

[Provisional Translation]

Reconstruction Promotion Committee  
FY2012 Interim Report

September 2012

Reconstruction Promotion Committee

## Contents

Foreword	Page 3
1. The Great East Japan Earthquake and the Current Status of Reconstruction	Page 5
2. Reconstruction Tasks and Corresponding Initiatives	Page 12
3. Summary of Tasks Prior to the Annual Report	Page 32
Afterword	Page 42

## Foreword

A year and a half has passed since that day. 3/11, when the unprecedented earthquake, tsunami and nuclear power plant accident struck the Tohoku region. We instinctively understood that an inconceivable thing—something that seemed not of this world—had occurred. "Post-war Japan" came crashing down around us. A wave came upon us that would utterly transform this country into "post-disaster Japan."

However, without our noticing it, that sensation that we shared has become something more distant. For better or for worse, as our country rapidly becomes preoccupied with promoting a "return to normality" as soon as possible, that consciousness of an impending disaster that had caused us to tremble with fear, feeling that it might assail us the very next day, will gradually be pushed into the background by more everyday concerns. Nevertheless, we must never forget the calamity for human society that was wrought in an instant by the unexpected disaster that occurred on that day. Is that not what we solemnly pledged that day? However, as the days and months pass, our memories gradually fade, without our being aware of it. Let us reawaken our memories of the pain of that day and preserve them from fading by constantly facing our daily lives sincerely.

The situation is not identical in all of the disaster-stricken areas. In areas where reconstruction has progressed, the process of the "return to normality" will move forward. On the other hand, in areas where reconstruction has finally begun, or where it has not yet commenced, an unprecedented situation is continuing even now.

Moreover, in regard to this unprecedented situation, we are naturally being forced to deal with reconstruction via a process of trial and error, as there are no prior examples for us to follow. Large-scale development of land, formation of new living and working places, readjustment of land use in a variety of ways: all of these are challenges that the local authorities of the Tohoku region had never even thought about. With no exemplars to follow, insufficient manpower, and reduced administrative functions due to the damage wrought by the disaster, we must tackle a major project that should be described as the new creation of the national domain.

Time is inexorably ticking away. On the one hand, it is necessary to speed up the projects, but on the other, it is vital to build consensus with local citizens and secure their participation. Precisely because it is a region where the aging of the population was already advanced even when compared to the rest of the country, we must lose no time in dealing with population decline.

If the "unprecedented creation of the national domain" involves reconstruction focused on the damage wrought by the earthquake and tsunami, what happens about reconstruction from the nuclear disaster? Even now, we are still unable to break free of a situation in which we have to feel our way along using trial and error. What response measures will be effective in dealing with the effects of radioactivity? Many of the problems can be narrowed

down to this one fundamental question. However, with no solution to this problem having been presented as yet, we are suffering the distress of being compelled to devise and implement makeshift solutions to deal with the succession of practical problems that arise, such as initiatives to return residents to areas for which evacuation orders were issued, dealing with areas to which it will be difficult for residents to return for at least five years, support for long-term evacuees, and coping with reputational damage from harmful rumors.

The role of this Interim Report is to examine head-on the current status of and tasks for reconstruction, which is in danger of going down a blind alley if left in its present condition. Firstly, this Interim Report provides a proper summary of the current status of reconstruction. Following this, it discloses the stringent checks carried out by the members of the Reconstruction Promotion Committee and the status of responses to these. This subject is divided into ten sections, namely regional development, the revival of daily life, the revitalization of industry and employment, reconstruction from the nuclear disaster in Fukushima and other areas, the use of various systems, personalized consultations for making use of systems and responses to these, the sharing of examples of initiatives, physical support, keeping records of the disaster and passing the lessons learnt on to the next generation, and the role of the Reconstruction Agency. As well as taking a broad overview of reconstruction in general, efforts have been made to ensure that the discussion does not lapse into idealism or abstract theory.

More than anything else, details of specific examples—moreover, examples that are expected to be successful—of reconstruction initiatives have been highlighted and incorporated into the discussion to serve as a point of reference when implementing reconstruction plans in each region. The intention is for regions to gain hints from other examples that will guide their own reconstruction initiatives along the path to success, thereby becoming a model for reconstruction initiatives in other regions. We hope that creating what one might call a chain of reconstruction examples will improve the quality of regional reconstruction initiatives and that this will consequently enrich the overall perspective on reconstruction efforts.

Based on this premise, this Interim Report then summarizes the tasks to be dealt with prior to the Annual Report. As well as re-examining reconstruction overall, this section highlights issues that will be particular priorities in the six months to come. Six issues—regional development and the rebuilding of housing, the recovery of daily lives and integrated community care, support for local industry and jobs, reconstruction from the nuclear disaster in Fukushima and other areas, the sharing of examples and information and collaboration, and keeping records of the disaster and passing the lessons learnt on to the next generation—have been selected and consideration has been given to ensuring that the reconstruction carried out is meaningful. Having amply noted the fact that this is a response to this unprecedented situation, we would like to mobilize all available human intellect in order to decisively overcome this situation.

## 1. The Great East Japan Earthquake and the Current Status of Reconstruction

This Committee has received reports from the government concerning the current status of and tasks for reconstruction. To start with, this chapter provides a summary of the facts based on the reports received from the government to date.

### (1) Damage Situation

An earthquake of magnitude 9.0—the largest ever recorded in Japan—occurred on March 11, 2011. The tremors were observed over an extensive area, with a seismic intensity of 7 being recorded in the city of Kurihara, Miyagi Prefecture. In addition, a tsunami caused by this earthquake, which measured more than 9 meters above the highest tidal level<sup>1</sup> and had a runup height in excess of 30 meters at the highest points, assailed various locations along the Pacific coast. As of September 12, 2012, the death toll stood at 15,870, with a further 2,814 people recorded as missing, and it has emerged that the more than 90% of those deaths were caused by drowning. Moreover, 129,423 buildings were completely destroyed<sup>2</sup>.

In addition, the tsunami struck the Tokyo Electric Power Company's Fukushima Daiichi Nuclear Power Plant and Fukushima Daini Nuclear Power Plant, which resulted in a nuclear state of emergency<sup>3</sup>.

### (2) Initial Response

The massive tsunami resulted in a large number of missing persons and the isolation of many settlements, so the immediate priority was to carry out rescue and relief operations for those affected by the disaster and to provide them with evacuation guidance. The next task was to eliminate road obstacles and secure emergency transport routes as a matter of urgency, in order to save lives and transport emergency supplies.

The Emergency Disaster Response Headquarters was established with the Prime Minister as its chief, and front-line units in the form of fire fighters, the police, the Japan Coast Guard, and more than 100,000 members of the Self-Defense Forces commenced activities across the extensive areas affected by the disaster. Moreover, a broad array of support was provided by other countries, particularly the United States

---

<sup>1</sup> See the website of the Meteorological Agency.

[http://www.seisvol.kishou.go.jp/eq/2011\\_03\\_11\\_tohoku/index.html](http://www.seisvol.kishou.go.jp/eq/2011_03_11_tohoku/index.html)

There are field surveys conducted by some researchers that state the tsunami height to have been in excess of 20 meters.

<http://www2.ttcn.ne.jp/honkawa/4363b.html>

[http://outreach.eri.u-tokyo.ac.jp/eqvolc/201103\\_tohoku/](http://outreach.eri.u-tokyo.ac.jp/eqvolc/201103_tohoku/)

<sup>2</sup> Summary compiled by the National Police Agency. For further details, see the website of the National Police Agency.

<http://www.npa.go.jp/archive/keibi/biki/index.htm>

<sup>3</sup> A situation in which radioactive material or radiation has been abnormally discharged externally by a nuclear power facility, such as a nuclear power plant, or in which an event predetermined in law has occurred, such as a criticality accident.

Forces in Japan. Support including search and rescue activities, the distribution of food and supplies, the removal of obstacles, and the dispatch of medical teams was conducted over several months. The dynamism of the physical support provided through collaboration among local authorities nationwide was unprecedented, with companies providing cooperation in the provision and transport of supplies<sup>4</sup>, while volunteers made a significant contribution through their activities in providing food to evacuees and removing obstacles. On March 17, in light of the serious threat to the lives of those affected by the disaster, the Headquarters for Special Measures to Assist the Lives of Disaster Victims<sup>5</sup> was established under the Emergency Disaster Response Headquarters.

With regard to the nuclear disaster, the Nuclear Emergency Response Headquarters was inaugurated on March 11 and the initial response consisted of ordering the evacuation of the area within a three-kilometer radius of the Fukushima Daiichi Nuclear Power Plant was made. Subsequently, hydrogen explosions occurred in units 1, 3 and 4, so the Evacuation Order Area was extended to cover the area within 30 kilometers of the plant (including the area in which people were advised to remain indoors). Furthermore, on April 21, the area within a 20-kilometer radius was designated as the Restricted Area, while the following day, areas that were further than 20 kilometers away but where the cumulative annual dose risked reaching 20 millisieverts were designated as the Deliberate Evacuation Areas.

### (3) Support for Those Affected by the Disaster

Since the disaster occurred, those affected by it have sought refuge across the country. The government is compiling figures concerning the damage with the cooperation of prefectures and municipalities nationwide; as of September 6, 2012, the number of evacuees stood at approximately 330,000<sup>6</sup>, having peaked at approximately 470,000, including those evacuated due to the nuclear disaster. The number of evacuation shelters exceeded 2,000 initially, but through such initiatives as building emergency temporary housing, procuring lodgings from among the available housing for national public servants, etc., and leasing private sector rental housing, the number of people still in evacuation shelters has now declined to 205.

A livelihood recovery support payment for disaster victims is made to households

---

<sup>4</sup> Details concerning the procurement and transport of supplies to disaster-afflicted areas and the companies and groups that provided relief supplies free of charge can be found on the website of the Cabinet Office Team in Charge of Assisting the Lives of Disaster Victims.  
<http://www.cao.go.jp/shien/index.html>

<sup>5</sup> On May 9, its name was changed to the Team in Charge of Assisting the Lives of Disaster Victims.

<sup>6</sup> Evacuees have sought refuge in approximately 1,200 municipalities across the 47 prefectures of Japan. With regard to the number of households in temporary housing for evacuees, etc., as of September 3, 2012, there were 19,429 households in public housing, etc., 63,379 in private housing, and 48,702 in temporary housing.

that have suffered significant damage, such as their homes being completely destroyed<sup>7</sup>. In addition, donations to groups soliciting charitable contributions<sup>8</sup>, such as the Japanese Red Cross Society, had exceeded 360 billion yen as of August 2012, and approximately 90% of these have been distributed to those affected by the disaster.

#### (4) Government Endeavors Aimed at Reconstruction

In parallel with the emergency response, policies and systems for reconstruction were considered. On April 11, the Reconstruction Design Council in response to the Great East Japan Earthquake was established and on June 25, it submitted its recommendations entitled "Towards Reconstruction—Hope beyond the Disaster." The Basic Act on Reconstruction in response to the Great East Japan Earthquake was promulgated and entered into force on June 24, while on July 29, the Basic Guidelines for Reconstruction in response to the Great East Japan Earthquake was formulated by the government. Based on the Guidelines, the Reconstruction Funding Act (November 30), the Act on Special Zone for Reconstruction (December 7), and the Act on the Establishment of the Reconstruction Agency (December 9) were passed, and the Reconstruction Agency was opened on February 10, 2012.

With regard to the budget for recovery and reconstruction, the first supplementary budget, totaling 4.0153 trillion yen, was passed on May 2, 2011, the second supplementary budget, totaling 1.9106 trillion yen, on July 25, the third supplementary budget, totaling 9.2438 trillion yen, on November 21, and the FY2012 budget, totaling 3.7754 trillion yen, on April 5, 2012; added together, these give a grand total of 18.9 trillion yen.

#### (5) The Beginnings of Reconstruction

Major lifelines, such as electricity, gas and water, and public services were restored between April and June 2011. Moreover, except in some areas, such as those where homes, etc. were washed away, and Restricted Areas due to the nuclear disaster, etc., emergency work to restore transport infrastructure in the form of roads, railways and harbors has been more or less completed, and fully-fledged restoration efforts are currently underway, in accordance with project plans and work schedules<sup>9</sup>.

---

<sup>7</sup> Until the Great Hanshin Awaji Earthquake, Japan refused to spend public funds on the restoration of houses, which constitute private property, but as a result of the Act on Support for Reconstructing Livelihoods of Disaster Victims, which was enacted four years later, it became possible to issue grants of up to three million yen from funds provided by prefectures for the purpose of mutual aid (with the equivalent of half the amount paid being subsidized by the national government), in order to support the reconstruction of the livelihoods of those affected by the disaster.

<sup>8</sup> Donations to the Japanese Red Cross Society, the Central Community Chest of Japan, the Japan Broadcasting Corporation (NHK), and the NHK Public Welfare Organization.

<sup>9</sup> The Reconstruction Agency has collated and published all of the project implementation plans and

The tsunami-stricken municipalities were covered with disaster waste (rubble) estimated to total more than 18 million tons. The mountains of rubble are a visual reminder of the ongoing impact of the disaster, but the process of clearing and disposing of them is progressing more or less according to plan, although there are some differences in the level of progress between different regions. In August 2011, the removal of almost all of the rubble located close to residential areas was completed, and the processing and disposal of approximately 25% of it had been completed as of the end of August 2012. In addition to the fact that a series of temporary incinerators have begun operating in the disaster-afflicted areas, active progress is being made in the recycling of separated rubble through its reuse in reconstruction projects and public works. Furthermore, including the disposal of approximately 9% of all rubble outside the prefecture in which it was originally generated, progress is being made toward achieving the target of completing the treatment and disposal of all rubble by the end of March 2014.

Regional development and the rebuilding of housing are likely to be on a hitherto-unprecedented scale. Disaster-stricken municipalities on the coast have formulated reconstruction plans, and surveys and procedures are currently being carried out ahead of the implementation of individual projects, such as land readjustment projects and projects focused on promoting group relocation for disaster mitigation. It is not easy to achieve consensus among local citizens, but nevertheless, as of September 4, 2012, budgets (project costs) for the implementation of projects focused on promoting group relocation for disaster mitigation, such as relocation to higher ground, had been allocated to 184 of the envisaged 276 districts. Furthermore, ministerial consent—a statutory procedure required in order to commence the projects—had been granted in 130 of these districts.

Various forms of support are being provided in order to ensure the smooth execution of these projects, such as measures to secure financial resources through the Grant for Reconstruction and dispatch of expert staff. Amid the various difficulties surrounding these projects, efforts are being made to build consensus among local citizens, as well as devising institutional and procedural measures, such as the special zone framework and the blanket order mechanism.

However, as the rebuilding of housing will take a number of years even in districts where this can be completed comparatively early, it is foreseen that those affected by the disaster will experience a prolonged period of living in temporary housing, etc. There are concerns that communities will become weakened and isolated during this period until rebuilding is completed.

In addition, in light of the fact that the number of disaster-related deaths has exceeded 1,600, a report has been compiled with the aim of identifying the cause of this and the response measures that should be taken<sup>10</sup>.

#### (6) Industry and Employment

Restoration projects and employment creation initiatives using various funds have been implemented as comprehensive measures relating to jobs in the disaster-afflicted areas. Moreover, in terms of measures targeting the local economy, with a focus on the small and medium-sized enterprises that form the core of the communities, projects to provide aid for restoration and maintenance by groups, projects supporting the development of temporary stores, and projects aimed at developing fishing boats and seafood processing facilities are being implemented.

At present, the industrial production index for the disaster-afflicted area<sup>11</sup> as a whole is returning to pre-disaster levels, and although there are some regional variations, all three prefectures affected by the disaster—Iwate, Miyagi and Fukushima—are heading in the direction of recovery. Improvement can be seen in the agriculture, fisheries and tourism sectors, but on the other hand, the full-scale reconstruction of industry, such as the seafood processing industry and other sectors in areas including those hit by the tsunami, remains a challenge to be tackled in the future.

Amid these circumstances, the employment situation in the three disaster-stricken prefectures remains severe, primarily in coastal areas. In particular, there are few job vacancies in the fields in which those affected by the disaster were hitherto engaged, with a lack of job openings in the food manufacturing sector in particular, in which there is a large number of female job-seekers. At the same time, although the number of job vacancies exceeds the number of job-seekers in the construction and civil engineering sectors, there is a problem in terms of a mismatch between supply and demand in employment, partly due to the fact that it is difficult for those without experience to find a job in such sectors.

In response to such issues and to create proper and stable employment in the

---

<sup>10</sup> The number of disaster-related deaths is the number of those who died due to the exacerbation, etc. of injuries sustained due to the Great East Japan Earthquake, and it represents the number of those who received payments of disaster condolence grants, based on the Act on Provision of Disaster Condolence Grant. On August 21, 2012, the "Report on Disaster-related Deaths due to the Great East Japan Earthquake" (Investigative Commission on Disaster-related Deaths (Reconstruction Agency)) was compiled, detailing the results of analyses of root causes, etc. and responses that should be implemented in the future.

[http://www.reconstruction.go.jp/topics/240821\\_higashinihondaishinsainiokerushinsaikanrenshinikansuruho\\_ukoku.pdf](http://www.reconstruction.go.jp/topics/240821_higashinihondaishinsainiokerushinsaikanrenshinikansuruho_ukoku.pdf)

<sup>11</sup> The region subject to the application of the Disaster Relief Act in relation to the Great East Japan Earthquake (excluding Tokyo).

disaster-afflicted areas, not only the reconstruction of industries where the strengths of the disaster-afflicted areas lie, namely agriculture, forestry and fisheries and the manufacturing industry, and industrial policy focused on the development and introduction of renewable energy, but also ongoing and integrated support for employment by utilizing employment creation funds are required. Furthermore, in order to eliminate the mismatch in employment, employment support tailored to the attributes and situation of the individual job-seeker, and public vocational training to acquire the knowledge and skills necessary to find a job are required.

#### (7) Reconstruction from the Nuclear Disaster in Fukushima and Other Areas

The areas affected by the nuclear disaster, particularly Fukushima, have been forced into a different situation from the overall reconstruction situation in the areas hit by the tsunami. The number of evacuees from the Evacuation Order Area is approximately 110,000, while the number of evacuees from Fukushima Prefecture as a whole, including so-called voluntary evacuees, is around 160,000. It is anticipated that they will be living as evacuees in the long term, so it is necessary to gain a finely-tuned grasp of their requirements, such as providing these evacuees with information on an ongoing basis and conducting surveys on how their living environment during the evacuation period should be and areas to be improved in their lives as evacuees.

Moreover, Futaba District has lost its biggest industry, namely nuclear power generation and associated industries, and therefore the prospects for its future industrial structure are unclear. With regard to the sea fishing industry, which had ceased operating, trial operations are now beginning, starting with certain fish species that have been verified to have no problems in relation to radioactivity, but the situation is still a long way from what it was before the disaster.

Based on the Act on Special Measures for Fukushima Reconstruction and Revitalization, which was passed on March 30, 2012, the Basic Guidelines for Fukushima Reconstruction and Revitalization were decided by Cabinet on July 13, 2012. The government must take responsibility in working through the entire process of reconstruction in Fukushima, based on these Guidelines.

Progressive revisions of the evacuation areas are being made, in light of the radiation dose, etc. in each area. When providing support for returning evacuees to the evacuation areas, it is essential to adopt a comprehensive approach to issues such as decontamination, restoring infrastructure, compensation, and securing employment and industrial development in the evacuation areas. On September 4, 2012, the Reconstruction Agency set forth its vision for the reconstruction work for which the country should aim over the next ten years or so, in the "Guidelines on National Government Initiatives for People and Local Authorities Affected by the Nuclear

Disaster in the Areas Evacuated due to the Nuclear Power Plant Accident (Grand Design)."

Moreover, deliberations are taking place with a view to putting relevant measures into effect, based on the Act on Support for the Livelihoods of People Affected by the Nuclear Disaster, which places a particular emphasis on issues relating to anxiety about children's health.

## 2. Reconstruction Tasks and Corresponding Initiatives

The main opinions presented by members of the Committee in its deliberations to date are summarized below. In addition, this chapter introduces initiatives that correspond to those opinions.

### (1) Regional Development

#### (i) The concept of regional development

One of the lessons that this disaster has taught us is to learn from past disasters. The Pacific coastline of the Tohoku region has been repeatedly assailed by tsunami, but for both technical and social reasons, rebuilding towns focused on safety has never gained momentum. In the current reconstruction process, we would like regional development to be implemented with a focus on thorough preparation for a major tsunami several decades from now.

The main agents of this regional development are the disaster victims themselves. It is necessary for those affected by the disaster to develop a stronger sense of themselves as stakeholders; in other words, what is needed is for those affected by the disaster to think and make decisions for themselves, in light of both their dreams for the future and reality. At the same time, the national government and local authorities must take the opinions of the disaster victims seriously and work closely with them in the reconstruction process.

It is anticipated that such extensive regional development without any precedent in history will entail a great many difficulties. It is necessary to carry out reconstruction in a manner that promotes linkages not only between central urban areas and rural districts, between coastal areas and inland areas, and between municipalities and prefectures, but also throughout the Tohoku region as a whole.

#### <Regional development by local citizens>

It is necessary for citizens affected by the disaster to develop a sense of themselves as stakeholders, becoming actively involved in regional development and lobbying administrative bodies to make their voices heard. At the same time, in order to promote such citizen-led regional development, it is necessary to provide a forum through which citizens can learn about and discuss the "overall vision for reconstruction," and which can reflect citizens' ideas in regard to the "type of town they want to have following reconstruction." In putting together their ideas, it is effective to use measures that will elicit the thoughts of local citizens, such as maps and dioramas, in order to develop a shared awareness.

For example, in the city of Iwanuma, there is a district that began work on relocation to safe higher ground in August this year, through a project focused on promoting group relocation for disaster mitigation. In this project, as well as

conducting questionnaire-based surveys among the landowners in the area to which the district will relocate and among local citizens as a whole, concerning the content and necessity of the project and the ideal vision for the community that they aspire to create, repeated informal discussions in the district and detailed explanations therein helped to foster an atmosphere in which it felt that the whole community had united to work on the project. In the Arahama district of the town of Watari, a flexible approach has been adopted in exchanges of opinions with local citizens, with a view to taking their preferences into account. One example of this involved a switch of approach, from land readjustment projects aimed at reconstruction in the places where they had lived hitherto, to projects focused on promoting group relocation for disaster mitigation, which would enable them to take the lead in relocating from districts where agreement had been reached and begin developing the new district. Moreover, in Iwate Prefecture, there are examples of initiatives that set out work schedules for each municipality concerning the provision of disaster-related public housing and coastal development such as seawalls, so as to provide a road map for undertaking recovery and reconstruction. At the same time, the national government has begun an initiative focused on keeping citizens apprised of the regional development process by publishing work schedules relating to reconstruction.

In providing local citizens with information, it is necessary to incorporate soft viewpoints, such as matters concerning the revival of occupations and daily life. In reflecting discussions and preferences of citizens, one must not forget to listen to a diverse range of opinions, including those of women, young people, children, elderly people, and people with disabilities. Conceivable ways of creating a forum to do so include the use of external experts and conducting participatory training sessions for administrative staff and citizens with no previous experience of regional development.

<Regional development that ensures compatibility between ideals and speed>

In the regional development process, pioneering efforts should be made to work on creating local industry and integrated community care that will become models for the future of Japan. Discussions should include not only hard aspects, but also soft viewpoints concerning occupations and daily life in the community.

It is necessary to ensure compatibility between being particular about such "principles" and promoting reconstruction with a sense of speed. To do so, it is desirable for local citizens and local administration to work together to build up a plan for regional development, including at the deliberation stage, by exchanging ideas using the "interactive method." When absorbing diverse opinions, it is necessary to incorporate an approach that "accumulating better options leads to the best," and to allow work to begin promptly—ahead of other areas—in districts where an agreement on it has been reached.

For example, in the district of Shinyamashita, Yamamoto town, Miyagi Prefecture, for the urban area between the town office and the new station to be built due to the relocation of the JR Joban Line, the project approach has been altered to build a disaster prevention base and disaster-related public housing in the area around the station. This is one example in which the choice was made to integrate the area around the town office and the neighboring group relocation site for disaster mitigation in order to swiftly develop a core urban area.

(ii) Promoting regional development

It is necessary to undertake regional development flexibly, according to the local situation. Furthermore, many issues must be solved—not only geographical constraints, but also securing sites for relocation and building consensus among local citizens. In relation to such individual issues, it is necessary to start with things that are feasible, while trying to strike a balance and operate systems flexibly; accordingly, this Committee will also make them the focus of deliberations in the future (Please refer to 3.(1)).

<Examples of solutions to individual issues through flexible operation of systems>

It takes time to build consensus among local citizens for undertaking regional development. The Ministry of Land, Infrastructure, Transport and Tourism has compiled and published guidance in order to promote consensus building in the community. While referring to various know-how of this kind, it is hoped to tackle this task of consensus building carefully.

For example, the town of Minamisanriku publishes the "Town Development News for Citizens' Higher Ground Relocation," to facilitate the provision and exchange of information in a comprehensible manner, including such information as draft town plans and notices of briefing sessions to be held, as well as conducting surveys of citizens' preferences concerning moving into disaster-related public housing and making available the details of the burden on citizens when relocating.

The opinion has been expressed that one factor slowing down project implementation is the fact that the various administrative procedures are still complex. In relation to this, there are cases of efficiently promoting projects, for example, by utilizing reconstruction development plans so as to provide a one-stop service for handling both the procedure relating to regulations on land use, such as agricultural land and forest reserves, and the consent of the Minister of Land, Infrastructure and Transport for projects focused on promoting group relocation for disaster mitigation. In regard to excavation surveys for buried cultural properties carried out before relocation to higher ground, there are cases in which the project period has been shortened through such measures as the flexible operation of survey procedures,

providing notice of efficient survey implementation methods, and the dispatch of experts. It is desirable for such efforts to continue to be made.

Moreover, with regard to the smooth, rapid securing of land for recovery and reconstruction projects, difficulties are anticipated in confirming land boundaries and concluding contracts of sale if landowners cannot be identified or if their whereabouts are unclear. In such cases it is possible to use special measures based on the Act on Special Zone for Reconstruction, through liaison committees already set up by the relevant ministries and agencies. Moreover, with a view to the utilization of the property custodian system under the Civil Code, efforts should be made to understand the actual situation and to conduct further deliberations on the necessary measures.

In implementing projects, blanket ordering of design and construction work, and construction management (CM)<sup>12</sup> involving the bulk commissioning of work in multiple districts are useful from the perspective of reducing the burden on municipalities resulting from formulating plans and placing orders; open recruitment in such regards has already begun in the town of Onagawa, the city of Higashimatsushima and the city of Rikuzentakata.

Moreover, in terms of financial measures concerning various projects, there are requests for support for the individuals beyond the scope of the system, and there are also concerns about supply and demand in regard to labor and construction materials, as well as soaring unit costs. In relation to this, efforts are being made to publicize the purpose of the system and to scrutinize price trends. In addition, while there are regions with a severe lack of lodgings for people who are supporting reconstruction, there are cases in which the use of various existing support systems and expansion by private sector hotel chains are leading to improvements.

With regard to the restoration of transport infrastructure including railways, which are both a way of getting around in daily life and a primary mode of transport in the disaster-afflicted areas, various problems have been pointed out, such as carrying it out in a manner integrated with regional development and the approach to support. It is necessary for the response to these matters to be tailored to local needs and the situation in the area, based on collaboration among the persons concerned.

### (iii) Disposal of disaster waste (rubble)

The fundamental principle in regard to rubble is that processing should be carried out in the disaster-afflicted area and that any suitable material should be recycled and

---

<sup>12</sup> This is a scheme for speeding up reconstruction by reducing, as far as possible, the burden on municipalities from work relating to orders for multiple projects, such as projects focused on promoting group relocation for disaster mitigation and land readjustment projects, through the bulk commissioning of all duties from surveying and design (upstream) to carrying out the work (downstream) via a construction manager (CMR).

reused. When the volume surpasses the processing capacity in the disaster-afflicted area, it is necessary to seek cooperation in its disposal over a wider area, and quite a considerable volume has already been accepted in places.

Some point out that too much time should not be spent on segregated disposal of the rubble, and that efforts should be made to solve technical problems in relation to the safety of rubble containing organic matter. These issues have been the focus of discussions among relevant ministries and agencies, and local authorities affected by the disaster are notified of the handling procedures for using rubble as recycled materials in public works. Moreover, some segregated and detoxified rubble that has been confirmed to be safe to use as recycled material is beginning to be utilized as a banking material for disaster prevention forests along the coast of disaster-afflicted areas.

## (2) Revival of Daily Life

### (i) Support for those affected by the disaster

Reconstruction will take an extended period of time, as it entails the large-scale relocation of urban areas and villages of tens of thousands of households. Where the relocation of villages is involved, it is necessary to formulate measures that take into account that the evacuees are likely to spend a considerable amount of time in shelters. In particular, health and mental care for people living in temporary housing are needed, as are the maintenance and reconstruction of the bonds between individuals that form the foundations of communities. This Committee will also make these matters the focus of deliberations in the future (Please refer to 3.(2)).

### <Support for the community and cultural activities, and health and mental care>

This Committee has also conducted field surveys, and ascertained that the improvement of living environments in temporary housing is one of the most heartfelt requests among evacuees. In order to make temporary housing more comfortable to live in, it is necessary to listen to their thoughts concerning the flaws and inconveniences they perceive, and make active efforts to improve the surrounding environment, such as health problems among elderly people and children, and consideration for children, the young, and the child-raising generation.

In particular, among residents of temporary housing that has been leased, it is necessary to give greater consideration than before in supporting their lives as evacuees, because one sees among them problems of becoming isolated from their community in the disaster-afflicted area they lived, and of difficulty in obtaining information from their local authority.

For example, in some districts, assembly halls set up in temporary housing are used to discuss local activities, so as to conduct community and cultural activities including

traditional performing arts. There is a case of an elderly man living alone and staying indoors, who made use of his own skills to benefit the temporary housing where he lived by making benches, which enabled those affected by the disaster to lead more comfortable lives.

There are cases where "support hubs for long-term care," which provide integrated functions, including general consultation services, in-house services, livelihood support services, and regional exchange services, have been established so that the elderly people living in temporary housing in disaster-afflicted areas can lead their daily lives with peace of mind. There are also cases in which livelihood support activities, child-rearing support, and cultural promotion activities are carried out by the staff of local authorities, volunteer groups and NPOs, etc. However, viewed overall, such initiatives are not necessarily sufficient. Further consideration is required on the part of parties concerned, including local authorities with a central role, support groups and professional organizations, regarding continuous support for the reconstruction of livelihoods, the dispatch of experts such as nurses, and the cultivation of a diverse array of personnel who undertake various activities.

#### <Information support and sharing with disaster victims>

As well as being the recipients of support, those affected by the disaster are stakeholders in the reconstruction of the disaster-afflicted areas. The provision of information is vital to evacuees, both for their lives as long-term evacuees and for their independent activities as stakeholders in reconstruction initiatives. It is necessary to ensure the ongoing sharing of information among the evacuees, including those scattered around the country. In conjunction with this, initiatives that encourage registration with the Nationwide Evacuee Information System are required, in order to enable local authorities affected by the disaster to grasp the whereabouts of the evacuees scattered across the country.

A diverse range of methods can be used to provide information, including mechanisms for relaying information not only via staff providing support to residents in temporary housing, but also via community leaders, NPOs, companies and stores; other means of providing information include the use of the mass media, IT and local FM radio broadcasts. The provision of information has already begun by publishing wall newspapers soon after the disaster, and efforts are being made through the provision of various newsletters and the use of electronic terminals. However, it is still necessary to continue to provide information that each person affected by the disaster can use and, consequently, to build forums for interaction that will lead to the creation of networks. This Committee will also make these matters the focus of deliberations in the future (Please refer to 3.(5)).

(ii) Using reconstruction to provide the momentum for building integrated community care

Constructing support mechanisms founded on the principle of mutual aid, and providing integrated health, medical and nursing care, as well as welfare and livelihood support services are significant for Japanese society, with its aging population and lower birthrate.

It is the time to make use of the momentum provided by reconstruction, so as to comprehensively consider and try approaches to integrated community care that will serve as a model for the society of the future, with an aging population and lower birthrate. This Committee will also make these matters the focus of deliberations in the future (Please refer to 3.(2)). In particular, with the number of elderly people growing, private sector capabilities—including those relating to soft aspects—should be used to develop an environment in which elderly people can live active and healthy lives, while interacting with their surroundings.

For example, there is an example in the city of Soma, where disaster-related public housing was equipped with a place where the elderly residents can gather to take meals together. There is also an example in the city of Tagajo, where a welfare facility including a nursery has been established in a temporary evacuation shelter in an area flooded by the tsunami. From the perspective of consideration for the aging of the population and vulnerable people, as well as the maintenance and formation of the local community, it is important to make regional development compact.

This Committee will share examples in which disaster-related public housing adapted to the diverse needs of local residents in terms of housing has become a base for welfare and interaction in the community, and will focus its future deliberations on support for grasping the needs of local citizens in the disaster-afflicted areas and examining plans (Please refer to 3.(2)).

Moreover, with regard to community medicine, it is necessary to systematically solve the lack of physicians and medical professionals and rectify their uneven distribution between regions through the division of roles and collaboration not only between national and public medical institutions, but also among private hospitals and clinics run by individuals.

(3) Revitalization of Industry and Employment

(i) Securing work

Securing work is the foundation that will not only enable people in disaster-afflicted areas to make a living, but also allow them to regain their purpose in life. Even if these areas are restored and people return to them, the local community will not be sustained without work. Following the recent disaster, by which not only houses, but also industrial infrastructure were damaged, it is necessary to work simultaneously on the

reconstruction of houses and jobs.

For example, there are initiatives through which women and elderly people are playing a central role, using their skill in handwork, in making handicrafts to sell. It is also effective to support working at home and establishing community businesses.

<Future employment measures>

In the disaster-afflicted areas, it is important to promote the desire to work among job-seekers, while enabling them to carry out reconstruction with their own hands. It is desirable to devote efforts to support job seekers, by redirecting the focus from the special payment of unemployment allowance to vocational training and support for job seekers. Moreover, it is hoped that reviews will be carried out based on accurate data and that the necessary improvements will be made, in order to implement industrial and employment policy more effectively.

In addition, in the case of measures to deal with the employment mismatch, it is necessary to consider wider-ranging measures to stimulate matching, rather than dealing with it within the existing framework for employment-related administration. Furthermore, with regard to measures to attract young people, it is hoped that reviews should be carried out of the effects of existing initiatives, and that new measures should be considered by the parties concerned, with local authorities taking a central role.

(ii) Regeneration of the local economy

Local industry centering on the companies that form the core of the local economy is important. Above all, in local communities on the coast, the regeneration of the agriculture, forestry and fisheries industry (especially the fisheries industry) and the creation of new industries, including the sixth industrialization<sup>13</sup>, will likely attract the young people who will lead the next generation, encourage entrepreneurship and the founding of businesses by those young people, and promote collaboration between inland areas and coastal areas, which will lead to the reconstruction of the region as a whole.

The private sector should play a major role in driving the reconstruction of local industry and fisheries. The duty of the public sector is to make it easier to implement projects led by the private sector. Reconstruction should be further accelerated by evoking hope and motivation of people affected by the disaster, who are suffering from anxiety about the future. This can be achieved by securing industrial sites, supporting the regeneration of shopping districts, and promptly restoring production

---

<sup>13</sup> This involves promoting the integration of production, processing and sales in the agriculture, forestry and fisheries industries, and the creation of new industries using local resources.  
<http://www.maff.go.jp/j/shokusan/sanki/6jika.html>

bases such as fishing ports and fishing boats.

In doing so, collaboration and coordination between the national, prefectural and municipal governments will be required, in order that the reconstruction of industry and the rebuilding of houses be carried out in an integrated fashion.

There are areas that are trying to promote projects in a flexible manner; for example, in the city of Ishinomaki, consideration has been given to resuming local industry as soon as possible and, even in districts where land readjustment projects are due to be carried out, seafood processing plants are being rebuilt ahead of other facilities, using the land in its present condition, with roads and drainage systems being planned later to join up with these plants.

This Committee too will focus its future deliberations on approaches to local industry that will become models for the Japan of the future, such as taking this opportunity of regional development in order to create industries that make use of local attributes (Please refer to 3.(3)).

<Business operators (factories, offices, shops, etc.)>

Initiatives already underway include providing funding through earthquake reconstruction special loans, offering financial aid to small and medium-sized enterprises working as a group to undertake restoration, and developing temporary stores for free loan or transfer. Moreover, in order to create the bustling shopping districts that play an important role in local communities, it is vital to provide support for revitalizing urban centers. Responses to the so-called "double loan" problem are underway, through the purchase and provision of capital subscriptions to credit obligations, and the provision of debt guarantees, by the industrial reconstruction consultation centers and industrial reconstruction organizations in each prefecture, and by the Rehabilitation Support Organization for Companies Damaged by the Great East Japan Earthquake which covers all the disaster-afflicted areas. Regional development is only just beginning, and it is hoped that greater use will be made of such endeavors as efforts to rebuild companies get underway in earnest. In addition, there are examples in which the Development Bank of Japan and the Shinyo Chukin Bank have set up funds in partnership with local banks in the disaster-afflicted areas, providing risk capital, such as subordinated loans and preferred stocks, in order to support the regeneration of small and medium-sized enterprises and the development of new business in the disaster-afflicted areas.

Furthermore, those who are asking for ongoing support with a view to initiatives by private concerns, micro-enterprises, and new entrepreneurs. For example, there are initiatives through which so-called "citizen funds" collect funds from consumers as both a donation and an investment, so as to support rebuilding of disaster-stricken private concerns and micro-enterprises, and there are also cases in which organizations

well-acquainted with the actual situation in the area, such as Chambers of Commerce and Industry, are utilized. Moreover, social enterprise to resolve local issues in disaster-stricken areas are being launched, and support for the development of persons who launch enterprises is being provided.

#### <Fisheries>

As well as the prompt repair of fishing ports, the restoration and improvement of the functions of the fisheries and aquaculture industry, marine product processing industry, and distribution industry in an integrated manner is required.

For example, the city of Ishinomaki which is one of Japan's leading centers for the fisheries industry, is aiming for reconstruction as a more dynamic production area, by raising and repairing a seafood processing complex that had suffered subsidence, and by establishing a freight handling facility with advanced hygiene management functions when repairing the fish market, with a view to exporting marine products overseas.

It would be desirable to continue to provide support until business resumes following the raising of coastal areas. There are those who express a desire for a flexible system that can quickly respond to the needs of small and micro-sized traders in the fisheries and marine products industry.

For example, in the aquaculture industry, the volume of *wakame* seaweed production has recovered to around 80% of its previous level, but in the fisheries industry as a whole, there are regional variations and differences between fish species. Many business operators face management issues due to the prolonged suspension of their operations and some have pointed out that it is necessary to provide them with various kinds of support on an ongoing basis. Furthermore, in tandem with this, it is desirable to provide support aimed at strengthening the system for the supply and repair of fishing boats, fishing equipment and concrete, and support for resuming operations by fisheries cooperatives, for prompt recovery and reconstruction.

#### <Agriculture>

In regard to the reconstruction of agriculture, it is necessary to take into consideration the status of regions in ten years' time, such as the development of the aging society. On that basis, for example, a road map should be developed for making agriculture more advanced by such means as sixth-order industrialization, which should be coordinated with the rebuilding of the seafood processing industry and tourism promotion measures. Furthermore, sophisticated management bodies should be cultivated that will expand new marketing channels, and measures for securing personnel should be explored, by such means as programs to attract new farmers.

One example worthy of attention can be found in the city of Sendai, where rice

paddies located on the coastal plain suffered extensive flooding; here, at the same time as the restoration and desalination of the agricultural land, efforts are being made to regenerate the area as an advanced agricultural center through management reorganization focused on combining rice paddies into larger plots, consolidating the use of agricultural land by farming organizations operated by local settlements or agricultural corporations, and developing facilities for the cultivation of vegetables and flowers.

Moreover, in the city of Rikuzentakata, where the level ground of the sawtooth coastline was flooded, there is an example in which efforts are being made to form a new large-scale, high-added-value protected horticulture complex, through a mechanism for using cold-chain transport<sup>14</sup> to provide commercial-scale consumers with a stable supply of vegetables produced at climate-controlled cultivation management facilities.

#### <Tourism>

Interaction between people is essential in order to sustain prolonged reconstruction projects. The regeneration of tourism is crucial in order to ensure that people from other regions and countries come to see reconstruction taking place on the ground. Thanks to the efforts of various people involved, traditional festivals are gradually resuming in each area. Following on from this, cultural assets and traditional buildings important to the identity of the region should be repaired and restored, and "tourism in disaster-afflicted areas" should be promoted through regional development that preserves relics of the disaster and takes the scenery into consideration; moreover, accommodation facilities should be developed.

#### (iii) Exploring the use of new energy sources

In light also of trends in the formulation of the Basic Energy Plan, there is a vision for taking the opportunity offered by reconstruction to transform the Tohoku region into an area that leads the way in the use of renewable energy. With regard to the popularization of renewable energy, such as solar and wind, small hydro, biomass, and geothermal power, which are the focus of high hopes for the future, it would be desirable to conduct discussions that include local companies, in order to ensure that this leads to the revitalization of the local economy. As well as reducing energy costs and helping to ensure a stable supply of energy, there are also environmental aspects, such as curbing greenhouse gas emissions, that make the promotion of such endeavors a necessity.

---

<sup>14</sup> The transport of products in temperature-controlled conditions to ensure that they constantly remain at a low temperature, from dispatch to delivery.

Moreover, with regard to issues such as the construction of smart communities, which are leading-edge challenges and relating to reconstruction projects in general, it would be desirable for deliberations to take place among the parties concerned, including the national government and local authorities, with consideration being given to matters including the promotion of verification and introduction, and exceptions to regulations through the use of special zones.

Examples that are already underway can be found in the city of Miyako, in Iwate Prefecture, where progress is being made on a project involving the introduction of BEMS and HEMS<sup>15</sup> consisting of a combination of mega-solar, biomass and small hydroelectric power generation, as well as the supply of power to plant factories, public facilities and disaster mitigation facilities.

#### (4) Reconstruction from the Nuclear Disaster in Fukushima and Other Areas

##### (i) Restoring a habitable environment

It will be necessary to call upon a wide range of expertise in the process of reconstruction from the nuclear disaster in Fukushima and other areas. There is ongoing exchange of opinions between the government, disaster-stricken municipalities, and the Council for Fukushima Reconstruction Revitalization from the Nuclear Disaster. It continues to be desirable for the government to promote the prompt restoration of a "habitable environment," in order to enable those who were compelled to evacuate—especially young people—to return home.

##### <Support for evacuees and regions affected by the nuclear disaster>

For evacuees, returning home is a huge decision—one that could be described as a major life choice for the person concerned. The framework for providing support for their return needs to be disclosed, while showing the current reality and dreams for the future, in order to provide the basic information required to enable evacuees to decide whether or not to return home.

It is necessary for the government not only to secure a place to which they can return, but also to provide support focused on the reception and relocation of evacuees.

Moreover, in the recent disaster, various new challenges have arisen, including problems relating to the livelihoods of not only evacuees from the Restricted Area, but also evacuees leaving their home prefectures and voluntary evacuees, as well as the increased burden on household budgets arising from the so-called "dual existence" in which families are separated due to evacuation.

---

<sup>15</sup> BEMS, HEMS (Building/Home Energy Management System): Systems installed in buildings and houses, etc. that use IT equipment to measure power consumption and conserve power efficiently, without any loss of comfort.

In relation to such evacuees scattered over a wide area, support for the local authorities receiving them and opportunities to develop social links with other evacuees living outside their home prefectures are required. Accordingly, it is desirable to exchange information, not only in relation to the whereabouts of evacuees, but also concerning their health and feelings. The use of information and communication equipment would be effective in this.

#### <Decontamination and compensation>

Decontamination and compensation are essential in order to restore a "habitable environment" and ensure that the process of making a fresh start goes smoothly for those affected by the disaster.

As well as dispelling anxiety among citizens concerning radioactivity, it is necessary for the national, prefectural and municipal governments to collaborate in undertaking deliberations aimed at the appropriate disposal of disaster waste, sewage sludge and incinerator ash that contain radioactive materials, and the securing of disposal facilities for this. Moreover, in parallel with discussions concerning interim storage facilities and final disposal sites, deliberations should take place concerning the establishment of the temporary holding sites required for decontamination, while taking into account the present status of the consensus that has been built among local citizens; accordingly, this Committee will also make this matter the focus of deliberations in the future. Adequate budgetary measures and flexible budget implementation tailored to the actual situation continue to be required in relation to decontamination. Furthermore, it is necessary to ensure thorough safety management of workers involved in nuclear cleanup work and decontamination work, as well as seeking to enhance monitoring systems for health management purposes.

Rather than uniformly limiting the scope of compensation based on the particular area of the prefecture and the severity of the contamination, including reputational damage from harmful rumors in relation to the agriculture, forestry and fisheries industry and the tourism industry, Tokyo Electric Power Company should take responsibility and respond to the situation after providing clear explanations, as well as providing compensation for damage. In addition, the Dispute Reconciliation Committee for Nuclear Damage Compensation has issued guidelines concerning such matters as judgments regarding the scope of nuclear damage, but it continues to be necessary for this Committee to contribute to consensus building among the stakeholders, to ensure that the compensation for damage by Tokyo Electric Power Company to those affected by the disaster proceeds smoothly.

#### (ii) Measures to deal with reputational damage from harmful rumors

Reputational damage from harmful rumors remains a serious problem. With regard

to the standards for the safety of radiation doses, informing the public that Japan had set its standards considerably lower than those in other countries did not reassure people, and a tendency has emerged that one could describe as a type of "faith in zero radioactivity," wherein supermarkets and brokers will not handle goods unless they are under 70Bq or 50Bq.

Rather than creating new standards, it is vital to determine how to achieve a common understanding regarding radiation and to create a mechanism that will satisfy the populace and traders, including the development of a system for radioactivity testing in the production area. Moreover, there are those of the opinion that it is necessary to promote greater understanding among the populace concerning standards for radioactive materials in food, in conjunction with providing the requisite support for the smooth resumption and continuation of business activities and sales promotion.

(iii) Eliminating anxiety among residents concerning radioactivity

With regard to radiation doses, the government should clearly explain the concept of risk based on scientific verification. In fact, the government has compiled a plan for promptly eliminating anxiety concerning health on the part of the populace; the priority measures contained therein are as follows: (i) collaboration with relevant parties and the fostering of a common understanding; (ii) human resources development relating to radiological consequences, and communication with the populace, etc.; (iii) development of bases relating to radiological consequences, etc. and the strengthening of collaboration in this area; and (iv) the strengthening of international collaboration.

In terms of what else is required in the future, mechanisms should be created and concrete approaches made with a view to widening the circle of support, by such means as conducting publicity activities in the fields of food and tourism, particularly risk communication<sup>16</sup>, such as ongoing public meetings for the purpose of dialogue with local citizens, in order to eliminate their anxiety, as well as publicizing the safety of the region and its food to people overseas, by such means as hosting international conferences to invite foreign participants; accordingly, this Committee will also make such matters the focus of deliberations in the future (Please refer to 3.(4)).

(5) Use of Various Systems

Since the earthquake and tsunami shook Japanese society, rescue operations focused on disaster victims and emergency restoration work have been conducted, a vision for medium- to long-term reconstruction has been formulated, and budgets, relevant

---

<sup>16</sup> This involves seeking mutual communication while sharing information about risk with everyone, including local citizens, industry and local government. In other words, it refers to the process of deepening mutual trust and understanding by exchanging opinions concerning risk.

legislative bills, and various systems have been created. These include some that have been praised as new initiatives that go beyond the conventional scope of countermeasures against disasters.

However, given that this involves reconstruction in the aftermath of an unprecedentedly large disaster, the elimination of complex mechanisms and procedures and more flexible operation are necessary, in order to ensure that the progress of reconstruction is not impeded; in addition, measures to secure sources of revenue continue to be required.

#### <Special Zone for Reconstruction >

Special Zone for Reconstruction System has been established whereby a variety of special measures are applied based on the plans drawn up by local authorities. The measures relate not only to regulations and procedures, but also to taxation, fiscal, and financial arrangements. Twenty plans under the system had been approved as of August 28, 2012 by national government, whereby the special measures are applicable to the local authorities. They even include application of the non-uniform tax rates, as part of the tax breaks, as well as relaxation of regulations for medical staff to maintain medical care service, intended for supporting industrial development and securing employment in the disaster-afflicted areas. Local authorities are urged to promote the use of the Special Zone System, along with their continued collaboration with the private sector and the national government.

The local authorities afflicted by the disaster have generic requests such as more flexible operation of the system and extended application of the special measure. The Reconstruction Agency, being mindful of the mechanism to supplement and enhance such special measures, is required to consider specific requests from them through such bodies as national and local consultation committees.

#### <Reconstruction-related budget>

Reconstruction-related budget totaling at least 19 trillion yen over the first five years has been put in place. In light of the fact that sources of revenue have been secured by such means as tax increases for the purpose of reconstruction, it is necessary to ensure that these are used for budgetary purposes directly linked to the recovery and reconstruction of the disaster-afflicted areas. Moreover, there are strong calls to ensure that the reconstruction-related budget gives local authorities affected by the disaster a considerable amount of freedom in its use.

Following the recent disaster, a system of the Grant for Reconstruction has been established in order to deal with the recovery of urban areas, as it would have been difficult to handle these by means of disaster recovery projects alone. Under this system, (i) a wide range of projects focused on tangible aspects required for

reconstruction were brought together as a single entity to enable them to be implemented as a single project plan; (ii) additional government subsidies and tax allocations to local governments were added to address all of the financial burden on local governments; and (iii) various institutional measures were provided in order to alleviate the burden on the disaster-afflicted areas, such as seeking greater flexibility in execution through the establishment of funds, and streamlining the procedures for distribution. Thus, a system that did not exist previously has been formed. Even after this, in light of requests from the disaster-afflicted areas, the government has responded by revising the application procedures to alleviate the administrative burden, and by implementing the lump-sum allocation of a certain proportion of funding for the Effect Promotion Projects.

At the same time, the following additional requests have emerged from the disaster-afflicted areas. They would like the Grant for Reconstruction to have additional Core Projects. They would also like greater use of the Grant for Reconstruction in inland municipalities. They would like to request that budgetary measures remain securely in place until the reconstruction is completed. With regard to Social Capital Improvement Grants (reconstruction category), disaster-afflicted areas are seeking the same flexible approach to their operation as in the case of the Grant for Reconstruction, as well as requesting that budgetary measures focused on the local burden remain securely in place until the reconstruction is completed. In addition, there are those who request that support be provided to individual disaster victims, such as further support for the rebuilding of the houses of individuals. It is necessary to pay careful attention to the opinions of local governments.

#### <Funds>

The "drawdown fund for reconstruction" (involving nine prefectures and totaling 196 billion yen), established during the previous fiscal year, is a useful source of funds for providing a careful response tailored to the reconstruction situation in each disaster-afflicted area. This Committee is also of the opinion that the situation in regard to the use of funds established in each prefecture should be publicized, in response to which, the Ministry of Internal Affairs and Communications made a report on the status of the use of its "drawdown fund for reconstruction" relating to the Great East Japan Earthquake, and examples of relevant projects. It is desirable for the fund system to be used so as to ensure that regional development and support for local citizens undertaken jointly by local governments can progress further.

#### (6) Personalized Consultations and Responses for Making Use of Systems

It is necessary to create a system that will enable the various consultation services offered by relevant organizations to gain an understanding of the overall shape of

support measures and the latest information in the disaster-afflicted areas, and to offer consultations about various matters including combinations of multiple projects. It is desirable for consultations to be personalized from the viewpoint of the user. Efforts should be made to provide a proper response, including offering more specific solutions and alternative proposals, in order to prevent a situation where each organization responds from the viewpoint of the vertical hierarchy or where matters for which they fail to provide an immediate reply are left unresolved. It is hoped that relevant parties, primarily local authorities, will consider the creation of such systems, as well as the provision of training for consultants and the implementation of case studies.

For example, "reconstruction collaboration teams" have been formed that provide institutional and operational support for regional development, based on cross-cutting collaboration between specialist staff from relevant ministries, tailored to the specific challenges faced in individual municipalities; these have already commenced activities and it is hoped that they will be developed further.

#### (7) Sharing of Examples of Initiatives

With regard to the various challenges involved in the reconstruction process, there are cases in which prospects for a solution are already in sight, or in which the issues have been resolved through the use or flexible operation of systems. However, there is the problem that information concerning and experience of such examples is not being shared, and that the overall speed of reconstruction is therefore not increasing. In making the most effective, efficient use of reconstruction-related systems, budgets, and projects in disaster-afflicted areas, it is vital to share concrete precedents and examples of success by each local authority.

In gaining and sharing an understanding of examples of initiatives in disaster-afflicted areas, it is necessary to establish collaboration not only between the national government and local authorities which understand the various issues and systems, but also with NPOs which have accumulated practical experience in the field. Networks among municipalities or discussions and mutual learning by local citizens and support staff are necessary. Support provided by third-party organizations positioned between disaster victims and local government is also helpful.

For example, in Hyogo Prefecture at the time of the Great Hanshin Awaji Earthquake, a forum called the Hyogo Forum for Advocating Individual Recovery was established, consisting of 12 experts from each realm and prefectural government staff at the divisional director level. There were cases in which problem solving was accelerated by having the members of the Forum visit the areas in question and by ensuring that detailed information was shared with disaster victims, those supporting them, and local government bodies.

How will personnel and information be linked in this way? This question will also be a focus for deliberations by this Committee (Please refer to 3.(5)).

#### (8) Physical Support

Amid a situation in which it is necessary to deal with reconstruction projects on an unprecedented scale, it has been pointed out that many local authorities affected by the disaster have lost their staff due to the earthquake and tsunami, and that they are suffering a lack of personnel.

In the future, as reconstruction projects get underway in earnest, in order to ensure that reconstruction is not delayed by a lack of personnel, deliberations by this Committee will also focus on initiatives to support human resource development by experts and those with experience, as well as the ongoing dispatch of support staff (please refer to 3.(1)). Moreover, it is also vital to make further use of the Urban Renaissance Agency and make appropriate use of private sector consultants, tailored to the actual situation in the region concerned.

##### <Dispatch of civil servants>

To date, more than 1,000 local public officers have already been dispatched to local authorities affected by the disaster, but the labor shortage has not yet been resolved. In particular, it has been pointed out that there is a lack of technical staff in the field of civil engineering involved in regional development, and a lack of people with experience of regional development, such as land readjustment projects, as well as a lack of people in the field of welfare. It is also necessary to establish in disaster affected areas, in accordance with their status of reconstruction, systems for receiving support staff from outside.

##### <Dispatch of experts from the private sector>

There is a problem in terms of the lack of experts, especially real estate appraisers, qualified architects, lawyers and judicial scriveners who are involved in regional development projects, as well as qualified professionals such as physicians. It is hoped that deliberations will take place between the relevant bodies, so as to ensure that matching of occupations, dispatch periods, and reception systems takes place according to the demand in disaster-afflicted areas, and that physical support reaches every part of those areas.

##### <Support by a diverse range of parties, including companies, NPOs and NGOs, and volunteers>

Following the recent major earthquake, activities have been carried out not only by governmental staff, but also by companies, NPOs and NGOs with a focus on disaster

relief, and volunteers. Immediately after the disaster, the focus was on the removal of mud and rubble, providing meals at evacuation shelters, and providing supplies, but more prolonged initiatives have subsequently been implemented, such as psychological care and community support, support for regional development aimed at reconstruction, and industrial development and the securing of employment. In relation to this, it is necessary to create an environment in which bodies such as companies, NPOs and NGOs, and universities and vocational colleges can provide ongoing support.

#### (9) Keeping Records of the Disaster and Passing the Lessons Learnt on to the Next Generation

Many records of the Great East Japan Earthquake have been left by various groups, such as universities and private sector groups, as well as public sector organizations. In order to pass on experiences of this major earthquake to subsequent generations, it is vital to construct a disaster archive to collect, preserve and make available to the public these records, including "tacit knowledge" such as wisdom and know-how.

Consequently, as it is important not only to gain an understanding of the status of records being gathered by various government institutions and local authorities, private sector groups and NPOs, etc. in the disaster-afflicted areas, but also to share and coordinate them, this Committee will also focus its future deliberations on mechanisms for constructing a disaster archive to collect, preserve and make available to the public these records (Please refer to 3.(6)).

There were those of the opinion that prompt study and consideration should take place in order to develop an approach concerning the development of a base for handing down memories of the Great East Japan Earthquake to future generations and disseminating the culture of tsunami disaster mitigation both within Japan and overseas. Moreover, with regard to approaches to the preservation of buildings where many lives were lost as relics of the disaster, solutions are required that are acceptable to the parties concerned.

#### (10) The Role of the Reconstruction Agency

##### <Expectations of the Reconstruction Agency>

The Reconstruction Agency was established as a form of control tower for reconstruction, in order to offer a one-stop service providing swift responses to requests from local authorities affected by the disaster, thereby overcoming the vertical hierarchies of government offices. It has Reconstruction Bureaus in the three disaster-stricken prefectures and offices in eight coastal locations; it is important to ensure that it continues to carry out activities effectively, while keeping the interests of the disaster-afflicted areas at heart. Six months have passed since the Reconstruction

Agency was established and it is appreciated that the Agency has cultivated relationships of trust with the areas affected, as evidenced by the fact that consultations with the disaster-stricken areas are now progressing smoothly, compared with the situation when it was newly established.

At the same time, the challenge is to ensure that the Reconstruction Agency fulfills its role as a general "control tower," in order to make effective use of limited financial resources and implement reconstruction measures speedily, so the Agency should demonstrate strong leadership in order to ensure that relevant ministries and agencies unite in their reconstruction endeavors.

In order to do so, it is necessary to strengthen the frameworks of the Reconstruction Bureaus established in the disaster-afflicted areas, to improve the expertise of staff through training, to work in partnership with a diverse range of parties involved in providing support for reconstruction, and to conduct policy evaluation and the scrutiny of reconstruction-related budgets by the government as a whole.

#### <Policy on the activities of the Committee>

Various policies and plans have already been formulated, including proposals by the Reconstruction Design Council, but there are cases in which revisions are required, to tailor them to the actual situation in regard to reconstruction.

Having provided a general overview of the current situation and issues relating to reconstruction to date, the Reconstruction Promotion Committee has narrowed down the issues that should be the focus of further study and deliberation. In the future, this Committee will listen to information about the current situation in disaster-afflicted areas and their heartfelt requests, verify problems and conduct analyses to gain an understanding of processes and outcomes, and proactively disseminate information. Moreover, it will gather details of leading examples in various areas, which can be used to illustrate a model for reconstruction. In addition, while looking ahead to the future prospects and maintaining an awareness of the appropriate division of roles between local citizens, local authorities, the national government, and the populace as a whole, this Committee would like to make proposals that will be useful to disaster victims, local authorities affected by the disaster, and those in the national government in charge of dealing with reconstruction, in order to ensure that the process does not simply culminate in discussions that merely raise issues or put forward requests.

### 3. Summary of Tasks Prior to the Annual Report

The list of issues that need to be resolved in order to achieve reconstruction is wide-ranging. With a view to implementing speedy reconstruction measures, it is necessary for this Committee to narrow down this list to the issues that should be the focus of further study and deliberation during the second half of this fiscal year, and to present more concrete measures to national and local governments and the populace.

#### (1) Prompt Realization of Regional Development and the Rebuilding of Housing

<Ensuring compatibility between careful consensus-building among local citizens and efforts to speed up reconstruction>

In coastal areas, the area of land that is suitable for residential purposes has been reduced due to subsidence, having been assailed by a tsunami on a hitherto-unimagined scale. Having witnessed the damage caused by the immense tsunami, there are strong calls from local citizens for relocation to safer land, so the necessity has arisen of conducting large-scale relocation to higher ground and raising land in residential areas.

Plans for relocation to higher ground have been drawn up for 276 districts under projects focused on promoting group relocation for disaster mitigation and for 82 districts under projects focused on strengthening the disaster mitigation functions of fishing communities; these envisage the relocation of more than 30,000 households, encompassing a total of more than 100,000 people. Even in the case of rebuilding in disaster-afflicted areas, there are many regions where this must take the form of land readjustment projects entailing the raising of the land, and it is anticipated that this will involve an area covering at least 2,000ha.

The reconstruction of urban areas and small settlements in the disaster-afflicted coastal areas, which are distributed over a coastline measuring 700km from north to south, can be described as an immense, formidable undertaking without any historical precedent in terms of its scale, as well as the fact that it is not confined to restoration and renewal, but involves the radical reshaping of those urban areas and small settlements.

One of the difficulties in implementing these projects lies in the fact that it is difficult to secure land to which to relocate, as there is little level ground due to the sawtooth nature of the coastline, so immense expenditure will be required in order to carry out cut and fill work on steep slopes. Moreover, consensus building among citizens is vital, as they are forced to make an agonizing decision between remaining on the land bequeathed to them by their ancestors in the face of the tsunami risk, and giving up the land where they are accustomed to living in order to relocate to higher ground.

On top of the fact that these are projects of which local authorities affected by the disaster have no experience, there are local authorities which, including many of their staff, suffered tremendous damage, and whose administrative functions have deteriorated. In addition, there is the fact that restoration policies concerning the railways and other

modes of transport will have a considerable influence over regional development plans.

Furthermore, although the aging of the population and population decline were already advanced before its occurrence, the disaster has accelerated the population exodus among the younger generation, so the rebuilding of the region will become extremely difficult as more time passes. Relocation to higher ground and the raising of the land will become the basic premise of the rebuilding of houses, so it is necessary to undertake this work concurrently in multiple districts. At the same time, there are concerns that the shortage of material for reconstruction and personnel with expertise will become more severe if construction work is carried out concurrently.

Thus, the reconstruction of the disaster-afflicted areas will necessitate the fundamental reshaping of urban areas and small settlements on a hitherto-unprecedented scale, entailing considerable difficulties. The implementation of such projects requires the awareness that they go far beyond the administrative capabilities of individual local authorities affected by the disaster. It is necessary for the populace and governmental bodies nationwide to share this awareness and to continue to provide various forms of support in the long term, especially physical support from the government and local authorities across Japan. More specifically, in the future, this Committee will engage in more in-depth discussions concerning the following points.

(i) Continuing structural support for local governments afflicted by the disaster, etc.

In order to ensure compatibility between careful consensus building among local citizens and speeding up projects, it is essential to make up for any shortage of personnel and know-how among local government bodies, particularly municipalities, affected by the disaster. In order to do so, it is necessary to continue to offer in the long term the physical support that local authorities nationwide have been providing until now. Moreover, it is necessary for the national government to further promote support activities such as the formation of reconstruction collaboration teams with the active participation of relevant staff, based on an adequate awareness of this situation. Above all, this Committee will gain an understanding of needs for support from the Urban Renaissance Agency and consider techniques for speeding up reconstruction projects and making them progress more smoothly, such as publicizing and popularizing the blanket order mechanism.

(ii) Phased development aimed at starting work first in districts where agreement has been reached

This Committee will consider flexible project development techniques, in order to enable local project implementing bodies to make project techniques and plans more realistic, taking sustainability into account, and also to ensure that work on projects can begin in sequence, starting with districts in which agreement has been reached among

local citizens, without having to wait for consensus to be reached throughout the project district as a whole.

(iii) Further institutional and procedural innovations using the framework of Special Zone for Reconstruction and the blanket order mechanism

In order to promote speedy project implementation, this Committee will conduct a focused study of the efficient implementation of systems and procedures using Land Reconstruction Plans, as well as order systems and support measures in accordance with project needs, and will consider concrete measures.

(iv) Promoting regional development of city centers using disaster-related public housing

In order to revitalize city centers, it is important to secure a residential population. Rather than just developing disaster-related public housing on higher ground, it appears that measures aimed at developing tsunami evacuation buildings in conjunction with commercial facilities would be effective in regions where there was comparatively little flooding of the existing urban area.

In order to move forward with the development of disaster-related public housing that can function as the core of efforts to regenerate such existing urban areas, this Committee will give consideration to flexible measures tailored to the characteristics of each urban area, including collaboration with redevelopment projects, leasing of rental housing in the private sector and the construction of complexes that also incorporate commercial facilities, the acquisition of sites using fixed-term leaseholds, and the unified purchase of land and buildings.

(v) Visualization of work schedules relating to housing reconstruction

As well as providing background information that assists disaster victims in rebuilding their livelihoods, work schedules relating to reconstruction offer hope for the future. These schedules should preferably take a form that those affected by the disaster can feel more familiar with.

The work schedules that have been disclosed so far by disaster-stricken local government bodies and the national government should also be made more detailed and specific so that disaster victims can actually feel the progress of the reconstruction, and it is also necessary to provide them with information in a more thorough manner. However, as there is also a risk that work schedules might work to restrict the direction of a project and make it difficult to reach consensus among local citizens, this Committee will consider both the favorable and unfavorable sides of work schedules.

(2) Integrated Community Care Evolving from the Recovery of Daily Lives

(i) Support for the present needs of those affected by the disaster

Partly due to the fact that it will take time to carry out regional development, it is anticipated that those affected by the disaster will experience a prolonged period of living in temporary housing or living as evacuees outside their home prefecture or region. As well as maintaining and rebuilding communities and continuing to provide health support, flexible consideration should be given to approaches to support for those leading a prolonged existence as evacuees, in light of the actual situation and status of reconstruction in the disaster-afflicted areas.

Moreover, in providing such support, it is vital for various stakeholders, including the disaster victims themselves, the local citizens around them, NPOs, volunteers, and experts—as well, of course, as governmental bodies—to exchange ideas and cooperate, while continuing to implement sustained initiatives.

(ii) Integrated community care

Attention is being focused on integrated community care initiatives involving the integrated provision of health preservation, medical and nursing care, welfare and living support services through the development of such facilities as bases for the provision of services at home and nursing support hubs. Amid such initiatives, it is hoped that the concept of integrated community care will become established in local communities, and will also be used in regional development. It is desirable to implement, in the disaster-afflicted areas in particular, a pioneering model for a future society with an aging population and a declining birthrate, in which various generations—from children to elderly people—interact and support each other.

This Committee will focus its deliberations on the measures that can be formulated by providing know-how via such means as gathering good examples and sharing information from each area, as well as dispatching experts, in order to identify how improvements can be achieved in the disaster-afflicted areas as a whole, while examining how initiatives centered on integrated community care in the disaster-afflicted areas can be used as a model for a future society with an aging population and a declining birthrate.

(3) Support for Local Industry and Jobs with a View to the Future of the Disaster-stricken Areas

(i) Distinctive regional development and the creation of new industries that make use of local resources and local communities

In order to ensure that relocation to higher ground does not result in regions without any means of making a living, it is vital to promote local industry. It is necessary to undertake distinctive regional development that can serve as a model for the entire country, by making use of local resources and the local community. Consideration should be given to allocating budgets in a focused manner, from a long-term viewpoint,

in order to develop and accumulate industry. Moreover, it is important to restore prosperity through the regeneration of commercial functions integrated with regional development.

It is important to seek to create new industries that pursue, from a nationwide perspective, possibilities for Japan's future economic society, by calling upon the expertise of private sector companies and economic groups, as well as that of national, prefectural and municipal governments, by making maximum use of the knowledge and strengths of universities, research institutes and industries in the disaster-afflicted areas, and by promoting research and development through collaboration between industry, academia and government. For example, there are initiatives focused on such areas as research concerning marine ecosystems so as to promote the recovery of fishing grounds in the disaster-afflicted areas, as well as technological development aimed at creating new industries that make use of local marine resources.

Moreover, in terms of new industries, it can be expected that related industry clusters will accumulate as a result of the pioneering introduction of renewable energies, such as solar power generation, wind power generation, biomass generation, medium and small hydroelectric power generation, and geothermal power generation, as well as conducting pioneering systems development aimed at increasing energy efficiency. It is thought that the development of disaster-related public housing using local wood, woody biomass power generation using thinned wood, and the development of strip roads in forests to ensure that such endeavors can proceed smoothly will lead to the establishment of sustainable forests and forestry and wood industry, as well as to secure employment in the area.

On the other hand, in coastal areas that face such local problems as the aging of the population with a declining birthrate and depopulation, social entrepreneurship on a regional basis is emerging, in order to resolve various social problems. In particular, in the fields of nursing and welfare, it can be expected that businesses will be developed using the know-how gained through support for disaster victims.

## (ii) Management innovation in primary industries

With regard to the agriculture, forestry and fisheries industry, consideration should be given to measures aimed at substantiating initiatives that combine the three strategies of (i) the development of high-added-value aspects, (ii) the reduction of costs, and (iii) the realization of multifaceted management, while taking into account the diverse circumstances in the region, including its topography.

For example, with regard to agriculture, efforts should be made to realize advanced agriculture, by means of the consolidation of rice paddies into larger plots in conjunction with the restoration of agricultural land, the collective use of land by core farmers, and management reorganization to focus on switching to high-earning crops.

Moreover, it would be desirable to develop plant factories using environmental control systems.

With regard to the fisheries industry, the consolidation of companies into seafood processing complexes and collaboration based on subsidies for groups of companies, such as small and medium-sized enterprises, is progressing in the process of undertaking post-disaster restoration projects. Amid this situation, it is important to carry out the reconstruction of areas in a way that unites the fisheries and aquaculture industries, the seafood processing industry and the distribution industry, so as well as continuing to develop such facilities as fishing boats, aquaculture facilities, seedling production facilities, and fishing port facilities, efforts should be made to accelerate the restoration of fish markets and seafood processing facilities, and to construct a framework for advanced hygiene management tailored to this.

(iii) Promoting the tourism industry

Accurate and consistent information is being disseminated in order to dispel reputational damage from harmful rumors, but this is still insufficient. Moreover, there are initiatives such as the Destination TOHOKU Campaign, various government-related programs involving visits to the Tohoku and North Kanto regions, and reconstruction support campaigns undertaken through events organized by the private sector, and it is necessary to continue to make these more widespread.

In order to do so, it is important to educate people about disaster prevention and pass on the lessons learnt from the disaster to the next generation, promote new tourism combined with cultural promotion in the disaster-afflicted areas, and encourage broader-based tourism that unifies the Sanriku Coast, while taking the feelings of disaster victims into consideration.

(4) Reconstruction from the Nuclear Disaster in Fukushima and Other Areas

(i) The situation surrounding reconstruction from the nuclear disaster in Fukushima and other areas

The nuclear disaster is an unprecedented situation that our country has never previously experienced. Even now, 160,000 people remain evacuated from across Fukushima, including the evacuation order area (110,000 people), with 60,000 of these having been evacuated to other municipalities across Japan. Activities of daily life and production have been suspended for more than a year in the evacuation area. As a result of the full-scale evacuation, there are local authorities whose administrative functions have been relocated to the areas administered by other local authorities.

There is considerable anxiety, particularly concerns about the effects of radiation on health. The fact that radiation cannot be perceived with any of the five human senses and the fact that people have different perceptions of the safety standards mean that it is not

easy to eliminate anxiety. Although there are certain limits to decontamination in terms of reducing the radiation dose, it has steadily achieved positive effects. Decontamination is an important means of creating an environment in which people can live their daily lives with peace of mind, and its rapid and systematic implementation is therefore desirable.

Returning people to an area from which their long-term evacuation has been ordered as a result of a nuclear power plant accident is an initiative that did not even take place after the Chernobyl accident. It is said that it will take more than 30 years to process the nuclear reactor that caused the accident. There are areas in which the radiation dose is so high that a return will not be possible even after five years. Accordingly, support for the lives of long-term evacuees is required until they can return home. Since there are also local citizens who will choose not to return, there is a possibility that the area to which other citizens return will be suffering from an advanced case of population decline and the aging of the population.

The accident, including the subsequent reputational damage from harmful rumors resulting from it, has had a pronounced impact on the agriculture, forestry and fisheries industry, commerce and industry, and the tourism industry. It is necessary for the government to work on the smooth provision of compensation and measures to tackle reputational damage from harmful rumors, including the development of systems for inspecting produce from the agriculture, forestry and fisheries industry. Moreover, employment opportunities have been lost in nuclear power generation and its associated industries, which was the biggest industry in the Futaba District of Fukushima Prefecture, and the prospects for the future industrial structure are unclear.

(ii) Initiatives for overcoming the barriers among government ministries and agencies

It is essential, for reconstruction from the nuclear disaster in Fukushima and other areas, to implement comprehensive endeavors so as to overcome this difficult situation, by undertaking decontamination, waste processing, support for evacuees, compensation, and dealing with health anxieties, and also through the restoration of infrastructure and public services as well as the reconstruction of industry and employment.

The Nuclear Emergency Response Headquarters in charge of the emergency response to the nuclear disaster, and the Reconstruction Agency charged with reconstruction, are collaborating with relevant ministries in undertaking these tasks, but their efforts are not yet sufficient. In order for the reconstruction to gain momentum, it is essential to establish a framework that will enable the collective strength of the government to be further exerted.

(iii) Issues relating to anxiety, such as concerns about the effects of radiation on health

The tasks for reconstruction from the nuclear disaster are wide-ranging, but there are

two basic issues common to all of them, as follows.

Firstly, there is an issue that is fundamentally different from conventional natural disasters, in that reconstruction in areas affected by the nuclear disaster can only begin after the resolution of the radiation problem by such means as decontamination.

Secondly, various anxieties, such as concerns about the effects of radiation on health, are exacerbating the problems arising from the nuclear disaster, and are hindering reconstruction as a result. More specifically, anxiety is being amplified by a number of "unknowns," such as the fact that the effects of radiation exposure on health cannot be shown using objective standards, the fact that initiatives such as decontamination and reactor decommissioning are partly dependent upon new technologies to be developed in the future, the fact that the prospects are not clear for the areas to which it will be difficult to return in the long term, due to the high radiation dose, and the fact that it is impossible to foresee how life will be after returning to the region.

(iv) Necessity of risk communication

In the future, in undertaking reconstruction from the nuclear disaster, resolving anxiety about radiation will be a prerequisite. Accordingly, initiatives are required to assist in creating an environment for resolving as many "unknowns" as possible, and it will be important to foster understanding and trust among the populace through risk communication concerning radiation.

In order to supplement and strengthen government initiatives, it is necessary to examine and analyze in detail what the reality is in regard to the anxiety felt by evacuated citizens, what the populace as a whole truly wishes to know, whether the current measures are appropriate, and whether there are any measures lacking. After doing so, the current initiatives should be constantly revised and response measures considered.

Furthermore, in order to make these initiatives more substantial, this Committee will consider how to foster and disseminate correct understanding, not only of major risks that require a response, but also of small risks that should not be the source of anxiety. Above all, with a view to, firstly, the removal of fundamental obstacles hindering the resolution of anxiety about radiation among the people of Fukushima Prefecture, and secondly, the resolution of reputational damage from harmful rumors arising from such anxiety at the level of the populace as a whole, this Committee will undertake comprehensive deliberations from its perspective as an entity not directly concerned.

(5) Collaboration through sharing examples by local authorities and support workers and sharing information among disaster victims

The situation concerning damage from the Great East Japan Earthquake and the progress toward reconstruction varies in regions and settlements. In order to make steady

progress in reconstruction amid the various circumstances and factors, the viewpoint that attaches importance to the sharing of examples by local authorities and support workers, and the sharing of information among disaster victims should not be forgotten.

With regard to the examples of initiatives and information sharing shown below, it is necessary to engage in more in-depth discussion concerning which techniques are feasible and which will be effective.

(i) Sharing of examples by local authorities and support workers

The major premise of regional development for reconstruction is to proceed carefully in accordance with the actual situation in each region, but at the same time speed is also required. Amid a situation in which many municipalities have lost their staff, it is essential to secure personnel with expertise, in order to conduct large-scale regional development and provide disaster victims with long-term support. In addition, from the perspective of accelerating reconstruction, the sharing of examples of initiatives is valuable, such as consensus among local citizens, psychological care for disaster victims and giving them a purpose in life, and the regeneration of local industry. A subject for consideration in the future will be how to efficiently and effectively share concrete examples of initiatives undertaken by other local authorities, for example, at forums for information exchange to be established.

(ii) Sharing of information among disaster victims

In progressing from the restoration to the reconstruction phase, the sharing of information is becoming increasingly important for disaster victims. Regional development with public participation will move forward by local government and disaster victims sharing plans and thoughts on how the region should develop.

When moving from temporary housing to permanent accommodation, such as disaster-related public housing, or relocating to higher ground, the transition will be smoother if those affected by the disaster share information, such as what options exist for each and every disaster victim and what kind of future can be depicted in regard to each of those options.

For some of those affected by the disaster, it can be difficult to obtain information if they are located some distance from the municipal office or they are living away from their former community. In such situations, it is highly likely that the problem could be resolved through the introduction of new technology, for example, by utilizing user-friendly information terminals, such as tablet computers, to convey information from government bodies to disaster victims, as well as to facilitate two-way communication. This Committee would like to engage in wide-ranging deliberations concerning which techniques are appropriate, including approaches to providing careful support for those who cannot use information terminals.

(6) Keeping Records of the Disaster and Passing the Lessons Learnt on to the Next Generation

Many records of the Great East Japan Earthquake have been kept by the public sector as well as various groups, such as the private sector and universities. In order to hand down knowledge about this major disaster to subsequent generations, it is important to establish an archive to collect, preserve and make available to the public these records, without their being scattered and lost.

Although there are various developments in regard to archive initiatives, such as one mainly implemented by the National Diet Library<sup>17</sup> and independent ones in the disaster-afflicted areas, it cannot be said that there is an adequate framework that unifies and generalizes such independent initiatives as an archive of the Great East Japan Earthquake. Furthermore, an adequate grasp of various initiatives pertaining to an archive taken by relevant ministries, disaster-afflicted local authorities and other organizations that have undertaken relevant activities is still lacking, even if it is a basic requirement to establish an archive; moreover, currently, the basic concept of an archive, such as the scope of the records and ways to preserve them, is yet to be clarified.

To start with, therefore, it would be necessary for relevant ministries playing a central role to identify the basic subjects for establishing an archive, by grasping the current situation concerning archive-related initiatives in disaster-afflicted areas, and at the same time clarifying the basic concept of an archive. Furthermore, based on the above, it is important to examine what kind of framework should be adopted for establishing an archive, and to promote measures aimed at its realization.

---

<sup>17</sup> An initiative that would facilitate unified access—both within Japan and from overseas—to materials collected by the National Diet Library, outcomes of projects undertaken independently by ministries, and records collected and possessed independently by various organizations in Japan and overseas.

## Afterword

Reconstruction never ends. This is because, as initiatives focused on one issue progress, a new task arises. In fact, if one traces the entire course of reconstruction issues, the figures of the entities involved in it emerge clearly. The figure of the nation, the figures of the prefectures, the figures of the municipalities, the figures of companies, the figures of NPOs and NGOs, the figures of volunteers, and, above all, the figures of the local people, who are deeply attached to their local communities and who will work hardest of all to achieve their reconstruction.

The Reconstruction Promotion Committee wishes to engage in deeper collaboration with relevant ministries, particularly the Reconstruction Agency. In regard to the discussion points presented in this Interim Report, this Committee would like to look around the reconstruction sites to seek explanations, while making use of the knowledge of experts and valuing the perspectives of local citizens, in order to ensure that future discussions are even more effective.

Reconstruction cannot be achieved with just a handful of people. It is necessary to seek as diverse and broad-based a range of opinions as possible. In order to further promote reconstruction, this Committee would sincerely like the interested parties, whose figures emerge successively through each of the tasks, to actively offer in the Annual Report models for initiatives in the areas in which they are involved.

This is simply because this Interim Report and the Annual Report are certainly not documents published after reconstruction is over and done with; rather, they are unmistakably publications positioned on the near side of meeting this challenge.