

Basic Guidelines for Reconstruction in response to the Great East Japan Earthquake

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Reconstruction Headquarters in response
to the Great East Japan Earthquake

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1. Basic Concept for Reconstruction

The Great East Japan Earthquake was indeed an unprecedented national crisis. It was an extremely large scale disaster, causing extensive damage of approximately sixteen thousand people dead and five thousand missing (as of 28 July 2011) and about ninety-two thousand people still living in refuge (as of 14 July 2011) and vast area affected. In addition, it was a compound disaster of earthquakes, tsunami and a nuclear accident and had a broad impact all over the nation.

Based on this understanding, the nation must mobilize all its efforts towards recovery from the Great East Japan Earthquake, then towards reconstruction with a future vision for the purpose of advancing social and economic restoration and rebuilding people's lives in the disaster area as well as revitalizing vibrant Japan as a whole.

Considering that more than one hundred thousand people are still forced to live in difficult conditions such as under evacuation shelters, the Government will collaborate with actors such as local governments and private sector and accelerate its efforts for the early dissolution of evacuation centers by constructing temporary housings etc., as well as for the improvement of living conditions at current temporary housings, the final disposal of disaster related waste and the rebuilding of basic infrastructures such as lifelines (water, electricity, gas, etc.), traffic network, farm lands and fishing ports.

- (i) The Guidelines constitute a blueprint for the Government to tackle numerous challenges in the reconstruction process in response to the Great East Japan Earthquake, based on the Basic Act on Great East Japan Earthquake Reconstruction (Law No. 76, 2011). Also, the Guidelines clarify an overall picture of the actions of the Government for the reconstruction in order to facilitate the effort of the disaster-afflicted municipalities in formulating their own reconstruction planning and so forth.
- (ii) In principle, the main administrative actors accountable for the reconstruction shall be municipalities, for the municipalities are closest to local residents and best understand characteristics of the regions.

The Government will present the basic guidelines for reconstruction and implement necessary institutional design and support in a responsible manner, in regards to finance, human resource, know-how and other aspects with a view to meeting the needs of the disaster areas to help municipalities fully exert their capacities.

The prefectures shall implement necessary measures targeting wide area and play a role of liaison and coordination among the municipalities as well as of supplement to municipalities' administrative functions, when needed, upon capabilities of relevant municipalities in the disaster-affected areas.

- (iii) The reconstruction actions in response to the Great East Japan Earthquake shall be promoted in accordance with the “Basic Philosophy” set forth in Article 2 of the Basic Act on Great East Japan Earthquake Reconstruction and the “Seven Principles for the Reconstruction Framework” established by the Reconstruction Design Council in response to the Great East Japan Earthquake. Also, in the process of reconstruction, accurate and prompt provision of relevant support information shall be secured to the people affected by the disaster.
- (iv) In reconstruction of the disaster areas, shaping disaster resilient communities will be promoted, based on the concept of “disaster reduction” which gives utmost priority to secure human lives even when disaster strikes and minimize the damage from such disaster.
- (v) The reconstruction of the disaster afflicted areas plays a leading role in the revitalization of vibrant Japan, and the disaster areas cannot be truly rebuilt unless Japan's whole economy is revitalized. Especially, in order to revive Tohoku region, a new shape of Tohoku will be created by maximizing the diversity and potentiality of the region in an integrated manner.
- (vi) In order to restore regional economies in the Tohoku, heavily weakened by the disaster, the set of measures formulated in this Basic Guidelines will be implemented and new investments and attraction of enterprises strongly supported in order to realize a new era of Tohoku.
- (vii) In regards to reconstruction in response to the nuclear disaster, strong sense of crisis is particularly shared by the nation as a whole. Immediate actions to the recovery and reconstruction are stipulated in the Guidelines. Further, the Government will be responsible for pursuing its efforts for the revival and reconstruction from a long term perspective, not limiting itself to measures articulated in the guidelines.
- (viii) Truly indispensable and effective actions will be implemented for the reconstruction in response to the Great East Japan Earthquake, and appropriate evaluation will be conducted from the planning stage of the projects in light of efficiency, transparency, priority and others. To this end, the office and ministries of the Government would take necessary measures in accordance with

“Investigation of Projects related to Reconstruction in response to the Great East Japan Earthquake” (decision of the Government Revitalization Unit on July 21, 2011).

- (ix) From the standpoint of gender equality, women’s participation will be promoted in all reconstruction process. Furthermore, society of harmonious coexistence where all people including children and disabled persons would be realized.
- (x) Upon reconstruction, bonds (*kizuna*) with the international community would be reinforced and the Government aims for reconstruction open to the world, incorporating various types of vigor from foreign countries.

2. Timeframe for Reconstruction

On the basis of planning by the disaster-afflicted prefectures and taking into account the experience in the reconstruction process of the Great Hanshin-Awaji Earthquake as a reference, the timeframe for reconstruction is set to be 10 years, of which the first five years will be considered as “concentrated reconstruction period” for its high demand for reconstruction, with the aim of recovery and reconstruction without delay in the disaster areas. After a certain period, the expected scale of recovery and reconstruction projects and its financial resources will be reviewed, based on the progress of the projects and so forth, and, equally, measures to be taken after the concentrated reconstruction period will be determined. The response actions to the regions seriously affected by the nuclear accident in Fukushima shall be reviewed upon future situations of the accident and its recovery in light of the state of application of the Act on Compensation for Nuclear Damages and a bill to Establish Nuclear Damage Compensation Facilitation Corporation.

3. Response Actions to be implemented

The Government will implement following measures in order to surmount the national crisis occurred after the Great East Japan Earthquake and achieve reconstruction, and to reestablish society and economy where current and future generation can lead safe and prosperous lives. To this end, every office and ministries of the Government will coordinate its policy and take following measures, respecting feelings of affected people and disaster-afflicted local governments:

- (a) Measures for the recovery and reconstruction of the disaster-afflicted areas and for the restoration of lives of affected people;

- (b) Immediate measures indispensable for the recovery and reconstruction of affected areas to be taken in areas closely connected with disaster-afflicted areas, such as areas where affected persons are evacuating, or where its society and economy are suffering from severe negative impact from the disaster;
- (c) Measures for disaster prevention, disaster reduction and others with high necessity for urgent nationwide implementation and with immediate effect as lessons drawn from the Great East Japan Earthquake, among similar measures above mentioned.

4. Support for Reconstruction incorporating all resources

In the reconstruction process in response to the Great East Japan Earthquake, which caused unprecedented damage, it is essential that community-focused reconstruction utilizing local resources and focusing on uniqueness of each disaster area be the base line for the reconstruction. Simultaneously, it is indispensable that not only people affected by the disaster and local residents in disaster areas but all living now in the nation play their roles accordingly based on mutual support and solidarity. The Government, confronted with challenges of reconstruction totally different from ordinary times, will lift negative elements of the current administrative systems and give concerted efforts to support measures taken by the disaster-affected local governments. In addition, the Government will take drastic measures aiming for revitalization of vibrant Japan making full use of capacities of local governments and private sector that were not affected by the disaster

(1) Full-Scale National Response

The Government will make use of all possible measures to support reconstruction efforts of the disaster-afflicted local governments.

The office and ministries of the Government will mobilize all their efforts to support the reconstruction in an extensive and ample manner, such as revising the existing administrative systems, reducing the burden of procedures and providing assistance in the form of financial support, know-how and human resources. In particular, given that simplification of administrative procedures at municipal level and financial support constitute issues of extremely high importance, the following frameworks will be newly established.

Upon implementation of measures, the Government will respond flexibly and reflect local opinions when necessary by establishing coordination mechanism with disaster-afflicted local governments or similar measures.

① **Creation of “System of Special Zone for Reconstruction”**

To strongly assist the reconstruction efforts conducted by the communities subjected to the damage, a framework of Special Zone for Reconstruction is to be established. In the conduct of this scheme, proposals by affected communities are promptly put in practice in an integrated way by making use of tailor-made and innovative ideas, going beyond the conventional wisdoms and ideas. They include special measures for drastically reduced regulations and administrative procedures, as well as economic aid packages.

The aforementioned system, taking into account the requests from the disaster-afflicted communities, provides for special arrangements for deregulation and reduced procedures. Assistance in terms of tax, fiscal and financial arrangements will be also considered. They aim at promoting such measures as land use restructuring through a unified contact point for multiple authorization processes and seek more swift completion of such processes. Furthermore, a legal framework will be introduced intended for prompt introduction of necessary special measures and assistance in which consultations between the national government and disaster-afflicted local governments take place, reflecting the progress made in developing plans for reconstruction at the regional level.

② **Easy-to-use Grants and other fiscal measures**

- (i) The framework of an easy-to-use and highly flexible grant will be established to enable the implementation of various measures necessary for the reconstruction plan formulated by the local governments. More specifically, subsidiary projects necessary for reconstruction (urban/rural development, road and school construction, etc.) will be put together into one framework of grant system, with a view to supporting the local government-led reconstruction. To this end, measures such as expanding the scope of applicable projects, ensuring more flexible implementation and simplifying procedures while reducing the burden of local governments, will be introduced to the possible extent, ensuring efficiency and transparency through the evaluation and publication of its reconstruction plans.
- (ii) At regional level, necessary support will be carried out to establish funds or other fiscal measures in order to secure financial resources which can fill the gap of the existing fiscal frameworks and enable flexible implementation of

necessary projects.

(2) Reconstruction through the Vitality of the Private Sector

In reconstruction in response to the Great East Japan Earthquake, public actors will not only fully engage in reconstruction efforts but also provide support to assure that the vitality of the private sector such as the “New Public Commons” will be activated to its maximum extent in light of human and financial resources in reconstruction.

In concrete terms, funds and public-private partnerships (PPP), which make use of private sector funding and knowledge, reconstruction through PFI and land trust method would be promoted, and voluntary financial assistance from private organizations and individuals to finance scholarship programs for children affected in the disaster will be sought. In addition, experts such as town planners will be effectively utilized and reconstruction activities conducted by the “New Public Commons” including NPOs, volunteers, as well as volunteer communal firefighting groups and social workers who have supported local communities will be promoted.

(3) Scale of projects and securing financial resources

① Scale of projects

It is estimated that the budgetary scale of measures and projects (including the first and second supplementary budgets in the fiscal year 2011) expected to be implemented within the next five years until the end of the fiscal year 2015, fixed as the “concentrated reconstruction period”, will be calculated to approximately 19 trillion yen at least, consisted of public expenditures of the national government and local governments. The scale of recovery and reconstruction measures for the next 10 years (public expenditures of the national government and local governments) is estimated to be at least approximately 23 trillion yen.

The expenses in which relevant companies should bear under the Act on Compensation for Nuclear Damages and a bill on Nuclear Damage Compensation Support Organization are not included in these scales.

② Basic concept for securing financial resources

The financial resources for recovery and reconstruction shall basically be borne by the entire current generation, collectively sharing the financial burden by solidarity and not be left as cost of future generations.

③ **Method of securing financial resources for recovery and reconstruction projects during the “concentration reconstruction period”**

In addition to the financial resources in the first and second supplementary budgets in the fiscal year 2011, approximately 13 trillion yen will be secured for recovery and reconstruction projects during the five years of “concentrated reconstruction period” by reduction of governmental expenditures, selling state-owned properties, reviews of the special accounts and of personnel costs of public servants, further increase in non-tax revenues and temporary taxation measures.

In regards to taxations measures, taxes such as major taxes will be examined from multiple perspectives. Also, should there be agreement among the major and opposition parties on the revision of tax system for the year fiscal 2011, increase in revenues as the result of this revision will be considered to be allocated to financial resources for recovery and reconstruction.

④ **Clarification of plans to secure financial resources for recovery and reconstruction and its use**

In regards to reconstruction bonds which will be issued as a temporary means to finance preceding recovery and reconstruction demands, its issuance will go through appropriate examination and the reconstruction bonds shall be managed distinctively from the existing national bonds. The term of redemption will be examined subsequently, taking into consideration the duration of the concentrated reconstruction period and of the subsequent reconstruction period. Temporary taxation measures shall be taken within the term of redemption, and the tax revenue generating from such measures shall be managed distinctively from other revenues in order to clarify that it will solely be used for recovery and reconstruction costs including redemption of the reconstruction bonds, and not for other expenses.

⑤ **Schedule**

Based on the thinking mentioned above, bills concerning the issuance of the reconstruction bonds and taxation measures shall be prepared and submitted to the Diet when formulating the third supplementary budget for the fiscal year 2011.

The concrete terms of taxation measures will be elaborated in the Tax Research Commission after August 2011 on the basis of the Guidelines.

Multiple options with combinations of concrete tax items, scale in each fiscal year and so forth will be reported to the Reconstruction Headquarters in response to the Great East Japan Earthquake, then examined by the Government and the ruling party then determined in the Reconstruction Headquarters. Upon decision of the Headquarters, consultations between the ruling and opposition parties will be called upon to draw necessary consensus in conjunction with the FY2011 Tax Reform.

Remark: Examination of the Tax Research Commission will be proceeded with temporary fixation of financial resources secured by expenditure reduction and increase of non-tax revenue as approximately 3 trillion yen.

The financial resources mentioned in ③ above as necessary for the implementation of recovery and reconstruction projects will be examined, on the condition of including the fund for redemption of reconstruction bond to compensate for 2.5 trillion yen of extraordinary financing from the pension fund, bearing in mind the “Memorandum of Understanding” (signed by the secretary generals of Democratic Party, Liberal Democratic Party and New Komeito on 9 August 2011) which states that “the extra financing for the pension fund utilized as the financial resources for recovery and reconstruction in the first supplementary budget of the fiscal year 2011 shall be compensated by reconstruction bond when formulating the third supplementary budget, and the parties will examine measures to finance it”.

⑥ Securing local financial resources for reconstruction

In the process of recovery and reconstruction, there will be burden on the local governments through redemption of local governmental bonds and implementation of projects responding to specific situations in each region, even after subsidiary measures taken by the national expenditure. Bearing these conditions in mind, financial resources to implement measures and projects of at least 19 trillion yen, consisting of public expenditures by the national and local governments, will be secured. In addition, local financial resources for the reconstruction will be secured through additional distribution of the local allocation tax and other measures to cover for the burden on local governments.

5. Policies and Measures for Reconstruction

The office and ministries of the Government as a whole will collectively engage in comprehensive and systematic implementation of the following policies and measures

for reconstruction, in order that the nation will implement firm community planning aimed at minimizing the risk for similar tragedies in the future and at creating an environment where people from all walks of life can live in safety and with a peace of mind, thereby providing hope and courage to residents in the disaster areas by overcoming the disaster's effects on the society, economy, and industries as well as restoring Japan into a prosperous and vibrant nation, shared by the entire people.

In doing so, each office and ministry of the Government will, taking into consideration the opinions of disaster-afflicted local governments, prepare and announce, as promptly as possible, its own plan of immediate projects and work schedule of reconstruction measures under its jurisdiction. And each office and ministry of the Government will also undertake timely revision of its plan and work schedule, and announce them, depending on the progress of the projects, and provide cross-cutting support by its personnel in response to requests from disaster-afflicted local governments. .

The Reconstruction Headquarters in response to the Great East Japan Earthquake will play a necessary adjusting and coordinating role to enable disaster affected people and local governments to have an overall picture of announcements made by the office and ministries of the Government.

(1) Building disaster resistant and resilient regions

① A new concept of building the regions responding to challenges of aging society and population decline

- (i) Respond in a phased manner to the changing housing demands in the reconstruction process, taking into account the structural changes in Japan's socio-economy such as the aging society and population decline and promote regional development and infrastructure building in an efficient manner by prioritizing necessary infrastructures based on the concept of selection and concentration.
- (ii) Promote a new concept of building towns utilizing compact public transportation which gives due consideration to the elderly, children, women, the disabled persons, etc. Support community-led efforts to enable the Tohoku area to be concrete models for new community-building, such as rebuilding the regions taking into account the ease of living, anti-crime measures, landscapes, renewable energy, energy conservation, environment, recycling, safety and security, as well as enhancing regional self-efficiency and creativity by utilizing local resources and business cycles within the

region.

Review the regional revitalization system based on the outcome of support to community-led efforts mentioned above.

② **Full mobilization of soft and hard measures based on the concept of “disaster reduction”**

- (i) Promote “community-building to protect from tsunami” as a countermeasure for tsunami, utilizing “multiple defenses” with combination of soft and hard measures, based on community-building founded on the premise of "escape" and paying due heed to characteristics of each community, on the basis of the concept of “disaster reduction”, the perspective of prioritizing efforts to ensures that even if a disaster strikes it will not result in the loss of human life and minimizing its damage.
- (ii) In concrete terms, flexibly combine and implement the following soft and hard measures, taking into account the risk of large-scale tsunami like the current case, and depending on regional conditions, for instance; 1) regions with urban functions located in low-lying areas that were almost entirely affected by the tsunami; 2) regions where low-lying areas were affected and areas on high ground escaped damage; 3) regions built on hills running down to the coast with few low-lying areas and settlements; and 4) coastal plains and situation regarding liquefaction:
 - (a) Restore and build coastal and river dikes and strengthen the functions of disaster-prevention/drainage facilities such as floodgates and water shoot pipes;
 - (b) Establish alert and evacuation system by designating possible flood zones, preparing hazard maps, developing evacuation plan and implementing drills;
 - (c) Develop mid to high-rise evacuation buildings, secure evacuation centers, maintain, and improve the functions of evacuation buildings, evacuation routes and disaster-prevention operation centers;
 - (d) Utilize road and railroad structures with setback levees;
 - (e) Secure access to arterial traffic network which is essential for rescue activities in the time of disaster;
 - (f) Develop urban areas and mass relocation for recovery of central functions

of disaster-afflicted cities;

(g) Flexibly apply existing land use regulations, architectural regulations and other regulations;

(h) Sophisticate radio indispensable to respond to disaster

Also, implement technical arrangements to render coastal dikes and tide barriers enough tenacious in time of large-scale tsunami.

(iii) Reconsider comprehensively “projects promoting mass relocation for disaster prevention”, which allow buying up of lands and other measures, in order to enable relocations for various purposes, corresponding to the situation of each region.

(iv) Notify and apply extended assistance measures for individual landowners in the areas where sections of large-scale man-made embankments and earthworks collapsed or in the areas which experienced damage due to liquefaction of landfill sites. Also examine preventive measures to avoid recurrences of liquefaction in public infrastructures as well as unified preventive measures incorporating public facilities (roads, sewers, etc.) and adjacent housings, with a view to contributing to alleviation of related burden, by conducting research of the liquefaction generating mechanism and promoting technological development of safer and low-cost liquefaction countermeasures.

(v) Utilize disaster-prevention forests for the reconstruction of coastal areas.

(vi) Implement flexible measures and establish necessary system to enable prompt research on buried cultural properties in order to facilitate swift reconstruction.

③ **A framework to realize swift reorganization of land use and other matters**

(i) Consider set of special measures to rapidly coordinate land use at areas which necessitate integrated reorganization of land use for the reconstruction needs in response to damages resulting from tsunami and others disaster. This measure would enable various procedures relating to the City Planning Act, the Act concerning Establishment of Agricultural Promotion Areas, Forest Act, and other regulations to be treated under one scheme in an integrated way (one-stop). Also, consider for the same purpose, flexible application of the Law for the Protection of Cultural Properties,

with due consideration to the role of cultural properties.

- (ii) Promote provision of information on the guidelines on coordination of land use and other relevant actions, so that municipalities will specify priority areas to lead and facilitate construction and development activities, so that private sector can advance smoothly and promote reconstruction activities there, with a view to supporting early recovery of local industries.
- (iii) Consider projects for integrated development of residential zones, agricultural zones and other zones, including the conversion from residential to agricultural zones.
- (iv) Ensure appropriate use of and promote clarification of demarcation on lands of which owners are missing or of which demarcations are unclear, through the implementation of measures such as those for local governments to enable temporary management of these lands.
Facilitate early clarification of the situation of relevant rights of land and building through appropriate and prompt conduct of registration works and of revision of maps equipped at registry offices in order to prompt reorganization of land use.
- (v) Take necessary measures of monitoring land transactions to prevent speculative land acquisition and other undesirable acts, to not to hamper reconstruction of afflicted areas.

④ **Secure stable residence for affected people**

- (i) Support disaster-affected people to ensure permanent residence, with due consideration to securing the pursuit of one's job before the disaster and job opportunities as well as the vital living functions for elderly people, in advancing community-building as a whole region.
- (ii) Promote measures such as revision of loan payment conditions and support for application of "Guideline on Private Liquidation of Individual Debtor for affected people with housing loans. And provide low-interest housing loans for disaster reconstruction for those acquiring new housings.
- (iii) Improve and make use of the system such as low-rent public housing for disaster affected persons and promote its supply for people affected by the disaster who cannot rebuilt or obtain housing on their own. Also, advance the sale of low-rent housing smoothly to its residents under a certain

condition, and prepare options of either sale or lease in regards to the housing site. Through these measures, the Government will implement multi-phase assistance which responds to the needs of people who lost their houses.

- (iv) Develop housings and other facilities in a way that community functions and service functions for the elderly are well combined to enable residents, including the elderly, to have an easy access to service such as nursing care and to rebuild their lives.
- (v) Regarding public housing for disaster victims and other similar housing, promote construction of wooden housings in areas with no risk of tsunami and utilization and efficient procurement of certified wood, etc. In low-lying areas, equip public housing with evacuation function from tsunami. In areas where deteriorated housings are densely situated, conduct land development to rebuild housings in accordance with reconstruction plan of disaster-afflicted regions.
- (vi) Assess difficulties in the light of living environment of temporary housing, and examine measures to be taken in response to needs and other factors.

⑤ **Human resources assistance to support for planning of municipalities, actors for reconstruction projects**

- (i) Analyze the current local situation, coordinate possible reconstruction measures through the collaboration work of the relevant office and ministries of the Government and provide these outcomes to the disaster-affected municipalities, upon request, in order to support smooth reconstruction planning of disaster-affected municipalities, through “Survey on examining reconstruction measures of urban areas affected by tsunami, etc.”. And support recovery and reconstruction plan of the disaster-affected regions by utilizing "Guide for Tsunami Flooding Simulation”, etc.
- (ii) Promote the allocation of reconstruction assistance personnel who can reside in the disaster-affected regions, observe and care for the people affected by the disaster and engage in a wide range of locally inspired activities, along with dispatching and securing of personnel and creation of a data-base of various professionals for rebuilding of towns. In dispatching various professionals and making a database of the personnel, take participation of women into consideration and enable disaster-affected

local governments to utilize such services in an integrated (one-stop) way. Continue its support to dispatch municipal employees depending on needs of the disaster-affected local governments.

- (iii) Promote utilization not only of public organizations and injection of public funds but also of private funds, management ability, technical capabilities, public-private partnerships (PPP), PFI method as well as reconstruction of disaster-affected regions by “New Public Commons” led by various entities including NPOs, local companies, town building companies and local organizations, in order to engage in disaster reconstruction with cooperation of public and private sector.
- (iv) Improve the environment that is likely to reflect opinions of women, children, youth, elderly people, the disabled and foreigners in the process of town-building, for instance, through appropriate composition of coordinating meetings or similar conferences.
- (v) Promote smooth and full-scale recovery of functions of the local government building that will be headquarters for reconstruction in each municipality along with new town-building in the phase of municipal reconstruction.

(2) Restoration of life in communities

① Mutual support in communities

- (i) Support the foundation building to develop a system of “comprehensive community care services” on the basis of needs of the disaster-affected regions, which will integrate continuous provision of services in the area of health, medical, nursing, welfare and housing so that people can live in the community with a sense of security for years and decades to come. This embodies new form of mutual support at communities as a model for Japan’s declining birthrate and aging society, taking into account convenience and disaster prevention at community level. In doing so, promote concentration in safe locations when promoting town-building by the entire community, with due consideration to the elderly, children, women and the disabled and taking into account the characteristics of disaster-affected municipalities.

Also, position the community focal center, which comprehensively provides services such as consultations and assistance, as a hub of

exchanges in creating compact town-building to lead to re-establishment of regional communities.

Further, thoroughly consider ways in which development can lead to promotion of local communities and industries, for instance, utilization of local wood to stimulate local forestry, in times of developing facilities of the centers.

- (ii) Promote the rebuilding of local medical service system which leads to decrease in average length of hospital stay and transition to home healthcare and nursing service, in order to provide services to respond to patients' conditions in a seamless and efficient manner. Such will be done through differentiated functions of medical institutions from acute phase to chronic phase and consolidation and collaboration of medical functions.
- (iii) Advance improvement of the conditions so that disaster-affected people can enjoy healthcare, medical service (including psychological care), nursing, welfare and livelihood support services, including utilization of information and telecommunications technology such as securing of professional personnel, promotion of collaboration between medical and nursing services and medical information sharing including medical records as well as recovery of the facilities. Also, utilize services provided by private sector in cooperation with medical and nursing institutions when developing a system of comprehensive community care services or rebuilding local medical service system.
- (iv) Support municipal efforts to promote social inclusion so that the people can retain linkage in communities, such as through improvement of living condition in the temporary housing, comprehend the needs of residents, introduction of personal support responding to one's needs, nursing care and other efforts.

Properly address various human-rights issues based on anxiety and prejudice in the disaster-affected regions and evacuation areas, make efforts to prevent such occurrence, prevent isolation of the disaster-affected people, and implement consultation service for women.

Moreover, promote efforts to eliminate anxiety in regards to security in the disaster-afflicted areas and evacuation area, as well as to deter and control crimes. Reconstruct probation and other systems, reinforce and strengthen measures for job assistance and make good use of prison industry and

vocational training in prison in response to the labor demand for reconstruction, as efforts to prevent recurrence of crimes at disaster-afflicted regions.

In addition, dispatch experts in the fields such as consumer affairs to disaster-afflicted local governments in response to the needs of consultation on consumer life following individual reconstruction of life.

- (v) As for child support and child-raising assistance, build new linkage system to support children and child-raising as a team in line with concerned parties' wishes, by means of assistance for pioneering actions to ensure supporting environment of quality for children and child-raising families including integration of the two systems of nursery and kindergarten.

Advance the recovery of facilities including consolidated and multifunctional related facilities, utilize the foster parent system in case of the death or missing of both parents of minors, offer consultations and assistance with children welfare professionals for all minors and childcare households affected by the disaster and offer support from a long-term standpoint such as financial assistance to fatherless families as well as improving a system of consultations including psychological consultations with disaster-affected minors and building a support system for psychological care to them.

- (vi) Aim to nurture individual entrepreneurs and business people who tries to succeed the existing business as well as to rebuild communities which reflect the current local situations as progress the aging of society and diversification of job structure, from the standpoint of responding to the needs of areas affected by the disaster as well as ensuring and creating employment in the region.

② **Employment measures**

- (i) Promote the projects of “Japan as One” Work Council which advances reliable employment creation through recovery and reconstruction projects, assists job-hunting of the people affected by the disaster as well as promote maintenance of existing employment opportunities and lifestyle stability, given the importance of support the reconstruction in the disaster-affected regions by taking scrupulous employment measures to ensure stable lives to the disaster affected people through employment.

Utilize existing employment creation funds for creating new employment opportunities and provide support to employment coupled with industrial policy to promote full-scale employment restoration in the disaster-affected regions.

Strengthen functions and structure of the existing institution, “Hello Work” and other relevant employment security offices in the disaster-affected regions to render employment measures more effective and ensure appropriate labor conditions in recovery and reconstruction projects, prevent industrial accidents and so forth.

- (ii) Support pioneering participatory and generation-to-generation succession-type employment restoration actions to deal with declining birthrate and aging society in the disaster-affected regions, which utilizes employment and working systems where people can work on lifetime basis regardless of age such as primary industries. Also, provide support to secure income generating job opportunities through stable work with subsidiary business. Secure employment opportunities for those including youth, women, the elderly people and the disabled in the disaster-affected regions.
- (iii) Take measures to support women’s efforts to entrepreneurship activities, and other ends, such as assistance to launch community business in the disaster-affected regions, consultative activities for those seeking to start business (e.g. food processing and exchange business between urban and rural areas for women in rural areas), and trainings to acquire know-how in management.
- (iv) Target employment by reconstruction of self-employed individual business, shops and other similar small business, giving due heed to characteristics of population and occupational structures of the disaster-affected regions.

③ **Promoting Education**

- (i) Strengthen disaster-prevention functions of school facilities, which serve as disaster prevention stations such as evacuation centers, based on the concept of disaster reduction and from the standpoint of hardware such as improvement of facilities and software such as roles of faculty members. In doing so, consider locations of school facilities to ensure the safety and security of children as well as integrated installation of school facilities with welfare facilities or social education facilities, on the basis of actual

state of the disaster-affected regions.

Further, support the rebuilding of kindergartens and nursery severely affected by the disaster and reopening of such facilities as integrated ones which combine kindergarten and nursery (Certified Children's Center), bearing in mind the opinions of relevant stakeholders.

- (ii) Continue to provide diverse and sufficient support for the enrollment and attending schools of children and young people who incurred large financial losses due to damages suffered by their parents and relatives in the aftermath of the disaster, such as assistance to attend schools, including transportation fee, expenses for school supplies and school meals, scholarship and tuition waiver, bearing in mind the needs and situations of the affected areas. In addition, reinforce job assistance for students in the disaster-affected regions, where severe employment conditions are expected.
- (iii) Implement special measures to allocate teachers and other personnel as well as dispatch seamlessly school counselors in order to provide scrupulous support for psychological and physical care and learning of children affected by the disaster, as well as to provide appropriate and smooth education in the disaster-affected regions, while strengthening cooperation with local communities and having a leading model of education in perspective. In addition, mobilize external experts to offer learning support to disabled children.
- (iv) Support setting up of local networks so that the local residents can study together, actively address local issues collectively, participate in making schools as community focal centers as well as support the learning after school of children and lives of elderly people, by means of utilizing coordinators.

④ Development of human resources supporting the reconstruction process

- (i) Put vocational training in the emerging fields such as nursing, environment, energy and tourism into place, based on the needs of human resources for immediate recovery projects in the disaster-affected regions and the industrial structure after the disaster. Develop training capacity for human resources who lead creation of industries.

- (ii) Pursue university reform, and support implementation of advanced education and efforts of industry-academia-government partnership in universities, college of technology, professional training colleges, high-schools and other educational institutions, in order to develop human resources who lead Japan's reconstruction and meet the needs of local communities and local industries such as globalization and sophistication of industries in the disaster-affected regions.
- (iii) Promote sophistication of various local industries, practical mechanism to enhance capacities and qualifications of possible workers which contribute to development of specialized human resources in new industrial fields as well as training programs in the disaster-affected regions.

⑤ Promotion of cultures and sports

- (i) Advance the repair and restoration of cultural properties and historical documentation which constitute "the community's treasures" and assist restoration of traditional events and dialects. Support rehabilitation of museums, art museums and libraries damaged by the disaster.
- (ii) Support cultural and artistic activities which will cheer up the disaster-afflicted communities, as well as the holding of events such as art and music festivals.
- (iii) Promote sports activities in the region as well as holding and invitation of international sport competitions.

(3) Revival of Local Economic Activities

① Private Companies, industries and technologies

- (i) Take comprehensive response measures to resolve the situations where there are plenty of companies which are increasing their dependence on borrowings and suffering from their damaged capital in the reconstruction process.

More precisely, implement public funding which promote private investment and capitalize on private resources and know-how as well as public long-term mezzanine finance to enterprises expecting financial institutes to make their loan at the same time. In addition, provide public finance to support a cash-flow management in terms of ensuring business continuity.

- (ii) Provide measures to encourage companies to locate their production bases domestically, improving the location environment for companies in Japan, in order to avoid the possibility that the disaster may have triggered acceleration of “hollowing out” of its industries and companies moving to relocate their production bases from Japan to other countries. These measures will be offered for production bases and R&D centers in the fields of parts and materials, which constitute the core part of supply chain and cannot be substituted, as well as growing fields of high added value sectors which create the employment of our country.

Continuously ensure the stable supply of resources, as countermeasures against hollowing out, specifically, the exploration, development and interest securing of natural resources, and development of alternative materials, from the standpoint of preventing production shifts to overseas locations caused by limited procurement of rare earth, etc. Additionally, secure natural gas interests for thermal power generation, in order to ensure stable electric power supply.

Moreover, determine the implementation of 5% reduction (total of national and local taxes) of corporate effective tax rate, which is incorporated in the bill to revise taxation system for fiscal year 2011, after consultation between the ruling and opposition parties.

In the context of intensifying competition to locate companies in East Asian countries and other parts of the world, reinforce national efforts to this end by these measures.

- (iii) Promote exportation of infrastructure systems, which benefit companies in the disaster-affected regions, in order to dispel harmful rumors and restore the creditability of Japan Brand. Support measurement of radiation dose for product sales in and out of Japan and smooth logistics in addition to implementation of projects to open up new sales channels.
- (iv) Promote efforts for concentration of industries, creation of new industries and employment creation by forming base functions of centers for knowledge and technological innovation, making maximum use of knowledge and advantages of universities, university hospitals, colleges of technology, professional training colleges, public research institutions and industries in the disaster-affected regions. For this reason, promote early recovery of research base, strengthening of research and intellectual infrastructures incorporating mutual complementary functions, and joint

research and development. In addition, promote technological innovations which support reconstruction under continuous and flexible assistance schemes over a long period under industry-academia-government partnership. Moreover, enhance the functions of bases for local reconstruction centered on the universities. Develop centers to create new industries with the participation of industry, academia and government through partnership with foreign companies.

<Concrete examples of forming base functions>

- (a) Investigate the marine ecology that has changed dramatically due to the disaster, and make use of the results to reconstruct the fishing grounds. Also, form a network comprised of universities, research institutes, and private sector companies to contribute to the creation of related industries.
- (b) Promote partnership among industry, academia and government in areas in which universities in Tohoku have strengths, such as materials development, optics, hology and information technology in order to launch new businesses using the world's most advanced technology.
- (c) Coupling with the recovery of medical care services and medical institutions, promote conversion of medical care and health information to an electronic and network form, with secured collaboration and cooperation from high-level and local medical institutions with due considerations to information security. In addition, construct medical professional systems with university hospitals at their core as well as next-generation medical care structures, and conduct researches for new drugs and trans-relational research, based on the design of medical megabank led by Tohoku University.
- (d) Promote advanced collaboration between agriculture, commerce and industry exploiting technologies and know-how of manufacturing industry.

② **Small and medium-sized enterprises**

- (i) Implement adequate scale of assistance to fund-raising, recovery and development of business facilities based on the needs of small and medium-sized enterprises, from the standpoint of restoration of local industries and employment opportunities.

- (ii) Reinforce business strategy of small and medium-sized enterprises striving to survive in severe economic environment, by expanding business opportunities, including development of new sales channels domestically and overseas. To this end, promote overseas operations such as exports and the integration and capitalization of management resources through M&A, etc. and enhance measures for management assistance, human resources and technical capacity.
- (iii) Widely maintain and strengthen financial intermediary functions in the disaster-affected regions, encourage consideration to actively utilize the Financial Functions Strengthening Act's disaster special provisions to which national capital takes part to reassure depositors. Handle applications to this provision appropriately.

③ **Agriculture**

- (i) Agriculture, forestry and fisheries industry constitutes the key industry of Tohoku and plays a significant role for local employment and livings.

Revitalize Tohoku as a new foods supply base and rebuild agriculture, forestry and fisheries industry of the disaster-affected regions, utilizing new land use coordination system and other measures and advance efforts to enable Tohoku to serve as a model of the nation, bearing in mind the importance of primary industry for local economy and communities.

- (ii) As a first step of recovery, remove debris and salt elements from disaster-affected farmlands. In this regard, formulate a plan which describes potential reclamation of farmland depending on the degree of impact from the disaster by August 2011, and promote steady recovery of farmland and agricultural facilities with a plan to restart farming.

In parallel, support farmers' joint work involved in recovery with the objection of resuming farm management, assist smooth fund-raising necessary for reconstructing farm management and provide seamless support until the restart of agricultural business to enable farming in the disaster-affected regions again.

In addition, promote rapid recovery of agricultural production base and lay the groundwork towards agricultural reconstruction by enhancing assistance for maintenance and management of farmland and water resource facilities that are indispensable in farming.

- (iii) Create future actors of agriculture through thorough discussions on a rural

community unit basis, clarification of roles in the rural community and restructuring of land use to realize reconstruction. Also, support realization of strong agricultural structure by combining the following three strategies and presenting a future vision in accordance with characteristics of each region:

(a) Strategy to create high added-value

Promote the sixth industry (creating new business through the fusion of primary, secondary and tertiary industries) by development of measures to enhance capital strength for farmers who engage in processing and sales as well as improvement of structure to provide expert advice on marketing, etc. Further, advance revitalization of brands of the disaster-affected regions and efforts towards environmentally-sound agriculture.

(b) Strategy to reduce costs

Seek larger subdivision and accumulation of farmland through land use coordination or discussions in rural communities, and realize cost-competitive agriculture according to the needs of the disaster-affected regions. For instance, such can be materialized through implementation of foundation building at the site of collective resettlement and maintenance of farmland after the resettlement in an integrated manner.

(c) Strategy to diversify farm management

Create income and employment opportunities not only by agricultural production but also by combining various efforts including promotion of reconstruction tourism, introduction of renewable energy and collaboration with welfare, with the participation of the elderly people and women.

(iv) Propose new agriculture by developing Agri-Informatics (AI) System, that facilitates high-quality agricultural products produced by elderly people and experimental study on large-scale agriculture making full use of advanced agricultural technologies.

(v) Maintain and strengthen financial functions of agricultural and fisheries cooperative associations and other organizations to provide accurate support to resume activities and revitalize farmers and fishery managers in disaster-affected regions. Urge consideration to active utilization of the “Act on Enhancement and Restructuring of Credit Business Conducted by the Norinchukin Bank and Specified Agricultural and Fishery Cooperation

Savings Insurance, etc.” to reassure depositors and handle applications appropriately.

- (vi) Promote efforts of collaboration and exchange between regions from the perspective of speeding up the reconstruction of the disaster-affected regions, as there exists a strong connection between regions in Tohoku Area in regards to efforts related to distribution of feeds, etc.
- (vii) Make efforts to increase consumption of agricultural and marine products produced in the disaster-affected regions from the standpoint of advancing the reconstruction through nationwide sharing.

Hold promotions of Japan’s agricultural and marine products including those produced in the regions affected by natural disaster or nuclear accident to restore market confidence to Japan’s agricultural and marine products and Japan Brand.

④ **Forestry**

- (i) Revitalize forestry and timber industry as an independent local key industry. Establish sustainable forest management by concentration of forest facilities and network development. Advance construction of efficient wood processing and distribution system including restoration of disaster-affected lumber sawing/ plywood manufacturing factories and other companies and promote the use of woods made in the disaster-affected areas for housing and public buildings.
- (ii) Promote the application of cogeneration to reconstruction housing, public buildings, common facilities such as fishery cooperative associations and horticultural facilities, as a leading model utilizing wooden disaster waste. In the long run, establish sustainable forest management/energy supply systems centered on environmentally-friendly wood-based biomass by shifting to energy supply with wooden resources such as unused forest thinning in the future.

⑤ **Fisheries**

- (i) Provide support to restart fisheries management and recover local fisheries through supporting, inter alia, recovery of fishing boats, fishing equipment and aquaculture facility, development of shared facilities such as freezing/refrigerating facilities and removal of debris by disaster affected

fishermen.

- (ii) Restore fishing grounds and resources by, inter alia, rebuilding seedling production systems for salmon other fishes, development of sea grass beds, tidal flats, etc., monitoring of fishing ground environment utilizing scientific findings and appropriate resource management.

Promote modernization and rationalization of fishing boats and fleet, encourage joint management and cooperation of production activities and strengthen fishing industry, giving due consideration to characteristics of each form of fishery (e.g. aquaculture industry requires a certain period of time after its start of production before it generates income).

- (iii) Promote reconstruction of fish processing and distributing industries in an integrated manner together with harvesting industries, with the effort to create sixth industry in perspective, such as new product development in collaboration with oyster farmers. Also, support the reconstruction of related industries such as shipbuilding industry.

- (iv) Secure necessary functions of fishing ports for the region as a whole in an early stage, by promoting sophistication of distribution functions and other functions of the core fishing ports, aggregate functions and division of roles among fishing ports.

Strengthen distribution and processing functions of core fishing ports which serve as nation-wide bases for production and distribution of fishery products.

In regards to fishing ports which serve as local bases for production and distribution of fishery products, promote aggregation and strengthening of, inter alia, market facilities, aquaculture-related facilities and other facilities, keeping in mind that those parts complement the functions of surrounding fishing ports.

Implement projects in the order of its necessity, such as securing mooring facilities, for other fishing ports.

- (v) Promote coordination and matching of fishery operators in a way to enable them to collaborate proactively with companies with know-how or capital, on the basis of understanding of the community. In necessary areas, create system of special zone where private corporations run by local fishery

operators can obtain fishing rights without being subordinated to fishery cooperatives.

⑥ Tourism

- (i) Take measures for the recovery and stimulation of domestic and overseas travel demand through effective and intensive transmission of accurate information to prevent harmful rumors, reinforced tourism campaigns and improvement of conditions to welcome foreign tourists, among other measures, in regards to tourism which is one of the major industries together with agriculture, forestry, and fisheries, measures will be taken. Further, advance both domestic and international exchanges borne from reconstruction by sharing the reconstruction process.
- (ii) Establish new style of tourism that are only possible in Tohoku bringing out rich local tourism resources including natural landscapes, rich local culture, foods, national parks and World Heritage sites, through human resource development and formation of local platforms that include wide-range of related people.
- (iii) Consider the reorganization of existing national parks such as *Rikuchu Kaigan* National Park and establishment of *Sanriku* Reconstruction National Park (tentative name), including redevelopment of disaster-affected park facilities and new construction of long-distance coastal trail, with due consideration to disaster prevention. Implement various projects including promotion of ecotourism in collaboration with agriculture, forestry, and fisheries industries.

⑦ Assistance to livelihood which support communities

- (i) Support to restore and maintain various occupations which support local communities including community-based hygiene related occupations such as barbers, hairdressers and cleaners, architect engineers such as carpenters and plasterers and store managers such as restaurants and retailers, as the reconstruction of self-employed individuals and shops plays an important role in order to revitalize communities.

⑧ Overlapping debt problem, etc.

- (i) Comprehensively promote measures such as consistent support for revitalization (debt factoring in collaboration with between one-stop

consultation service and new “organization” and other relevant measures) as well as support for the operation of “Guideline on Private Liquidation of Individual Debtor”, based on “policies dealing with double debt burden problem” (announced on June 17, 2011) and consultations between ruling and opposition parties.

- (ii) Provide information which contributes to the resolution of various legal disputes caused by the disaster and offer civil legal aid programs support people and enterprises affected by the disaster as to assist efforts to restart activities for reconstruction.

⑨ **Transport, logistics and information-communication**

- (i) Give first priority to the early recovery of logistic infrastructure such as roads, ports and harbors, seaside railways for assistance to reconstruction in disaster-affected region.
- (ii) Construct disaster resilient transport and logistics networks through following measures:
 - (a) Recovery of railways in an integrated manner with community development, giving due consideration to the local characteristics such as impact of the disaster and topography, and effectively utilizing existing facilities;
 - (b) Strengthening of industries, logistics functions and disaster reduction functions of ports and harbors based on each port’s/harbor’s reconstruction plan which take reconstruction of key industries and community development of towns located behind them into consideration;
 - (c) Urgent development of *Sanriku* longitudinal expressway, etc. and strengthening of the transverse axis connecting the Pacific coast and the Tohoku expressway;
 - (d) Addition of disaster prevention functions to transport and logistics facilities;
 - (e) Examination of current logistics system;
 - (f) Creation of disaster logistics to prepare for similar disaster, focusing on software such as utilization of private sector’s know-how such as those

- of shipping agents etc. and facilities including warehouses and trucks;
- (g) Securing of redundancy taking into account the entire Tohoku network, including coordination with the Sea of Japan side;
 - (h) Establishment of a sophisticated logistics system by visualization of the overall supply chain;
 - (i) Development of facilities to ensure traffic safety prepared for disaster, such traffic signal that does not shut down in case of disaster.
- (iii) Promote the use and utilization of information and communication technology, such as introduction of cloud service to wide range of areas including local governments to ensure the development of next generation. In addition, carry out recovery and reconstruction of information and communication infrastructures in an integrated manner and make efforts towards creation of disaster resilient information and communications network linked with town-building, which people can rely and use. Recover disaster-affected post offices and secure integrated network where all basic postal services will be available at post offices.
- (iv) Promote the creation of environment in which local governments and residents in the disaster-affected regions are able to communicate smoothly and measures to facilitate livelihood support to the people affected by disaster. Further, enhance disclosure of the progress of reconstruction by internet, provision of government-owned information in a user friendly form, transmission of accurate information both in and out of Japan.
- ⑩ Promotion of use of renewable energy and improvement of energy efficiency**
- (i) Promote experimental studies with the latest solar power generating facilities and wind power generation facilities in the disaster-affected regions. Also, promote activities to formulate projects by providing information on the potential of renewable energy, basic environmental data, etc.
 - (ii) Introduce “Smart energy system”, which combines renewable energy and storage batteries, to disaster prevention centers such as evacuation centers, which play a central role in disaster-afflicted regions. Introduce “Smart community” and “smart village” which improve energy efficiency as pioneer case in disaster-affected regions. These measures are taken to stabilize energy

demand and supply and create leading cases of future smart system. In addition, promote concentration of industries related to renewable energy system in disaster-afflicted regions.

⑪ Realization of environmentally advanced region

- (i) Introduce independent and distributed energy system, while utilizing unexploited local resources to full extent and society in harmony with nature will be realized through nature restoration for recovering the linkages between the ecosystems of forests, *Sato* (countryside) and sea, making use of the local wisdom of coexisting with natural environments, in order to realize environmentally advanced regions (eco-town) in the disaster-affected regions. Furthermore, promote thorough control of recycling the large quantities of waste debris generated in the processes of recovery and reconstruction, creation of an advanced sound material-cycle society that links the manufacturing and recycling industries, putting 3Rs (Reduce, Reuse and Recycle) into practice.

⑫ Promotion of disposal of large quantities of disaster-related waste

- (i) Create system which allows the Government to dispose disaster-related waste on behalf of municipalities. Also, promote prompt and appropriate disposal of large quantities of disaster-related waste through exhaustive hygiene control, etc. Moreover, conduct monitoring, exposure control, data-gathering, etc. in disaster-afflicted areas in regards to harmful substances such as asbestos.

(4) Nation-building which incorporate lessons learnt from the Great Earthquake

① Ensuring a stable supply of electricity and reviewing the energy strategy

- (i) Ensure a stable supply of electricity in order to prevent foreign firms from leaving the territory as well as the hollowing out of industries. To that end, take necessary steps to investigate the cause of the nuclear accident and assess its impact, as well as to verify the appropriateness of the response to the accident and secure the safety. Moreover, review the national energy strategy in a comprehensive manner and in medium to long term, promote innovative technical development in the field of renewable energy, energy conservation, clean usage of fossil fuels and so forth.
- (ii) Seek early passage of “Act on Special Measures concerning Procurement of

Electricity using Renewable Energy by Electric Power Suppliers” in the Diet.

② **Promotion of introducing renewable energy and energy conservation measures**

- (i) Further promote the introduction of residential photovoltaic and building energy management system (BEMS) and take necessary support measures in order to diffuse chargeable batteries which contribute to stable power supply at an accelerated pace. Promote the introduction of privately-owned electrical power facilities and high-efficient gas air conditioning.

Promote the introduction of solar-power, wind-power generation, geothermal power generation, wood-based biomass power generation, small- and medium-sized hydraulic power generation and other similar power generation systems, based on various local characteristics.

- (ii) Promote co-generation system and housing energy management system (HEMS) with a view to the utilization for community central heating and air-conditioning, high-efficient air conditioning, energy-saving products such as high-efficient lighting (e.g. LED lighting), accelerate diffusion of net-zero energy housing, housing with energy-saving diagnosis and investment in energy conservation of plants and buildings.

③ **Reconstruction open to the world**

- (i) Take measures such as the promotion of the so-called “Cool Japan Initiative”, the risk management against the harmful rumors outside Japan, dissemination of Japanese local attractions through diplomatic missions abroad and the implementation of various exchange programs for youth or potential pro-Japanese groups, while strengthening effective public information, in order to promote global understanding of Japan’s revival, re-establish the Japan Brand and restore and enhance trust in the products made in Japan.
- (ii) Continuously promote the free-trade system, make its efforts to ensure a level playing field for Japanese enterprises and Japanese products and expand the overseas sales routes for products from the affected areas including Japan’s appeal of safety and superiority of its products utilizing ODA, aiming for reconstruction of the disaster-affected areas and revitalization of Japanese economy through absorbing the vitality of other countries.

In addition, establish an attractive investment environment to the

international business world, in order to promote foreign investments to Japan, primarily including to the disaster areas, and to promote global companies' establishment of their research and development facilities and their Asia region headquarters functions in Japan and in the disaster areas.

Promote the acceptance of highly skilled foreign workers, who will help revitalize Japanese economy. In order to promote the abovementioned acceptance, the Government will introduce a preferential system of the immigration control administration such as a points-based system, facilitating entry and departure procedures at immigration, establish and maintain a better environment where these skilled foreign nationals can comfortably live and work, and promptly provide relevant information to build trust in government in case of disaster.

- (iii) Actively promote international cooperation in order to share internationally the knowledge and lessons obtained from the disaster and in the process of reconstruction as a shared global knowledge asset. To that end, promote the international utilization of airplanes well-equipped for various disasters, cooperation with ASEAN countries and small island states in Pacific Ocean towards building of a global disaster prevention network, regional cooperation of disaster prevention between Japan, China and South Korea, and international cooperation including human resource development for developing countries in the field of disaster prevention.

Also, promote the implementation of survey and research to share knowledge and lessons with international society, holding of experts meeting and symposium inviting foreign disaster-prevention professionals, holding of the high level international conference in 2012 towards development of succeeding framework of the "Hyogo Framework for Action", invitation of the 3rd UN World Conference on Disaster Reduction (2015) in collaboration with international organizations.

Consider carrying out activities of international cooperation and exchange programs including the holding and invitation of international conferences in the disaster-affected area, depending on progress of its reconstruction.

- (iv) Provide adequate information on disaster to foreign students and researchers as well as support for their research activities.

④ **Realization of social inclusion and promotion of "New Public**

Commons”

- (i) In order to work towards reconstruction by responding to wide range of issues related to rebuilding lives of people affected by disaster and reconstruction of disaster-afflicted regions, it is necessary to enable people affected by disaster and local communities to fully utilize their capacities. However, various impacts of disaster such as stagnation of economic activities may affect people in vulnerable situation such as unemployment and sickness, not only in the disaster afflicted areas but equally in the whole nation, aggravating the risk of “social exclusion”.

In this context, building an inclusive society that does not leave anyone out by being mindful of those who are unable to easily voice their views will not only lead to reconstruction but also to development of Japanese societies. For this reason, efforts by municipalities such as accompanying support like the method of outreach and creation of place to which one belongs, comprehensive and preventive supports like development of human resources development will be assisted. Also, efforts will be made to establish leading model concerning one-stop consultation and side-by-side support.

- (ii) Assist development of community focal centers and community-building supports conducted by the actors of the “New Public Commons” in disaster-afflicted regions through “New Public Commons Support Projects”. Also, promote reconstruction led by various factors such as NPOs, NGOs in the field of international cooperation, local companies and community organizations, through active support to efforts based on the propositions from a promoting committee entitled the “New Public Commons” Roundtable.
- (iii) Provide information and promote donation tax system in order to enable NPOs and other similar actors exercising diverse and scrupulous activities to support reconstruction as vital actors of “New Public Commons” to exercise their maximum capacity. Also, establish a mechanism to support smooth implementation of new certification system for Non-profit Organization which develop various and scrupulous reconstruction support activities can take full advantage of their strengths as major actors of “New Public Commons”.

⑤ **Preparing for future disaster**

- (i) Continue examination of tsunami prevention measures and revise the existing Basic Disaster Prevention Plan from different perspectives, based on discussions in the “Expert Panel on Earthquake and Tsunami Countermeasures using the Great East Japan Earthquake as a Lesson” of the Central Disaster Prevention Council.

- (ii) Establish a standard system which can be utilized nation-wide to contribute not only to the current efforts for reconstruction but also to future ones in response to possible disasters, in promoting the concept of tsunami resilient community-building

To that end, promptly realize “Tsunami Resilient Town-building System” with “multiple defenses”, combining hard and soft response measures, on the basis of urgent proposals from the planning group of the Council of Transport Policy, the Panel on Infrastructure Development on 6 July 2011.

- (iii) Clarify possible overall damages caused by assumed disasters of *Tokai*, *Tonankai* and *Nankai* Earthquakes and consider measures for envisioned damage reduction. Verify measures in case of earthquake directly striking Tokyo, such as wide-area support system, response to large number of evacuees and people having difficulties to reach home, and strengthen structure of administrative business continuity when government buildings are damaged by disaster.

Improve earthquake and tsunami observation, monitoring and forecasting systems as well as provision of information such as disaster prevention information including tsunami warning. Enhance national government’s crisis-management system.

Assess the risk of earthquake and tsunami disasters through multiple investigations such as geological conditions and crustal changes to conduct further sophisticated earthquake and tsunami forecast.

- (iv) Examine and review wide-area policy of land development to reconstruct disaster-resilient national land structure with improved response capacity to disaster, by combining hard and soft measures and incorporating the idea of “escape”, from the standpoint of strengthening disaster preparedness of national land.
- (v) Secure extensive and large-scale swift evacuation, relief, emergency and rescue activities conducted by police officers, fire fighters, coast guard

officers and Self Defense Force members who assume the “public assistance” in case of large-scale disaster. Ensure protection of people’s lives, health and properties as well as smooth continuity of socio-economic activities. Assess the risk of natural disaster at its maximum scale, develop possible disaster-prevention facilities (disaster resilient facilities), information transmission system and warning/evacuation system, enhance disaster-prevention measures for social infrastructures, multiply routes, develop necessary technologies, build disaster resilient supply chains and promote the companies’ efforts of business continuity.

Promote earthquake-resistant and energy-saving housing and buildings as well as encourage research and development on improvement of earthquake resistance, in order to alleviate human sufferings and economic damages in times of large-scale earthquakes.

In addition, promote software measures including informatization which contributes to effective utilization of road network and smooth transportation at the time of disaster.

- (vi) Taking into account the equipment and activities of police, fire department, Coast Guard, Self Defense Force and actors who play the role of “mutual assistance” such as communal fire-fighting group in regards to the Great Earthquake, tsunami disaster and nuclear accident, enhance performance of emergency measures against disaster, strengthen emergency capability, improve response capability to disaster including logistic support (including mental care and nursery assistance). Reinforce collaboration with local governments through utilization of disaster related staff such as retired Self Defense Force with expertise on disaster prevention, implement survey and research on fire disaster, hazardous material accident, triage and other issues, conduct related research and technological development on decontamination and information gathering.

Extend further partnership among police, fire department, Coast Guard and Self Defense Forces at a time of disaster including information sharing. In addition, research the type of ships and other means with necessary functions to execute emergency disaster measures.

- (vii) Incorporate emergency response to various damages and wide-area measures across several local governments into disaster drills, in order to improve response capacity to deal with various challenges learnt from the experience

of Great East Japan Earthquake. To enhance partnership between the central and local governments, relevant organizations such as Self-Defense Forces will actively participate in disaster drills. Moreover, encourage the maintenance and strengthening of wide-area backup system beyond territories of local governments including logistic support facilities and the improvement of local disaster-prevention plan including preparation towards prompt recovery from the disaster.

- (viii) From the standpoint of international contributions in the fields of disaster-prevention and disaster reduction, consider the establishment of logistic support facilities in time of large-scale disaster in Asia-Pacific region including Japan from various perspectives, taking into account its necessity, importance, efficiency the existing systems and other elements.
- (ix) Promote disaster-prevention education which incorporate the idea of “escape” and involve local communities. Enhance edification on tsunami disaster and develop teaching materials for disaster reduction education, utilizing various data and evidences including videos, websites and other tools.
- (x) Verify evacuation guidance at time of tsunami disaster and review the existing measures. Reinforce the capacity of security forces to avoid enforcement problems in times of disaster, strengthen local community linkage, systematically allocate security equipment and support anti-crime volunteer activities to promote crime-resistant community development.
- (xi) Strengthen disaster-prevention measures for medical facilities including the promotion of earthquake-resistant buildings so that medical care can be continuously provided even at time of a large-scale disaster.

Enhance earthquake-resistance of water supply and sewerage system and promote widening of water control system such as by linking several water facilities together. Develop disaster resilient oil/gas manufacturing /distribution facilities and supply chain.

Promote disaster-prevention measures such as reconstructing earthquake-resistant schools and laboratories/research institutions and back-up of disaster management functions. Encourage earthquake-resistance and disaster-prevention measures in detention facilities such as correctional institutes, to relieve people’s concern about runaway due to collapse. Strengthen disaster-prevention functions of buildings of the Government including earthquake-resistance, from the standpoint of supporting local

governments at the time of disaster.

- (xii) Develop a stable supply system for food and mixed feed through the development of business continuity plan (BCP) of food-related operators as responses to assure supply chain at time of disaster.
- (xiii) Build disaster-resilient waste disposal system such as development of guidelines on disaster waste measures according to the scale of disaster and development of water-purifier tanks, on the basis of lessons and experiences of disposal of disaster waste disposal after the Great East Japan Earthquake.
- (xiv) Improve functions of comprehensive disaster-prevention information system and functions of satellite communication network which serve as its information-communication network, in order to promptly comprehend damages in the aftermath of disaster and share cross-cutting information by concentrating information collected by each disaster prevention related organization.
- (xv) Consider the utilization of satellite system to use geospatial information from the standpoint of disaster prevention and recovery and to comprehend exact damage at time of disaster.
- (xvi) Improve safety and reliability of the information and communication system at time of a large-scale disaster, including the establishment of disaster resilient information system, from the perspective of information security which develops environment where all people can use securely information and communications technology, based on “Information Security 2011” (decided by Information Security Policy Council on 8 July 2011).
- (xvii) Comprehend what happened in the disaster areas just in and after the earthquake and tsunami, how people evacuated, what responses the administration and other actors took following the disaster, and other relevant facts, by means of hearing investigation of administrative personnel and local residents of the disaster-afflicted regions as well as personnel of national disaster response headquarters located in the region, with a view to reflecting them on future responses.
- (xviii) Consider a concrete set of response measures to scrupulously assist the rebuilding of lives of individuals and households in various aspects of life, such as to assure housing such as from evacuation center to permanent residence, support financially through recovery support payment, donation

and other supports, secure continuous living expenses through re-establishment of oneestvocation and employment, maintain and recover communities, care for onet residence, support financially through y pladespairing suicide and solitary death.

- (xiv) Examine a basic concept and a set of support actions that serve as guidelines for securing favorable living environment in the evacuation center, depending on the place, scale, and timing of possible disaster.

⑥ **Academic research and study on the disaster, recording the disaster and handing lessons learnt on to the next generation**

- (i) Conduct in-depth research and study on the Great Earthquake including international joint study, in order to contribute to future disaster prevention measures. Analyze earthquake and tsunami generating mechanisms and review the existing disaster prevention measures and risk communication. Give adequate consideration to the forming of a comprehensive study by promoting an organic collaboration of relevant institutes in time of conducting survey and research.
- (ii) With regards to the results of above-mentioned research and study, develop a system of collection, storage and disclosure of records and lessons taken from the earthquake, tsunami disaster and nuclear accident. Also, share the lessons learnt from the past earthquakes and tsunami within and out of Japan. Promote the digitalization not only of records and lessons but also related documents and visual images such as regional information and books, by utilizing information and communication technology. Establish an integrated mechanism of storage and application that enables anyone from in and out of Japan to have access to the records and other relevant information, and broadly communicate the accumulated information domestically and internationally.

Conduct studies on the current situations of natural environment affected by tsunami as well as monitoring of the following changes over the years.

- (iii) Consider the development of forest, hill or facility that would become a symbol of the requiem and the reconstruction, upon local communities' proposal by making use of the experience of the Great Hanshin Awaji Earthquake as a reference.

6 Reconstruction from nuclear accident

The Government will coordinate with local governments, establish a forum for the reconstruction from nuclear accident promptly, consider legal measures etc. and draw a conclusion as soon as possible in order to take adequate measures for the reconstruction, including regional revival and compensation measures. The Government will also promptly respond to the following:

(1) Emergency measures and recovery measures

The Government will handle emergency measures, recovery measures and reconstruction in response to nuclear accident in a responsible manner. As a basic premise towards the reconstruction, the nation will responsibly bring nuclear reactors to cold shutdown condition, prevent release of radioactive materials to air, soil or seawater and solve the nuclear accident as soon as possible. In addition, taking the result of stability evaluation of nuclear reactor facilities and detailed monitoring into account consider and implement deactivation of evacuation zones.

① Emergency measures, various assistance and information provision

- (i) Encourage efforts of confidence-building in and out of Japan (e.g. Utilization of knowledge from world-leading professionals including IAEA, for the purpose of provision of accurate information, strengthening of sharing system, solution of nuclear accident, setting of safety standard, use of decontamination technology, etc.).
- (ii) Strengthen the system of emergency facilities at the time of nuclear accident, and information provision system which replies to questions and consultations on nuclear accident from the people. Implement research and development towards solution of the accident.
- (iii) Continuously support for disaster affected people and disaster-afflicted local governments, monitor the radiation dose sensitively, based on unified standard and index. Continuously provide prompt and understandable information and provide information verified by scientific technology. The Government will also respond to harmful rumors.
- (iv) Support rebuilding of lives and businesses towards returning home.
Upon return, the Government and the Prefecture will take necessary measures to enable smooth reprise of projects which municipalities have started with the Government and Prefecture.

② **Safety measures, health management measures, etc.**

- (i) Regarding safety measures for radioactive substances in foods, reconsider regulation values; develop system to assist inspections conducted by each local government and to conduct long-term follow-up measures, from the medium and long term standpoint.
- (ii) Continuously make constant efforts to reduce the dose of radiation exposure of children (including internal exposure).
- (iii) Develop facilities engaging in long-term health management, cutting-edge research and medicine related to the impact of radiation in Fukushima Prefecture and implement continued health management to residents including children.
- (iv) Implement all possible measures such as thorough and adequate management of fertilizer, feedstuff, etc., provision of information to livestock farmers and crop farmers and technical guidance.
- (v) Ensure thorough health checkup of employees in nuclear power plants and long-term health management through creation of database of exposure dose, etc. Also, implement assessment on the impact of radiation on human health.

③ **Compensation, maintenance of administrative services, etc.**

- (i) Promote prompt effectuation of “Act to Establish Nuclear Damage Compensation Facilitation Corporation” and “Act on Emergency Measures for Damage caused by the Nuclear Accident (2011)” and advance prompt, fair and appropriate compensation and provisional payment to disaster affected people under severe circumstances such as evacuated residents, people engaging in agriculture, forestry and fishery, as well as small and medium enterprises. Also, support employers striving to restore business operations and suffering from harmful rumors to enable them to maintain employment levels.
- (ii) Take necessary measures to maintain administrative functions to residents who were forced to evacuate out of municipal zone due to installation of evacuation zones as well as linkage in communities.

In concrete terms, institutionalize special measures which enable local governments at evacuated areas to provide administrative services to residents when the local government of one’s origin is unable to provide as well as

measures to maintain relationships between residents who have changed their address and local government of their origin (e.g. provision of information, organization of events, consultative meeting among those who changed their address, etc.).

- (iii) Secure structure to continuously implement search operations for missing people near Fukushima Daiichi nuclear power plant as well as precaution and security, to respond to the wishes of people affected by the nuclear accident to the utmost extent.

④ **Decontamination of radioactive substances, etc.**

- (i) Provide information on radiation and its decontamination, impact of radiation to human health with due consideration to children as well as implement communication activities to the residents in a continued manner, in response to increasing unease of residents in regards to radiation.
- (ii) Aim for early consolidation of technology to restore environment, given the necessity to decontaminate air, water, soil, forest, etc. from radioactive substances. To this end, establish open research center which converges wisdom from in and out of Fukushima Prefecture, with the cooperation of universities, research institutions, private companies, etc. In addition, establish the concept and the method of decontamination at an early stage as national responsibility, and take necessary measures of experimental research on the ground, decontamination of soil, treatment of sewerage, polluted mud, etc. and final disposal of disaster related waste.

(2) Reconstruction measures

① **Development of medical industry center**

- (i) Concentrate medical industry in Fukushima Prefecture and render Fukushima a leading research, development and manufacturing center for medicinal products, medical equipment and medical robots, through utilization of special zone system.
- (ii) Implement global front-line research and development of medicinal products and medical equipment as well as development of leading medical institutions with industry-academia-government partnership.

② **Development of renewable energy center**

- (i) Promote the development of world class advanced research center of renewable energy in Fukushima Prefecture and the concentration of industries related to renewable energy.

(3) Promotion of installation of government-affiliated research institutions in related sectors in Fukushima Prefecture

- (i) Promote installation of government-affiliated research institutions specializing in related sectors, from the perspective of advancing recovery and reconstruction.

7 Structure of the Government for Reconstruction and the follow-up mechanism of the Guidelines

(1) Roles of the Reconstruction Headquarters and its response offices located in the disaster areas

- (i) Until a “Reconstruction Agency (Tentative)” described in the following paragraph 7 (2) is inaugurated, the “Reconstruction Headquarters in response to the Great East Japan Earthquake” conduct planning and comprehensive coordination of basic direction of policies and measures for reconstruction as well as promotion and comprehensive coordination of reconstruction actions taken by relevant administrative organizations. In order to support the activities of the Headquarters, necessary structure is to be established in the secretariat of the Headquarters.
- (ii) The “Reconstruction Headquarters Response Offices” of the “Reconstruction Headquarters in response to the Great East Japan Earthquake” shall serve as a one-stop contact of the Government in relation to the disaster-affected people and local governments. “Reconstruction Headquarters Response Offices” shall share part of responsibility of comprehensive coordination of “Reconstruction Headquarters”, and shall promptly carry out necessary coordination of such issues onsite as much as possible.
- (iii) A function of promoting gender equality in the reconstruction process will be established in the secretariat of “Reconstruction Headquarters” and its “Response Offices”.
- (iv) The office and ministries of the Government will delegate responsibilities and authorities necessary for implementation of reconstruction measures from each headquarters to its local office located in the disaster areas so that the

local offices of the office and ministries of the Government in the disaster-affected regions can promptly make decisions and reactions to requests from the disaster-affected people and local governments.

(2) Reconstruction Agency*

- (i) Based on the Basic Act on Reconstruction in response to the Great East Japan Earthquake, an administrative agency tentatively titled the Reconstruction Agency will be established to respond to the needs of local governments as one-stop service on policies and measures of the Government for the reconstruction beyond the existing responsibilities of the office and ministries. A final draft of its whole picture will be obtained by the end of this year, and then a bill for its establishment will be promptly submitted to the Diet.
- (ii) The Reconstruction Headquarters in response to the Great East Japan Earthquake will be abolished upon the establishment of the Reconstruction Agency, and the functions of the Headquarters and its sub-organs will be taken over by the Reconstruction Agency and its sub-organs.
- (iii) An office tentatively titled the Office for the Establishment of Reconstruction Agency will be put promptly in order to prepare for intensive discussion.

*The names “Reconstruction Agency” and “Office for the Establishment of the Reconstruction Agency” are tentative.

(3) Follow-up mechanism of the Guidelines

- (i) The Reconstruction Headquarters in response to the Great East Japan Earthquake will follow up the state of achievement of the Guidelines every year and disclose the results of the review. The Headquarters will also here opinions of disaster-affected people and local governments on the results of the review.
- (ii) The Reconstruction Headquarters in response to the Great East Japan Earthquake will collect all information of the national budget for the reconstruction in cooperation with other office and ministries, and disclose it so that disaster-affected people local governments can comprehend it through.
- (iii) The Guidelines will be reviewed as necessary in prior to the end of the concentrated reconstruction period. This review will be made on the basis of progress report of the policies and measures for reconstruction, recovery situation of the nuclear disaster, future discussions in the Reconstruction

(Provisional Translation)

Headquarters in response to the Great East Japan Earthquake, requests of disaster-affected local governments and other relevant elements.

(END)