

# Chapter 1 General Remarks (Before the Establishment of the Reconstruction Agency)

## Section 2 Measures Based on the Basic Act on Reconstruction

### 1. Basic Framework Under the Basic Act on Reconstruction

Stipulated within the Basic Act on Reconstruction in Response to the Great East Japan Earthquake (Act No. 76 of 2011; hereinafter referred to as the “Basic Act”), which was promulgated and enforced on June 24, 2011, are elements such as the basic philosophy in terms of reconstruction after the Great East Japan Earthquake, the basic policy concerning measures serving to facilitate reconstruction, the securing of funds for the purpose of reconstruction, and the issuance of reconstruction bonds, as well as elements such as the setup of the Great East Japan Earthquake Reconstruction Headquarters (hereinafter referred to as the “Reconstruction Headquarters”), the setup of the Great East Japan Earthquake Reconstruction Design Council (hereinafter referred to as the “Reconstruction Design Council”), and the basic policy concerning the setup of the Reconstruction Agency (refer to Section 3, 1. of Chapter 2 for information on elements such as the background behind the enactment of the Basic Act). This section provides details on the Reconstruction Design Council<sup>1</sup>, the Reconstruction Headquarters, and the basic policy concerning measures serving to facilitate reconstruction along with an appended list of Diet Reports<sup>2</sup>.

### 2. Reconstruction Design Council and “Recommendations for Reconstruction”

#### (1) Convening of the Reconstruction Design Council

##### 1) Background

After the Great Hanshin-Awaji Earthquake occurred on January 17, 1995, the Order Pertaining to the Committee for Reconstruction of the Hanshin-Awaji Area (Cabinet Order No. 24 of 1995) was promulgated and enforced on February 15 of the same year, with the Committee for Reconstruction of the Hanshin-Awaji Area being organized with a total of nine members and wherein Atsushi Shimokobe (former Administrative Vice Minister at the National Land Agency) would serve as Committee Chair<sup>3</sup>. Prime Minister Tomiichi Murayama issued an inquiry to the Council with respect to the “the basic policy on measures the government should take for the reconstruction of the Hanshin-Awaji area and various measures to be taken based on that basic policy.” The Council responded to that inquiry by submitting three opinions and 11 recommendations between the period spanning February 28 and October 10 of the same year<sup>4</sup>.

In the case of the Great East Japan Earthquake, there was growing momentum seen in terms of the early formulation of a vision for reconstruction as the nation approached the one-month anniversary of the disaster. At the Diet, Finance Minister Noda, while referring to the above Council, expressed the view that it would be necessary to make arrangements which involved discussing the budget for reconstruction after having quickly reached a conclusion with respect to a vision for reconstruction undertaken through an “all-Japan framework of wisdom.”<sup>5</sup> Against this backdrop, Prime Minister Naoto Kan stated at a press conference held on April 1, 2011, that he “would like to launch the Reconstruction Design Council by the 11th of that month, which was the first month after the earthquake, to draw up a blueprint for reconstruction.” He also indicated the plan for the government to “commence work on the building of a framework to put the proposals and plans produced by the Council into action, and that he wanted to solidify the preparations for that by the end of the month.”

<sup>1</sup> Also includes the period during which establishment had taken place as the result of a cabinet decision.

<sup>2</sup> Added as a result of the revision of the Basic Act in accordance with Article 8 of the Supplementary Provisions of the Act on the Establishment of the Reconstruction Agency, which came into effect on February 10, 2012.

<sup>3</sup> The constituent members of the Council are as follows. Council Chairperson: Atsushi Shimokobe (President, Tokio Marine Research Institute); Council Members: Yasuko Ichibangase (Professor, Toyo University; Professor Emeritus, Japan Women’s University), Shigeru Ito (Professor, Keio University; Professor Emeritus, University of Tokyo), Toshitami Kaihara (Governor, Hyogo Prefecture), Tetsuro Kawakami (Chairman, Kansai Economic Federation), Taichi Sakaiya (author), and Kazutoshi Sasayama (Mayor, Kobe City). Special Advisors: Masaharu Gotoda (member of the House of Representatives) and Gaishi Hiraiwa (Honorary Chairman, Japan Business Federation). All titles are those held at the time in question.

<sup>4</sup> Report by the Committee for Reconstruction of the Hanshin-Awaji Area (October 30, 1995)

<sup>5</sup> 177th Diet Session, House of Councillors, Budget Committee, No. 9, March 28, 2011, Kuniko Inoguchi

In terms of the composition of the Reconstruction Design Council, it was initially proposed as a meeting body consisting of about 10 members, including the governors of the three affected prefectures, while keeping in mind elements such as the size of the Committee for Reconstruction of the Hanshin-Awaji Area so that discussions could be held promptly. However, since the DPJ (Democratic Party of Japan) administration had been advocating for political leadership and a departure from bureaucracy, it was decided that the collection of endorsements of experts from among ruling party officials and others would take place, in addition to the proposals provided in terms of administrative officers. As a result, the list of endorsements included more than 30 experts with ties to the disaster-affected areas and specialists from the various fields. For this reason, the Reconstruction Design Council was set up as a two-tier structure with a Study Group being setup up under the main council.

As a result of these discussions, “About the Convening of the Great East Japan Earthquake Reconstruction Design Council” was adopted at a round-robin cabinet meeting April 11, 2011. In the same decision, the following details were decided when it came to going about undertaking reconstruction in the wake of the Great East Japan Earthquake:

- It is essential that every member of the entire nation that is living today (not only the disaster victims and the residents of the disaster-affected areas) play their respective roles based on mutual aid and solidarity.
- It is important to aim to build back better for the future, not just undertake a mere restoration.
- In addition to giving the residents of the disaster-affected areas bright hope and courage for the future, it is also necessary to quickly formulate a reconstruction plan that can be shared by the entire nation and that will lead to the revitalization of a prosperous and vibrant Japan.

Having expressed that recognition, it was decided to convene the Reconstruction Design Council<sup>6</sup> (which consists of experts) to hold wide-ranging discussions and to reflect the results of those discussions upon elements such as guidelines concerning reconstruction. At a press conference on the same day, Chief Cabinet Secretary Edano said that he hoped the Council would compile basic proposals by the end of June.

## 2) Composition

In the decision “About the Convening of the Great East Japan Earthquake Reconstruction Design Council” of April 11, 2011, the composition of the Reconstruction Design Council was set as follows.

- ① The Council shall be composed of persons with knowledge and insight regarding reconstruction taking place after earthquake disasters and shall be convened by the Prime Minister.
- ② The chairperson of the Council shall be designated by the Prime Minister. The Prime Minister may appoint a deputy chairperson to assist the chairperson.
- ③ The Council may convene subcommittees as deemed necessary. The members of a subcommittee shall be designated by the Prime Minister from among those with expert knowledge concerning reconstruction undertaken in response to the earthquake.
- ④ The chairperson of the study group shall be designated by the Council chairperson.
- ⑤ The Prime Minister may designate a special advisor to provide advice to the Council as necessary.

It was decided that the general affairs of the Council were to be handled by the Cabinet Office, and that the Secretariat was to be in charge of the Office for Preparation of a Bill for Reconstruction of the Affected Areas, etc.

At a press conference held on April 11, Chief Cabinet Secretary Edano explained that the selection of members for the Council was based on the following three points.

- The Council will gather wisdom from all over the country, centering on people who are associated with the Tohoku region, which constitutes the disaster-affected area.
- The Council will have people who feel a sense of solidarity and enthusiasm for disaster restoration and reconstruction.
- The Council will have people who have an excellent ability to send out information and are able to look at a new Japan from the vantage points of specialized fields.

He also said that Makoto Iokibe (President of the National Defense Academy and Professor Emeritus at Kobe University), who was decided to serve as chairperson, is a “leading political scientist in Japan, supported the reconstruction taking place in the wake of the Great Hanshin-Awaji Earthquake, and is currently the Vice President of the Hyogo Earthquake Memorial 21st Century Research Institute, leading research activities such as new forms of community building for the 21st century.” With respect to constituent members, he stated that “members include prominent people from various fields, heads of disaster-affected municipalities, leading experts in Tohoku studies,

<sup>6</sup> There was one Great East Japan Earthquake Reconstruction Design Council convened based on the cabinet decision of April 11, 2011 and one established in accordance with Article 18, Paragraph 1 of the Basic Act, which came into force on June 24 of the same year. Although the positioning of both are different, this paper describes both of them as the “Reconstruction Design Council.”

people who have been collecting data and conducting research on elements such as fisheries in Tohoku, people who are familiar with the local situation in the disaster-affected areas of Tohoku, - that is, experts and intellectuals from all over Japan.”

The concrete structure of the Council became as follows.

#### **a. Constituent Members of the Reconstruction Design Council**

It was decided that the plenary session of the Reconstruction Design Council would consist of a chairperson, 2 deputy chairpersons, 12 members (including the governors of the 3 disaster-affected prefectures), and 1 special advisor, making for a total of 16 members. The following was decided with respect to the special advisor: “We plan to ask for advice from a broad perspective at each juncture.”<sup>7</sup>

#### **b. Constituent Members of the Study Group**

The Study Group had a total of 19 members, consisting of a chairperson, 1 deputy chairperson, and 17 expert members. Compared to the plenary session, the Study Group had more young experts and others, with there being anticipation with respect to “further in-depth examination of each area taking place from a more specialized perspective since it is not possible to cover all areas when it comes to reconstruction after an earthquake in which a wide range of areas were damaged on a large scale, as was the case this time.”<sup>8</sup>

<sup>7</sup> Press Conference by Chief Cabinet Secretary Edano on April 11, 2011

<sup>8</sup> Same as above.

Figure 1-2-1 Great East Japan Earthquake Reconstruction Design Council: Register of Names

## 東日本大震災復興構想会議 名簿

議長：五百旗頭 真 防衛大学校長、神戸大学名誉教授  
 議長代理：安藤 忠雄 建築家、東京大学名誉教授  
 議長代理：御厨 貴 東京大学教授  
 委員：赤坂 憲雄 学習院大学教授、福島県立博物館館長  
 内館 牧子 脚本家  
 大西 隆 東京大学大学院工学系研究科都市工学専攻教授  
 河田 恵昭 関西大学社会安全学部長・教授  
 阪神・淡路大震災記念 人と防災未来センター長  
 玄侑 宗久 臨済宗福聚寺住職、作家  
 佐藤 雄平 福島県知事  
 清家 篤 慶應義塾長  
 高成田 享 仙台大学教授  
 達増 拓也 岩手県知事  
 中鉢 良治 ソニー株式会社代表執行役副会長  
 橋本 五郎 読売新聞特別編集委員  
 村井 嘉浩 宮城県知事

(15名)

(五十音順、敬称略)

特別顧問（名誉議長）：

梅原 猛 哲学者

Source: The 1st Meeting of the Great East Japan Earthquake Reconstruction Design Council (April 14, 2011) - Appendix 2-1

Figure 1-2-2 Great East Japan Earthquake Reconstruction Design Council: Register of Names for the Study Group

| 東日本大震災復興構想会議 検討部会 名簿 |   |
|----------------------|---|
| 部会長：飯尾 潤             | 政策研究大学院大学教授   |
| 部会長代理：森 民夫           | 全国市長会会長、長岡市長  |
| 専門委員：五十嵐 敬喜          | 法政大学法学部教授   |
| 池田 昌弘                | 東北関東大震災・共同支援ネットワーク事務局長<br>特定非営利活動法人全国コミュニティライフサポートセンター理事長 |
| 今村 文彦                | 東北大学大学院工学研究科附属災害制御研究センター教授                                |
| 植田 和弘                | 京都大学大学院経済学研究科教授   |
| 大武 健一郎               | 大塚ホールディングス株式会社代表取締役副会長                                    |
| 玄田 有史                | 東京大学社会科学研究所教授   |
| 河野 龍太郎               | BNPパリバ証券経済調査本部長・チーフエコノミスト                                 |
| 西郷 真理子               | 都市計画家   |
| 佐々木 経世               | イーソリューションズ株式会社代表取締役社長                                     |
| 莊林 幹太郎               | 学習院女子大学教授   |
| 白波瀬佐和子               | 東京大学大学院人文社会系研究科教授   |
| 神成 淳司                | 慶應義塾大学環境情報学部准教授   |
| 竹村 真一                | 京都造形芸術大学教授  |
| 團野 久茂                | 日本労働組合総連合会副事務局長   |
| 馬場 治                 | 東京海洋大学海洋科学部教授   |
| 広田 純一                | 岩手大学農学部共生環境課程学系教授   |
| 藻谷 浩介                | 株式会社日本政策投資銀行地域振興グループ参事役                                   |
| (19名)                |   |
| (五十音順、敬称略)           |   |

Source: The 1st Meeting of the Great East Japan Earthquake Reconstruction Design Council (April 14, 2011) - Appendix 2-2

### 3) Positioning

Based on the cabinet decision of April 11, 2011, a total of 11 meetings of the Reconstruction Design Council were held as of June 22 of the same year.

Subsequently, pursuant to the provisions of Article 18, Paragraph 1 of the Basic Act, which came into force on the 24th of that month, a Reconstruction Design Council was established within the Reconstruction Headquarters. That Reconstruction Design Council was based on the same law and held two times in total from that date until it was abolished on February 10, 2012.

The Reconstruction Design Council based on the Basic Act, in response to an inquiry made by the Director-General of the Reconstruction Headquarters, was to study and deliberate on important matters concerning the reconstruction undertaken in response to the Great East Japan Earthquake and make proposals to the Director-General on matters deemed necessary in connection with these matters. It was also to study and deliberate on the status of the implementation of measures for the reconstruction undertaken in response to the Great East Japan Earthquake and provide opinions to the Director-General if deemed necessary.

In addition, in line with the enforcement of the Basic Act, “About the Abolition of the Great East Japan Earthquake Reconstruction Design Council” was adopted as a result of a cabinet decision on June 24, 2011. As a result of this, the Reconstruction Design Council based on the cabinet decision of April 11, 2011, was abolished. The matters previously discussed by that Council were transferred over to the Reconstruction Design Council established based on the Basic Act.

## (2) Meeting Proceedings

### 1) Overview

The Reconstruction Design Council held a total of 12 meetings during the period spanning from April 14 to June 25 of 2011. In response to an inquiry made by Prime Minister Naoto Kan, the Reconstruction Design Council decided on “Seven Principles for the Reconstruction Framework” at its fourth meeting. At the 12th Meeting, it decided on its recommendations and submitted them to the Prime Minister. After the submission, the 13th Meeting was held on November 10 of the same year.

Meanwhile, the Study Group held a total of eight meetings during the period spanning from April 20 to June 14, examining instructions provided by the Reconstruction Design Council and holding discussions concerning elements such as the outlines of recommendations. In addition, during the period spanning from May 18 to June 7, the Study Group conducted a total of 16 thematic workshops with a small number of expert members and others.

Figure 1-2-3 List of Progression for the Meetings of the Reconstruction Design Council and the Study Group

| Meeting date            | Reconstruction Design Council | Study Group | Agenda  |
|-------------------------|-------------------------------|-------------|---|
| 2011<br>April 14        | 1st                           |             | <ul style="list-style-type: none"> <li>• Hand delivery of inquiry document)</li> <li>• About the operation of the Council</li> <li>• About how to proceed in the future</li> <li>• “Situation in the disaster-affected area and efforts undertaken to date”</li> <li>• Free discussion</li> </ul>   |
| April 20                |                               | 1st         | <ul style="list-style-type: none"> <li>• About operating procedures</li> <li>• About how to proceed in the future</li> <li>• “Situation in the disaster-affected area and efforts undertaken to date”</li> <li>• About the proceedings of the 1st Meeting of the Reconstruction Design Council</li> <li>• Free discussion</li> </ul>  |
| April 23                | 2nd                           |             | <ul style="list-style-type: none"> <li>• About the proceedings of the 1st Meeting of the Study Group</li> <li>• Presentations provided by the governors of each prefecture and discussions<br/>Council Member Tasso, Council Member Murai, and Council Member Sato</li> <li>• Presentations by council members and discussions<br/>Council Member Kawata and Council Member Onishi</li> <li>• Free discussion</li> </ul>  |
| April 24                |                               | 2nd         | <ul style="list-style-type: none"> <li>• About the proceedings of the 2nd Meeting of the Reconstruction Design Council</li> <li>• Expert council member presentations (1st) and discussions<br/>Expert Council Member Igarashi, Expert Council Member Imamura, Expert Council Member Saigo, Study Group Vice Chairperson Mori, Expert Council Member Otake, Expert Council Member Kono, Expert Council Member Ikeda, Expert Council Member Ueda, Expert Council Member Genda</li> <li>• Plenary discussion</li> </ul>   |
| April 29                |                               | 3rd         | <ul style="list-style-type: none"> <li>• Expert council member presentations (2nd) and discussions<br/>Expert Council Member Sasaki, Expert Council Member Takemura, Expert Council Member Shirahase, Expert Council Member Danno, Expert Council Member Shobayashi, Expert Council Member Shinjo, Expert Council Member Baba, Expert Council Member Hirota, Expert Council Member Motani</li> <li>• Plenary discussion</li> </ul>  |
| April 30                | 3rd                           |             | <ul style="list-style-type: none"> <li>• Interviews with experts<br/>Nobuo Ishihara and Toshitami Kaihara</li> <li>• Interviews with related parties<br/>The Japan Business Federation (KEIDANREN), the Japan Association of Corporate Executives (KEIZAI DOYUKAI), and the Japan Chamber of Commerce and Industry</li> <li>• About how to proceed in the future</li> <li>• Presentation by Council Member Akasaka</li> <li>• About FY2011 Supplementary Budget, reconstruction-related bills, etc.</li> <li>• About the proceedings of the 2nd and 3rd Meetings of the Study Group</li> <li>• Free discussion</li> </ul> |
| May 7                   |                               | 4th         | <ul style="list-style-type: none"> <li>• About the proceedings of the 3rd Meeting of the Reconstruction Design Council</li> <li>• Free discussion</li> </ul>  |
| May 2<br>May 4<br>May 7 | On-site inspection            |             | <ul style="list-style-type: none"> <li>• Fukushima Pref.</li> <li>• Miyagi Pref.</li> <li>• Iwate Pref.</li> </ul>  |
| May 10                  | 4th                           |             | <ul style="list-style-type: none"> <li>• On-site inspection reports, etc.</li> <li>• About the proceedings of the 4th Meeting of the Study Group</li> <li>• Presentations by council members<br/>Council Member Genyu, Council Member Takanarita, Council Member Uchidate, Council Member Chubachi, Council Member Hashimoto, Council Member Kawata, and Council Member Seike</li> <li>• Free discussion<br/>(Decision on the “Seven Principles for the Reconstruction Framework”)</li> </ul>   |

| Meeting date | Reconstruction Design Council | Study Group | Agenda  |
|--------------|-------------------------------|-------------|---|
| May 11       |                               | 5th         | <ul style="list-style-type: none"> <li>About the proceedings of the 4th Meeting of the Reconstruction Design Council</li> <li>Free discussion</li> </ul>  |
| May 14       | 5th                           |             | <ul style="list-style-type: none"> <li>About the proceedings of the 5th Meeting of the Study Group</li> <li>Free discussion</li> </ul>  |
| May 21       | 6th                           |             | <ul style="list-style-type: none"> <li>Presentations by council members, etc.</li> <li>Free discussion</li> <li>About elements such as the statuses of studies conducted by the Study Group</li> </ul>  |
| May 24       |                               | 6th         | <ul style="list-style-type: none"> <li>About the proceedings of the 5th and 6th Meetings of the Reconstruction Design Council</li> <li>Consideration of matters such as the instructions provided by the Reconstruction Design Council</li> </ul>   |
| May 29       | 7th                           |             | <ul style="list-style-type: none"> <li>About “Main Opinions Provided Thus Far During the Deliberation Process (Draft)”</li> <li>Status of studies conducted by the study group</li> </ul>   |
| June 4       | 8th                           |             | <ul style="list-style-type: none"> <li>Status of studies conducted by the study group</li> <li>Free discussion</li> </ul>   |
| June 9       |                               | 7th         | <ul style="list-style-type: none"> <li>About the proceedings of the 7th and 8th Meetings of the Reconstruction Design Council</li> <li>Consideration of matters such as the instructions provided by the Reconstruction Design Council</li> </ul>   |
| June 11      | 9th                           |             | <ul style="list-style-type: none"> <li>Status of studies conducted by the study group</li> <li>Free discussion</li> <li>(Discussion and publication of the outline [rough draft] for the “Recommendations for Reconstruction”)</li> </ul>   |
| June 14      |                               | 8th         | <ul style="list-style-type: none"> <li>Consideration of matters such as the instructions provided by the Reconstruction Design Council</li> <li>About the outline [rough draft] for “Recommendations for Reconstruction” (materials handed out at the 9th Meeting of the Reconstruction Design Council)</li> <li>Free discussion</li> </ul> |
| June 18      | 10th                          |             | <ul style="list-style-type: none"> <li>Proposals (drafts)</li> </ul>  |
| June 22      | 11th                          |             | <ul style="list-style-type: none"> <li>Proposals (drafts)</li> </ul>  |
| June 25      | 12th                          |             | <ul style="list-style-type: none"> <li>Handing over of the “Proposal”</li> </ul>  |
| November 10  | 13th                          |             | <ul style="list-style-type: none"> <li>Explanation</li> <li>Current status of restoration and efforts aimed at reconstruction, as well as the state of reconstruction efforts in disaster-affected areas</li> <li>Free discussion</li> </ul>  |

## 2) Convening of the 1st Meetings of the Reconstruction Design Council and the Study Group

### a. 1st Meeting of the Reconstruction Design Council (April 14, 2011)

#### ① Inquiry

At the beginning of the meeting, Prime Minister Naoto Kan submitted an inquiry with the document titled “Reconstruction Plan for the Formulating of Guidelines for the Reconstruction of Areas Affected by the Great East Japan Earthquake” (Cabinet State Minister No. 120 of April 14, 2011) and asked Chairperson Iokibe to draw up a solid blueprint for the future through free and open discussions given that it was necessary to consider reconstruction plans from a broad perspective. At the same time, he indicated that he would like to be provided with a submission of some kind of draft by the end of June.

#### ② Duties, etc.

In the greeting by the Council chairperson, the mission of the Council was stated to be the “compiling and submission of reconstruction policies after being asked for advice by the Prime Minister” with the following comprising the expressed mindset in terms of the basic policy to be adhered to.

- The reconstruction council would be a bipartisan one purposed with functioning for both the nation and its people.
- It will create an overall national plan based on the reconstruction of the disaster-affected areas.
- The aim is not merely reconstruction but to build back better.
- Nationwide support and sharing of the burdens involved are essential.
- Draw up a blueprint for the Japan of tomorrow.

On the other hand, it was explained that there was an order to the effect that the nuclear power plant issue “be removed from the scope of the duties of this meeting” and that “the consideration of things was to take place with a focus on reconstruction after a crisis management situation.”

③ About the operation of the Council

The chairperson provided an explanation on the proposal concerning the operating procedure for the Council and made arrangements with respect to public announcements made by the Council. According to the proposal, Council meetings would be closed to the public in principle, and the materials distributed at the meeting and summary of the meeting would, in principle, be made public. In addition, it was explained that a press briefing would be held by the chairperson and the deputy chairperson after the meeting, that the summary of the meeting would be published (with names kept anonymous) approximately two weeks after the meeting, and that the minutes would be published when the design council was dissolved. The proposal was adopted as originally proposed.

④ About how to proceed in the future

The chairperson explained that he would like to have the recommendations<sup>9</sup> compiled around the end of June after sorting out the issues subject to consideration around mid-May. It was decided that at the Study Group meeting held 1-2 times per week, issues to be considered were to be identified and arranged, discussions were to be deepened from an expert viewpoint, and the results of the study were to be compiled and reported to the Reconstruction Design Council. The council members expressed opinions to the effect that the full help of administrative officers and bureaucrats should be enlisted.

⑤ Discussions, etc.

After Deputy Chief Cabinet Secretary Kinya Takino explained the situation in the disaster-affected areas and provided an outline of the efforts undertaken to date, a free discussion was held by the council members.

Regarding the Prime Minister’s instructions to remove the nuclear power plant issue from the mandate<sup>10</sup>, there were comments provided such as the following: “The first message sent out by the council should be to those who are losing hope in Fukushima, to the effect that reconstruction will end only once the dirt has been cleaned from their lands, people come back and they are able to live happy lives.” (Council Member Akasaka)

With regard to the financial resources for reconstruction, comments such as the following were provided: “There is a need to confirm clearly that the cost would be shouldered by everyone in the nation as a whole” (Council Member Seike); “If we issue government bonds, I think future generations will have to bear the burden; would it not be a good idea for the present generation to join forces with the disaster-affected areas by being economical?” (Council Member Onishi); “We should not only talk about government bonds, but also think about a wide range of possibilities. Fortunately, now is the time when most of the Japanese people are keenly wanting to do something or help in some way. That has to be done as soon as possible before that all fades away.” (Council Member Hashimoto).

When it came to going about ensuring the recovery of employment and reconstruction of industry, there were opinions provided such as the following: “Aim to build a sustainable town from the viewpoint of resources and energy or from the viewpoint of ecology and employ unemployed fishermen and farmers for the building of such a town” (Council Member Kawata); “Go about creating employment opportunities in green industries such as natural energy” (Council Member Seike).

## b. 1st Meeting of the Study Group (April 20, 2011)

① Duties, etc.

At the beginning of the meeting, the chairperson of the Study Group explained that the work of the Study Group would be to “support the Reconstruction Design Council by working rather than focusing on reaching a conclusion” and to “provide a wide range of expert knowledge necessary for discussions” taking place at meetings the Council, and that he would like to have the Study Group conduct thorough studies that are based on the instructions of the Council. Meanwhile, he expressed a stance to the effect that he “would also like the Study

<sup>9</sup> In his explanation, Chairperson Iokibe said that the recommendations were merely the “initial recommendations” (with the initial plan having been to compile the initial recommendations around the end of June and compile the finalized recommendations by the end of the year).

<sup>10</sup> Remark by Chairperson Iokibe: “With respect to the nuclear issue, the situation is still one involving crisis management and constitutes an excessively large problem. As such, I have been instructed to exclude it from the scope of the mission of this Council. Here, we are asked to focus on the reconstruction taking place after the situation involving crisis management has ended.”

Group find out about the issues by ourselves and make our own proposals.” He requested that the expert council members actively provide proposals and indicated his mindset with respect to elements such as the securing of information channels with people in other areas, including those within the government.

② About operating procedures

The chairperson of the Study Group provided an explanation on the draft pertaining to the operating procedures of the Study Group and organized things in terms of the public announcements of the Study Group. According to the proposal, the Study Group would be closed to the public in principle (as is the case for the Reconstruction Design Council), and the materials distributed at meetings and summaries of the meetings would, in principle, be made public. In addition, it was explained that a press briefing would be held by the Study Group Chair after it was finished, that a summary of the meetings would be published (with names kept anonymous), and that the minutes would be published when the Reconstruction Design Council had completed its role. The proposal was decided upon as originally proposed.

③ About how to proceed in the future

The chairperson of the Study Group provided an explanation to the effect that the issues to be considered should be organized and reported to the Council by early May based on the fact that the Reconstruction Design Council would offer recommendations in June, and that for the time being, he would like to have the Study Group organize opinions in an at-a-glance format.

④ Discussions, etc.

Deputy Chief Cabinet Secretary Takino provided an explanation on the situation in the disaster-affected areas and provided an outline of the efforts to date. Takashi Mikuriya, Vice-Chairman of the Reconstruction Design Council, provided an explanation on the proceedings of the 1st Meeting of the Great East Japan Earthquake Reconstruction Design Council, with a free discussion taking place among the expert council members thereafter.

During the free discussion, comments such as the following were provided: “Will it not be necessary to establish elements such as a special reconstruction zone system for disasters, to have the authority of municipalities strengthened, and to have compensation provided when terms of financial resources?” (Study Group Vice Chairperson Mori); “We are being told to go with a new and creative approach since we are to be adopting a mindset in which we will be going from restoration to reconstruction, but it will be difficult to undertake the reconstruction of this region without considering a new way of doing things which serves to replace conventional ownership.” (Expert Council Member Igarashi); “I think that the role of public institutions is very large, and that there are various entities which exist, such as corporations and NPOs, so wouldn’t their perspectives be necessary in order to revitalize the economy?” (Expert Council Member Ueda); “The income tax is suitable as a tax to which 10% or more would be added times of crisis like this. On the other hand, I think that it would be okay to lower the corporate tax after a recovery takes place, but that it would be very undesirable to bring up the consumption tax issue bit-by-bit as an issue related to financial resources for the recovery from the earthquake (Expert Council Member Otake); “We are now saying that we, as a whole nation, will work together to support reconstruction, but reconstruction taking place with debt means that future generations will bear all the costs of reconstruction, which is something that we have to avoid at all costs.” (Expert Council Member Kono)

### 3) Leading Up to the Decision on the “Seven Principles for the Reconstruction Framework”

#### a. Background

① 2nd Meeting of the Reconstruction Design Council (April 23, 2011)

Following an explanation of the proceedings of the 1st Meeting of the Study Group, presentations were provided by the governors of the three affected prefectures.

Iwate Governor Tasso provided an explanation on the “Two Principles” and the “Seven Reconstructions”, which are efforts aimed at reconstruction, as well as the symbolic efforts being undertaken in terms of Hiraizumi Town and the Very Large Accelerator ILC. Miyagi Governor Murai provided an explanation concerning the basic concept of a 10-year reconstruction period which would combine a “recovery phase to return from negative to zero in the first three years,” a “regeneration period of four years to sow seeds,” and a “development period of three years to produce the fruit serving to facilitate development.” In addition, disaster-resistant town development and the reconstruction of daily life/livelihood regeneration were explained as key points, with recommendations then being made concerning the matters of tax, reconstruction common land, special zones, etc. Fukushima Governor Sato provided an explanation on matters such as the damage caused by rumors and the

status of support for evacuees. Having done that, requests were made to the government and TEPCO to ensure the thorough disclosure of accurate and easy-to-understand information and to ensure the speedy implementation of the process. There were also requests made such as those to the effect that the government undertake unified emergency, restoration, and reconstruction responses in relation to the accident, that adequate compensation be provided under the responsibility of the government, that the enactment of special laws takes place, and to the effect that there be a forum established for discussions on the nuclear disaster.

After that, council members made presentations, held discussions, and took part in a free discussion.

② 2nd and 3rd Meetings of the Study Group (April 24 and April 29, 2011)

At the 2nd Meeting of the Study Group, after an explanation was provided on the proceedings of the 2nd Meeting of the Reconstruction Design Council, the expert council members made presentations and held discussions, as well as a plenary discussion.

In addition, at the 3rd Meeting of the Study Group, a plenary discussion was held after presentations were given and discussions were conducted by the expert advisors in continuation of the discussions held during the 2nd Meeting.

③ 3rd Meeting of the Reconstruction Design Council (April 30, 2011)

At the beginning of the meeting, there was a hearing with experts held with Nobuo Ishihara (Chairperson of the Research Institute for Local Government and former Deputy Chief Cabinet Secretary) and Toshitami Kaihara (President of the Hyogo Earthquake Memorial 21st Century Research Institute and former Governor of Hyogo Prefecture) concerning matters such as issues that should be considered based on the experience with and lessons learned from the Great Hanshin-Awaji Earthquake.

Mr. Ishihara expressed his views on matters such as the need for an overall direction of the national government that is based on the concept of reconstruction plans for prefectures and municipalities, the need to secure a unified implementation system for reconstruction plans and to ensure the thorough implementation of a system for human resource cooperation, and the need to accelerate the implementation of reconstruction measures by adding administrative officers to the council of ministers, state ministers and parliamentary vice-ministers.

In addition, Mr. Kaihara provided an explanation on the framework for reconstruction after the Great Hanshin-Awaji Earthquake, the main problems involved in the reconstruction taking place after the Great Hanshin-Awaji Earthquake, and the significance of the concept of building back better. He then proposed the creation of a “administrative organization for wide-area reconstruction” to create a new form in the wake of the earthquake disaster that is based on the starting point of local autonomy, and the creation of a transparent “temporary relief consumption tax” that would allow everyone to share the burden in terms of the financial resources provided for necessary services based on the idea that “talking about a concept for reconstruction without the financial resources for it would be nonsensical.”

This was followed by interviews with Hiromichi Iwasa (Vice Chair of KEIDANREN), Kaneichi Maehara (Vice Chairperson & President, KEIZAI DOYUKAI; Japan Association of Corporate Executives), and Mr. Hiroshi Kamata (Vice President of the Japan Chamber of Commerce and Industry).

Mr. Iwasa expressed his views on the need for elements such as the implementation of national policies to take place in an integrated manner under a strong leadership and to strengthen cooperation with local governments, for cooperation to take place between local governments and the public and private sectors in formulating reconstruction plans for new town development, for fiscal support and regulatory reform, for the building of a Japanese brand for the revitalization of the Japanese economy, and for the reconsidering of energy and environmental policies, as well as with respect to the promotion of reconstruction after the earthquake that is undertaken in a manner which is consistent with elements such as growth strategies. In addition, with regard to securing financial resources for reconstruction, views were expressed to the effect that it is necessary to share the view that efforts should be compatible with the policy of fiscal consolidation and that the nation as a whole should share the burden of the costs necessary for reconstruction. It was also expressed that the government would have no choice but to consider the issue of temporary government bonds and a temporary tax increase as a source of funds for the redemption of the government bonds if there was still a shortfall even after actions such as the reduction or revision of the budget had been undertaken.

Mr. Maehara stated the need to make an argument for having Tohoku serve as an advanced model for “the creation of a new Japan,” for making it serve as a leading model for the *doshu* system (a system of regional administrative units composed of several prefectures), and for reconstruction plans that are based on a path to fiscal soundness. In addition, recommendations were made with respect to a three-stage review of reconstruction funding sources (involving the establishment of a Tohoku Reconstruction Board, cuts in expenditures and the establishment of reconstruction fund bonds and special funds for reconstruction, as well as the consideration of a reconstruction tax) and there were statements made concerning the basic concepts of town planning and urban planning within the context of reconstruction plans, industrial revitalization, and the establishment of an international organization which will serve as a symbol of reconstruction.

Mr. Kamata pointed out that the greatest issues are community development which takes into consideration the elements of disaster mitigation and disaster prevention, and the reconstruction of the local economy. Having done that, he stated the need for support for community-led community development and the reopening of businesses.

He also talked about requests for large-scale, short-term, intensive investment of national funds over a three-year period, mentioned the unavoidable need to raise the consumption tax to a certain extent as a reconstruction tax from the viewpoint of sharing the burden widely among the nation, and spoke about the necessity of special provisions in terms of the tax system and a special reconstruction zone system.

After that, the chairperson proposed three points regarding how to proceed in the future: focused discussions on specific themes should be held at each meeting, individual proposals should be compiled for elements such as urgent issues before the end of June, and the Study Group should also take the initiative and study important issues proactively. Subsequently, Council Member Akasaka gave a presentation, and after a free discussion was held, Deputy Chief Cabinet Secretary Takino provided explanations on elements such as the supplementary budget for FY2011 and reconstruction-related bills. Explanations were provided during the free discussion with respect to the proceedings of the 2nd and 3rd Meetings of the Study Group.

④ On-Site Inspection of the Reconstruction Design Council (May 2, May 4, and May 7 of 2011)

On May 2, 2011, the chairperson and several council members visited Fukushima Prefecture<sup>11</sup> and exchanged opinions with the Governor of Fukushima Prefecture and the mayors of municipalities at the Fukushima Prefectural Government Hall. They also visited government offices in Shinchi Town, Soma City, Minamisoma City, and Iitate Village to exchange opinions and observe the situation.

On the 4th of the same month, they visited Miyagi Prefecture<sup>12</sup> and exchanged opinions with the Governor of Miyagi Prefecture and the mayors of cities and towns at the Miyagi Prefectural Office. They also visited the government offices of Kesennuma City and Ishinomaki City to exchange opinions and observe the situation. On the 7th of the same month, they visited Iwate Prefecture<sup>13</sup> and exchanged opinions with the Governor of Iwate Prefecture at the Iwate Prefectural Office. They also visited government offices in Ofunato City and Rikuzentakata City and observed the situation.

⑤ 4th Meeting of the Study Group (April 7, 2011)

After an explanation was provided on the proceedings of the 3rd Meeting of the Reconstruction Design Council, a free discussion was held.

**b. 4th Meeting of the Reconstruction Design Council (May 10, 2011)**

After a report on the field visit was given and other matters mentioned, an explanation was given on the proceedings of the 4th Meeting of the Study Group, and council members made presentations and held a free discussion.

During the free discussion, the chairperson presented a proposal<sup>14</sup> for an intermediate arrangement of the main opinions that had been submitted thus far. He explained that the opinions of each council member would be arranged into three categories: ① basic principles, ② core issues for reconstruction, and ③ overall, institutional responses and financial resources, and a broad perspective with a view to the revitalization of Japan as a whole. He then explained that he wanted to have these used as a foundation for the making of recommendations and for the organization of problems. In addition, a draft for the Seven Principles for the Reconstruction Framework was presented, and after discussion and revision took place, a decision was made to adopt the “Seven Principles for the Reconstruction Framework.”

**c. Decision on the “Seven Principles for the Reconstruction Framework”**

① Chairperson’s Proposal

The chairperson proposed that the Seven Principles for the Reconstruction Framework be decided on at the 4th Meeting of the Reconstruction Design Council in order to have the government accept the points that need to be considered, to show the society the direction of the Reconstruction Design Council, and to produce a picture to the effect that the Reconstruction Design Council is responding firmly on both the domestic and international stage during a time where there is growing momentum seen in terms of the idea that the Council should compile some sort of “emergency recommendations” prior to the compilation of the recommendations taking place at the end of June. The proposal by the Chairperson was as follows.

<sup>11</sup> Chairperson Ikibe, Deputy Chairperson Mikuriya, Council Member Uchidate, Council Member Onishi, and Council Member Hashimoto participated.

<sup>12</sup> Chairperson Ikibe, Deputy Chairperson Ando, Council Member Akasaka, Council Member Genyu, Special Advisor Umehara, and Vice Chairperson Mori (Study Group) participated.

<sup>13</sup> Chairperson Ikibe, Council Member Kawata, Council Member Takanarita, and Council Member Chubachi participated.

<sup>14</sup> Materials for council members only (materials which formed the basis for the materials used for discussions at the fifth and sixth meetings)

- Principle 1: For us, the surviving, there is no other starting point for the path to recovery than to remember and honor the many lives that have been lost. Accordingly, we shall record the disaster for eternity, including through the creation of memorial forests and monuments, and we shall have the disaster scientifically analyzed by a broad range of scholars to draw lessons that will be shared with the world and passed down to posterity.
- Principle 2: Given the vastness and diversity of the disaster region, we shall make community-focused reconstruction the foundation of efforts toward recovery. The national government shall support that reconstruction through general guidelines and institutional design.
- Principle 3: In order to revive disaster-afflicted Tohoku, we shall pursue not just a mere restoration, but rather creative reconstruction that utilizes the potential of Tohoku. We shall strive to develop this region's potential in areas such as farming and fishing to lead Japan in the future.
- Principle 4: While preserving the strong bonds of local residents, we shall construct disaster resilient, safe and secure communities and natural energy-powered region that is environmentally friendly.
- Principle 5: Japan's economy cannot be restored unless the disaster areas are rebuilt. The disaster areas cannot be truly rebuilt unless Japan's economy is restored. Recognizing these facts, we shall simultaneously pursue reconstruction of the afflicted areas and revitalization of the nation.
- Principle 6: We shall seek an early resolution of the nuclear accidents, and shall devote closer attention to support and recovery efforts for the areas affected by the accidents.
- Principle 7: All of us living now shall view the disaster as affecting our own lives, and shall pursue reconstruction with a spirit of sharing and solidarity of the whole nation.

The chairperson provided an explanation to the effect that the draft was written based on the idea that while it would be meaningless if the goal was not feasible, we should not be too timid when it comes to setting the goal. He said that the draft was thus “written so that the goals would be quite ambitious while keeping in mind two things: the fact that they can indeed be achieved as well as the question of where to draw in terms of what should be achieved.”

## ② Discussions, etc.

While most of the council members agreed that the Seven Principles for the Reconstruction Framework should be presented, one council member had the following to say: “What we need now is a thorough discussion aimed at the June recommendations, and to immediately provide a variety of concrete proposals with respect to what we need to do on an urgent basis before the submission of recommendations.” (Council Member Hashimoto)

Regarding the content, there were opinions provided such as the following: [Concerning Principle 3] “There is no doubt that agriculture and the fishery industry are very competitive industries and are at the center, but we need to be careful not to be misunderstood that only these two industries are deemed important.” (Council Member Seike); [Concerning Principle 4] “The wording ‘environmentally friendly’ should be removed because it has no power as an expression.” (Council Member Uchidate); [Concerning Principle 7] “The wording ‘share and undertake reconstruction through solidarity’ could be misunderstood as referring to a tax, and if it does not refer to such, it should be deleted.” (Council Member Genyu); “How about adding the connotation of volunteers or NPOs being involved to the concept of ‘sharing’ being mentioned, by switching the positions of ‘solidarity’ and ‘sharing’?” (Council Member Takanarita)

In addition, there were opinions provided such as the following: “I would like to see keywords such as innovation and technological innovation included as ‘creative reconstruction’ was an ambiguous term” (Council Member Chubachi), and “the concept of restoration should not be viewed as a negative and the terms restoration and reconstruction should be paired together” (Council Member Onishi).

## ③ Decision

Based on these discussions, the “Seven Principles for the Reconstruction Framework” that were decided on are shown in the following chart. The following amendments were made to the content of the chairperson's draft.

- Principle 3: Deleted the phrasing “not just a mere restoration”. Changed “creative reconstruction that utilizes the potential of Tohoku” to read “in order to revive disaster-afflicted Tohoku, we shall pursue forms of restoration and reconstruction that tap into the region's latent strengths and lead to technological innovation.”

“areas such as farming and fishing” was changed to “socioeconomic”.

- Principle 4: Deleted “environmentally friendly.”
- Principle 7: “Sharing and solidarity of the whole nation” was changed to “solidarity and mutual understanding that permeates the entire nation.”

Figure 1-2-4 Seven Principles for the Reconstruction Framework (May 10, 2011; Great East Japan Earthquake Reconstruction Design Council Decision)

平成23年5月10日  
東日本大震災復興構想会議決定

### 復興構想7原則

「東日本大震災復興構想会議」においては、4月14日の第1回会議以来、精力的に審議を重ね、また、一連の現地視察を実施した。6月末日途の「第1次提言」に先立ち、本日、当会議は、「復興構想7原則」を策定したので、これを公表する。  
今後、この7原則に基づき、各界・各層のご意見を仰ぎつつ、さらに議論を深め、未来の日本にとって希望となる復興の「青写真」を描いていきたいと考える。

原則1：失われたおびただしい「いのち」への追悼と鎮魂こそ、私たち生き残った者にとって復興の起点である。この観点から、鎮魂の森やモニュメントを含め、大震災の記録を永遠に残し、広く学術関係者により科学的に分析し、その教訓を次世代に伝承し、国内外に発信する。

原則2：被災地の広域性・多様性を踏まえつつ、地域・コミュニティ主体の復興を基本とする。国は、復興の全体方針と制度設計によってそれを支える。

原則3：被災した東北の再生のため、潜在力を活かし、技術革新を伴う復旧・復興を目指す。この地に、来たるべき時代をリードする経済社会の可能性を追求する。

原則4：地域社会の強い絆を守りつつ、災害に強い安全・安心のまち、自然エネルギー活用型地域の建設を進める。

原則5：被災地域の復興なくして日本経済の再生はない。日本経済の再生なくして被災地域の真の復興はない。この認識に立ち、大震災からの復興と日本再生の同時進行を目指す。

原則6：原発事故の早期収束を求めつつ、原発被災地への支援と復興にはより一層のきめ細やかな配慮をつくす。

原則7：今を生きる私たち全てがこの大災害を自らのことと受け止め、国民全体の連帯と分かち合いによって復興を推進するものとする。

Source: The 4th Meeting of the Great East Japan Earthquake Reconstruction Design Council (May 10, 2011)

#### 4) Up to the Decision on and Publication of “Main Opinions Provided Thus Far During the Deliberation Process”

##### a. Up to the 6th Meeting of the Reconstruction Design Council and the 6th Meeting of the Study Group

###### ① 5th Meeting of the Study Group (May 11, 2011)

After an explanation was provided on the proceedings of the 4th Meeting of the Reconstruction Design Council, a free discussion was held.

After that, the Study Group started theme-specific workshops with ministries and agencies. The workshops were held with a small number of expert council members and other such individuals and were held 16 times in total during the period spanning from May 18 to June 7. During the workshops, discussion were held with the relevant ministries and agencies about the incorporation of the content of discussions held at the Reconstruction Design Council and the Study Group into policy.

###### ② 5th and 6th Meetings of the Reconstruction Design Council (May 14 and May 21, 2011)

At the 5th Meeting of the Reconstruction Design Council, after an explanation was provided on the proceedings of the 5th Meeting of the Study Group, a free discussion was held.

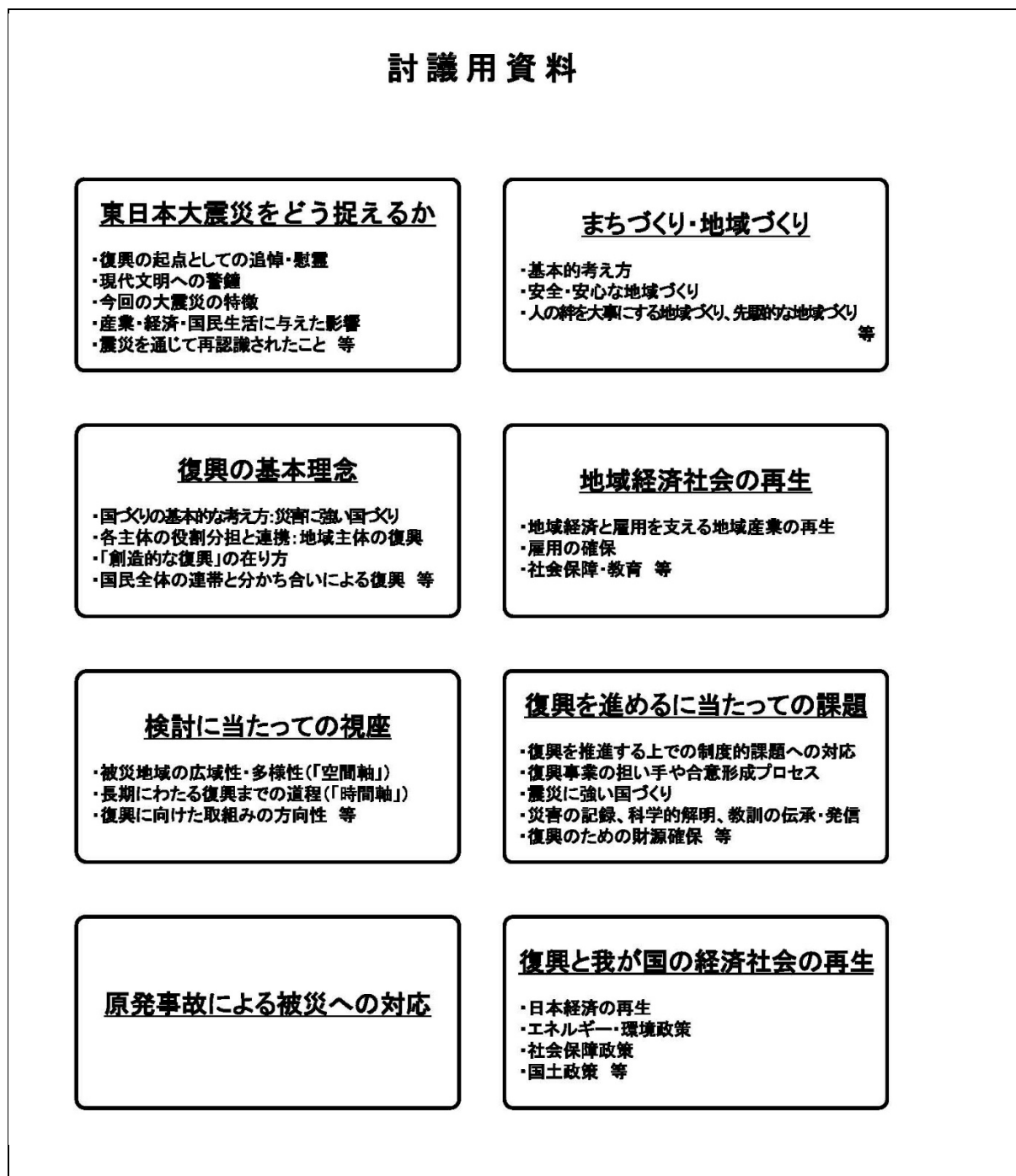
In addition, at the 6th Meeting of the Reconstruction Design Council, council members gave presentations and held free discussions. In addition, an explanation was given on the status of the studies undertaken by the Study Group. At the same briefing, Study Group Chairperson Iio reported that a small number of individuals such as expert council members had started to hold theme-specific workshops with each ministry and agency to advance the study.

At the same meeting, it was suggested that the following points should be considered by the Study Group.

- The ideal form of the promotion of regional culture which takes into account the role that regional culture plays in the hearts and minds of residents
- Sorting of various issues concerning financial resources for reconstruction
- The ideal state in terms of disaster records, scientific clarification, and the lessons to be handed down and disseminated

At the 5th and 6th Meetings of the Reconstruction Design Council, the following materials were presented for discussion and discussions were conducted from eight perspectives.

Figure 1-2-5 Materials used for discussions



Source: The 6th Meeting of the Great East Japan Earthquake Reconstruction Design Council (May 21, 2011)

③ 6th Meeting of the Study Group (May 24, 2011)

The proceedings of the 5th and 6th Meetings of the Reconstruction Design Council were explained, followed by discussions undertaken for the consideration of matters such as the instructions provided by the Reconstruction Design Council.

**b. 7th Meeting of the Reconstruction Design Council (May 29, 2011)**

“Main Opinions Provided Thus Far During the Deliberation Process (Draft)” was submitted, and the chairperson indicated that the eight viewpoints in the materials used for discussion at the 5th and 6th Meetings of the

Reconstruction Design Council had been rearranged into five points of discussion. He indicated his intention to make it public on that day.

Council members provided comments such as those to the effect that the discussion points were not sufficiently summarized and that the fine-tuning of points should be undertaken based on the discussion taking place that day. For this reason, after the discussion on the status of the studies undertaken by the Study Group, the chairperson again provided an explanation to the effect that he wanted to publish the draft in question as a mere basis for discussion and just as a list of opinions. In addition, taking into consideration the public's perception that the Reconstruction Design Council's discussions are widespread and not secretive, the understanding of the meeting participants was sought, and the decision was made to publish it.

### c. Publication of the “Main Opinions Provided Thus Far During the Deliberation Process”

#### ① Positioning of Materials

The document “Main Opinions Provided Thus Far During the Deliberation Process: Seven Principles for the Reconstruction Framework and the Five Points of Discussion,” which was adopted at the 7th Meeting of the Reconstruction Design Council, was considered to be a list and arrangement of the main opinions that had been raised in the deliberation process so far at that point in time for each of the main five points of discussion that should be considered in the future with the aim being the compilation of the recommendations by the end of June this year at the Reconstruction Design Council. At the same time, it was hoped that the publication of the documents would further deepen discussions among people from all walks of life in the nation. The recommendations to be described later largely incorporate the points made in this document.

#### ② Contents of the Materials

The five points of discussion were subdivided into further points of discussion, and the main opinions on the subdivided points of discussion were listed. The subdivided points of discussion are as follows.

- Viewpoint of the concept study (how to view the Great East Japan Earthquake)
  - Characteristics of the great earthquake disaster
  - Impact on elements such as industry, the economy and people's lives
  - Wideness and diversity of the disaster-affected areas (“spatial axis”)
  - Path to reconstruction over the long term (“time horizon”)
  - Direction of reconstruction efforts (“creative reconstruction”)
- Community development (town and village development)
  - Basic approach to community development
  - Creating safe and secure communities
  - Pioneering regional development
  - Leaders of reconstruction projects and the consensus-building process
  - Issues related to land use
  - Methods of reconstruction assistance
- Revitalization of the local economy and society
  - Revitalization of local industries that support local economies and employment
    - Manufacturing, agriculture, fisheries, tourism, renewable energy, etc.
  - Employment
  - Social security, education, etc.
- Response to the disaster caused by the nuclear power station accident
  - Settlement of the nuclear power station accident
  - Efforts for the time being

- Toward reconstruction
- Toward the making of a new country
  - Revitalization of the Japanese economy
  - “The New Public”
  - Securing funds for reconstruction
  - Energy and environmental policy
  - Social security policy
  - Building a disaster-resistant country
  - Disaster records, passing down and dissemination of lessons learned

## 5) Up to the Submission of “Towards Reconstruction -- Hope beyond the Disaster”

### a. Background

#### ① 8th Meeting of the Reconstruction Design Council (June 4, 2011)

An explanation was given on the status of the studies undertaken by the Study Group (sequential briefings from the chairperson of the Study Group on the items considered by the Study Group and the items considered with ministries at the workshops), followed by a free discussion.

#### ② 7th Meeting of the Study Group (June 9, 2011)

The proceedings of the 7th and 8th Meetings of the Reconstruction Design Council were explained, followed by discussions on the consideration of matters such as the instructions provided by the Reconstruction Design Council.

#### ③ 9th Meeting of the Reconstruction Design Council (June 11, 2011)

An explanation was given on the status of the studies undertaken by the Study Group (sequential briefings from the chairperson of the Study Group on the items considered by the Study Group and the items considered with ministries at the workshops [items for which adjustments were completed after the eighth meeting]), followed by a free discussion. During the free discussion, there was an explanation provided by Council Member Onishi on the “Survey on Intentions in Relation to Municipal Reconstruction Concepts”<sup>15</sup> and then a discussion was conducted concerning the outline (rough draft) of the “Recommendations for Reconstruction” prepared by Deputy Chairperson Mikuriya.

#### ④ 8th Meeting of the Study Group (June 14, 2011)

After the conducting of discussions of the recommendations provided by the Reconstruction Design Council, the outline (rough draft) of the “Recommendations for Reconstruction”, which was presented at the 9th Meeting of the Reconstruction Design Council, was explained, opinions were heard, and a free discussion was held. The 8th instance was the last meeting of the Study Group.

#### ⑤ 10th and 11th Meetings of the Reconstruction Design Council (June 18 and June 22, 2011)

At both meetings, discussions were with respect to “Recommendations (Draft).” At the 11th Meeting of the Reconstruction Design Council, it was confirmed that revisions based on the discussions would be left to the discretion of the chairperson, and that the complete version of the recommendations would be hand-delivered to the Prime Minister on June 25.

<sup>15</sup> A survey conducted in order to ascertain the current situation and intentions regarding reconstruction design and reconstruction plans of disaster-affected municipalities. It was conducted for 148 municipalities considered to be “specified local governments affected by the disaster” under the Act on Special Financial Assistance and Subsidies for Coping with the Great East Japan Earthquake (Act No. 40 of 2011) with the Reconstruction Design Council Secretariat serving as the contact point. An investigation was carried out on the state of the formulation of reconstruction design and reconstruction planning, formulation timing, the methods by which the opinions of residents are reflected therein, activity details, and requests provided to the national government.

### b. 12th Meeting of the Reconstruction Design Council (June 25, 2011)

At the beginning of the meeting, it was confirmed that with the implementation of the Basic Act, the Reconstruction Design Council would be positioned in the law as a continuation of the previous council.

Subsequently, a resolution was issued with respect to “Recommendations (Draft)” and “Towards Reconstruction -- Hope beyond the Disaster” was adopted by the Reconstruction Design Council. After the decision was made, each council member expressed their views on the Reconstruction Design Council.

### c. Delivery of “Towards Reconstruction -- Hope beyond the Disaster”

After that, Prime Minister Naoto Kan entered the conference room, and the chairperson handed the Prime Minister a copy of “Towards Reconstruction -- Hope beyond the Disaster.” Prime Minister Naoto Kan expressed the acceptance of the recommendations with the following statement: “We want to make the best use of these recommendations in the future for reconstruction.”

### 6) 13th Meeting of the Reconstruction Design Council (November 10, 2011)

At the beginning of the meeting, the chairperson pointed out that the full-fledged reconstruction work has been too slow, partly due to the impact resulting from the transition from the Naoto Kan Cabinet to the Noda Cabinet. However, he did express appreciation with respect to the contents of the recommendations in the form of a statement to the effect that “the government has been carrying out the reconstruction work in a fairly faithful manner.”

Following an address by Prime Minister Noda, Minister of State for Reconstruction Hirano and Secretary-General Minehisa of the Reconstruction Headquarters explained the current status of reconstruction efforts in the disaster-affected areas starting with three prefectures, followed by a free discussion.

At the end of the meeting, the chairperson stated that the council had made every effort to produce a good report, and that although the Reconstruction Design Council would become a separate organization with the establishment of the Reconstruction Agency, that he would like to ask the government to make good progress including creation of systems.

The 13th Meeting was the last meeting of the Reconstruction Design Council.

## (3) “Towards Reconstruction -- Hope beyond the Disaster”

### 1) Composition of Recommendations

The document “Towards Reconstruction -- Hope beyond the Disaster,” which was decided on and submitted at the Reconstruction Design Council on June 25, 2011, began with the “Seven Principles for the Reconstruction Framework” decided upon at the 4th Meeting of the Reconstruction Design Council, and consisted of prologue, body, epilogue, data section, and reference material sections.

The body text consists of four chapters: Chapter 1 (A New Concept for Rebuilding the Region), Chapter 2 (Restore Life and Livelihood), Chapter 3 (Work Towards Reconstruction After the Nuclear Accident) and Chapter 4 (Open Reconstruction).

### 2) Overview

#### a. Prologue

Outlining the Great East Japan Earthquake, the document states that “The Great Kanto Earthquake and Great Hanshin-Awaji Earthquake, which should be used for comparison, were earthquakes that caused damage due to the collapse of buildings and subsequent fires. In contrast, the Great East Japan Earthquake presents a totally new type of disaster in which the damage from the tsunami was compounded by the nuclear accident.” It goes on to say that since this disaster has the appearance of a compound disaster<sup>16</sup>, and because the path to reconstruction is as difficult as solving a comprehensive problem, that “these recommendations present solutions to these comprehensive issues.”

The document added that the only way to solve the problem was to turn to familiar experiences, what the experience of an unprecedented earthquake disaster made people once again recognize. It states that by facilitating a

<sup>16</sup> “A compound disaster” refers to multiple disasters happening at the same time or in sequence. In such disaster scenarios there is a tendency for damage to be magnified as the disasters are interrelated. For example, in places where an earthquake has caused ground subsidence, subsequent torrential rains could cause a large-scale land-slide disaster. This would be termed a compound disaster. (excerpt from Comment 1 of the Prologue of the Recommendations).

self-awareness when it comes to who has been supporting our lives so far, the act of “connecting” oneself to something is what makes it clear whom we now should be supporting.

Connect people to people, connect regions to regions, connect companies to companies, connect cities, towns and villages to the national and prefectural governments, connect entities found within local communities to those outside, connect eastern and western Japan, and connect countries. The reality of supporting is discovered by connecting to a greater or lesser extent, and the light of reconstruction shines through there. By repeating the act of ‘connecting’, the people of the disaster-affected areas will first of all strive for a symbiosis of sorts between people and nature, while promoting the concept of disaster mitigation<sup>17</sup>. Then, the areas will regenerate their own local communities and local industries. The document expressed the idea that “hope will arise from that, and that eventually the surviving hope will become proof of reconstruction.”

In addition, the document stated that the nation as a whole should support the reconstruction of Tohoku in order to increase the sense of hope for Japan’s revival, and that this sense of hope will foster a symbiosis of sorts between people, which will have a global reach. It goes on to state that the understanding of the concept of ‘being at one with those who perished’ would advance only if the desire for ‘symbiosis’ was strengthened in this way, and that people would cherish existing lives through mourning and repose the souls belonging to the lives that had been lost all at once.

The Prologue of the recommendations concludes, “only then, do we believe, that will we be able to consolidate the steps toward hopeful reconstruction after the destruction.”

## b. Body Text

### ① Chapter 1: A New Concept for Rebuilding the Region

It was indicated in this chapter that when it comes to reconstruction, the concept of “disaster mitigation” which serves to minimize the damage in the event of a disaster, is important, as opposed to the idea of being able to completely contain a major natural disaster. Based on this concept, it was shown that importance must be attached not only to defense by means of infrastructure-related measures, but also to people-oriented measures such as disaster prevention education based on escaping to safety, meaning that the importance of mobilizing all kinds of infrastructure-related and people-oriented measures was indicated.

It was also pointed out that when it comes to regional development, sufficient consideration must be given to ensuring the unity of communities that value people-to-people ties, and that for future plans which take a look at the future vision of the region, priority must be given to the needs of the region, long-term perspectives and insights, and to the pursuit of socioeconomic potential that will facilitate the leading of the coming era. In addition, points for reconstruction measures according to five regional types, including “areas where urban functions exist on the plains with most of them having been damaged in the disaster,” were presented in an overview. It also indicated the need for comprehensive measures that are not bound by the existing framework, such as technical reviews for a “durable seawall” and improvement and development of existing reconstruction-related projects, such as the development of “projects to promote collective relocation for disaster prevention,” as well as measures to integrate land use planning procedures and to facilitate coordination of land use and rights in reconstruction projects.

It was stated that “municipalities that are closest to residents and understand local characteristics serve as the basis for reconstruction,” that the national government “should present an overall policy for reconstruction and make efforts to maximize the capabilities of municipalities, which are the main actors in reconstruction,” as well as provide appropriate support and design necessary systems based on the wishes of the people working in the field, and that prefectural governments would “respond to wide-area administrative issues as local governments encompassing municipalities.” In addition, the document states that in order to respect the needs of local residents, it is necessary to create a system that serves to compile the opinions of residents and reflects them upon government administration, and that all possible means should be mobilized, including the utilization of public-private partnerships, the “New Public,” community development companies, and rural communities. Furthermore, the document presented the importance of elements such as the development of human resources (especially from among residents) and the utilization of experts in order to have residents participate actively in

<sup>17</sup> “disaster mitigation” refers to minimizing the damage caused by natural disasters, rather than preventing it completely. Therefore, it is necessary to combine infrastructure-oriented measures (disaster prevention drills, disaster prevention education, etc.) and people-oriented measures in a multilayered manner (excerpt from Comment 2 in the Prologue of the Recommendations).

reconstruction projects and presented the importance of human resources who play a connecting role for the reconstruction of the community, including the examination of mechanisms for reconstruction support staff.

In addition, it was noted that it would be necessary to examine systems and projects with a view to making them permanent measures in order to contribute to reconstruction taking place in the wake of future disasters, and that the national government should present its mindset for building tsunami-resistant regions through the establishing of new general systems. In addition, the document expressed the necessity of preparing a broad menu that can meet the needs, of speeding up the response of additional measures, and of a “special zone” approach<sup>18</sup> to unify the land use planning procedures amid a situation where reliable support is sought after which matches the necessity and contents of individual projects.

## ② Chapter 2: Restore Life and Livelihood

This chapter indicated the necessity of the restoration of medical institutions, social welfare facilities, day-care centers, etc. and the establishment of support bases for them, as well as the necessity of further infrastructure development for health and medical care, nursing care, and welfare services, for cooperative efforts among related parties, for crime prevention, for consultation assistance such as that involving mental care provided from a long-term perspective, for the improvement of educational environments, and for assistance provided to orphaned children. It was also recommended that efforts in the disaster-affected areas be positioned as models for a future society with a declining birthrate and an aging population, and that efforts taking place outside the disaster-affected areas should be made to shift to “comprehensive community care models.” At the same time, it was pointed out that it was necessary to strengthen disaster prevention functions and regional community hub functions when it comes to the rebuilding of schools, to build regional networks through the promotion of disaster prevention education, to secure educational opportunities, to develop new educational environments in response to elements such as the progress of science and technology, internationalization, and computerization, and to upgrade human resources and have them become established in local communities.

In addition, it was stated in the document that amid a situation where elements such as the restoration of cultural properties and restoration of traditional events are sought after in order to facilitate the revitalization of local communities, that it is important to maintain local identities. In addition, the document indicated the necessity of support for the rebuilding/enhancement of disaster-affected museums and the establishment of a system for investigating buried cultural properties to facilitate speedy reconstruction. The document furthermore stated that support for cultural and artistic activities to foster a sense of community unity, promotion of events and sports activities, and promotion of the invitation and hosting of international competitions as a symbol of the revival of Tohoku, should be promoted, and that the development of a culture born out of reconstruction assistance is required.

As for employment, the document calls for elements such as the swift payment of unemployment benefits, the easing of conditions, the easing of application criteria for employment adjustment subsidies, cooperation between local governments and Hello Work to connect job openings for reconstruction projects to the employment of disaster victims, and the strengthening of the functions and systems involved therein. Also stated is that the key to employment recovery is the reconstruction of agriculture, forestry, fisheries, manufacturing, and tourism, as well as the introduction of new industries, and the document indicates the importance of elements such as the rebuilding of corporations and attracting businesses to the area when it comes to employment support. At the same time, the document states that it is important to support efforts such as the upgrading of local industries, the training of human resources who will be responsible for the creation of new industries, and the enhancement of vocational training for the purpose of facilitating the reconstruction of industries that generate high levels of added value. In addition, it was pointed out in the document that it is necessary to have the reconstruction of employment take place in an all-inclusive manner and in a manner which ensures that things carry on to the next generation, and that securing stable employment and income opportunities through concurrent employment would also be considered to be an effective approach.

The document states that reviving regional economic activities would require elements such as measures to deal with capital impairment and support for the financing of enterprises, the promotion of measures purposed with promoting the establishment of business locations, the promotion of the introduction of business continuity plans, further support for SMEs, and support when it comes to the problem of overlapping debt. In addition, anticipation was indicated with respect to both the creation of new industries and jobs and the revitalization of regional industries through technological innovation in Tohoku as the result of both the formation of hub functions and cooperation between industry, academia and government. The policies required for restoration and reconstruction in relation to agriculture and forestry and fisheries were presented. Regarding tourism, the document presented the necessity of utilizing regional tourism resources, creating new tourism styles, and promoting exchanges of people and tourism through reconstruction.

It was stated that in order to strengthen the infrastructure that supports regional economic activities, it is necessary to develop disaster-resistant transportation networks, upgrade logistics systems, promote the use of

<sup>18</sup> The “special zone” approach here refers to the application of special regulatory measures and other special measures in a limited area and period in response to proposals provided by local governments in disaster-affected areas (excerpt from Comment 8 of Chapter 1 of the Body Text of the Recommendations).

renewable energy, and improve energy efficiency. It was also stated that efforts should be made to revitalize local communities using information and communication technologies, to disseminate information, and to revitalize and create local industries.

In addition, the document states that in order to implement detailed support measures while leveraging private sector funds and know-how, it would be effective to utilize the “special zone” approach for reconstruction, wherein these measures can be implemented centrally (in a one-stop manner) and quickly after having first gone through with giving specific consideration to various necessary support measures (such as exceptions to decentralize regulations and authority, the simplification of procedures, and economic support) and subsequently limiting the areas and time periods involved. It also pointed out the need for easy-to-use and highly flexible subsidy mechanisms that enable local governments (which are the main actors in terms of reconstruction) to develop various measures necessary for reconstruction in addition to responding to elements such as new community development. It also pointed out the need to consider the establishment of a fund that would enable the flexible implementation of necessary projects by filling gaps in the current system while receiving support from the national and prefectural governments.

The document states that with respect to the securing financial resources for reconstruction, the basic mindset would be one based on the idea that “one cannot talk about reconstruction without discussing financial resources, and one cannot talk about financial resources without discussing what reconstruction looks like.” It also stated that considering Japan’s financial and population situation, “financial resources for restoration and reconstruction must be secured through solidarity and burden-sharing among the entirety of the generations of people living today, without delaying the burden to the next generation.” The document continues, stating that along with the concrete implementation of the reconstruction support measures, the government should review the existing expenditures as well as rapidly implement multifaceted studies especially centered on key taxes, and take specific measures for a temporary increase in taxes while the national and local governments’ demand for reconstruction increases. The document states that this point is particularly important when issuing ‘reconstruction bonds’ as a temporary bridge to cover prior demand from the perspective of maintaining market confidence in Japanese government bonds.

In addition, it was stated in the document that since many of the local governments affected by the disaster have low financial capacities, that the financial resources used for reconstruction by local governments should also be secured through measures such as the temporary tax increase mentioned above in order to address the temporary demand. It was also stated that financial resources should be secured by increasing the local allocation tax so as not to unnecessarily affect the burdens shouldered by local governments outside the disaster-affected areas.

Further, the document states that the use of private funds should also be considered in areas where the reimbursement of funds would be possible and where loan funds can be expected to be utilized, as well as in areas where linkage with voluntary financial assistance provided from the private sector and individuals can be anticipated.

### ③ Chapter 3: Work Towards Reconstruction After the Nuclear Accident

The document states that reconstruction taking place after the Great East Japan Earthquake cannot be considered without considering the reconstruction of the areas affected by the situation with the nuclear power plant. It cites “the government taking responsibility for bringing the nuclear power station accident under control as soon as possible” as a major precondition for reconstruction, and that the government should respond to the situation in a manner which has it taking responsibility for emergency measures, recovery measures and reconstruction after the nuclear disaster. It was also stated that the investigation of the cause of the accident, the assessment of the impact, and the verification of the adequacy of the accident response, should be carried out thoroughly to gain the trust of the international community.

The document indicated that with regard to support for disaster victims and disaster-affected municipalities, there was a need for prompt, fair, and appropriate compensation for disaster victims (including business operators), for early enactment of a “bill for Nuclear Damage Compensation Facilitation Corporation” to facilitate the prompt provisional payment of funds, and for support to be provided in relation to damage resulting from harmful rumors. It was also noted that special measures were required to maintain local communities, and that institutional and financial responses were important to maintain administrative services functions for residents in the evacuation areas.

In addition, the document indicated the necessity of the unified, systematic and continuous implementation of radiation dose monitoring based on uniform national policies and standards, the early disposal of elements such as radioactive waste, the specialized and continuous ascertaining of contamination statuses and other elements, the centralized collection and provision of information, and the early establishment and steady implementation of approaches for decontamination.

It was also stated that health management issues should be approached early, that continued implementation of health maintenance measures should take place, and that facilities such as those for long-term health management concerning the effects of radiation and for the conducting of cutting-edge research and medical care should be set up in Prefecture Fukushima and maintained.

It was pointed out that when it comes to the goal of reconstruction, that the national government needs to

continue to take responsibility for the tasks of revitalization and reconstruction from a long-term perspective, including with respect to the unification of national preparedness to respond to reconstruction in the wake of the nuclear disaster and with respect to the necessary legislation. It was also mentioned that a forum should be established for discussions for reconstruction and revitalization that focus on the nuclear disaster. It also stated that the government should form an open research base that brings together domestic and international wisdom to promote the most advanced international efforts for environmental restoration, utilize the “special zone” approach to consolidate the medical industry, develop state-of-the-art medical institutions, establish a research base for renewable energy, and support the consolidation of related industries.

It additionally stated that in the areas affected by the nuclear accident, the reconstruction process are expected to take longer than in other disaster-affected areas, and the recognition that “reconstruction taking place in the wake of the Great East Japan Earthquake will not end until the land of Fukushima is revived” should be shared by the whole nation.

#### ④ Chapter 4: Open Reconstruction

The need to ensure a stable supply of electricity was indicated in the document as a high priority issue. It was also stated that the government should formulate new safety standards specifically after having investigated the causes and effects of the nuclear power station accident and verifying the adequacy of the accident response. It was stated that when it comes reviewing the energy strategy, it is necessary to comprehensively promote the introduction of renewable energy, energy conservation measures, stable supply of electricity, and reduction of greenhouse gases, which includes the elements of early establishment of a full amount purchase system, efforts to stabilize output, and technological development.

It was stated that in addition to the reconstruction of the disaster-affected areas, efforts must be made to revitalize the Japanese economy. To do this, aiming at the presentation of a model for correcting regional disparities through the development of the disaster-affected areas, realizing a society in which citizens remain active throughout their lives, and creating high-value-added industries, were required.

In addition, it was indicated that in order for Japan to become a frontrunner in environmental issues, it is necessary to realize a sustainable environmentally advanced region in Tohoku by means of action that includes utilizing renewable energy resources, realizing an economic society that coexists with the natural environment, and forming a recycling-oriented society through the recycling of disaster waste.

It was also indicated that in terms of “reconstruction open to the world,” efforts should be made to restore the credibility of Japanese brands, such as by dispelling harmful rumors through accurate information dissemination and continuous information disclosure, to promote exchanges, to promote investment from abroad, to promote the acceptance of foreign nationals, and to create jobs and economic development by expanding overseas sales channels for products from the disaster-affected areas.

It was stated that in terms of people’s connections and mutual support, it is expected that new mechanisms for comprehensive support and participation guarantees that are based on mutual assistance would be constructed with the model then spreading throughout Japan. It was also stated that various measures should be promoted which are based on the philosophy of building an inclusive society that excludes no one. In addition, the document also stated that NPOs and volunteer activities have reached a higher level after the Great East Japan Earthquake, and that it is necessary to work on elements such as the establishment of systems and mechanisms so that the power of the “New Public” could be fully realized.

Furthermore, the document also states that in order to build a nation that is resilient to disasters, it is necessary to reexamine existing disaster prevention measures and promote academic research on earthquakes (including the promotion of international joint research), build a nation based on the concept of disaster mitigation, and strengthen measures against possible large-scale earthquakes. At the same time, the importance of public assistance, self-reliance, and mutual reliance, the importance of consideration for persons in need of assistance in times of disaster, the importance of the creation of areas where crime is less likely to occur, and the importance strengthening of cooperation between the national and local governments were mentioned. In addition, it was indicated that it was necessary to examine the ideal way of national land use itself based on the concept of disaster mitigation and to share the lessons learned from the earthquake across regions and across generations. It was also indicated that mechanisms should be established for the unitary storage and utilization of materials (including the development of core facilities and digitization).

## c. Conclusion

In conclusion, these recommendations constitute the following:

- Proposal of new regional development methods led by municipalities based on the concept of disaster mitigation
- Presentation of directions for the revitalization of various industries for the purpose of regional revitalization
- Presentation of response measures against the nuclear disaster and the proposal of a new direction for Japan's energy structure through the promotion of renewable energy
- Proposal of an open road to reconstruction by having people connecting with and supporting each other

It was indicated that these recommendations were conceived with the hope that the “sound of the hammers of reconstruction taking place in the wake of the Great East Japan Earthquake would become connected to the revitalization of Japan as a whole” and that the recommendations involve the hope that “people of the disaster-affected areas would become united in the midst of tragedy, and that through national solidarity and mutual support, a light of hope would shine on the disaster-affected areas.”

These recommendations ended with the strong desire that the government take these recommendations seriously and implement them in a sincere and prompt manner.

#### **d. Materials and Reference Materials**

The data section includes the top 10 largest earthquakes that have occurred since 1900, an overview of The 2011 off the Pacific coast of Tohoku Earthquake and traces of the tsunami caused by that earthquake, the damage to people and housing damage by prefecture during the Great East Japan Earthquake, the number of dead and missing people and damage done to buildings in coastal municipalities, the total number of rescue operations and other actions performed, the damage done to essential services and infrastructure, a comparison of the Great Hanshin-Awaji Earthquake and the Great East Japan Earthquake, a comparison of causes of death in the Great Kanto Earthquake, the Great Hanshin-Awaji Earthquake and the Great East Japan Earthquake, the (financial) amount of damage caused by the Great East Japan Earthquake, differences in the macroeconomic environment in comparison to that present at the time of the Great Hanshin-Awaji Earthquake, the target population of evacuation areas, deliberate evacuation areas, and emergency evacuation preparation areas (4/22 onward), and the acceptance of rescue teams arriving from overseas.

The following documents were attached as reference materials: Register of Names (Reconstruction Design Council and Study Group), Progress of Deliberations, About the Convening of the Great East Japan Earthquake Reconstruction Design Council (Cabinet Decision issued on April 11, 2011), the inquiry document titled “Reconstruction Plan for the Formulating of Guidelines for the Reconstruction of Areas Affected by the Great East Japan Earthquake” and the Basic Act on Reconstruction in Response to the Great East Japan Earthquake (Excerpt).

### **(4) Abolition of the Council**

In Article 24, Paragraph 4 of the Basic Act, the functions of the Reconstruction Design Council were to be handed over to the Reconstruction Agency and the organizations to be established there.

With the establishment of the Reconstruction Agency under the Act on the Establishment of the Reconstruction Agency (Act No. 125 of 2011), which went into effect on February 10, 2012, it was decided that the Reconstruction Design Council was to be abolished. In addition, the Basic Act was revised pursuant to the provisions of Article 8 of the Supplementary Provisions of the Act, and the provisions related to the Reconstruction Design Council, etc. were deleted from the Act.

### 3. Establishment of the Reconstruction Headquarters

#### (1) Establishment of the Reconstruction Headquarters

##### 1) Establishment of the Reconstruction Headquarters and Other Such Organizations

In accordance with Article 11 of the Basic Act, the Reconstruction Headquarters was established in the Cabinet on June 24, 2011. It was decided that the Reconstruction Headquarters would be in charge of the following: ① the planning, drafting, and overall coordination of the Basic Guidelines for Reconstruction after the Great East Japan Earthquake; ② the administrative work involved in the promotion and overall coordination of the implementation of the national government's support for reconstruction projects undertaken by the relevant local governments and other measures taken by the relevant administrative organs for reconstruction in response to the Great East Japan Earthquake; and ③ other administrative work assigned to the Reconstruction Headquarters pursuant to laws and regulations.

In addition, the Iwate Local Response Headquarters (under the jurisdiction of Morioka City and Iwate Prefecture), the Miyagi Local Response Headquarters (under the jurisdiction of Sendai City and Miyagi Prefecture), and the Fukushima Local Response Headquarters (under the jurisdiction of Fukushima City and Fukushima Prefecture) were established as regional organizations based on the said Act and the Ordinance for the Great East Japan Earthquake Reconstruction Headquarters (Government Ordinance No. 182 of 2011), which was promulgated and came into effect on the same day, in order to distribute a portion of this administrative work.

##### 2) Composition, etc. of the Reconstruction Headquarters and Other Such Organizations

###### a. Composition of the Reconstruction Headquarters

The Prime Minister was appointed as the Director-General of the Reconstruction Headquarters. The Chief Cabinet Secretary and the Minister of State for Reconstruction after the Great East Japan Earthquake<sup>19</sup> (hereinafter referred to as the "Minister of State for Reconstruction") were appointed as Deputy Director-Generals. Moreover, members of the headquarters consist of the following.

- All Ministers of State other than the Director-General and the Deputy Director-General
- Persons appointed by the Prime Minister from among the Deputy Chief Cabinet Secretary, state ministers or parliamentary vice-ministers of the relevant ministries and agencies, or the heads of relevant administrative organs other than the Ministers of State

A secretary appointed by the Prime Minister was to be appointed from among the officials of the relevant administrative organs. In addition, two Assistant Directors-General were to be appointed by the Prime Minister from among either the Deputy Chief Cabinet Secretary or state ministers or parliamentary vice-ministers of the relevant ministries and agencies who are the members of the Great East Japan Earthquake Reconstruction Headquarters. A secretariat was also to be established in the Reconstruction Headquarters.

###### b. Local Response Headquarters

It was stated that there would be a Director-General of the Local Response Headquarters appointed by the Prime Minister from among the state ministers, parliamentary vice-ministers and other officials of the relevant ministries and agencies, and that there would be members of the Local Response Headquarters, who were to be appointed by the Prime Minister from among the heads of the relevant local administrative organs of the state and other officials. Also stated was the fact that the Local Response Headquarters Secretariat would be established within the Local Response Headquarters.

###### c. Constituent Members, etc. of the Reconstruction Headquarters

Elements such as the constituent members and the structure of the Reconstruction Headquarters as of the 1st Meeting of the Reconstruction Headquarters (June 28, 2011) are as follows.

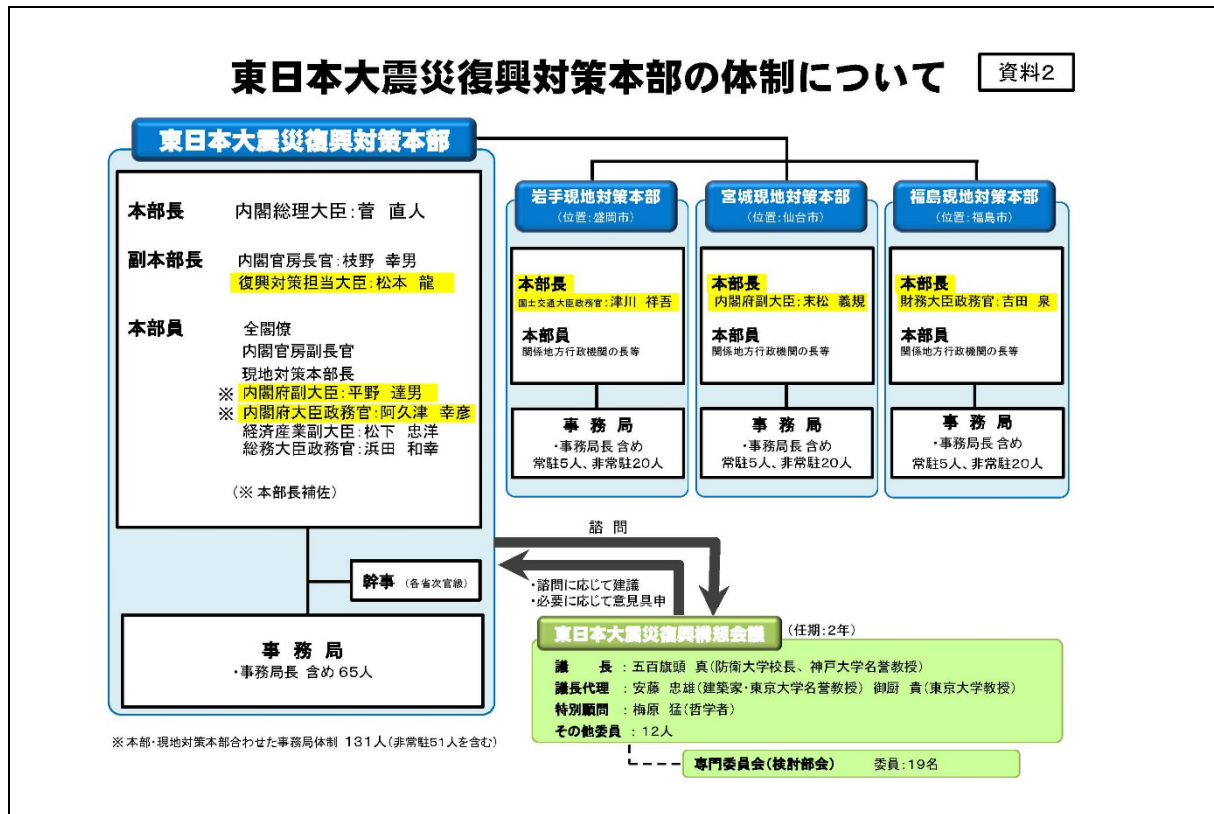
<sup>19</sup> A Minister of State whose duty is to assist the Prime Minister in the promotion of measures for reconstruction after the Great East Japan Earthquake upon the Prime Minister's order.

Figure 1-2-6 Great East Japan Earthquake Reconstruction Headquarters: List of Constituent Members and Secretaries

| 東日本大震災復興対策本部 構成員          | 東日本大震災復興対策本部 幹事名簿 |
|---------------------------|-------------------|
| 本 部 長：内閣総理大臣              | 内閣法制次長            |
| 副 本 部 長：内閣官房長官            | 内閣府事務次官           |
| 松本 東日本大震災復興対策担当大臣         | 警察庁長官             |
| 本 部 員：本部長及び副本部長以外の全ての国務大臣 | 金融庁長官             |
| 内閣官房副長官                   | 消費者庁長官            |
| 末松 内閣府副大臣（宮城現地対策本部長）      | 総務事務次官            |
| 津川 国土交通大臣政務官（岩手現地対策本部長）   | 法務事務次官            |
| 吉田 財務大臣政務官（福島現地対策本部長）     | 外務事務次官            |
| 平野 内閣府副大臣 ※               | 財務事務次官            |
| 阿久津 内閣府大臣政務官 ※            | 文部科学事務次官          |
| 松下 経済産業副大臣                | 厚生労働事務次官          |
| 浜田 総務大臣政務官                | 農林水産事務次官          |
| ※本部長補佐                    | 経済産業事務次官          |
|                           | 国土交通事務次官          |
|                           | 環境事務次官            |
|                           | 防衛事務次官            |

Source: The 1st Meeting of the Great East Japan Earthquake Reconstruction Headquarters (June 28, 2011) Appendix 1-1 and Appendix 1-2

Figure 1-2-7 Structure of the Great East Japan Earthquake Reconstruction Headquarters



Source: The 1st Meeting of the Great East Japan Earthquake Reconstruction Headquarters (June 28, 2011) Appendix 2

## (2) Background on the Convening of Meetings

The Reconstruction Headquarters held a total of 12 meetings between the first meeting on June 28 of 2011 and January 23 of the following year. It discussed elements such as the basic policy, the scales and financial resources for projects, and the project plans and timetables of the Cabinet Office and each ministry.

Figure 1-2-8 List Concerning the Background on the Convening of Meetings Great East Japan Earthquake Reconstruction Response Headquarters and Decision Items

\* The underlined items consist of key matters for which decisions were rendered

| Instance | Meeting date    | Agenda  | Remarks   |
|----------|-----------------|---|---|
| 1st      | June 28, 2011   | <ul style="list-style-type: none"> <li>About the Operation of the Great East Japan Earthquake Reconstruction Headquarters</li> <li>About Recommendations Provided by the Reconstruction Design Council</li> </ul>   |   |
| 2nd      | July 21, 2011   | <ul style="list-style-type: none"> <li>About the Outline of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake</li> </ul>   |   |
| 3rd      | July 26, 2011   | <ul style="list-style-type: none"> <li>About Elements Such as Issues Pertaining to Business Scales and Financial Resources</li> </ul>   | Materials not subject to disclosure   |
| 4th      | July 29, 2011   | <ul style="list-style-type: none"> <li>About the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake</li> </ul>  |   |
| 5th      | August 11, 2011 | <ul style="list-style-type: none"> <li>Proposal for Revision of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake</li> </ul>   | Round-robin meeting   |
| 6th      | August 26, 2011 | <ul style="list-style-type: none"> <li>About the Current Status of Restoration and Efforts to Address Major Issues</li> <li>About the Basic Policy Regarding Emergency Implementation of Decontamination (Draft)</li> <li>Holding of a Forum for Discussions with Fukushima Prefecture</li> </ul> | Joint Meeting with the Extreme Disaster Management Headquarters and the Nuclear Emergency Response Headquarters |

| Instance | Meeting date       | Agenda  | Remarks   |
|----------|--------------------|---|---|
| 7th      | September 11, 2011 | <ul style="list-style-type: none"> <li>About Elements Such as the Current Status of Restoration and Efforts to Address Major Issues</li> <li>About the Status of Efforts for Support for Disaster Victims in Relation to the Nuclear Accident</li> <li>Additional Report of the Government of Japan to the International Atomic Energy Agency: About the Accident at the Fukushima Nuclear Power Station of Tokyo Electric Power Company - (Second Report)</li> </ul>   | Joint Meeting with the Extreme Disaster Management Headquarters and the Nuclear Emergency Response Headquarters |
| 8th      | September 20, 2011 | <ul style="list-style-type: none"> <li>About Financial Measures for Restoration and Reconstruction and the Third Supplementary Budget for FY2011</li> </ul>   |   |
| 9th      | October 7, 2011    | <ul style="list-style-type: none"> <li><u>About the Third Supplementary Budget and Securing Financial Resources for Reconstruction</u></li> <li>Reconstruction-related Budgets, etc.</li> </ul>   |   |
| 10th     | November 29, 2011  | <ul style="list-style-type: none"> <li>Review of the Government's Business Plan Pertaining to Reconstruction Measures and the Progress Schedule Chart</li> <li>Status of the Formulation of Plans for Reconstruction at Municipalities</li> <li>Efforts Involving the Recording of Information on Earthquake Disasters at the National Diet Library (Report)</li> </ul>   |   |
| 11th     | December 27, 2011  | <ul style="list-style-type: none"> <li><u>Basic Policy for Special Reconstruction Zones (Draft)</u></li> </ul>  | Round-robin meeting   |
| 12th     | January 23, 2012   | <ul style="list-style-type: none"> <li><u>About the Establishment of the Reconstruction Agency (Date and Location of Establishment)</u></li> <li>About the Current Status of Major Issues and Policies for Addressing Them</li> <li><u>(Establishment of study teams for relevant ministries and agencies to support the return of evacuees resulting from the Fukushima nuclear power station accident)</u></li> <li>Status of Consideration of the Draft for the Act on Special Measures for the Reconstruction and Revitalization of Fukushima (Tentative Name)</li> <li>Proposed Budget for Reconstruction in FY2012</li> </ul> |   |

### 1) 1st Meeting of the Reconstruction Headquarters (June 28, 2011)

At the 1st Meeting of the Reconstruction Headquarters, the following agenda items were discussed.

#### a. About the Operation of the Great East Japan Earthquake Reconstruction Headquarters

A decision was rendered with respect to “About the operation of the Great East Japan Earthquake Reconstruction Headquarters” (decided by the Director-General of the Great East Japan Earthquake Reconstruction Headquarters on June 28, 2011). As a result, it was decided that the Director-General would be able to request the attendance of relevant persons as necessary, that the materials distributed at the meetings of the Reconstruction Headquarters would, in principle, be made public promptly after the meetings of the Headquarters, and that other matters necessary for the operation of the Reconstruction Headquarters would be determined by the Director-General.

#### b. About Recommendations Provided by the Reconstruction Design Council

Explanations were heard from Reconstruction Design Council Chairperson Iokibe regarding the recommendations submitted by the Great East Japan Earthquake Reconstruction Design Council on June 25, 2011. In response, Chief Cabinet Secretary Edano provided the following statement: “The government will respect these recommendations to the fullest extent and make efforts to implement them promptly”

In addition, Minister of State Gemba asked about the timing of the establishment of a council organization for nuclear hazard responses, and the Chief Cabinet Secretary replied that he had not envisaged any specific establishment of such an organization. Chairperson Nakano of the National Public Safety Commission asked about the Reconstruction Agency and special reconstruction zones, and the Chief Cabinet Secretary replied that a final draft would be obtained by the end of the year.

In addition, Prime Minister Naoto Kan issued instructions the formulation of the Basic Guidelines for Reconstruction and provided instructions to the effect that the recommendations of the Reconstruction Design Council be compiled with maximum respect, that the Deputy Director-General should examine and present the direction for consideration of the Basic Guidelines, and that each ministry and agency should review the recommendations before starting to consider issues.

## 2) 2nd Meeting of the Reconstruction Headquarters (July 21, 2011)

At the 2nd Meeting of the Reconstruction Headquarters, the following agenda items were discussed.

### a. About the Outline of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake

In order to solicit opinions from the local governments of the disaster-affected areas, the Cabinet Office and each ministry, the ruling and opposition parties, and other such parties, the “Draft Outline of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake” was presented. The contents of coordination with the Cabinet Office and Ministries and the local governments of the disaster-affected areas are reflected within the draft outline in question, and it was decided that opinions and other matters not reflected within the draft outline would be reflected within the substance of the Basic Guidelines once coordination has been achieved. It was also decided that the period of reconstruction, the scale of restoration and reconstruction projects, and the course of the redemption of reconstruction bonds would be discussed among the relevant ministers and be reflected within the substance of the Basic Guidelines after coordination takes place.

In the discussion related to draft outline, Minister of Agriculture, Forestry and Fisheries Kano stated that the overall picture of reconstruction would be for the reconstruction of all of eastern Japan, and that a balance should be considered, not only for the three prefectures. He also asked for an explanation on the scale of reconstruction and reconstruction projects reported in some media. In addition, Minister of Justice Eda and others made requests for individual entries. After these discussions, the “Draft Outline of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake” was adopted as originally proposed.

After that, Prime Minister Naoto Kan, in compiling the Basic Guidelines, provided instructions such as those to the effect that, in principle, reconstruction should be carried out based on the initiative of the local communities, that the voices of the local communities should be fully listened to, and that the members of the Headquarters should work together as one.

## 3) 3rd Meeting of the Reconstruction Headquarters (July 26, 2011)

At the 3rd Meeting of the Reconstruction Headquarters, the following agenda items were discussed.

### a. About Elements Such as Issues Pertaining to Business Scales and Financial Resources

Minister of State for Reconstruction Hirano<sup>20</sup> and Minister of Finance Noda provided explanations on the reconstruction period, the scale of restoration and reconstruction projects, the financial resource framework, the redemption period of reconstruction bonds, and the temporary tax increase measures<sup>21</sup>. Minister of Agriculture, Forestry and Fisheries Kano asked about the method for determining the total project cost, and Minister of Finance Noda explained that the estimate was based on comparison with the total amount of damage caused by the Great Hanshin-Awaji Earthquake. In addition, Minister of Health, Labour and Welfare Hosokawa requested an explanation on how to supplement the pension fund (2.5 trillion yen), which had been used as a source of funds in the first supplementary budget for FY2011, and Minister of State Gemba indicated his intention to supplement the fund with reconstruction bonds. In addition, opinions were expressed on fiscal measures to cope with the nuclear power station accident and consideration of measures to increase taxes temporarily.

After that, decisions were made on the reconstruction period, the scale of restoration and reconstruction measures, the redemption period of reconstruction bonds, the fiscal framework, the mindset in terms of temporary tax increase measures, and the conceptualization of the Basic Guidelines based on the discussions so far<sup>22</sup>. It was then decided that the Basic Guidelines would continue to be compiled.

## 4) 4th Meeting of the Reconstruction Headquarters (July 29, 2011)

At the 4th Meeting of the Reconstruction Headquarters, the following agenda items were discussed.

### a. About the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake

Minister of State for Reconstruction Hirano provided an explanation on the “Draft for the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake.” Minister of Health, Labour and Welfare Hosokawa asked a question about the supplementing of the pension fund, and Minister of State Gemba explained the policy for the provision of funds through reconstruction bonds and the planned three-party agreement. After that,

<sup>20</sup> On July 5, 2011, he assumed the post due to the resignation of Minister Matsumoto.

<sup>21</sup> The materials and explanations are not available to the public.

<sup>22</sup> Not disclosed publicly.

the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake were adopted as originally proposed [See 4. (1) for details on the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake].

Following this, Prime Minister Naoto Kan instructed the Cabinet Office and each ministry to implement various measures as soon as possible based on the Basic Guidelines, to explain the Basic Guidelines carefully to the local areas where reconstruction was taking place and to gain the public's understanding of the reconstruction behind which a national effort was taking place, to make thorough efforts to further reduce expenditures and secure non-tax revenues in order to secure financial resources, to start discussions on tax measures at the government's Tax Commission, and to compile a third supplementary budget for full-scale reconstruction based on the Basic Guidelines.

### **5) 5th Meeting of the Reconstruction Headquarters (August 11, 2011)**

At the 5th Meeting of the Reconstruction Headquarters, a decision was issued by means of a round-robin meeting with respect to "Revision Proposal for the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake," which contained an addition to the effect that pension funds used as reconstruction funds in the First Supplementary Budget for FY2011 would be added to the funds for restoration and reconstruction projects when it came to the matter of redemption funds for supplementing such pension funds using reconstruction bonds [See 4. (1) for details of the revision].

### **6) 6th Meeting of the Reconstruction Headquarters (August 26, 2011)**

At the 6th Meeting of the Reconstruction Headquarters, which was held as a joint meeting together with the 18th Meeting of the Extreme Disaster Management Headquarters and the 19th Meeting of the Nuclear Emergency Response Headquarters, the following agenda items were discussed.

#### **a. About the Current State of Recovery and State of Efforts to Tackle Major Issues (Extreme Disaster Management Headquarters and Reconstruction Headquarters)**

Minister of State for Reconstruction Hirano provided an explanation on the current status of restoration and efforts aimed at addressing the main issues.

#### **b. Basic Policy Regarding Emergency Implementation of Decontamination (Draft) [Nuclear Emergency Response Headquarters]**

Based on the idea that the national government should take responsibility in immediately tackling decontamination, Minister of State Hosono explained the "Basic Mindset for the Promotion of Decontamination (Draft)" and the "Basic Policy Regarding Emergency Implementation of Decontamination (Draft)." Then, after a Q&A session took place, the draft was adopted as proposed. Also indicated was the fact that an additional report would be created for the IAEA General Conference on September 19, 2011.

#### **c. About the Convening of a Forum for Discussions with Fukushima Prefecture (Reconstruction Headquarters)**

In order to discuss elements such as measures for the reconstruction and revitalization of Fukushima Prefecture following the nuclear disaster based on the basic policy for reconstruction, Minister of State for Reconstruction Hirano provided a report on elements such as the fact that a "council for the reconstruction and revitalization of Fukushima following the nuclear disaster" would be established anew as a forum for consultation between the national government and Fukushima Prefecture, and that the first council meeting would be held on August 27, 2011.

Following this, Prime Minister Naoto Kan provided instructions on support for the preparation of reconstruction plans by municipalities and expressed his intention to hand over the issues to the next Cabinet<sup>23</sup>.

### **7) 7th Meeting of the Reconstruction Headquarters (September 11, 2011)**

At the 7th Meeting of the Reconstruction Headquarters, which was held as a joint meeting together with the 19th meeting of the Extreme Disaster Management Headquarters and the 20th meeting of the Nuclear Emergency Response Headquarters, the following agenda items were discussed.

<sup>23</sup> Prime Minister Naoto Kan decided on a general resignation at a Cabinet meeting on August 30, 2011. On the 2nd of the following month, the Noda Cabinet was inaugurated.

This was the first meeting since the inauguration of the Noda Cabinet. Before each meeting, Deputy Chief Cabinet Secretary Takatoshi provided an explanation on elements such as the structure and division of roles among the Extreme Disaster Management Headquarters, the Nuclear Emergency Response Headquarters, and the Reconstruction Headquarters.

**a. About Elements Such as the Current State of Recovery and Efforts to Address Major Issues (Extreme Disaster Management Headquarters and Reconstruction Headquarters)**

Minister of State for Reconstruction Hirano provided an explanation on the current status of restoration and efforts aimed at addressing the main issues.

**b. About the State of Efforts for Support for Disaster Victims in Relation to the Nuclear Accident (Nuclear Emergency Response Headquarters)**

Minister of the Environment Hosono provided an explanation on the state of efforts undertaken for support for disaster victims in relation to the nuclear accident.

**c. Additional Report of the Government of Japan to the International Atomic Energy Agency (Nuclear Emergency Response Headquarters)**

Minister of the Environment Hosono provided an explanation with respect to “Additional Report of the Government of Japan to the International Atomic Energy Agency: About the Accident at the Fukushima Nuclear Power Station of Tokyo Electric Power Company - (Second Report) [Draft].” After a Q&A session on the matter, the draft was adopted as proposed.

In addition, comments were made with respect to elements such as patrols of disaster-affected areas and clampdowns on interventions in reconstruction projects by organized crime groups and related persons, and with respect to requests for cooperation from ministries and agencies in the treatment of radioactively contaminated soil and waste and disaster waste management.

**8) 8th Meeting of the Reconstruction Headquarters (September 20, 2011)**

At the 8th Meeting of the Reconstruction Headquarters, the following agenda items were discussed.

**a. About Financial Measures for Restoration and Reconstruction and the Third Supplementary Budget for FY2011**

With regard to measures to finance restoration and reconstruction, Minister of Finance Azumi reported on measures to secure financial resources through expenditure cuts and non-tax revenues and provided a report on the “multiple options” for tax measures compiled by the Tax Commission.

In addition, there were statements such as one from Minister of State for Reconstruction Hirano, who stated that disaster-affected municipalities had pointed out that measures to secure financial resources for local reconstruction and concrete images in terms of relocation to higher ground should be presented as soon as possible. After that, Prime Minister Noda indicated that the ruling and opposition parties would swiftly coordinate on financial resources for reconstruction and other such matters, and that he would call for consultations to take place between the ruling and opposition parties. He gave instructions pertaining to the effect that the third supplementary budget and financial resources for reconstruction be decided upon as soon as possible.

**9) 9th Meeting of the Reconstruction Headquarters (October 7, 2011)**

At the 9th Meeting of the Reconstruction Headquarters, the following agenda items were discussed.

**a. About the Third Supplementary Budget and Securing Financial Resources for Reconstruction**

Finance Minister Azumi provided an explanation on “About the Third Supplementary Budget and Securing Financial Resources for Reconstruction” and the draft was adopted as proposed (See Chapter 2, Section 4, 4 for “The Third Supplementary Budget and Securing Financial Resources for Reconstruction”).

**b. Reconstruction-related Budgets, etc.**

Minister of State for Reconstruction Hirano provided an explanation on the basic mindset of proposed Act on Special Zones for Reconstruction (tentative name) and the basic mindset on the proposed establishment of the Reconstruction Agency (tentative name).

In addition, there were statements made such as one by Minister for Internal Affairs and Communications Kawabata, who stated that, in light of the addition of the local allocation tax occurring due to the third supplementary budget, he would like for allocation to take place on a separate basis from that involved with the ordinary special allocation tax and for it to take place in a manner which has the local share for restoration and reconstruction projects be zero. After that, a decision was rendered with respect to elements such as nominal support for organizations by the Great East Japan Earthquake Reconstruction Headquarters. Finally, Prime Minister Noda stated that he would like to draw up and submit to the Diet as soon as possible related bills such as that for the Third Supplementary Budget, a financial resource-related bill, the bill for the Act on the Reconstruction Agency, and the bill for the Act on Special Zones for Reconstruction.

## **10) 10th Meeting of the Reconstruction Headquarters (November 29, 2011)**

At the 10th Meeting of the Reconstruction Headquarters, the following agenda items were discussed. This was the first meeting since the passage of the Third Supplementary Budget for FY2011.

- a. Review of the Government's Business Plan Pertaining to Reconstruction Measures and the Progress Schedule Chart**
- b. Status of the Formulation of Plans for Reconstruction at Municipalities**
- c. Efforts Involving the Recording of Information on Earthquake Disasters at the National Diet Library (Report)**

Minister of State for Reconstruction Hirano provided an explanation on each agenda item all at once. It was also revealed that the Reconstruction Headquarters was working on drafting a special measures law for the reconstruction of Fukushima, and the cooperation of ministries and agencies was requested.

## **11) 11th Meeting of the Reconstruction Headquarters (December 27, 2011)**

At the 11th Meeting of the Reconstruction Headquarters, a decision on the "Basic Policy for Special Reconstruction Zones (Draft)" was rendered by means of a round-robin meeting.

## **12) 12th Meeting of the Reconstruction Headquarters (January 23, 2012)**

At the 12th Meeting of the Reconstruction Headquarters, the following agenda items were discussed. This was the last meeting of the Reconstruction Headquarters.

- a. About the Establishment of the Reconstruction Agency (Date and Location of Establishment)**

Minister of State for Reconstruction Hirano provided explanations on matters such as the those to the effect that the date of establishment of the Reconstruction Agency would be set to February 10, that the locations of the Regional Bureaus of Reconstruction would be in Morioka City, Sendai City, and Fukushima City in the 3 disaster-affected prefectures in order to provide a one-stop response in a variety of ways, with the main headquarters being located in Tokyo, and that approximately 30 staff members would be allocated to each of the regional bureaus, as well as to the effect that parliamentary vice-ministers would be dispatched to the Reconstruction Bureaus, and that branch offices would be established<sup>24</sup>. Then, decisions were rendered on the matters in question by the Reconstruction Headquarters.

- b. About the Current Status of Major Issues and Policies for Addressing Them**

The five main issues were organized into housing reconstruction and relocation to higher ground, disaster waste, employment, prevention of isolation and mental care for the disaster victims, and the return home of nuclear power station accident evacuees. Minister of State for Reconstruction Hirano provided an explanation on the current situation and the response policy.

It was also agreed upon to establish study teams at the ministries and agencies concerned (director-general level) to support the return home of nuclear power station accident evacuees.

<sup>24</sup> The following explanation was provided with respect to the locations where branch offices would be set up: "In each of the three prefectures that suffered the most damage, Miyako City and Kamaishi City in Iwate Prefecture, Kesennuma City and Ishinomaki City in Miyagi Prefecture, and Minamisoma City and Iwaki City in Fukushima Prefecture. In addition, we are planning to set up offices in Aomori Prefecture and Ibaraki Prefecture, which suffered heavy damage, with those offices to be located in Hachinohe City and Mito City, respectively."

**c. Status of Consideration of the Draft for the Act on Special Measures for the Reconstruction and Revitalization of Fukushima (Tentative Name)**

**d. Proposed Budget for Reconstruction in FY2012**

State Minister for Reconstruction Goto provided explanations on the two issues.

In addition, there were statements made such as by Minister of Health, Labour and Welfare Komiyama, who requested the cooperation of ministries and agencies with regard to employment in the disaster-affected areas. After that, Prime Minister Noda instructed the ministries and agencies to support a system to swiftly implement reconstruction efforts in a meticulous manner with a one-stop approach, with the Reconstruction Agency serving as the control tower. He also issued instructions pertaining to the early enactment of the draft budget for FY2012 (including the budget for the Reconstruction Agency), and with respect to a bill for the Act on Special Measures for the Reconstruction and Revitalization of Fukushima.

**(3) Abolition of the Reconstruction Headquarters and Other Such Organizations**

Pursuant to Article 24, Paragraph 4 of the Basic Act, the Reconstruction Headquarters was to be abolished upon the establishment of the Reconstruction Agency, and the Reconstruction Headquarters, Local Response Headquarters, and other such organizations, were to be taken over by the Reconstruction Agency and by the organizations established in the Reconstruction Agency. In light of this, the Basic Act was amended by the Supplementary Provisions of the Reconstruction Agency Establishment Act that went into effect on February 10, 2012, resulting in deletion of the provisions concerning the Reconstruction Headquarters and other such organizations. Then, the Headquarters was abolished in conjunction with the establishment of the Reconstruction Agency.

## 4. Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake

Article 3 of the Basic Act, which was promulgated and put into effect on June 24, 2011, stipulates that the national government has the responsibility to establish basic guidelines concerning measures for reconstruction in response to the Great East Japan Earthquake (hereinafter referred to as the “Basic Guidelines”) and to take measures and other actions provided for by laws on a separate basis as necessary when it comes to reconstruction undertaken in response to the Great East Japan Earthquake.

In addition, Article 4 of the Act stipulates that local governments have the responsibility to take necessary measures for reconstruction based on the Basic Guidelines. Therefore, the Basic Guidelines are also intended to clarify the overall picture of the national government’s reconstruction efforts in order to contribute to the preparation of reconstruction plans by local governments in the disaster-affected areas.

The Basic Guidelines were formulated as follows covering the concentrated reconstruction period<sup>25</sup> and the first reconstruction/revitalization period<sup>26</sup>.

- ① Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake  
(Formulation) Decision issued by the Reconstruction Headquarters on July 29, 2011  
(Revision) Decision issued by the Reconstruction Headquarters on August 11, 2011
- ② Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the  
“Reconstruction and Revitalization Period”  
(Formulation) Cabinet decision issued on March 11, 2016  
(Change) Cabinet decision issued on March 8, 2019
- ③ Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the  
“Reconstruction and Revitalization Period”  
(Formulation) Cabinet decision issued on December 20, 2019  
(Changes) Cabinet decision issued on March 9, 2021

Formulation of the Basic Guidelines and other such action fell under the scope of authority of the Reconstruction Headquarters until the establishment of the Reconstruction Agency (Article 12, Item 1 of the Act)<sup>27</sup>. After the establishment of the Reconstruction Agency, it fell under the scope of authority of the Agency (Article 4, Paragraph 1, Item 1 of the Act on the Establishment of the Reconstruction Agency)<sup>28</sup>.

### (1) Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake (Decision issued by the Reconstruction Headquarters on July 29, 2011)

#### 1) Formulation Background

At the 1st Meeting of the Reconstruction Headquarters held on June 28, 2011, four days after the Basic Act came into effect, Makoto Iokibe, Chairperson of the Reconstruction Design Council, provided an explanation the recommendations compiled by the Reconstruction Design Council on June 25 of the same year. After a Q&A session was held, Prime Minister Naoto Kan provided instructions to the effect that the recommendations be compiled with the utmost respect, that the Vice Director-General examine and present the direction of consideration, and that each ministry and agency should review the recommendations before starting to consider issues. Based on these instructions, on July 7 of the same year, Minister of State for Reconstruction Hirano provided an explanation to Prime Minister Naoto Kan regarding the items to be considered in the Basic Guidelines and how to proceed (preparation of outline, hearing of opinions from local governments in the disaster-affected areas, and compilation

<sup>25</sup> Based on the “Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake,” the first 5 years (FY2011 to the end of FY2015), when demand for reconstruction increases, are positioned as the “concentrated reconstruction period.”

<sup>26</sup> The Reconstruction Agency published on its website in the document titled “About the Summary of the Concentrated Reconstruction Period and the Ideal State of Restoration and Reconstruction Projects for FY2016 Onward” and the document titled “Names of the Reconstruction Periods [Appendix 3]” (May 2015), that the latter half of the 10-year reconstruction period (FY2016 to the end of FY2020) would be called the “Reconstruction and Revitalization Period.” In “About Efforts for Reconstruction in 2021 Onward” (decided at the 26th Meeting of the Reconstruction Promotion Council), the same period is designated as “the first reconstruction/revitalization period” (with the period from FY2021 to the end of FY2025 being designated as “the second reconstruction/revitalization period”).

<sup>27</sup> Administrative work related to planning, drafting and overall coordination of the Basic Guidelines for Reconstruction After the Great East Japan Earthquake.

<sup>28</sup> Matters relating to planning, drafting and overall coordination of basic policies concerning measures for reconstruction following the Great East Japan Earthquake.

by the end of July), and obtained his approval in relation thereto. At an informal meeting of cabinet ministers held on the following day (July 8), the proposal for items to be considered<sup>29</sup> for the Basic Guidelines was distributed, and Minister of State for Reconstruction Hirano provided explanations on the item proposals and how to proceed. Prime Minister Naoto Kan asked the Cabinet Ministers to cooperate in the formulation of the Basic Guidelines and, with respect to the “special reconstruction zone system” and “easy-to-use grants,” which were two of the draft items to be considered, also made a statement to the effect that the measures under their jurisdiction should be examined without being bound by conventional ideas when examining the specific mechanisms going forward, and that the mechanisms should be truly useful for the reconstruction of the disaster-affected areas.

Subsequently, the “Draft Outline of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake” was approved at the 2nd Meeting of the Reconstruction Headquarters on 21st of the same month. The contents of coordination with the Cabinet Office and Ministries and the local governments of the disaster-affected areas are reflected within the outline, and it was decided that opinions and other matters not reflected within the draft outline would be reflected within the substance of the Basic Guidelines once coordination has been achieved. It was also decided that the period of reconstruction, the scale of restoration and reconstruction projects, and the course of the redemption of reconstruction bonds would be discussed<sup>30</sup> among the relevant ministers and be reflected within the substance of the Basic Guidelines after coordination takes place. At the same time, materials were distributed on what was heard at the “Forum for the Exchanging of Opinions with Prefectures and Municipalities on Matters Such as the Basic Guidelines” held on the 19th of the same month in Iwate Prefecture (Kamaishi City), Miyagi Prefecture (Sendai City), and Fukushima Prefecture (Fukushima City).

At the 3rd Meeting of the Reconstruction Headquarters on 26th of the same month, elements such as the scales of projects and financial resources for which coordination had taken place among the relevant ministers were explained and subject to a Q&A session. Reflecting these discussions, the 4th Meeting of the Great East Japan Earthquake Reconstruction Headquarters held on the 29th of that month saw the adoption of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake (hereinafter referred to as the “2011 Basic Guidelines” as appropriate.).

## 2) Overview

The overview of the 2011 Basic Guidelines is as follows.

### a. Basic Mindset

In addition to the presentation of the positioning of the Basic Guidelines, the basic mindset is to include elements to the effect that municipalities should be the basis for administrative bodies in charge of reconstruction, that reconstruction should be promoted in accordance with the basic philosophy of the Basic Act and the Seven Principles for the Reconstruction Framework of the Reconstruction Design Council, that development of disaster-resistant regions should be promoted based on the concept of disaster mitigation, that there will be no true reconstruction of the disaster-affected areas without the revitalization of the Japanese economy, and to the effect that the national government should continue to take responsibility for the economic revitalization in the Tohoku region as well as the reconstruction taking place in the wake of the nuclear disaster, with elements such as the perspective of gender equality and reconstruction being open to the world also being included.

### b. Reconstruction Period

The reconstruction period is to be 10 years, and the first 5 years when demand for reconstruction increases is to be positioned as the “concentrated reconstruction period.” After a certain period of time, the scale and financial resources of restoration and reconstruction projects are to be reviewed based on elements such as the progress of the projects, and the ideal state of measures deployed after the concentrated reconstruction period will be determined. The measures to be taken in areas affected by the nuclear disaster shall be reviewed as necessary depending on the situation in terms of the accident and in terms of restoration.

### c. Measures to be Implemented

The following measures are to be implemented by the Cabinet Office and the ministries working together as one.

- ① Measures for the restoration and reconstruction of the disaster-affected areas and the revitalization of the lives of the disaster victims
- ② Measures that should be urgently implemented as an integral part of the restoration and reconstruction of disaster-affected regions in areas closely related to the disaster-affected regions, such as regions to which

<sup>29</sup> The main draft items to be considered included the role of the Basic Guidelines, the target year and project implementation period, the target areas and reconstruction measures and projects, the special reconstruction zone system, easy-to-use grants, project scales and the securing of financial resources, the role of the Reconstruction Headquarters, and the examination and follow-ups of the Reconstruction Agency (tentative name).

<sup>30</sup> Ministerial-level meetings to study the fiscal framework for reconstruction

disaster victims are evacuated to, or areas where significant adverse effects of the disaster have affected socioeconomic conditions

- ③ Measures for elements such as disaster prevention and mitigation with immediate effect, which need to be urgently implemented nationwide and which should be undertaken based on lessons learned from the Great East Japan Earthquake

#### d. Reconstruction Assistance

When it comes to reconstruction, the government shall support the efforts of local governments through the establishment of a “special reconstruction zone system” and “easy-to-use grants with a high degree of freedom.” In addition, support will be provided so that the power of the private sector (in terms of elements such as the “New Public”) can be fully utilized.

#### e. Business Scales and Securing of Financial Resources

##### ① Business scales

The business scales in terms of measures and projects (including the first supplementary budget for FY2011 and the second supplementary budget for FY2011) that are expected to be implemented during the “concentrated reconstruction period” of 5 years up until the end of FY2015, is estimated to be at least about 19 trillion yen in total for the national and local governments (public expenditure), and at least about 23 trillion yen in total for the 10-year restoration and reconstruction measures (public expenditure by the national and local governments)<sup>31</sup>.

##### ② Basic mindset concerning the securing of financial resources

As for the financial resources used for restoration and reconstruction, the basic principle will be to share the burden in solidarity among all generations living in the present without postponing the burden to the next generation.

##### ③ Method for securing financial resources

The financial resources to be allocated for restoration and reconstruction projects during the “concentrated reconstruction period” (in addition to the financial resources in the first supplementary budget and the second supplementary budget for FY2011) will be about 13 trillion yen, which will be achieved through expenditure cuts, the sale of national property, the review of elements such as special accounts and personnel expenses for public servants, the securing of additional non-tax revenues, and temporary tax measures. As for tax measures, elements such as key taxes will be considered from various angles.

##### ④ Clarification of the way to secure financial resources and their purpose

Reconstruction bonds, which will be issued as a temporary bridge to cover the preceding demand in terms of restoration and reconstruction, will be thoroughly examined and managed separately from existing government bonds. The redemption period will be considered in the future based on the concentrated reconstruction period and the reconstruction period.

Temporary tax measures are to be implemented during the redemption period, and all tax revenues shall be allocated to restoration and reconstruction costs, including the redemption of reconstruction bonds, and are to be managed separately from other revenues in order to clarify that they are not to be allocated to other expenses.

##### ⑤ How to proceed going forward

Based on items ① to ④ in the above, a bill for the issuance of reconstruction bonds and tax measures will be formulated and submitted to the Diet in conjunction with the compilation of the third supplementary budget for FY2011. The activity details of the tax measures will be examined by the Tax Commission in August and thereafter, based on the Basic Guidelines, and after reporting to the Reconstruction Headquarters multiple options combining elements such as specific tax items and the scales for each fiscal year, the government and the ruling party will reexamine and a decision will be made at the Reconstruction Headquarters.

<sup>31</sup> In principle, expenses to be borne by operators under the Nuclear Damage Compensation Act and the Nuclear Damage Compensation Facilitation Corporation Bill are not included.

#### ⑥ Securing financial resources for local reconstruction

Even if measures are taken through the use of national expenses, the government will ensure the financing of local reconstruction by adding the local allocation tax to the amount shouldered by local governments, including in terms of the redemption of local government bonds and projects that meet local conditions.

### f. Reconstruction Measures

The Cabinet Office and ministries will work together to implement reconstruction measures for building disaster-resistant regions, revitalizing local livelihoods, revitalizing regional economic activities, and nation-building that is based on the lessons learned from the Great East Japan Earthquake. In doing so, the Cabinet Office and ministries will formulate and publish immediate business plans and work schedules for the reconstruction measures under their jurisdiction.

### g. Reconstruction in the Wake of the Nuclear Disaster

The national government, in coordination with local governments, will set up a forum for consultation on reconstruction taking place in the wake of the nuclear disaster as soon as possible. In order to devise adequate measures for reconstruction, including measures for regional revitalization and compensation for damage, legal measures will also be considered, and a conclusion will be reached in a prompt manner. In addition, prompt action will be taken to promote elements such as emergency measures, restoration measures, reconstruction measures, and the establishment of related departments of government-affiliated research institutes in Fukushima Prefecture.

### h. Reconstruction Support System, etc.

Together with the indication of the roles of the Reconstruction Headquarters and the Local Response Headquarters, the Reconstruction Agency will be established for purposes such as the enabling of the national government to transcend the framework of the existing ministries and agencies and respond to the needs of local governments in a one-stop manner with regard to national measures for reconstruction following the Great East Japan Earthquake. A draft of the overall picture will be completed by the end of this year and a bill to establish the Reconstruction Agency will be submitted to the Diet promptly thereafter.

Moreover, the Reconstruction Headquarters will follow up on the status of the implementation of the Basic Guidelines every fiscal year and publicize the results thereof, and also publicize the national budget for reconstruction so that disaster victims and disaster-affected local governments can have a look at the details.

In addition, these Basic Guidelines will be reviewed as necessary before the end of the concentrated reconstruction period, based on the progress of reconstruction measures, the status of recovery from the nuclear disaster, future discussions at the Reconstruction Design Council, and requests from local governments affected by the disaster, etc.

## 3) Revision (August 11, 2011)

### a. Revision Background

The first supplementary budget for FY2011 (approximately 4 trillion yen), which was approved on May 2, 2011, was covered by a reduction in predetermined expenses, etc. in the initial budget for FY2011 under the policy of securing financial resources without relying on the issuance of government bonds. Approximately 2.5 trillion yen, the majority of the supplementary budget, was secured by a reduction in the transfer to the special pension fund (temporary financial resources for pensions), which was borne by the national treasury for the basic pension. However, in view of the financial situation of the public pension system, the DPJ, the LDP, and the New Komeito reached a three-party agreement on the first supplementary budget on April 29 of the same year<sup>32</sup>, which stipulated that the diversion of financial resources would be considered, including a review thereof.

<sup>32</sup> In “Concerning the First Supplementary Budget for FY2011, etc.” (April 29, 2011: Agreement between the Chairperson of the Policy Research Council of the Democratic Party of Japan, the Chairperson of the Policy Research Council of the Liberal Democratic Party, and the Chairperson of the Policy Research Council of the New Komeito), it was stated that “with respect to provisional pension funds used as financial resources in the first supplementary budget for FY2011, an examination will be undertaken which includes a review of those funds when the second supplementary budget for FY2011 is formulated.” Regarding financial resources for reconstruction, it was stated that “in addition to reducing existing expenditures, the government will issue government bonds for reconstruction. Government bonds for reconstruction will be managed separately from conventional government bonds to ensure their purchase by investors and their redemption.”

At the 4th Meeting of the Reconstruction Headquarters held on July 29 of the same year, when the Basic Guidelines were adopted, discussions were held on how to make up for the diversion of financial resources. It was decided that if an agreement could be reached at the three-party talks on the use of reconstruction bonds to make up for the approximately 2.5 trillion yen diverted in the first supplementary budget, then the financial resources would be secured upon the inclusion of said details within the Basic Guidelines.

Subsequently, on August 9 of the same year, in a letter of confirmation from the Secretaries-General of the three parties, it was agreed that “provisional pension funds used as financial resources in the first supplementary budget for FY2011 will be covered by reconstruction bonds when the third supplementary budget is compiled, and each party will consider measures to secure financial resources for this purpose.” Based on this, the Government held the 5th Meeting of the Reconstruction Headquarters on the 11th of the same month in the form of a round-robin meeting and revised the Basic Guidelines.

## b. Revision Details

Based on the written confirmation by the Secretaries-General of the three parties, it was added that the sources of funds for the redemption of 2.5 trillion yen in temporary pension funds by reconstruction bonds would be considered by adding them to the sources of funds for restoration and reconstruction projects during the concentrated reconstruction period.

# (2) Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the “Reconstruction and Revitalization Period” (Cabinet Decision issued on March 11, 2016)

## 1) Formulation Background

In the 2011 Basic Guidelines, it was stipulated that “these Basic Guidelines shall be reviewed as necessary before the end of the concentrated reconstruction period, based on the progress of reconstruction measures, the status of recovery from the nuclear disaster, future discussions at the Reconstruction Design Council, requests from local governments affected by the disaster, etc.” Moreover, at the 12th Meeting of the Reconstruction Promotion Council held on March 10, 2015, Prime Minister Abe gave the following instructions:

- As the final year of the concentrated reconstruction period approaches, it is necessary to present a framework for reconstruction assistance beyond FY2016 as soon as possible.
- The basic mindset for the framework consists of the following three points.
  - ① Establish a five-year framework for the latter half of the reconstruction period so that the disaster-affected areas can engage in projects with foresight
  - ② In order to have those involved aim to play a leading role in the revitalization and growth of Japan in a new stage, the action taken should lead to the self-reliance of the disaster-affected areas
  - ③ Remain close to the hearts of the disaster victims and continue to provide necessary support
- It is requested that work begin on a review of efforts to date.
- A framework for future reconstruction assistance will be properly formulated in time for work aimed at the FY2016 budget estimate request.

Based on this instruction, on May 12 of the same year, the Reconstruction Agency published the “Summary of the Concentrated Reconstruction Period and the Ideal State of Restoration and Reconstruction Projects for FY2016 Onward.” Therefore, it was concluded that a transition to a new stage was happening in that the reconstruction of houses was fully underway in the earthquake- and-tsunami-affected areas, and that the restoration in the areas affected by the nuclear disaster was progressing and resulting in the start of movement toward having evacuees return to their homes. In addition, regarding restoration and reconstruction projects, indications were made such as those to the effect that the scale of projects and financial resources for the 5-year period starting from FY2016 should be indicated in advance, that a priority should be placed on projects which are truly necessary, that measures such as the existing general account should be utilized (including in the area of regional revitalization), and that local governments in disaster-affected areas should be requested to shoulder a certain level of the burden for some projects. Based on this, it was decided that the framework for reconstruction support from FY2016 and beyond would be decided upon at the Reconstruction Promotion Council by the end of June after hearing the opinions of local governments, etc., estimating the scale of the projects through further study, and then working to secure the financial resources for them. On the same day, it was also announced that the latter five years of the 10-year

reconstruction period would be called the “Reconstruction/Revitalization Period.”

On June 3rd of the same year, the “Target Projects and Levels of Local Government Burdens for Reconstruction Projects for FY2016 and Beyond” was compiled and announced, and the “Project Cost Estimates for FY2016 to the End of FY2020 as Announced by the 3 Disaster-Affected Prefectures” on the 9th of the same month. Based on these, at the 13th Meeting of the Reconstruction Promotion Council on the 24th of the same month, “Restoration and Reconstruction Projects for FY2016 and Beyond” was adopted. Matters such as the following were indicated as part of the decision.

- ① In FY2016 and beyond, the basic policy will be to steadily advance current efforts and steadily implement necessary support, aiming at the earliest possible completion of restoration and reconstruction projects within the 10-year reconstruction period.
- ② In the areas affected by the nuclear accident, long-term projects are expected due to elements such as the impact of the evacuation orders. As such, it looks as though it will be difficult to complete reconstruction within 10 years. The national government should continue to play a leading role in efforts from recovery to full-scale reconstruction and revitalization.
- ③ Based on the fact that prospects for the completion of projects are becoming clear, especially in the earthquake-stricken and tsunami-stricken areas, there is a need for reconstruction assistance from FY2016 onward to be something which leads to the self-reliance of the disaster-affected areas in view of the socio-economic conditions of the disaster-affected areas after the completion of the projects. The aim should be to have this serve as a model for regional revitalization by driving the revitalization and growth of Japan in the new stage of reconstruction.

Efforts in each field were also presented along with restoration and reconstruction projects to be implemented in FY2016 onward, the mindset in terms of the burdens shouldered by local government when it comes to restoration and reconstruction projects, and the scale of reconstruction projects (the total project costs are expected to be around 32 trillion yen over the 10-year reconstruction period). In addition, it was decided that the 2011 Basic Guidelines would be reviewed as necessary by the end of FY2015 based on the basic framework specified in the decision.

Based on this background, at the 15th Meeting of the Reconstruction Promotion Council<sup>33</sup> on March 10, 2016, a draft of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the “Reconstruction and Revitalization Period” which clarifies matters to be focused on during the Reconstruction and Revitalization Period while taking into account factors such as existing policies and the progress of reconstruction was decided upon. On the following day on March 11, a cabinet decision was rendered with respect to the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the “Reconstruction and Revitalization Period” (hereinafter referred to as the “2016 Basic Guidelines” as appropriate).

## 2) Overview

The overview of the 2016 Basic Guidelines is as follows.

### a. Basic Mindset

#### ① Current state of reconstruction

In the earthquake- and tsunami-affected areas, permanent housing is nearing completion, and the Revitalization of Industries and Livelihoods is progressing steadily. The reconstruction is entering a new stage toward the “wrapping-up” of the 10-year reconstruction period. In the areas affected by the nuclear disaster in Fukushima, reconstruction is progressing steadily through efforts such as those involving decontamination and due to the implementation of actions such as the lifting of evacuation orders. Meanwhile, as reconstruction progresses, the needs of communities and individuals are further diversifying, with meticulous support needed in response to these needs.

#### ② The government’s basic stance with respect to the Reconstruction and Revitalization Period

During the Reconstruction and Revitalization Period, while meticulously responding to new issues and diverse needs that arise as the stages of reconstruction progress, aim to realize reconstruction that will lead to the self-reliance of the disaster-affected areas and serve as a model for regional revitalization in preparation for the “wrapping-up” of the 10-year reconstruction period. In the disaster-affected areas which constitute “areas with advanced issues,” the government will utilize the experiences obtained and lessons learned through the disaster and reconstruction efforts, and at the same time work to create a “New Tohoku” through elements such as the

<sup>33</sup> Joint meeting with the 39th Meeting of the Nuclear Emergency Response Headquarters.

discovery and utilization of dormant local resources, creative reconstruction of industry, and efforts when it comes to the formation of local communities. The 2020 Tokyo Olympic and Paralympic Games will be designated the “Recovery Olympics,” and the reconstruction of the areas affected by the Great East Japan Earthquake will be shown to the world. Moreover, the reconstruction and revitalization of Fukushima requires medium- to long-term measures, and the government will continue to take the front line of efforts even after the Reconstruction and Revitalization Period, further promote gender equality in the reconstruction process and continue to work on public-private partnerships.

#### **b. Future Efforts in Each Field**

Policies and specific efforts in the areas of Support for Disaster Victims (health and livelihood support), Reconstruction of Homes and Cities, Revitalization of Industries and Livelihoods, reconstruction and revitalization following the nuclear disaster, and creation of a “New Tohoku” were presented.

#### **c. Picture of the Reconstruction and Memories of/Lessons Learned From the Earthquake Disaster**

##### **① Communication of the picture of reconstruction to people both in Japan and abroad**

Promote efforts in cooperation with the disaster-affected areas, designating the 2020 Tokyo Olympic and Paralympic Games as the “Recovery Olympics.” Through the Olympic Games and Rugby World Cup 2019, convey to the world Japan’s gratitude toward the support provided from countries around the world and an image of a Japan that is on its way to reconstruction.

##### **② Passing on to future generations the memories of and lessons learned from the earthquake disaster**

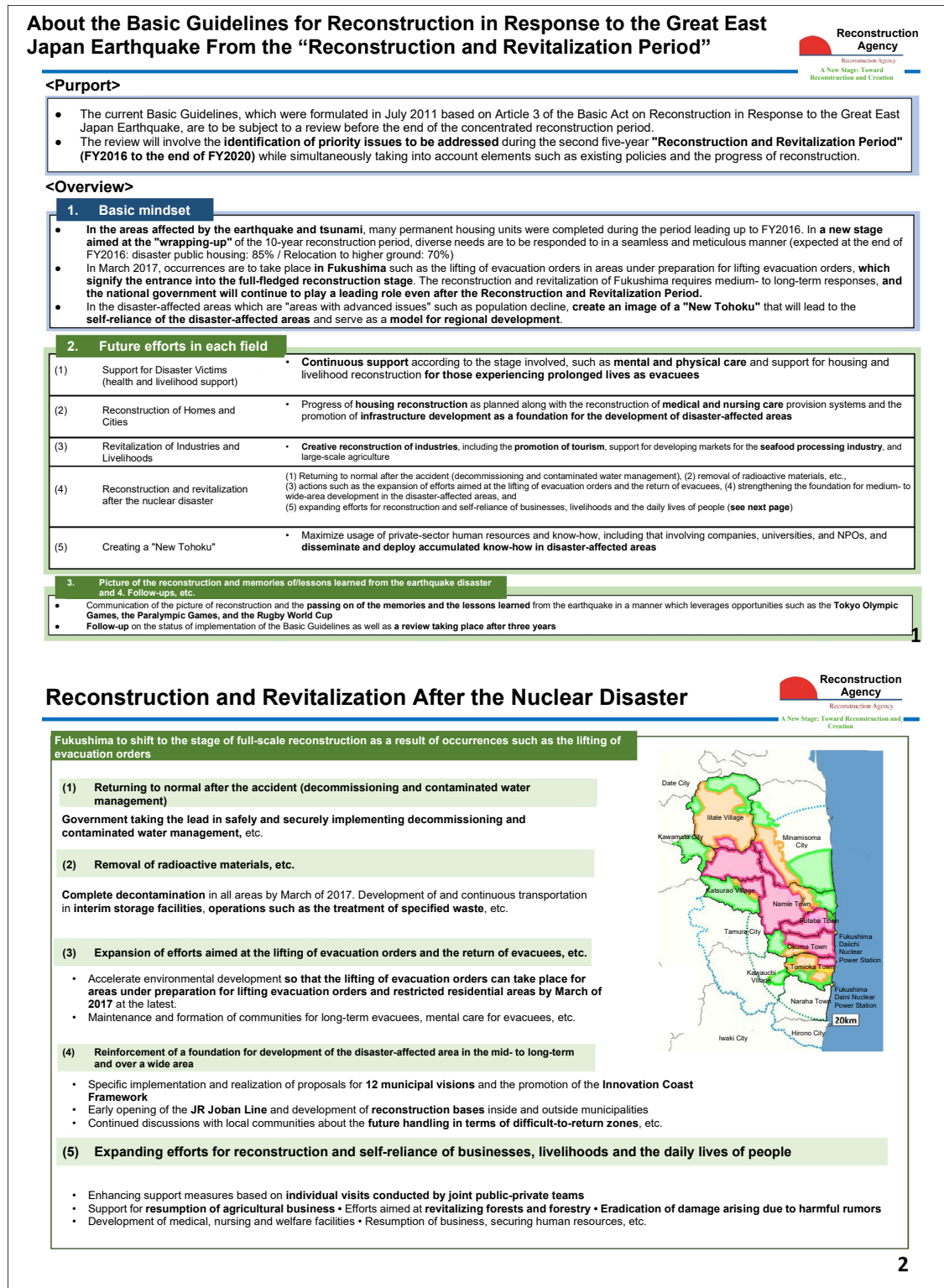
Through development of state-run memorial/prayer facilities (tentative name), etc., mourn and repose the souls of the victims of the earthquake, pass down the memories and lessons learned from the earthquake to future generations, and convey the strong will that exists with respect to reconstruction to people located both in Japan and overseas. In addition, communicate to the next generation various lessons including those about the damage caused by the earthquake and the concept of disaster mitigation, and consolidate and summarize efforts for use in future disaster prevention and mitigation measures across the board in terms of reconstruction to further enhance disaster prevention education.

#### **d. Follow-ups, etc.**

Each fiscal year, the Reconstruction Agency will follow up on the status of reconstruction, including the status of the implementation of this basic policy, provide a report on the results to the Diet and appropriately publicize them. Moreover, the Basic Guidelines will be reviewed after three years based on elements such as the progress of reconstruction measures and the status of reconstruction after the nuclear disaster.

In addition, reconstruction will be steadily moved forward by appropriately managing the scale of projects in each fiscal year during the Reconstruction and Revitalization Period. With regard to the special reconstruction zone system, effort will be made to support efforts such as the formulation of plans for the utilization of the system by disaster-affected municipalities, with assistance being provided through the special local allocation tax for recovery from earthquake disaster after having reviewed the scope of assistance, and with work on efforts such as the enhancement of personnel support for disaster-affected municipalities being undertaken.

Figure 1-2-9 Overview of the 2016 Basic Guidelines



### (3) About Changes to the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the “Reconstruction and Revitalization Period” (Cabinet Decision issued on March 8, 2019)

#### 1) History of Changes

It had been decided that the 2016 Basic Guidelines would be reviewed ideally after three years based on elements such as the progress of reconstruction measures and the status of reconstruction after the nuclear disaster.

For this reason, with a little over two years to go until the completion of the Reconstruction and Revitalization Period, the Reconstruction Agency surveyed the progress of reconstruction projects in the five disaster-affected prefectures<sup>34</sup> as well as reconstruction projects for which there were requests to continue after the Reconstruction and Revitalization Period. The results were summarized, and on December 18, 2018, the “Organization of Issues That Need to Be Addressed Even After the Reconstruction and Revitalization Period” was published. Amid this, it was decided that the government should “continue to identify projects that need to be addressed even after the Reconstruction and Revitalization Period, based on the progress of reconstruction measures and the verification of their effects, and consider how support should be provided” and that the 2016 Basic Guidelines should be reviewed by the end of FY2018. It was also decided that “amid that, a certain direction should be indicated regarding how to proceed with reconstruction after the Reconstruction and Revitalization Period, including what the ideal state would look like in terms of a successor organization.” Please refer to Chapter 2, Section 2, 3. (4) for details on the appropriate state of the successor organization.

Based on this, at the 22nd Meeting of the Reconstruction Promotion Council<sup>35</sup> held on March 8, 2019, a revised vision of the 2016 Basic Guidelines, which presents the basic direction of reconstruction after the Reconstruction and Revitalization Period, along with efforts for the remaining 2 years of the Reconstruction and Revitalization Period, was adopted. On the same day, a cabinet decision was issued with respect to “Changes to the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the ‘Reconstruction and Revitalization Period’” (Hereinafter, the revised 2016 Basic Guidelines are referred to as the “2019 Basic Guidelines” as appropriate.).

#### 2) Overview of Changes (All Changes of the Basic Guidelines)

The overview of the 2019 Basic Guidelines is as follows.

##### a. Basic Mindset

###### ① Current state of reconstruction

In the earthquake- and-tsunami-affected areas, the restoration of infrastructure for daily life has been almost completed, and the reconstruction of housing is expected to be almost completed by the end of FY2018. The Revitalization of Industries and Livelihoods has also made steady progress, and reconstruction is progressing steadily toward the “wrapping-up” of the 10-year reconstruction period. By April 2017, a total of 9 municipalities (excluding Okuma Town and Futaba Town) in the areas affected by the nuclear disaster of Fukushima had seen the lifting of evacuation orders take place (excluding difficult-to-return zones)<sup>36</sup>, meaning that efforts toward the reconstruction and revitalization of Fukushima have begun in earnest. In the difficult-to-return zones, decontamination and other projects are being carried out in the specified reconstruction and revitalization bases areas (SRRBA) in six towns and villages<sup>37</sup>, and interim storage facilities are being set up with the understanding and cooperation of Fukushima Prefecture, Okuma Town, Futaba Town, and others. Meanwhile, as reconstruction progresses, the needs of communities and individuals are diversifying, with meticulous support needed in response to these needs.

###### ② The government’s basic stance with respect to the Reconstruction and Revitalization Period

In the earthquake- and-tsunami-affected areas, the government will meticulously respond to new issues and diverse needs, accelerate reconstruction, including projects that have lagged behind in terms of progress, and

<sup>34</sup> Aomori Prefecture, Iwate Prefecture, Miyagi Prefecture, Fukushima Prefecture and Ibaraki Prefecture

<sup>35</sup> Joint meeting with the 48th meeting of the Nuclear Emergency Response Headquarters.

<sup>36</sup> Tamura City: April 1, 2014; Naraha Town: September 5, 2015; Katsurao Village: June 12, 2016; Kawauchi Village: October 1, 2014 (lifting and review) and June 14, 2016; Minamisoma City: July 12, 2016; Iitate Village: March 31, 2017; Kawamata Town: March 31, 2017; Namie Town: March 31, 2017; Tomioka Town: April 1, 2017

<sup>37</sup> Futaba Town, Okuma Town, Namie Town, Tomioka Town, Iitate Village, Katsurao Village

move forward with efforts with the aim of realizing reconstruction that will lead to self-reliance in the disaster-affected areas and have the region serve as a model for regional revitalization as we move toward the final completion stage of reconstruction.

Meanwhile, in the areas affected by the nuclear disaster in Fukushima, for full-fledged reconstruction and revitalization, efforts will be made such as those involving the improvement of living environments in areas subject to the lifting of evacuation orders, the development of specified reconstruction and revitalization bases areas (SRRBA), the promotion of the Fukushima Innovation Coast Framework, the rebuilding of business operators and agricultural, forestry and fishery workers, and the elimination of harmful rumors. Moreover, even if it takes a long period time, the government will steadily and gradually work toward the earliest possible reconstruction of difficult-to-return zones based on a determination to implement the lifting of evacuation orders for all difficult-to-return zones in the future and take responsibility for their reconstruction and revitalization. The reconstruction and revitalization of Fukushima requires medium- to long-term responses, and the national government will continue to play a leading role even after the Reconstruction and Revitalization Period.

In addition, the government will position the 2020 Tokyo Olympic and Paralympic Games as the “Recovery Olympics” and work closely with the Olympic Organizing Committee and other relevant organizations. Every opportunity will be leveraged to express the gratitude felt in relation to the support of countries around the world and to actively disseminate information about the state of reconstruction and the appeal of the disaster-affected areas both in Japan and abroad.

#### **b. Future Efforts in Each Field**

Policies and specific efforts in the areas of Support for Disaster Victims (health and livelihood support), Reconstruction of Homes and Cities, Revitalization of Industries and Livelihoods, reconstruction and revitalization following the nuclear disaster, and creation of a “New Tohoku” were presented.

#### **c. Picture of the Reconstruction and Memories of/Lessons Learned From the Earthquake Disaster**

##### **① Communication of the picture of reconstruction to people both in Japan and abroad**

Provide easy-to-understand information on the progress of reconstruction and the situation in the disaster-affected areas and provide accurate information on the status of reconstruction following the nuclear disaster by taking advantage of various opportunities.

##### **② Efforts made ahead of the 2020 Tokyo Olympic and Paralympic Games and Rugby World Cup 2019**

Cooperation with relevant organizations will be deepened for the steady implementation of the management of the games in a manner which involves giving consideration to the disaster-affected areas, and active dissemination of information will take place into the appearance and charm of the disaster-affected areas both in Japan and abroad.

##### **③ Passing on to future generations the memories of and lessons learned from the earthquake disaster**

Through the development of state-run memorial/prayer facilities (tentative name), the government will mourn and repose the souls of the victims of the earthquake, pass down the memories and lessons learned from the earthquake to future generations, and convey the strong will that exists with respect to reconstruction to people located both in Japan and overseas. Work will also be undertaken to deepen the understanding of the lessons learned from the earthquake and improve upon disaster prevention abilities. Additionally, various lessons, including the concept of disaster mitigation, will be communicated to the next generation, and efforts will be consolidated and summarized for use in future disaster prevention, mitigation measures, and reconstruction across the board in terms of reconstruction to further enhance disaster prevention education.

#### **d. Follow-ups, etc.**

Each fiscal year, the Reconstruction Agency will follow up on the status of reconstruction, including the status of the implementation of this basic policy, provide a report on the results to the Diet and appropriately publicize them.

In addition, reconstruction will be steadily promoted by means such as the appropriate implementation of actions such as the management of the scale of projects for each fiscal year, the ascertaining of the progress of reconstruction measures, and the verification of their effects. Support will be provided to facilitate the use of special regulatory, tax and fiscal and financial measures based on the special reconstruction zone system. The government will continue to provide assistance through the special local allocation tax for recovery from earthquake disaster and work to enhance human support for disaster-affected municipalities.

## e. Basic Direction of Reconstruction After the Reconstruction and Revitalization Period

It is necessary to appropriately summarize the reconstruction measures implemented during the reconstruction period and to consider future measures. Since the progress of reconstruction in the earthquake- and-tsunami-affected areas and the areas affected by the nuclear disaster greatly differ, the basic direction of reconstruction taking place after the Reconstruction and Revitalization Period was presented in a manner involving the separation of the two areas<sup>38</sup>.

### ① Earthquake- and-tsunami-affected areas

Reconstruction is now heading into the final stage, and the aim is to create highly attractive regions by promoting industries and livelihoods that take advantage of regional characteristics and expanding the exchange population and the number of people relocating to the area with the goal being to have the disaster-affected areas become self-reliant. To this end, government-wide measures will be utilized, including regional revitalization, to revitalize communities and create safe, secure, and sustainable local communities.

Moreover, with respect to issues that need to be considered for a certain period of time after the Reconstruction and Revitalization Period as well<sup>39</sup>, the government will consider how to provide support for swift completion of reconstruction and for self-reliance.

### ② Areas affected by the nuclear disaster

The reconstruction and revitalization of Fukushima requires medium- to long-term responses, and the national government will continue to play a leading role even after the Reconstruction and Revitalization Period. Moreover, in addition to the issues common to the areas affected by the earthquake and tsunami, the government will consider how to provide support for issues that need to be dealt with even after the Reconstruction and Revitalization Period<sup>40</sup> as well as examine the whole concept of support when it comes to projects that require a response to take place even after the Reconstruction and Revitalization Period.

### ③ About mechanisms serving to support reconstruction

In the future, based on elements such as the progress of reconstruction measures, the verification of their effects, and requests from local governments of disaster-affected areas, the government will consider the ideal framework for supporting reconstruction so that projects requiring a response even after the Reconstruction and Revitalization Period, can be carried out without fail.

### ④ About the successor organization

In terms of a successor organization, an organization will be established to achieve reconstruction in the wake of the Great East Japan Earthquake under the political responsibility and leadership of the government in a manner wherein the vertical division of each ministry and agency will be eliminated, with the organization serving as a control tower like the Reconstruction Agency. In the future, the ideal form of a successor organization will be examined based on elements such as the progress of reconstruction measures, the verification of their effects, and requests from local governments in disaster-affected areas.

<sup>38</sup> Until the 2016 Basic Guidelines, the terms “earthquake- and-tsunami-affected areas” and “areas affected by the nuclear disaster” were used, but the composition of the Basic Guidelines has contents divided up into each field in terms of measures. In the “Organization of Issues That Need to Be Addressed Even After the Reconstruction and Revitalization Period” of December 18, 2018, measures were arranged by separating the two. Based on this, the 2019 Basic Guidelines were also structured by separating the two areas. This separation is based on the “disaster” element, rather than the geographical separation of prefectures.

<sup>39</sup> Physical infrastructure projects that may not be completed within the Reconstruction and Revitalization Period, support for disaster victims such as mental care, assistance for children affected by the disaster, removal of emergency temporary housing and provision of subsidies for the rebuilding of the livelihoods of disaster victims, extension of group subsidies and subsidies for the establishment of companies in some areas, independent local projects, projects arising out of the nuclear disaster, etc.

<sup>40</sup> Returning to normal after the accident (decommissioning of reactors and measures against contaminated water), efforts for environmental revitalization, elements such as the promotion of return to homes and the reconstruction of livelihoods, industrial agglomeration based on the Fukushima Innovation Coast Framework, reconstruction of business operators and agricultural, forestry and fishery operators, dispelling of harmful rumors, risk communication and other such elements, as well as independent local projects, etc.

Figure 1-2-10 Overview of the 2019 Basic Guidelines

| About the Review of the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the "Reconstruction and Revitalization Period" (Overview)   |   | Cabinet decision of<br>March 8, 2019  |
|---|---|---|
| <ul style="list-style-type: none"> <li>The Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the "Reconstruction and Revitalization Period" (Cabinet decision on March 11, 2016) are to be reviewed in light of elements such as the progress of reconstruction measures and the status of reconstruction following the nuclear disaster.</li> <li>During the Reconstruction and Revitalization Period, the government will continue to focus on each of the items listed in items 2 and 3 in accordance with the Basic Guidelines while thoroughly implementing a hands-on approach and offering support to disaster victims, and will indicate the basic direction to be taken for reconstruction after the Reconstruction and Revitalization Period shown in item 5.</li> </ul>  |   |   |
| <b>1. Basic mindset</b>   |   |   |
| <ul style="list-style-type: none"> <li>In the earthquake-stricken and tsunami-stricken areas, the progress of reconstruction differs from region to region. Therefore, construction will be accelerated for projects which are seeing slow progress. Efforts will be made to achieve reconstruction that will lead to self-reliance in the disaster-affected areas and have them serve as models for regional revitalization as the region aims for the wrapping-up of reconstruction.</li> <li>In the areas affected by the nuclear disaster in Fukushima, efforts will be made which are aimed at full-fledged reconstruction and revitalization, such as the improvement of living environments in areas where evacuation orders have been lifted, the development of specified reconstruction and revitalization bases areas (SRRBA), the promotion of the Fukushima Innovation Coast Framework, the rebuilding of business operators and agricultural, forestry and fishery business operators, and the elimination of harmful rumors. The reconstruction and revitalization of Fukushima requires medium- to long-term responses, and the national government will continue to play a leading role even after the Reconstruction and Revitalization Period.</li> </ul>  |   |   |
| <b>2. Future efforts in each field</b>  |   |   |
| 1   | <b>Support for Disaster Victims</b>                                 | Continuous support according to the stage of life rebuilding, including mental and physical care, support for housing and livelihood rebuilding, community building, and "mental recovery" in response to the prolongation of life as an evacuee  |
| 2   | <b>Reconstruction of Homes and Cities</b>                           | Reconstruction of housing (elimination of need for living in temporary housing in Iwate and Miyagi Prefectures during the Reconstruction and Revitalization Period), construction of transportation and distribution networks, etc.   |
| 3   | <b>Revitalization of Industries and Livelihoods</b>                 | Promotion of tourism (target of 1.5 million foreign guests staying at lodging facilities by 2020), revitalization of Agriculture, Forestry and Fisheries, promoting corporate location, and securing of human resources, etc.   |
| 4   | <b>Reconstruction and Revitalization After the Nuclear Disaster</b> | (1) Returning to normal after the accident (decommissioning and contaminated water management), (2) actions such as the removal of radioactive materials, (3) actions such as the expansion of efforts aimed at the lifting of evacuation orders and the return of evacuees, etc.<br>(4) Industrial agglomeration based on the Fukushima Innovation Coast Framework, (5) reconstruction of business operators and agricultural, forestry and fishery operators, and (6) dispelling of harmful rumors and promotion of risk communication  |
| 5   | <b>Creating a "New Tohoku"</b>                                      | Promote efforts by utilizing human resources and know-how from the private sector, such as companies, universities, and NPOs, and disseminate and develop the know-how accumulated through these efforts  |
| <b>3. Picture of the reconstruction and memories of/lessons learned from the earthquake disaster and 4. Follow-ups, etc.</b>  |   |   |
| <ul style="list-style-type: none"> <li>Through the Tokyo Olympic and Paralympic Games and Rugby World Cup, communicate to those in Japan and the rest of the world, Japan's gratitude toward the support coming from around the world along with the image of the reconstruction taking place in the disaster-affected areas and their charm</li> <li>Consolidate and summarize overall reconstruction efforts, including effective reconstruction methods, efforts, and private-sector know-how</li> <li>Follow-up on the status of implementation of the Basic Guidelines</li> </ul>  |   |   |
| 1   |   |   |
| <b>5. Basic direction of reconstruction after the Reconstruction and Revitalization Period</b>  |   |   |
| <ul style="list-style-type: none"> <li>After summarizing the reconstruction measures implemented during the reconstruction period, future measures will be considered for issues that need to be addressed even after the Reconstruction and Revitalization Period.</li> </ul>  |   |   |
| <b>(1) Earthquake- and tsunami-affected areas</b>   |   | <b>(2) Areas affected by the nuclear disaster</b>   |
| <p>Issues that need to be considered for a certain period of time after the Reconstruction and Revitalization Period are as follows. Regarding necessary projects, consider how to provide support aimed at the swift completion of reconstruction and at self-reliance.</p> <ul style="list-style-type: none"> <li><b>Physical infrastructure projects</b><br/>Aim for completion within the Reconstruction and Revitalization Period by conducting thorough progress management of individual construction sites, etc.</li> <li><b>Support for disaster victims, such as mental care</b><br/>Community formation, mental and physical care, "mental recovery," safeguarding and lifestyle counseling, etc.</li> <li><b>Assistance for children affected by the disaster</b><br/>Addition of special teachers, deployment of school counselors, and support for the attending of school</li> <li><b>Housing</b><br/>Removal of emergency temporary housing, payment of support funds for the rebuilding of the livelihoods of disaster victims, etc.<br/>Projects for rent reduction and special rent reduction for disaster public housing</li> <li><b>Industry and livelihoods</b><br/>Support for the reconstruction of groups such as SMEs and requests for extensions of time limits of applications for and utilization of subsidies for the establishment of new businesses</li> <li><b>Independent projects undertaken locally, etc.</b><br/>Measures to secure human resources to deal with remaining projects, compensation for revenue loss based on laws, etc.</li> <li><b>Projects arising from the nuclear disaster</b><br/>Measures against harmful rumors, etc.</li> </ul> |   | <p>Issues that may still need to be considered even after the Reconstruction and Revitalization Period are as follows. Consider what support should look like for the necessary projects.</p> <ul style="list-style-type: none"> <li><b>Returning to normal after the accident</b><br/>Safe and steady implementation of decommissioning and contaminated water management</li> <li><b>Efforts aimed at environmental revitalization</b><br/>Development of interim storage facilities and transportation of contaminated waste into these facilities, restoration of temporary storage sites to their original condition, reduction of final disposal volumes by means of volume reduction and recycling of soil, and the treatment of specified waste, etc.</li> <li><b>Promotion of the return of evacuees, the rebuilding of livelihoods, etc.</b><br/>Development of attractive communities, community formation, development of shopping, education, medical care, and other necessary environments for daily life, development of specified reconstruction and revitalization bases areas (SRRBA), reductions and exemptions of insurance premiums for medical and long-term care insurance, etc., and consultations on mental and physical care, safeguarding, daily life, and health, etc.</li> <li><b>Industrial clusters centered on the Fukushima Innovation Coast Framework</b><br/>Efforts for promotion of projects in the fields of decommissioning, robotics, energy, agriculture, forestry and fisheries, stable operation of base facilities such as the Fukushima Robot Test Field.</li> <li><b>Rebuilding of businesses, agriculture, forestry, and fisheries</b><br/>Business resumption, management improvement, securing human resources, etc.<br/>Resumption of farming, expansion of crop acreage, regeneration of forests and forestry, resumption of full-scale fishery operations, etc.</li> <li><b>Action such as the dispelling of rumors and the conducting of risk communication</b><br/>Efforts to disseminate information, monitor environmental radiation, conduct health surveys, conduct food inspections, restore sales channels for agricultural, forestry and fishery products, promote tourism, etc.</li> <li><b>Independent projects undertaken locally, etc.</b><br/>Countermeasures against harmful rumors associated with the nuclear disaster, measures to secure human resources, compensation for decreased revenue based on laws, etc.</li> </ul> |
| <b>(3) About mechanisms serving to support reconstruction</b>   |   |   |
| Examination of approaches to ensure that necessary projects are implemented based on the progress of reconstruction measures, the verification of their effectiveness, and requests from local public organizations in the disaster-affected areas, etc.  |   |   |
| <b>(4) About the successor organization</b>   |   |   |
| <p>Like the Reconstruction Agency, the successor organization will serve as a control tower to carry through with the reconstruction of affected areas after the Great East Japan Earthquake under leadership and political responsibility which involves the elimination of the vertical divisions existing between ministries and government offices.</p> <p>Examination of approaches to ensure that necessary projects are implemented based on the progress of reconstruction measures, the verification of their effectiveness, and requests from local public organizations in the disaster-affected areas, etc.</p>   |   |   |
| 2   |   |   |

#### (4) Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction and Revitalization Period” (Cabinet Decision Issued on December 20, 2019)

##### 1) Formulation Background

The 2019 Basic Guidelines set forth the basic direction of reconstruction after the Reconstruction and Revitalization Period, and stated that it was necessary, upon having appropriately summarized reconstruction measures implemented during the period of reconstruction, to consider future responses for issues requiring a response to be taken even after the Reconstruction and Revitalization Period. In addition, the “2019 Basic Guidelines for Economic and Fiscal Management and Reform,” which was approved by a cabinet decision on June 21, 2019, also indicated that the Basic Guidelines would be formulated by the end of the year in order to ensure that appropriate responses would be undertaken after the Reconstruction and Revitalization Period.

Based on the above, at the 30th meeting of the Reconstruction Promotion Council held on July 3, 2019, a decision was made on “Holding of a Working Group on the Summarization of Reconstruction Measures Following the Great East Japan Earthquake.” The Working Group Concerning the Summarization of Reconstruction Measures Following the Great East Japan Earthquake (Hereinafter referred to as the “Working Group for the Summarization of Measures”) was to be held under the Reconstruction Promotion Council in order to review the reconstruction measures implemented during the reconstruction period for reconstruction undertaken following the Great East Japan Earthquake. The members of the Working Group for the Summarization of Measures are as follows (the \* mark indicates members of the Reconstruction Promotion Council. All titles are those held at the time in question).

Figure 1-2-11 Members of the Working Group Concerning the Summarization of Reconstruction Measures Following the Great East Japan Earthquake

|                |                   |  |
|----------------|-------------------|--|
| (Chairperson)  | Reiko Akiike*     | Senior Partner and Managing Director, Boston Consulting Group  |
| (Deputy Chair) | Hiroya Masuda     | Visiting Professor, Graduate School of Public Policy, The University of Tokyo  |
| (Members)      | Michio Ubaura     | Associate Professor, International Research Institute of Disaster Science, Tohoku University   |
|                | Sawako Shirahase* | Professor, Graduate School of Humanities and Sociology, The University of Tokyo  |
|                | Keiko Tamura*     | Professor, Risk Management Office, Headquarters for Risk Management, Niigata University & Professor at the Research Institute for Natural Hazards and Disaster Recovery (Concurrent Positions) |
|                | Retsu Fujisawa    | Representative Director, RCF   |
|                | Jun Matsumoto*    | Representative Director and Group CEO of Michinori Holdings, Inc.  |

As for the schedule for summarizing the reconstruction measures, the committee also indicated that it would hold 5 meetings of the Working Group for the Summarization of Measures meetings after July 2019 and provide a report on its summary to the Reconstruction Promotion Council around October of the same year, and that the content thereof would be reflected in the Basic Guidelines on Reconstruction After the Reconstruction and Revitalization Period by the end of the year.

The results of deliberations by the Working Group for the Summarization of Measures are as follows.

Figure 1-2-12 Deliberations Undertaken by the Working Group Concerning the Summarization of Reconstruction Measures Following the Great East Japan Earthquake

| Meeting instance                     | Date and time                          | Agenda, etc.   |
|--------------------------------------|--|--|
| 1st                                  | 2019<br>Monday, July 22<br>15:00-16:30 | About the Management of the Working Group<br>How to proceed with the summary<br>Free discussion  |
| Field survey in Fukushima Prefecture | Friday, August 2                       | Iwaki City, Hirono Town, Naraha Town, Tomioka Town, Okuma Town, Futaba Town, Namie Town, Minamisoma City   |
| Field survey in Iwate Prefecture     | Friday, August 9                       | Ofunato City, Rikuzentakata City, Kamaishi City, Otsuchi Town, Yamada Town   |
| 2nd                                  | Friday, August 23<br>10:00-12:00       | Reconstruction and revitalization after the nuclear disaster <ul style="list-style-type: none"> <li>Returning to normal after the accident (decommissioning of reactors and measures against contaminated water)</li> <li>Removal of radioactive materials, etc.</li> <li>Expansion of efforts aimed at the lifting of evacuation orders and the return of evacuees, etc.</li> </ul> |

| Meeting instance                  | Date and time                          | Agenda, etc.  |
|-----------------------------------|--|---|
|                                   |  | <ul style="list-style-type: none"> <li>Industrial clusters centered on the Fukushima Innovation Coast Framework</li> <li>Rebuilding of businesses, agriculture, forestry, and fisheries</li> <li>Dispelling of harmful rumors and promotion of risk communication</li> </ul>  |
| Field survey in Miyagi Prefecture | Thursday, August 29                    | Kesennuma City, Onagawa Town, Ishinomaki City, Higashimatsushima City   |
| 3rd                               | Wednesday, September 11<br>13:00-15:30 | Support for Disaster Victims <ul style="list-style-type: none"> <li>Support for Disaster Victims, such as mental care</li> <li>Support for children affected by the disaster</li> </ul> Reconstruction of Homes and Cities <ul style="list-style-type: none"> <li>Rebuilding of homes, reconstruction-based town development, improvement of living environments</li> <li>Construction of transportation and distribution networks as a foundation for economic development in the disaster-affected areas</li> </ul> Revitalization of Industries and Livelihoods <ul style="list-style-type: none"> <li>Acceleration of the reconstruction of industry</li> <li>Reconstruction of Tourism</li> <li>Revitalization of Agriculture, Forestry and Fisheries</li> </ul> Creating a “New Tohoku” |
| 4th                               | Monday, September 30<br>10:00-12:30    | Mechanisms serving to support reconstruction <ul style="list-style-type: none"> <li>Act on Special Zones for Reconstruction in Response to the Great East Japan Earthquake</li> <li>Act on Special Measures for the Reconstruction and Revitalization of Fukushima</li> <li>Scale and financial resources of restoration and reconstruction projects</li> <li>Other issues related to reconstruction through supporting local governments</li> <li>Temporary housing</li> <li>Disaster waste management</li> <li>Cooperation with volunteers and NPOs</li> </ul> Sorting of the issues for compilation  |
| 5th                               | Wednesday, October 16<br>13:00-15:00   | Summary draft   |

The “Summary of Reconstruction Measures Following the Great East Japan Earthquake,” which was compiled during all five meetings of the Working Group for the Summarization of Measures meetings, was reported on during the 31st meeting of the Reconstruction Promotion Council on October 23, 2019. In the report, general remarks were given to the effect that “unprecedented generous assistance” had been provided in response to the unprecedented large-scale and complex disaster, and that, through such assistance, the areas affected by the earthquake and tsunami had reached the stage where reconstruction was “wrapping-up,” and that while movement toward reconstruction and revitalization had begun in earnest in the areas affected by the nuclear disaster, there were still issues that needed to be addressed in the future. In addition, efforts and achievements so far, future issues, and lessons learned to prepare for the next large-scale disaster were presented in the following areas: ① Support for Disaster Victims (health and livelihood support), ② Reconstruction of Homes and Cities, ③ Revitalization of Industries and Livelihoods], ④ reconstruction and revitalization in the wake of the nuclear disaster, ⑤ the creation of a “New Tohoku,” ⑥ cooperation with various entities such as volunteers and NPOs, and ⑦ the transmission of images of reconstruction, and the passing on of memories pertaining to and lessons learned from the disaster. In addition, with regard to ① the scale and financial resources of restoration and reconstruction projects, ② the legal system, and ③ municipality support, which are all mechanisms to support reconstruction, the efforts and achievements so far, future issues, and lessons to keep in mind to prepare for the next large-scale disaster, were also presented.

In addition, at the 23rd Meeting of the Reconstruction Promotion Council held on September 20, 2019 during the meeting of the Working Group for the Summarization of Measures, Prime Minister Abe provided instructions to the effect that in order to succeed with reconstruction under political responsibility and leadership with one and a half years remaining in terms of the Reconstruction and Revitalization Period, the Basic Guidelines for reconstruction should be compiled by the end of the year, and that each minister, led by the Minister for Reconstruction, should summarize the reconstruction measures implemented so far, and make firm efforts toward such compilation by meticulously ascertaining the actual conditions in the disaster-affected areas.

Based on this background, the draft for the Basic Guidelines for Reconstruction in Response to the Great East

Japan Earthquake after the “Reconstruction and Revitalization Period”, which stipulates the efforts undertaken after the Reconstruction and Revitalization Period and the mechanisms and organizations serving to support reconstruction, was approved by a Council decision at the 24th meeting of the Reconstruction Promotion Council held on December 19, 2019. On the following day (December 20), a cabinet decision was rendered with respect to the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction and Revitalization Period” (hereinafter referred to as the “2019 Basic Guidelines” as appropriate).

The reason why the Basic Guidelines for reconstruction were formulated more than one year before the end of the Reconstruction and Revitalization Period (the end of March 2021) was because it was necessary to make a decision on the necessity of continuing to have the Reconstruction Agency exist before the ordinary session of the Diet in 2020 and to revise the law accordingly. For this reason, it was originally envisaged that the 2019 Basic Guidelines would be revised at the end of FY2020 based on elements such as the necessary legislative amendments.

## 2) Overview

The 2019 Basic Guidelines, in terms of the “Summary of Reconstruction Measures to Date,” presented the following in relation to efforts in each field and the mechanisms and organizations serving to support reconstruction: ① achievements, ② future issues, and ③ lessons to leverage when it comes to future large-scale disasters. Based on this, the basic policy for reconstruction after the Reconstruction and Revitalization Period will be presented in a manner which involves the dividing up of the areas affected by the earthquake and tsunami and the areas affected by the nuclear disaster.

The overview of the 2019 Basic Guidelines is as follows.

### a. Basic Stance on Reconstruction and Efforts in Each Field

#### ① Earthquake- and-tsunami-affected areas

Given that most of the projects, mainly those involving public infrastructure development, are expected to be completed within the Reconstruction and Revitalization Period, the national government and local governments of the disaster-affected areas will make every effort to work on remaining projects such as providing of Support for Disaster Victims during the five years following the Reconstruction and Revitalization Period with the aim to have reconstruction projects fulfill their roles.

#### ② Areas affected by the nuclear power disaster

As medium- to long-term responses are necessary for the reconstruction and revitalization of Fukushima, the national government will continue to play a leading role even after the Reconstruction and Revitalization Period. In light of this situation, over the next 10 years, efforts will be made toward full-fledged reconstruction and revitalization while meticulously responding to new issues and diverse needs that will arise as the reconstruction progresses. In FY2025, five years after the completion of the Reconstruction and Revitalization Period, the government will review the overall status of reconstruction projects based on elements such as the progress of reconstruction measures and verification of their effects while taking into consideration the situation of local governments, which differ greatly from each other.

#### ③ Communicating the picture of reconstruction and passing on the memories of and lessons learned from the Great East Japan Earthquake to future generations

Even after the Reconstruction and Revitalization Period, the government will disseminate easy-to-understand information on the progress of reconstruction and the situation in the disaster-affected areas, as well as accurate information on the status of reconstruction taking place following the nuclear disaster. Moreover, the government will undertake the development of state-run memorial/prayer facilities, mourn and repose the souls of the victims of the Great East Japan Earthquake, pass down the memories and lessons learned from the earthquake to future generations, and convey the strong will that exists with respect to reconstruction to people located both in Japan and overseas. It will also work to deepen an understanding of the lessons learned from the earthquake and improve upon disaster prevention abilities. In addition, the government will disseminate and raise awareness of effective reconstruction approaches and initiatives (including the elements such as lessons learned as presented in the “Summary of Reconstruction Measures to Date” along with private-sector know-how), further enhance disaster prevention-related education, disseminate to the disaster-affected areas and beyond the know-how for the creation of a “New Tohoku” as model cases for regional revitalization efforts, utilize government-wide measures (including measures for regional revitalization), and undertake other such action. Additionally, materials will be collected, organized, and compiled regarding the changes in government structures and efforts for reconstruction, as well as the progress of reconstruction, leading up to the end of the reconstruction/revitalization period.

## b. Mechanisms serving to support reconstruction

### ① Elements such as financial resources for restoration and reconstruction projects

The scale of restoration and reconstruction projects for the 5-year period from FY2021 is expected to be in the range of 1.5 trillion yen. The scale of projects up to the end of FY2020 is expected to be in the range of 31 trillion yen to 31.5 trillion yen, and the scale of projects for the 15-year period until the end of FY2025 is expected to be in the range of 32.5 trillion yen to 33 trillion yen. The financial resources are expected to be in the range of 32.5 trillion yen to 33 trillion yen based on elements such as past results, and business scales and the financial resources are expected to roughly match. The government will continue to conduct careful examinations, and by around the summer of 2020, present the scales of projects and financial resources necessary for the implementation of restoration and reconstruction projects for the next 5 years after the Reconstruction and Revitalization Period, with reviews also being conducted as necessary with respect to areas affected by the nuclear disaster. In addition, the special account for reconstruction and the system for special local allocation tax for recovery from earthquake disaster will be continued.

### ② Legal system

Reconstruction Grants under the Act on Special Zones for Reconstruction in Response to the Great East Japan Earthquake will be abolished upon completion of the Reconstruction and Revitalization Period after having first taken necessary measures to ensure completion. Moreover, with regard to the Act on Special Measures for the Reconstruction and Revitalization of Fukushima, the government will consider elements such as tax measures that address issues such as the acceleration of efforts toward industrial agglomeration under the Fukushima Innovation Coast Framework and damage resulting from harmful rumors. In addition, with regard to elements such as the Act on the Organization for Supporting the Turnaround of Businesses Damaged by the Great East Japan Earthquake, the government will consider how support should be provided, including the further extension of the deadline for decisions on support for measures against double loans by the end of FY2020.

### ③ Municipal support

The government will continue support for measures to secure human resources for local governments in disaster-affected areas and support through the special local allocation tax for recovery from earthquake disaster related to restoration and reconstruction projects to be continued after the Reconstruction and Revitalization Period.

## c. Organization

The period of existence of the Reconstruction Agency will be extended for 10 years after the Reconstruction and Revitalization Period, and the current comprehensive coordination function will be maintained. In addition, in order to contribute to the improvement of disaster prevention capabilities against large-scale disasters that are occurring frequently in recent years, functions will be added for the sharing and utilizing the know-how on reconstruction that has been accumulated with the relevant administrative organs and other such organizations, and organic linkage between disaster prevention and reconstruction will be promoted. In addition, the Reconstruction Bureaus of Iwate, Miyagi, and Fukushima Prefectures will be maintained, and the locations of the Iwate and Miyagi Reconstruction Bureaus will be changed to coastal areas.

Furthermore, based on the further progress of reconstruction projects after the second reconstruction/revitalization period, the ideal organizational structure will be examined in FY2025 (which would be the 5th year) and necessary measures will be taken.

## d. Other

Regarding measures which should be taken by amending laws in relation to the efforts outlined in a. through c. in the above, necessary bills will be submitted to the next ordinary session of the Diet for those that should be promptly addressed.

In addition, in response to the severe damage caused by Typhoon No. 19<sup>41</sup> in 2019, the government will make every effort to prevent delays in restoration and reconstruction projects following the Great East Japan Earthquake through the FY2019 supplementary budget.

<sup>41</sup> The Typhoon made landfall on the Izu Peninsula before 19:00 on October 12, 2019, passed the Kanto region, and became an extratropical cyclone over the ocean to the east of Japan at 12:00 on the 13th. In Fukushima Prefecture, there were 32 deaths, 1,470 houses were completely destroyed and 12,454 houses were partially destroyed. In Miyagi Prefecture, there were 19 deaths, 304 houses were completely destroyed and 2,974 houses were partially destroyed. ["Damage Caused by Typhoon No. 19 and Heavy Rain Caused by the Front in 2019 and Response Status of Fire Fighting Organizations (Report No. 65)"; February 12, 2020, at 9:00; Disaster Management Headquarters, Fire and Disaster Management Agency]

Figure 1-2-13 Overview of the 2019 Basic Guidelines

# Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the "Reconstruction and Revitalization Period" (Overview)

Cabinet decision of December 20, 2019

- The government will summarize the reconstruction measures implemented to date and, based on Article 3 of the Basic Act on Reconstruction in Response to the Great East Japan Earthquake, establish policies for efforts in each field after the Reconstruction and Revitalization Period (FY2021 onward), as well as for elements such as mechanisms and organizations serving to support reconstruction.

## I. Summarizing reconstruction measures

- "Unprecedented generous assistance" made for significant progress in reconstruction
- Areas affected by the earthquake/tsunami: The "wrapping-up" stage of reconstruction • Areas affected by the nuclear disaster: Full-scale movement toward "reconstruction and revitalization"

### Efforts in each field (main efforts)

#### 1. Support for Disaster Victims (health and livelihood support)

- (Achievements)** Decrease in the number of evacuees (from approximately 470,000 to approximately 49,000)  
 Aim to eliminate instances of people living in temporary housing within the period in areas affected by the earthquake and tsunami  
 Community formation and safeguarding of the areas to be reconstructed at the end of the period  
**(Issues)** Support provided in light of elements such as the prolongation of life as an evacuee and support for children and other individuals

#### 2. Reconstruction of Homes and Cities

- (Achievements)** Completion is expected for about 30,000 disaster public housing units and about 18,000 units subject to relocation to higher ground  
 Development of reconstruction roads and reconstruction support roads, as well as railways, ports, etc., all of which serve as the foundation for development  
**(Issues)** Completion of projects as early as possible in light of the impacts of elements such as Typhoon No. 19

#### 3. Revitalization of Industries and Livelihoods

- (Achievements)** Shipments of manufactured goods in the three prefectures generally recovered, and the total number of foreign guests remained steady  
 Various recovery levels are seen in coastal areas; recovery of sales taking place in the seafood processing industry

#### 4. Reconstruction and revitalization after the nuclear disaster

- (1) Returning to normal after the accident (decommissioning and contaminated water management)**  
**(Issues)** Steadily continuing operations while maintaining safety as a top priority and providing accurate information

#### (2) Removal of radioactive materials, etc.

- (Issues)** Management and restoration of temporary storage sites, maintenance of interim storage facilities and transportation  
 Treatment of items such as specified waste, which includes volume reduction and recycling with the aim of final disposal

#### (3) Expansion of efforts aimed at the lifting of evacuation orders and the return of evacuees, etc.

- (Achievements)** Evacuation orders have been lifted in most areas except for difficult-to-return zones  
 Decrease in the number of evacuees in Fukushima Prefecture (from approximately 165,000 to approximately 42,000)  
**(Issues)** Facilitating return and relocation of evacuees, responding to difficult-to-return zones, and supporting evacuees

#### (4) Industrial clusters centered on the Fukushima Innovation Coast Framework

- (Achievements)** Upkeep of each base for decommissioning, robotics, energy, etc.  
**(Issues)** Industrial agglomeration based on the "blueprint for industrial development"  
 Building an international education and research center that brings together human resources from Japan and overseas

#### (5) Rebuilding of businesses, agriculture, forestry, and fisheries

- (Issues)** Resumption of business, resumption of farming, forest maintenance that is combined with measures against radioactive materials, restoration of production areas for special forest products, and recovery of catch landings and sales channels in fisheries

#### (6) Dispelling of harmful rumors and promotion of risk communication

- (Issues)** Measures against harmful rumors in Japan and overseas, and removal or relaxation of import restrictions

#### 5. Creating a "New Tohoku" and collaborating with a diverse lineup of actors

- (Achievements)** Creation of case examples that lead to actions such as solutions to regional issues

#### 6. Communicating the picture of reconstruction and passing on the memories of and lessons learned from the earthquake to future generations

- (Achievements)** Disseminating information ahead of the 2019 Rugby World Cup and the 2020 Tokyo Olympic and Paralympic Games

### Mechanisms serving to support reconstruction

#### 1. Scale and financial resources of restoration and reconstruction projects

- (Achievements)** Contribution to accelerated reconstruction as a result of unprecedented generous financial support

#### 2. Legal system

- (Achievements)** Elements such as special provisions under the Act on Special Zones for Reconstruction and the Act on Special Measures for the Reconstruction and Revitalization of Fukushima contributed to reconstruction

#### 3. Municipal support

- (Achievements)** Financial support (special grants for earthquake reconstruction, etc.) and human resources (dispatch of employees, etc.) contributed to projects  
**[Issues (Common to 1-3)]** Examining the ideal framework after the Reconstruction and Revitalization Period

### Organization

- (Achievements)** Achievement of a unified government structure and promotion of reconstruction  
**(Issues)** Materialization of a successor organization and consideration of the location of the Reconstruction Bureau

## II. Basic policy for the period after the Reconstruction and Revitalization Period

### 1. Basic stance and efforts in each field

#### Earthquake- and tsunami-affected areas

During the five-year period following the Reconstruction and Revitalization Period, the national government and local governments of the disaster-affected areas aim to ensure that reconstruction projects fulfill their roles by cooperating and making every effort to carry out the remaining projects.

- Physical infrastructure projects
  - While the aim is to have physical infrastructure projects be completed during the period, support for the uncompleted projects will be continued within the scope of the budget allocated during the period for projects.
  - However, support disaster recovery projects will be continued.
- Support for disaster victims, such as mental care
  - Depending on the progress of the project, provide continued support for elements such as community building, mental and physical care, "mental recovery," safeguarding and counseling, and assistance for orphans
  - Carefully grasp individual circumstances and consider how to support projects that will not be completed within five years according to the progress of the project and respond appropriately
- Assistance for children affected by the disaster
  - Continue to provide support in accordance with the progress of the projects (such as in terms of the situation of children in need of assistance) with regard to the addition of special teachers, the assignment of school counselors, and support for the attendance of school
  - Carefully grasp individual circumstances and consider how to support projects that will not be completed within five years according to the progress of the project and respond appropriately
- Reconstruction of Homes and Cities
  - Removal of emergency temporary housing, continuation with support funds for the rebuilding of the livelihoods of disaster victims, etc.
  - Support will continue to be provided for elements such as projects involving rent reduction for disaster public housing. While providing this, the level of support will be reviewed appropriately, taking into account elements such as fairness among local governments that have started management at different times.
- Industry and livelihoods
  - Continue to support the reconstruction of groups such as SMEs, and extend time limits of applications for and the utilization of subsidies for the establishment of new businesses
  - Continue support for areas such as the recovery of fishery catch landings and the recovery and development of sales channels in the seafood processing industry
- Independent projects undertaken locally, etc.
- Projects arising from the nuclear disaster
  - Continued support for countermeasures against harmful rumors (monitoring inspections, etc.)

#### Areas affected by the nuclear disaster

Medium- and long-term measures are necessary, and the national government will continue to take the lead. Over the impending 10-year period, efforts will be made toward full-scale reconstruction and revitalization. Furthermore, in the fifth year, review the appropriate state of the entirety of the project.

- Returning to normal after the accident (decommissioning and contaminated water management)
  - Safe and steady implementation of decommissioning and contaminated water management
- Efforts aimed at environmental revitalization
  - Management and restoration of temporary storage sites, transport to and maintenance of interim storage facilities
  - Treatment of items such as specified waste, which includes volume reduction and recycling with the aim of final disposal
- Promotion of elements such as the return of evacuees and moving, as well as the elements such as the reconstruction of lives and livelihoods
  - Preparation of environment for the return of evacuees and the promotion of moving
  - Continuation of Support for Disaster Victims
  - Appropriate reviews of medical and long-term care insurance premiums and payments at the counter
  - Development of environment for the return of evacuees within specified reconstruction and revitalization bases areas (SRRBA)
  - Examining the direction of future policies for difficult-to-return zones
- Industrial clusters centered on the Fukushima Innovation Coast Framework, etc.
  - Promote efforts focusing on priority areas for industrial development in regions such as Hamadori
  - A panel of experts will finalize the establishment of an international education and research center by the summer of 2020, and the government will draft a final plan by the end of that year
- Rebuilding of businesses, agriculture, forestry, and fisheries
  - Support for business resumption, promotion of the resumption of farming and the creation of large plots of farmland, implementation of initiatives such as forest management to prevent the release of soil containing radioactive materials, restoration of old-growth forests and production areas for special forest products, and support for full-scale fishery operations and the seafood processing industry
- Dispelling of harmful rumors and promotion of risk communication
  - Dissemination of information and lobbying for the removal of import restrictions
  - Recovery and development of markets for agricultural, forestry and fishery products, and promotion of tourism in Fukushima
- Independent projects undertaken locally, etc.
  - Continued support for measures to secure human resources, to compensate for revenue losses in accordance with the law, and so on

|   |  |
|---|--|
| <b>2. Mechanisms serving to support reconstruction</b>  |  |
| <b>(1) Financial resources, etc.</b>  | <ul style="list-style-type: none"> <li>Sort out the scales of projects taking place over the impending 5-year period and ensure that necessary recovery and reconstruction projects are carried out by securing the necessary financial resources</li> <li><b>Business scale</b> : (Past 10 years) 31 to 31.5 trillion yen + <b>Around 1.5 trillion yen (Next 5 years)</b> = <b>32.5 to 33 trillion yen</b></li> <li><b>Financial resources</b> : (For the past 10 years) About 32 trillion yen + Track record in terms of increased tax revenues, etc. = <b>32.5 to 33 trillion yen</b></li> <li>⇒ <b>Project scales and financial resources are expected to be roughly commensurate (the "reconstruction funding framework" will be announced around the summer of 2020).</b></li> <li>Continuation of special account for reconstruction</li> <li>Continuation of the system for special local allocation tax for recovery from earthquake disaster</li> </ul>  |
| <b>(2) Legal system</b>   | <div> <div> <b>[Act on Special Zones for Reconstruction]</b> <ul style="list-style-type: none"> <li>Continue to provide necessary support in the form of <b>special regulations, reconstruction and development plans, and special financial provisions</b> after having <b>placed a focus on the target regions</b></li> <li>With respect to the <b>tax system for special reconstruction zones</b>, consideration of elements such as the <b>extension of the period of application</b> thereof after having <b>placed a focus on the target regions</b></li> <li><b>Reconstruction Grants</b> will be <b>abolished</b></li> </ul> </div> <div> <b>[Act on Special Measures for the Reconstruction and Revitalization of Fukushima]</b> <ul style="list-style-type: none"> <li>Necessary review of elements such as the enhancement of measures for attracting new vitality, such as the <b>promotion of relocation and increase of the exchange population and related population</b></li> <li>Accelerating the resumption of farming by <b>promoting the usage and accumulation of farmland</b> (including external participation) and the <b>setting up of facilities for the sixth industrialization</b></li> <li>Consideration of elements such as tax measures in response to the Fukushima Innovation Coast Framework as well as harmful rumors and other issues</li> </ul> </div> </div> |
| <b>(3) Municipal support</b>  | <ul style="list-style-type: none"> <li>Continue support for measures to <b>secure necessary human resources</b> while taking into account the progress of reconstruction</li> <li>Continued support through the <b>special local allocation tax for recovery from earthquake disaster</b> when it comes to ongoing recovery and reconstruction projects</li> </ul>   |
| <b>3. Organization</b>  |  |
| <div> <div> <b>Maintain the current system based on the strong demands of the disaster-affected areas</b> in order to carry through with reconstruction under leadership and political responsibility which involves the elimination of the vertical divisions existing between ministries and government offices with the organization serving as a control tower:           <ul style="list-style-type: none"> <li>Organizational structure <b>reporting directly to the Cabinet</b> + Appointment of the <b>Prime Minister</b> as the chief minister and the establishment of a <b>Minister for Reconstruction</b></li> <li><b>Comprehensive coordination functions</b> such as collective requests for reconstruction project budgets, one-stop response to requests from local governments, etc.</li> </ul> </div> <div> <ul style="list-style-type: none"> <li><b>Extension of the Reconstruction Agency for 10 years (FY2021 to FY2030), and examination of the ideal state in terms of the organizational structure</b> by FY2025</li> <li><b>Addition of functions to share and utilize accumulated know-how on reconstruction with parties such as relevant administrative agencies.</b></li> <li>The <b>Iwate Reconstruction Bureau</b> and <b>Miyagi Reconstruction Bureau</b> are <b>relocated to coastal areas</b> (Morioka City and Sendai City were changed to branch offices)               <ul style="list-style-type: none"> <li>⇒ Specific locations are determined based on elements such as the progress of reconstruction and the opinions of local governments of the disaster-affected areas</li> <li><b>The Fukushima Reconstruction Bureau will continue to be in Fukushima City</b> (with branches in Tomioka Town and Namie Town being maintained).</li> </ul> </li> </ul> </div> </div> |  |
| <b>⇒ Submit necessary bills to the next ordinary Diet session</b>   |  |

## (5) About Changes to the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction and Revitalization Period” (Cabinet Decision issued on March 9, 2021)

### 1) History of Changes

In the 2019 Basic Guidelines, it was stipulated that necessary bills should be submitted to the ordinary session of the Diet in 2020 regarding the items which should be dealt with promptly through legislative amendments in terms of efforts in various fields after the Reconstruction and Revitalization Period and the mechanisms and organizations serving to support reconstruction, and that the scale of projects and financial resources necessary for the implementation of restoration and reconstruction projects for the next five years after the Reconstruction and Revitalization Period should be indicated around the summer of 2020.

In response, in June 2020, a law was enacted to make partial amendments to things such as the Act on the Establishment of the Reconstruction Agency, and measures were taken such as those involving the extension of the period of existence of the Reconstruction Agency.

At the 26th Meeting of the Reconstruction Promotion Council held on July 17, 2020, “About Efforts for Reconstruction From FY2021 Onward” was adopted. In the same decision, since the 2019 Basic Guidelines stipulated the aim of having reconstruction projects in the earthquake-stricken and tsunami-stricken areas fulfill their roles during the 5 year-period starting from FY2021 while strengthening measures for full-scale reconstruction and revitalization in the areas affected by the nuclear disaster for the ten years ahead, and that the whole concept of reconstruction projects would be reviewed in FY2025, a reconstruction period of 15 years (which includes the 5-year period starting from FY2021 to the end of FY2025) was set.

With that being the case, the 5-year period starting from FY2021 was designated as “the second reconstruction/revitalization period” since that would constitute the timing wherein the philosophy of the Reconstruction and Revitalization Period from FY2016 to the end of FY2020 (which is “realizing reconstruction that will lead to self-reliance in the disaster-affected areas and serve as a model for regional revitalization”) should be inherited and wherein efforts should be made to achieve the goals of that philosophy<sup>42</sup>.

The scale of restoration and reconstruction projects over the 15-year period spanning from FY2011 to the end of FY2025 (including the second reconstruction/revitalization period), was estimated to be around 32.9 trillion yen.

<sup>42</sup> In line with this, the name of the initial Reconstruction and Revitalization Period (FY2016 to the end of FY2020) was changed to “the first reconstruction/revitalization period.”

Meanwhile, the financial resources of about 32 trillion yen to be allocated for restoration and reconstruction projects for the 10-year period spanning from FY2011 to the end of FY2020 was estimated to be about 32.9 trillion yen when considering the actual results of special income tax revenues for reconstruction and non-tax revenues, which is commensurate with the scale of the projects.

In order to reflect the progress of these studies within the Basic Guidelines and ensure the best possible reconstruction in FY2021 and beyond, a revised vision of the 2019 Basic Guidelines was adopted at the 29th Meeting of the Reconstruction Promotion Council<sup>43</sup> on March 9, 2021, and on the same day, “About Changes to the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the ‘Reconstruction and Revitalization Period’” was adopted as the result of a cabinet decision. Through this decision, the 2019 Basic Guidelines were completely changed and became the “Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake for the Period of the ‘Second Reconstruction/Revitalization Period’ Onward” (hereinafter referred to as the “2021 Basic Guidelines” as appropriate).

## 2) Overview of Changes (Full Change)

The overview of the 2021 Basic Guidelines is as follows.

### a. Basic Stance on Reconstruction and Efforts in Each Field

#### ① Earthquake- and-tsunami-affected areas

Given that most of the projects, mainly those involving public infrastructure development, has been completed within the first reconstruction/revitalization period, the national government and local governments of the disaster-affected areas will make every effort to work on remaining projects such as those involving the providing of Support for Disaster Victims during the second reconstruction/revitalization period with the aim thereof being to have reconstruction projects fulfill their roles.

#### ② Areas affected by the nuclear power disaster

As medium- to long-term responses are necessary for the reconstruction and revitalization of Fukushima, the national government will continue to play a leading role in the second reconstruction/revitalization period onward. In light of this situation, over the next 10 years, efforts will be made toward full-fledged reconstruction and revitalization while meticulously responding to new issues and diverse needs that will arise as the reconstruction progresses. In addition, an international education research base will be newly established as a “core center for creative reconstruction” with a view to conducting research and development and human resource development, which are essential when it comes to building back better in Fukushima, thereby strengthening Japan’s industrial competitiveness and creating innovation that will contribute to solving issues common to Japan and the rest of the world. In FY2025, the fifth year in the second reconstruction/revitalization period, the government will, based on elements such as the progress of reconstruction measures and verification of their effects, review the overall status of reconstruction projects while taking into consideration the situation of local governments, which differ greatly from each other.

#### ③ Communicating the picture of reconstruction and passing on the memories of and lessons learned from the Great East Japan Earthquake to future generations

Even during the second reconstruction/revitalization period onward, the government will disseminate accurate and easy-to-understand information on the progress of reconstruction and the situation in the disaster-affected areas, including the state of reconstruction in the wake of the nuclear disaster, taking advantage of opportunities such as the 2020 Tokyo Olympic and Paralympic Games and World Expo 2025 to be held in Japan. It will also develop state-run memorial/prayer facilities, mourn and repose the souls of the victims of the Great East Japan Earthquake, pass down memories and lessons of the earthquake to future generations, convey the strong will that exists with respect to reconstruction to people in Japan and abroad, deepen understanding of the lessons of the earthquake, and improve disaster prevention capabilities. In addition, the government will build agile structures and improve disaster response capabilities at various organizations through the dissemination and raising of awareness on elements such as effective reconstruction approaches and initiatives and private-sector know-how which has been compiled and summarized during the reconstruction periods taking place thus far, further enhance disaster prevention-related education, disseminate to the disaster-affected areas and beyond the know-how for the creation of a “New Tohoku” as model cases for regional revitalization efforts, utilize government-wide measures (including measures for regional revitalization), and undertake other such action.

<sup>43</sup> Joint meeting with the 53th Meeting of the Nuclear Emergency Response Headquarters.

Additionally, materials will be collected, organized, and compiled regarding the changes in government structures and efforts for reconstruction, as well as the progress of reconstruction, leading up to the end of the first reconstruction/revitalization period.

## **b. Mechanisms serving to support reconstruction**

### **① Elements such as financial resources for restoration and reconstruction projects**

Restoration and reconstruction project costs for the 10 years from FY2011 to the end of FY2020 are expected to be approximately 31.3 trillion yen, restoration and reconstruction project costs for the second reconstruction/revitalization period are expected to be approximately 1.6 trillion yen. The total scale of reconstruction and reconstruction projects for the 15 years from FY2011 to the end of FY2025, including for the second reconstruction/revitalization period, is expected to be approximately 32.9 trillion yen. Meanwhile, the financial resources of about 32 trillion yen to be allocated for restoration and reconstruction projects for the 10-year period are estimated to be about 32.9 trillion yen when considering the actual results of special income tax revenues for reconstruction and non-tax revenues, which is commensurate with the scale of the projects. Areas affected by the nuclear disaster will be reviewed as necessary. In addition, the special account for reconstruction and the system for special local allocation tax for recovery from earthquake disaster will be continued.

### **② Municipal support**

The government will continue to provide support for measures to secure necessary human resources for local governments in disaster-affected areas even in the second reconstruction/revitalization period onward. In addition, the government will continue to provide support through the special local allocation tax for recovery from earthquake disaster for restoration and reconstruction projects that will continue to be implemented in the second reconstruction/revitalization period onward.

## **c. Organization**

The amendment to the Act on the Establishment of the Reconstruction Agency extends the period for the existence of the Reconstruction Agency until March 31, 2031, and current overall coordination function will be maintained. In addition, in order to contribute to elements such as the improvement of disaster prevention capabilities against large-scale disasters that are frequently occurring in recent years, an organization in charge of utilizing accumulated knowledge on reconstruction will be established in the Reconstruction Agency. Actions such as the concurrent appointment of this organization with departments in charge of disaster prevention will result in the sharing of knowledge with related administrative organizations and other such organizations and the subsequent promotion of the utilization of that knowledge. In addition, the Reconstruction Bureaus in Iwate Prefecture, Miyagi Prefecture, and Fukushima Prefecture will be maintained, and the locations of the Iwate Reconstruction Bureau and the Miyagi Reconstruction Bureau will be changed to Kamaishi City and Ishinomaki City, respectively, in order to shift the organizational focus to areas where reconstruction issues are concentrated.

Based on the further progress of reconstruction projects during the second reconstruction/revitalization period, the ideal organizational structure will be considered in FY2025 (which would be the 5th year) with necessary measures being taken.

## **d. Other**

The Basic Guidelines will be reviewed after three years based on the progress of reconstruction measures and the status of reconstruction in areas affected by the nuclear disaster.

Moreover, while striving to ascertain the impact of COVID-19 on the areas affected by the Great East Japan Earthquake, the government will implement projects while preventing the spread of infection and respond flexibly to changes in the contents of projects so as not to hinder reconstruction efforts.

Figure 1-2-14 Overview of the 2021 Basic Guidelines

**Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the "Reconstruction and Revitalization Period": Overview of Revision**Cabinet decision of  
March 9, 2021

Pursuant to Article 3 of the Basic Act on Reconstruction in Response to the Great East Japan Earthquake, the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the "Reconstruction and Revitalization Period" which was approved by a cabinet decision in December 2019, will be subject to required revision after being renamed the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the "Second Reconstruction and Revitalization Period."

**Main contents after revision** [Descriptions provided primarily concerning the main revisions for this occasion (underlined)]**Earthquake- and tsunami-affected areas**

- **Support for Disaster Victims (Mental care, community building, assistance for children, etc.)**

While the issues faced by disaster victims are diverse and the situation in the society is changing, continued support will be provided according to the progress of projects.

- **Reconstruction of Homes and Cities**

- **Projects involving rent reduction and special rent reduction for disaster public housing**

In association with the abolition of the Reconstruction Grant, support is provided through another subsidy project.

The projects involving the raising of subsidy rates and special rent reductions are continued for 10 years after the management commenced for disaster public housing.

- **Leverage elements such as developed residential land in coastal disaster-affected areas and land left after relocation**

Support for the utilization of developed residential land and land left after relocation by meticulously responding to individual regional issues (from the stages of planning to utilization).

Through this, the plan is to have comprehensive utilization of government-wide measures take place and support the efforts of local governments of the disaster-affected areas.

- **Revitalization of Industries and Livelihoods**

- **Support via as organizations providing support for the revitalization of business operators after the Great East Japan Earthquake, etc.**

Strengthen the provision of services to resolve issues such as sales channel development, and support the revitalization of businesses for which decisions on support have been provided by the end of the first Reconstruction and Revitalization Period.

\* Support also provided for operators which suffered damaged as a result of the nuclear disaster

- **Support for fisheries**

With regard to the fisheries, which is the core industry in the disaster-affected areas, continue supporting efforts such as recovery of catch landings through actions such as removing debris from fishing grounds, as well as support for the recovery and development of sales channels and for conversion of raw materials for processing in the seafood processing industry.

- **Strengthening linkage with regional revitalization**

In order to deal with medium- to long-term issues such as population decline, it is important to comprehensively utilize government-wide measures such as regional revitalization. Enhancing and strengthening linkage between reconstruction efforts and regional revitalization measures.

\* Cooperation also aimed at the reconstruction and revitalization of areas subject to the lifting of evacuation orders

**Areas affected by the nuclear disaster**

- **Returning to normal after the accident (decommissioning and contaminated water management)**

Regarding ALPS treated water, this is an issue that cannot be postponed, and the government will take responsibility and reach a conclusion at an appropriate time, including with respect to countermeasures against rumors.

- **Promoting return, migration, and reconstruction of lives and livelihoods**

- **Promotion of elements such as resettlement in areas subject to the lifting of evacuation orders**

Subsidies will be provided to support local governments and individuals who relocate or start businesses in order to facilitate relocation and settlement, and to undertake action such as increasing both the exchange population and the related population together with the facilitation of the returning home of evacuees.

- **Infrastructure development contributing to reconstruction in areas such as those subject to the lifting of evacuation orders**

Continue to support comprehensive and integrated social infrastructure development through comprehensive grant for social infrastructure development (reconstruction framework).

- **Efforts aimed at the lifting of evacuation orders in difficult-to-return zones**

With respect to specified reconstruction and revitalization bases areas (SRRBA), continue development while managing progress and aiming at the lifting of evacuation orders during the target time period. For areas outside the SRRBA, accelerate the study of policies while carefully listening to the issues and requests of local governments.

- **Development of international education and research bases**

New establishment of a "core center for creative reconstruction" in order to contribute to research and human resource development essential for the implementation of a build back better initiative in Fukushima, as well to strengthening industrial competitiveness and to solving issues common to the world.

Promotion based on the decision of the Reconstruction Promotion Council.

- **Acceleration of the resumption of agricultural business**

Support will be provided for usage and agglomeration of farmland and the creation of production areas that develop high value-added production by integrating the production, and processing, etc. through utilization of special measures under the Act on Special Measures for the Reconstruction and Revitalization of Fukushima, etc.

- **Dispelling of harmful rumors and promotion of risk communication**

Continue to disseminate information domestically and internationally in order to dispel harmful rumors about agriculture, forestry, fisheries and tourism in the disaster-affected areas as a whole.

Based on accumulated knowledge and data, examine regulations on food shipments from a scientific and rational perspective. Provide information on elements such as verification results in an easy-to-understand manner.

\* Targeting not only Fukushima Prefecture but the entire region where regulations remain

**Business scales and financial resources**

During the 15 years spanning from FY2011 to the end of FY2025, the scale and financial resources of the restoration and reconstruction projects amount to about 32.9 trillion yen.

**Organization**

- The period of existence for the Reconstruction Agency has been extended to March 31, 2031.
- The locations of Reconstruction Bureaus in Iwate and Miyagi are changed to Kamaishi City and Ishinomaki City.
- Establish an organization in charge of knowledge utilization at the Reconstruction Agency to share knowledge with related organizations.

## 5. Report to the Diet

The Basic Act was amended by the Supplementary Provisions of the Act on the Establishment of the Reconstruction Agency that went into effect on February 10, 2012, and Article 10-2 of the Act added a provision to the effect that the government must report annually to the Diet on the status of reconstruction following the Great East Japan Earthquake until the Reconstruction Agency is abolished.

The following is the cabinet decision/submission dates and an overview for each year's Diet report.

Figure 1-2-15 Overview of the 2021 Basic Guidelines

| Cabinet decision/Submission date | Overview  |
|----------------------------------|---|
| November 22, 2012                | <ul style="list-style-type: none"> <li>About 327,000 people live in temporary housing and other such buildings.</li> <li>Major lifelines and public services have almost been restored.</li> <li>Public infrastructure has seen a transition to full-scale restoration and reconstruction.</li> <li>Full-scale industrial reconstruction in tsunami-flooded areas constitutes an issue.</li> <li>The total number of evacuees of Fukushima Prefecture is approximately 160,000.</li> </ul>  |
| November 12, 2013                | <ul style="list-style-type: none"> <li>Most of the evacuees live in temporary housing and other such buildings.</li> <li>The development of business plans has been completed for most of the relocation to higher ground, etc.</li> <li>Indices of Industrial Production in the disaster-affected areas almost recovered to pre-earthquake levels.</li> <li>The review of the areas under evacuation orders has been completed.</li> </ul>   |
| November 28, 2014                | <ul style="list-style-type: none"> <li>The number of temporary housing units has decreased, and people are starting to move to permanent housing.</li> <li>More than 80% of the projects involving relocation to higher ground and disaster public housing have started in Iwate Prefecture and Miyagi Prefecture.</li> <li>Approximately 40% of companies receiving group subsidies recovered to pre-earthquake sales levels.</li> <li>As of October 2014, approximately 80,000 people had been evacuated from areas under evacuation orders.</li> </ul>   |
| November 27, 2015                | <ul style="list-style-type: none"> <li>As of September 10, 2015, the number of evacuees was approximately 190,000 and the relocation to permanent housing has been progressing.</li> <li>More than 90% of the projects involving relocation to higher ground and disaster public housing have started in the three disaster-affected prefectures.</li> <li>Of the companies receiving group subsidies, approximately 80% of the companies in the construction industry and approximately 30% of the companies in the fishery and food processing industries have recovered to their pre-earthquake sales levels.</li> <li>As of September 2015, approximately 70,000 people had been evacuated from areas under evacuation orders.</li> </ul>   |
| November 29, 2016                | <ul style="list-style-type: none"> <li>In the areas affected by the earthquake and tsunami, many permanent housing units were due to be completed by FY2016, and the revitalization of industries and livelihoods has been steadily progressing with reconstruction entering a new stage.</li> <li>In areas affected by the nuclear disaster in Fukushima, air dose rates have significantly decreased compared to the time when the nuclear power station accident occurred, and evacuation orders have been lifted in some municipalities.</li> <li>As reconstruction progresses, the needs of communities and individuals are further diversifying, with meticulous support needed in response to these needs.</li> </ul>  |
| November 29, 2017                | <ul style="list-style-type: none"> <li>In the areas affected by the earthquake and tsunami, the restoration of infrastructure closely related to daily life has almost been completed, the Revitalization of Industries and Livelihoods has made steady progress, and reconstruction is entering a new stage.</li> <li>With the exception of Futaba Town and Okuma Town, as of April 2017, a total of nine municipalities in the areas affected by the nuclear disaster in Fukushima had seen the lifting of evacuation orders take place for all areas under preparation for lifting evacuation orders and restricted residential areas, and efforts to undertake reconstruction in and revitalize Fukushima began in earnest.</li> <li>As reconstruction progresses, the needs of communities and individuals are diversifying, with meticulous support provided in response to these needs.</li> </ul> |
| November 30, 2018                | <ul style="list-style-type: none"> <li>In the areas affected by the earthquake and tsunami, the restoration of infrastructure closely related to daily life has almost been completed, the Revitalization of Industries and Livelihoods has made steady progress, and reconstruction has progressed to the "wrapping up" stage.</li> <li>Evacuation orders were lifted for most of the areas affected by the nuclear disaster in Fukushima, except for difficult-to-return zones, by April of 2017. Efforts aimed at the reconstruction and revitalization of Fukushima have begun in earnest. The national government will continue to play a leading role even after the Reconstruction and</li> </ul>  |

| Cabinet decision/Submission date | Overview   |
|----------------------------------|--|
|                                  | <p>Revitalization Period.</p> <ul style="list-style-type: none"> <li>As reconstruction progresses, the needs of communities and individuals are diversifying, with meticulous support provided in response to these needs.</li> </ul>  |
| November 22, 2019                | <ul style="list-style-type: none"> <li>In the areas affected by the earthquake and tsunami, the restoration of infrastructure closely related to daily life has largely been completed, the Revitalization of Industries and Livelihoods has made steady progress, and reconstruction has progressed steadily to the “wrapping-up” stage.</li> <li>Evacuation orders were lifted for most of the areas affected by the nuclear disaster in Fukushima, except for difficult-to-return zones, by April of 2019. Efforts aimed at the reconstruction and revitalization of Fukushima have begun in earnest. The national government will continue to play a leading role even after the Reconstruction and Revitalization Period.</li> <li>As reconstruction progresses, the needs of communities and individuals are diversifying, with meticulous support provided in response to these needs.</li> </ul>   |
| December 11, 2020                | <ul style="list-style-type: none"> <li>In the areas affected by the earthquake and tsunami, the reconstruction of housing and the reconstruction of towns is largely complete. The Revitalization of Industries and Livelihoods is progressing well, and the reconstruction is in the “wrapping up” stage.</li> <li>The lifting of evacuation orders has taken place in all areas of Fukushima that were hit by the nuclear disaster, except for the difficult-to-return zones. Evacuation orders have also been lifted in some of the difficult-to-return areas in advance and the reconstruction and revitalization of Fukushima has begun in earnest, but it is necessary for the government to continue to take the lead in medium- and long-term measures.</li> </ul>   |
| December 3, 2021                 | <ul style="list-style-type: none"> <li>In the areas affected by the earthquake and tsunami, the restoration of infrastructure, the reconstruction of housing, and the reconstruction of towns is largely complete. The Revitalization of Industries and Livelihoods is progressing steadily, and the reconstruction is in the “wrapping-up” stage.</li> <li>Careful efforts will be promoted for projects requiring a certain level of support in the future, such as mental care.</li> <li>The lifting of evacuation orders has taken place in all areas affected by the nuclear disaster in Fukushima, except for difficult-to-return zones. The reconstruction and revitalization of Fukushima has begun in earnest, as seen in the improvement of environments allowing people to return home in areas which have seen the lifting of evacuation orders. However, the national government must continue to play a leading role in medium- to long-term responses.</li> </ul> |
| December 6, 2022                 | <ul style="list-style-type: none"> <li>In the areas affected by the earthquake and tsunami, the restoration of infrastructure, the reconstruction of housing, and the reconstruction of towns is largely complete. The Revitalization of Industries and Livelihoods is progressing steadily, and the reconstruction is in the “wrapping-up” stage.</li> <li>There are remaining issues, such as mental care, and it is necessary to continue providing meticulous responses while providing support to disaster victims.</li> <li>In the areas affected by the nuclear disaster, reconstruction and revitalization have begun in earnest (such as the improvement of environments facilitating the return home of evacuees in areas subject to the lifting of evacuation orders). However, it is necessary for the government to continue to take the lead in medium- and long-term measures.</li> </ul>   |