沿いに続く地域である。江戸時代の本吉郡十三浜村が桃生郡の橋浦・長尾・女川と合併し北上町になり、2005年に平成の大合併で石巻市となった。北上川が山から運ぶ豊かな栄養と潮の早い外洋の影響に育まれた海産物に恵まれ、約1100世帯約3900人が暮らしていたが、東日本大震災で死者185人、行方不明者80人の他、生業の被害も大きい。

北上町での高台移転計画は、幾つかの集落について、2011年の7月に数度のワークショップ（WS）を経て高台移転案を立案したことから始まった。10月にはいると、北上では住民全員を対象とした集落ごとの説明会が開かれ、2012年の2月からは、各集落毎に高台移転合意形成WSを行った。住民合意の早かった小室集落では、何度かの住民WSを通じて4月末には移転案をまとめることができた。この案は搬出土量削減のために自然地形に沿った段々造成とし、大きな樺の木や防風林となる北側の雑木



林を活かした、南三陸の風景になじむ造成となっている。自然地形に沿った造成は景観保全のみならず、工期短縮と工事費削減につながり、住民・自治体・建築家のそれぞれの目指す目標が矛盾しないことが確認できた。

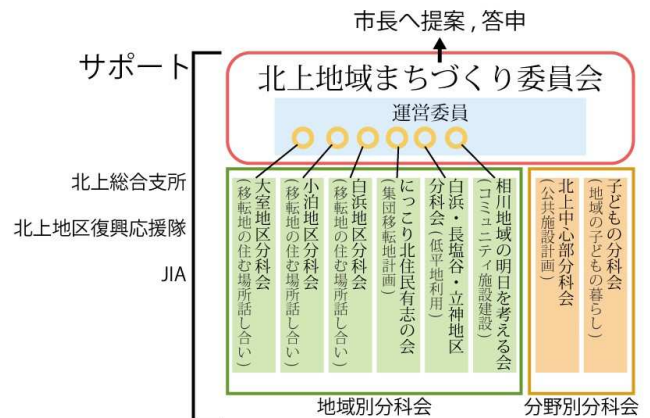
北上まちづくり委員会支援活動

2012年2月ころからは、地域住民が主体となって地域の未来を考える『北上まちづくり委員会』についての取り組みが始まった。これは今後、矢継ぎ早に行われる復興に少しでも地域住民の意思を反映し、住民自らが北上の将来を考る仕組みを目指したものである。広域合併時に制定された「石巻市地域まちづくり委員会設置条例」に基づく「北上まちづくり委員会」は石巻市長からの委嘱状の交付を受け、最終的に石巻市長への答申を行うことができる。条例による委員会は、任意団体とは一線を画した発言力を持つ一方、住民に開かれた会とはなり辛いが次第に明らかになった。そこで、2014年の夏頃に、まちづくり委員会の下部組織として「まちづくり分科会（地区別分科会と分野別分科会）」を設けた。地区別分科会は、各地区で自発的に立ち上がった住民団体を母体と

しているため（にっこり（新古里）地区では新しいまちづくり、白浜では地域のアイデンティティである海水浴場の復活など）地区の実情を反映したものになっている。地区別分科会での地縁関係に根付く親密な議論を経た意見を「北上まちづくり委員会」で決議し、結果として、住民の意見を市長に答申できる仕組みが出来上がった。更に、まちづくり委員会と各分科会を円滑に結ぶ仕組みとして運営委員会が設けられた。運営委員会には各分科会のリーダーが参加し、まちづくり委員会と地域を結び役割を担っている。

にっこり団地全体計画

「にっこり北住民有志の会」への計画支援は、市から提示された移転計画案を自分たちで考え直したい、との要請を受け、2013年3月に始まった。造成団地にありが



ちな単なる南向き区割りではなく、現地にとって自然に正面だと感じられる方向を定め、それに従って計画を練り直すことから作業は始まった。何度かの住民WSを経て計画案がまとまり、次のステップとして美しいまちづくりのための意見集約に取り組んでいる頃、にっこり団地全体計画が計画変更を迫られる事態に陥った。計画の一部用地が使えなくなったことに起因する計画変更であった。用地不足に陥った市から、にっこり北住民有志の会に「近くに計画していた災害公営住宅の一部をにっこり北に受け入れて欲しい。その上、計画変更に伴い完成時期は一年以上延期せざるを得ない」との苦しい要請があり、悩んだ末に受け入れを決断した。

To reestablish new lives, with local inhabitants of Kitakami Area

By Hiroyuki Tejima

1 ABOUT KITAKAMI AREA, ISHINOMAKI CITY

Kitakami area is located in the Northeast of Ishinomaki City in Miyagi Prefecture, and one of the biggest river in Tohoku region called Kitakami rivers runs though the mountain to the sea. In Edo era, Juusanhama-mura in Motoyoshi-ward merged with Hashiura, Nagao, Onagawa, and became Kitakami town. In 2005 another merger took place in Heisei era, and it became part of Ishinomaki city. Rich nutrients are carried from mountains through Kitakami river, and fast currents in the ocean have produced high quality seafood in the area. Before East Japan Earthquake and Tsunami, approximately 3,900 people (1,100 families) lived in this area, but the disaster has caused wide spread damage including 185 deaths, 80 missing people, and people's livelihoods have been severely affected.

Since 2011 July, Kitakami town held several workshops to discuss the relocation to higher ground. In October of the same year, briefing sessions to all residents of Kitakami town was held, and from February 2012, consensus building workshop was held by each communes. Some communes progressed faster than the others, and they were able to put together relocation plan by end of April 2012. The relocation plan includes using natural mountainous layers, and to use existing forests as wind protection mechanism; all-in-all, the plan matches well with scenery if Minami-Sanriku area. Furthermore, the plan allowed faster construction and decrease in total budget, as well as sharing the vision of residents, authority, and architects.

2 KITAKAMI TOWN PLANNING COMMITTEE

Since February 2012, the residents led the formation of 'Kitakami Town Planning Committee'. This mechanism enabled the voice of residents to be heard in rapidly progressing recovery plans. Backed up by legal ordinance of the city, the Committee is able to put recommendations forward to the mayor of Ishinomaki. However, the dilemma was, the more authority the Committee enjoys, the less it is made open to the public. Therefore, in 2014, the Committee decided to form a subcommittee that allows each commune-specific resident groups to suggest their own ideas on town planning. For example, Nikkori area aimed for completely new town planning, and Shirahama area aimed for maximizing the usage of their seashore that is famous for swimming. The plans put forward by the sub-committees are then discussed at the main Committee, which then submit recommendations to the mayor. As a result, ideas of the residents are heard by the authority. Furthermore, steering group was formed to ensure active operation of each sub-committees, and it acts as a link between the main Committee and the resident-led groups.

3 NIKKORI HOUSING COMPLEX

'Nikkori-Kita Residents Group' was formed in March 2013 with an objective to reconsider the relocation plan suggested by the city authority. The reconsideration process started with reconsidering how the housing complex was built; instead of all the buildings facing south which is traditional approach, it considered the best locations for the residents. After several workshops, the plan was finalized.

However, a problem appeared when part of the land for the housing complex was no longer able to be used, and it forced some residents outside to be accommodated in the Nikkori housing complex. There were pros and cons expressed, but at the end, the plan was accepted by the residents.

The overall plan for Nikkori housing complex was considered at the main Committee. In order to make the complex as spacious as possible, baseball ground, primary school playground, parking lot / festival space are put adjacent to each other, and all facilities in the housing complex are built around these spacious grounds where children play. The ultimate aim is to feel the energy of the area wherever one stands in the complex.

While deciding the types of housing and necessary area for the whole complex, the hearing with the residents revealed that many preferred long-house type of structure where each resident, especially the elderly, can be looked after.

These consultations generated the ownership among the residents that the community is responsible for this post-disaster housing complex. There are also subcommittees on Kitakami area center planning, as well as the one looking into environment for children in the area.

4 CONCLUSION

While looking at how experts and local residents should collaborate in post-disaster recovery process, we believe that the experts who can deal honestly with the authority as well as with the residents is crucial.

The word 'public' is also hindering the recovery process. The authority tries to do everything on equal basis, and it hinders the continuous linkage between individual resident and authority. Kitakami area has issues that are common to all our society in Japan.

Women played a big role in Kitakami area's recovery process. Women groups in the area led operation of workshops, negotiation with landholders and authority, and other tasks. Some men revealed "this is the town made by these women, we really didn't expect they will do this much!" The strengths of women in fishery community where things including household matters, managing of women groups, taking care of elderly fathers and mothers, have been well reflected in their strengths in town planning. They all had a principle of 'this is how a family should be', and many women, in addition to Ms. Naomi Sato who presents at the symposium, played critical role in the recovery of Kitakami.

Lastly, we would like to share an episode of 6 elderly women at Nikkori housing complex. They came to us and handed over a picture where they are all holding hands, and said "we became friends in temporary housing, and we would like to live till the end together". They asked us to hand over the photo to the mayor. This led to principled grouping while moving into the housing complex, and it paved a way for future guideline of this housing complex.