

CONSENSUS BUILDING WITH PARTICIPATION IN RIVER MANAGEMENT —AS THE EXAMPLES OF DAM PROJECT—

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Prolog

This report has been made from the part of achievement of Japanese National Water Problems Association for more than 30 years. This 30 years correspond to the active period of water resources development in Japan. Because, most of confusion and conflict relating to dam project in Japan today have its history for more than 30 years or so. We have had cooperated with the residents and the local government who had suffered from long-term negotiations with planners (most of them were the Government experts) for more than 30 years, during that time, it was very rare case and the difficult time for them to cooperate with the residents..

However, the government of Japan recently abandoned more than 92 dam construction projects. While such a change in the policy is attributed to the economy crisis and surplus of water resources by the government, very long delays in negotiation both dam constructors and project-affected residents, in terms of monetary and societal losses.

These losses should be compensated. Modalities should be established so that either agreement between those related or cancellation of the project could be made without major delay in decision-making. The bitter experiences in Japan should be examined so that useful lessons may be secured both for Japan and other countries in abroad.

History since World War II

There have been several process for water resources development after the World War II.

Immediately after the War, the consensus building, and the idea of democracy among Japanese people and the government did not yet grow. So the situation was nearly as same as before the War.

We all recognize that the 21st Century is to be the Century of global water crises. Severe water crises in many fields (water-shortage, flood damage, water pollution, conflict between upstream and downstream people etc.) have been matters of dispute and concern since the 20th Century. The history of water problems differs from one country to another. However, experiences in developed countries through many water resources development efforts must be useful for developing countries, which face with many difficulties.

Lessons accumulated in Japan, through its history of water resources development, especially in dam development project may make many contributions for water resources development in other parts of the world, especially for the monsoon Asian countries.

After the World War II, Japan has experienced several stages in water resources development.

The first stage was signified with efforts for recovery from the damage owing to World War II. Development on the water resources and energy supply was given the highest priority.

The second stage may be illustrated by the fact that the movements against dam construction projects (by government or hydro-electric power companies) took place for several projects. In this period, the awareness of consensus building was still in low profile among organizations concerned.

The third stage differs from previous stages in the context that movements against dam construction projects became very active and popular among projects affected residents who would be obliged to relocate by creation of reservoirs.

The fourth stage may be memorized by the fact that needs of consensus building was felt both by project-affected residents as well as by local governments. Several pieces of legislation and laws were enforced in this period. Securing lands (needed for dam construction) by force became almost infeasible in this period. Awareness of environmental conservation by general public has propagated from upstream areas to downstream areas.

Cases that Represent Japanese Typical Water Resources Development

On the March in 2003, the 3rd World Water Forum was held in Japan. On this occasion, we invited those people we have long cooperated with. They reported their long-term experience of negotiation and the actualities of their lives. We could invite people only from limited part of Japan, for limit of time and financial reasons. Even though the reports include and appeal the precious and difficult experiences of the typical Japanese water resources development.

Among the cases we show in this paper, no. ②, and ③ are the cases of the first stage immediately after the World War II.

No.① is the river, typically developed for hydro electric power.

As no.⑨ shows, immediately after the World War II, the severe flood damage attacked by the severe storm-rainfall at the typhoons and the rainy season all over Japan especially in the Kyushu area shows as no.⑨. This case became very famous as the first case that was brought to the court by the residents.

On the other hand, with the power of severe opposition and movement of local residents and local government, the constructors had began to amend laws and policies, like the Act on Special Measures for Reservoirs Areas, Funds for Reservoir Areas Development, Measures for reservoir areas development along with better compensation for submerged-affected residents and the land and so on. According with these policies and the experiences, among the places where the opposition was extremely severe, some places gradually changed its standpoint. Some are very tired of struggling long years, and some are seeking for new life and etc.

Nowadays, much more than the compensation and the activation of the local area, the current of public opinion have much concern for the environment preservation of submerged area, and the influence to the fishes and the other animals. The opinion of down-stream residents has become stronger than that of up-stream residents. That is, the opinion of city residents is stronger than the opinion of the local residents who are directly influenced by the development.

Nine cases are introduced from north-east to south-west in Japan, as follows.

① Tadami River

The basin of the river is one of the most famous river basin for its heavy snow in Japan. Along with that, the area is rather near to Tokyo Metropolitan Area. So, the electric power station have been made to meet the big demand at the

so-called high-economical period. At that time, the consensus building was not made like today, the dam planners and the areas exhibited a lack of concern about their development. After the construction, the residents insisted the area experienced severe flood damage than before.

② Tama River

It flows through the western part of Tokyo. The basin area is famous for Tokyo's typical residential area. Peoples' concern about their environment is very high, and the Administration Office that manages the river is also meet their demand to learn and solve the problems together. In the Tama River case, we can see the newest type of relationship and policies that first come to exist between NGOs and the Administration. On the upstream, there is the biggest dam for water-supply in Japan that meet the water demand of Tokyo. The flood damage of levee break owing to heavy rain was brought to the court. After the winning a lawsuit, the concern of the residents about the river became much more high.

③ Toyo River

Toyo River is another typical river near Nagoya in Japan. It is the typical case of economically unbalance within the basin brought by water resources development. It shows a remarkable contrast between upstream and downstream regions. Areas of few precipitation was much irrigated owing to water resources development to become one of the richest farm land in Japan. On the other hand, the upstream area has been painful by difficult social condition owing to depopulation and poor public investment.

④ Daido River

In the beginning of planning stage, the reservoir area near Kyoto had a resolution against constructing a dam. At that time, a professor of economy said, "a dam construction destroy an upstream village". It was said, "There exists no prosperous village on the dam-reservoir areas" among the concerned people of submerged area. There have been a traditional pottery industry on the upstream of dam-reservoir area that has more than 1200 years old history. So, the water pollution by glaze and soil was one of the most worries after the dam construction.

However, the opposition was withdrawn. The residents gradually became to recognize, the situation concerning the water resources management was changed. And the idea of environment preservation became to be more respected. Sewage

system is promised to be constructed, to be prosperous together with upstream and downstream areas.

⑤ Takatoki River

It also took a long time to negotiate into agreement to construct a dam for the residents.

However, recently, newly organized committee established by government answered not to construct dams in principle around the concerned rivers. People concerned in the planning area was so outraged by that, they began to carry on a campaign not to break the promise made by the government. Another compensation will be necessary to the similar case from now on.

⑥ Shimanto River

The Shimanto River, in the south-western part of Shikoku Island, is the most famous river in Japan as “ the last river (clean & beautiful without active river works) ” on this scale. This clear stream, however, the quality and quantity of it is getting worse in these days. How to recover to a better stream in old days is the most concern of the nation-wide.

The devastation of forest, and only the little hydro-electric dam constructed before on the tributary are main reason to nominate “the last river” for the river.

The prefectural government newly established a foundation to recover the devastated forest imposing additional local tax. The new idea aroused nation-wide interest.

⑦ Naka River

Kito Village, situated in the middle part of Shikoku Island, is one of the most remote area from cities. The main industry of the area is famous for its lumbering. It is also famous for amount of annual precipitation of this area recording more than 3000mm. Three large dams in the middle stream are said to cause the so-called man-made disaster to the area surrounding the river. The residents were unsatisfactory to these dams.

That was the another reason to oppose a new dam planning.

In this case, the plan has been opposed from the beginning to the end, until the government abandon the construction of the dam that included abandoned 92 dams mentioned. This area is also outstanding to recall the village councilors to agree with the dam development plan into opposition. The movement of this kind, in the remote area from cities, was very rare case in Japan, more than 30 years

ago.

After more than 30 years of conflict with the national government, there will be so many difficult problems to be solved. How to plan to develop, and how to activate the area to live where now behind the others will be the main subject to solve.

⑧ Go-no-River

Go-no-River is the largest river in the Chugoku District (western part of Honshu Island) in Japan. The flood control project was planned more than 37 years ago after the severe flood damage in 1972 along the basin. The severe opposition movement against the water control plan by a dam occurred from the beginning. However, through the study of other cases, the residents became to recognize that even if they oppose strictly, considering the dam would construct some day. The movement policy has changed to get better conditions for developing the area (better life than before). Residents' essential desire was not to destroy their community (making a new system not to divide their community). One of that was making a new consensus building system by voting among concerned people.

⑨ Chikugo River

Chikugo River is the largest river in the Kyushu(Island). A dam project was also abandoned by the government in 2002. There is a history of 35 years from the beginning of the project to the cancellation. The town in the project (Kokonoe Town) is the upper stream area of Chikugo River. One of the main reasons why the dam project has cancelled was residents' dissatisfaction owing to diversion of the flow to another river basin. The most concern of the residents was to recover the decrease on the normal discharge by a series of run-of-river type power stations which were constructed half century ago. The characteristics of this case is that they admit several researches for the construction step by step, that is, after one article be satisfactory, the local government admit to research another article. In this case, the residents would have agreed to construct a dam. However, the long-term project changed the situation of water demand of users. The users demand for agriculture changed in the long term. The demand of water supply also changed. The users began to neglect pay the water cost. The reason for cancellation existed from the beginning. The plan of distribution of water by prefectural governments was so political to realize after more than 30 years.

The influence of the long term conflict to the residents and the local areas has been

so deep to recover, that considerable compensation is inevitable.

Epilogue

The cases in the monsoon Asian countries, were reported from Korea, China, Indonesia, Sri Lanka on our session of the 3rd WWF in 2003.

In the world today, there are many cases and experiences on the water resources development that can share the policies with the rest of the world.

We sincerely hope that with this Congress, we could take a better and the shortest way to solve the problem.

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