

New Efforts

### Section 3 General Subsidy for Support for Disaster Victims

In the wake of the Great East Japan Earthquake, in addition to the restoration and reconstruction of infrastructure and other “hard” aspects, it became necessary to address “soft” issues such as health issues associated with prolonged evacuation and the establishment of new livelihoods in disaster public housing.

In the concentrated reconstruction period, while housing reconstruction, reconstruction community development, and relocation to permanent housing are progressing, some disaster victims are forced to live in long-term evacuation, such as living in temporary housing for a long time, which is unprecedented in past disasters; it became clear that the issues faced by each disaster victim are diversified according to the stage of reconstruction, depending on the environment of the individual.

In the reconstruction and revitalization period, continuous support was provided according to the stage of livelihood reconstruction, and support for children was also provided.

This section describes the background of the Task Force on Health and Livelihood Support for Disaster Victims in 2013, the formulation of various countermeasures, and the establishment of the General Subsidy for Support for Disaster Victims in FY 2016 to provide integrated support for disaster victim support efforts by local governments.

#### 1. Background of establishment of the system

##### (1) Efforts before the Task Force (payment of support grants for reconstructing livelihoods of disaster victims, etc.)

In order to rebuild homes and livelihoods, disaster public housing and relocation to higher ground were developed, and in accordance with the Act on Support for Reconstructing Livelihoods of Disaster Victims (Act No. 66 of 1998) enacted in 1998 after the Great Hanshin-Awaji Earthquake (1995), support grants were provided to disaster victims whose livelihoods had been significantly damaged by natural disasters. (In the Great East Japan Earthquake, it was applied to one metropolis and 10 prefectures.) The fund for the support grant is financed by contributions from prefectures, and the national government subsidizes the amount equivalent to one-half of the subsidies provided. Chapter 4, Section 1 describes the details of the subsidy for reconstructing livelihoods of disaster victims.

##### (2) Task Force on Health and Livelihood Support for Disaster Victims

As the evacuation of the disaster victims was expected to be prolonged, there were concerns about effects on the health of the disaster victims, as well as various inconveniences for the disaster victims who moved into disaster public housing, etc., in order to live in one place.

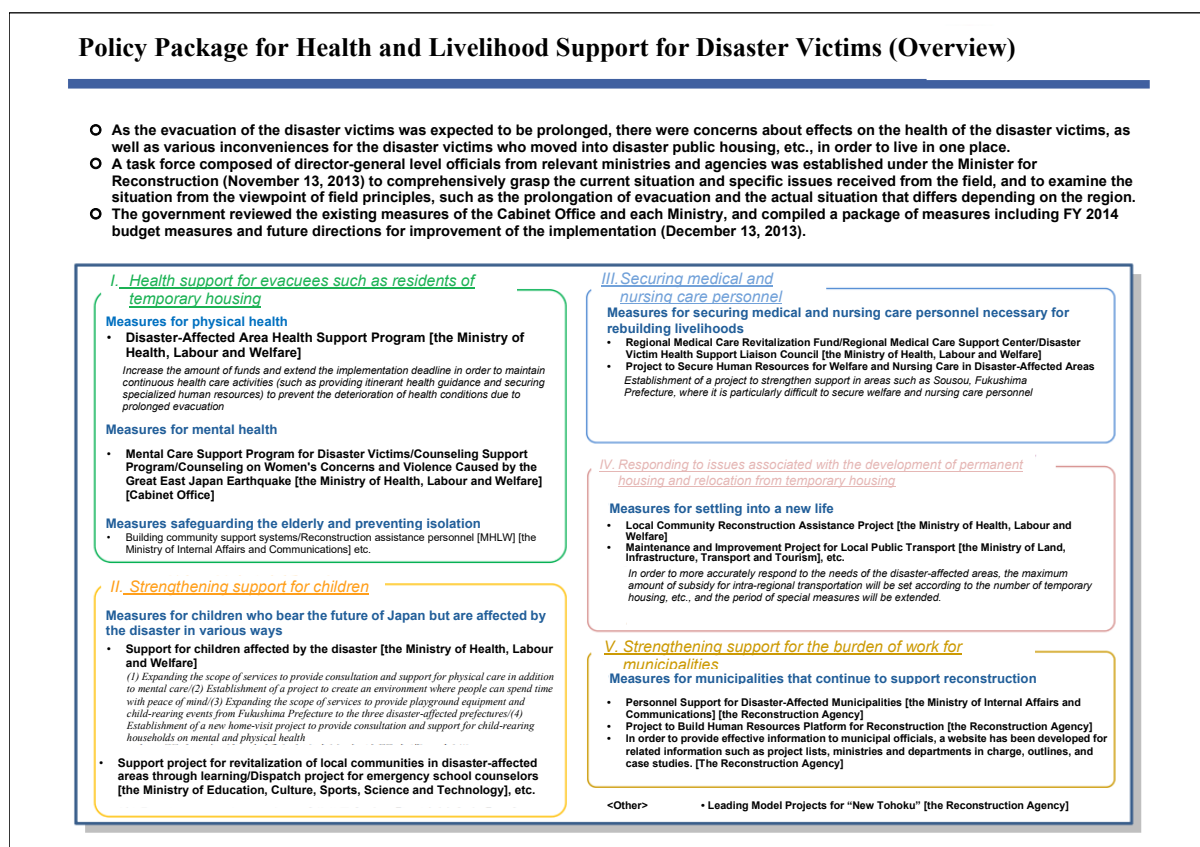
To this end, on November 13, 2013, the Task Force on Health and Livelihood Support for Disaster Victims was established, chaired by the Minister for Reconstruction and consisting of director-general level members of the relevant ministries and agencies (the Reconstruction Agency; Cabinet Office; Ministry of Internal Affairs and Communications; Ministry of Education, Culture, Sports, Science and Technology; Ministry of Health, Labour and Welfare; and Ministry of Land, Infrastructure, Transport and Tourism). The Task Force comprehensively grasped the current situation and specific issues received from the field, and examined overall measures to support the disaster victims based on on-the-spot decision-making such as the prolongation of evacuation and the actual conditions that differ depending on the region.

On December 13 of the same year, the “Policy Package for Health and Livelihood Support for Disaster Victims” was compiled after discussions by the Task Force. This package reviews the existing measures of the Cabinet Office and each Ministry, such as health support for evacuees living in temporary housing,

etc., and presents items to be considered for FY 2014 budget measures and directions for future improvement of operation, etc., in line with five main points: health support for evacuees living in temporary housing, strengthening support for children, securing medical and nursing care personnel, addressing issues associated with the development of permanent housing and relocation from temporary housing, and strengthening support for work burdens of municipalities.

The Task Force held its first meeting on November 13, 2013, followed by five meetings on December 9, 2013; July 24, 2014; August 25, 2014; and January 23, 2015, and continued until the formulation of the Comprehensive Measures to Support Disaster Victims (Health and Livelihood Support), which will be described later.

Figure 3-3-1 “Policy Package for Health and Livelihood Support for Disaster Victims (Overview)”



Source) The Reconstruction Agency, “Policy Package for Health and Livelihood Support for Disaster Victims (Overview)”

[https://www.reconstruction.go.jp/topics/main-cat2/20140513\\_package\\_gaiyo.pdf](https://www.reconstruction.go.jp/topics/main-cat2/20140513_package_gaiyo.pdf) (browsed November 1, 2022)

### (3) Comprehensive measures for health and livelihood support for disaster victims

In July 2014, the Prime Minister instructed the Minister for Reconstruction to formulate “comprehensive measures aimed at health management and livelihood support for residents, including the elderly, including further enhancement and securing of counselors and reconstruction assistance personnel.”

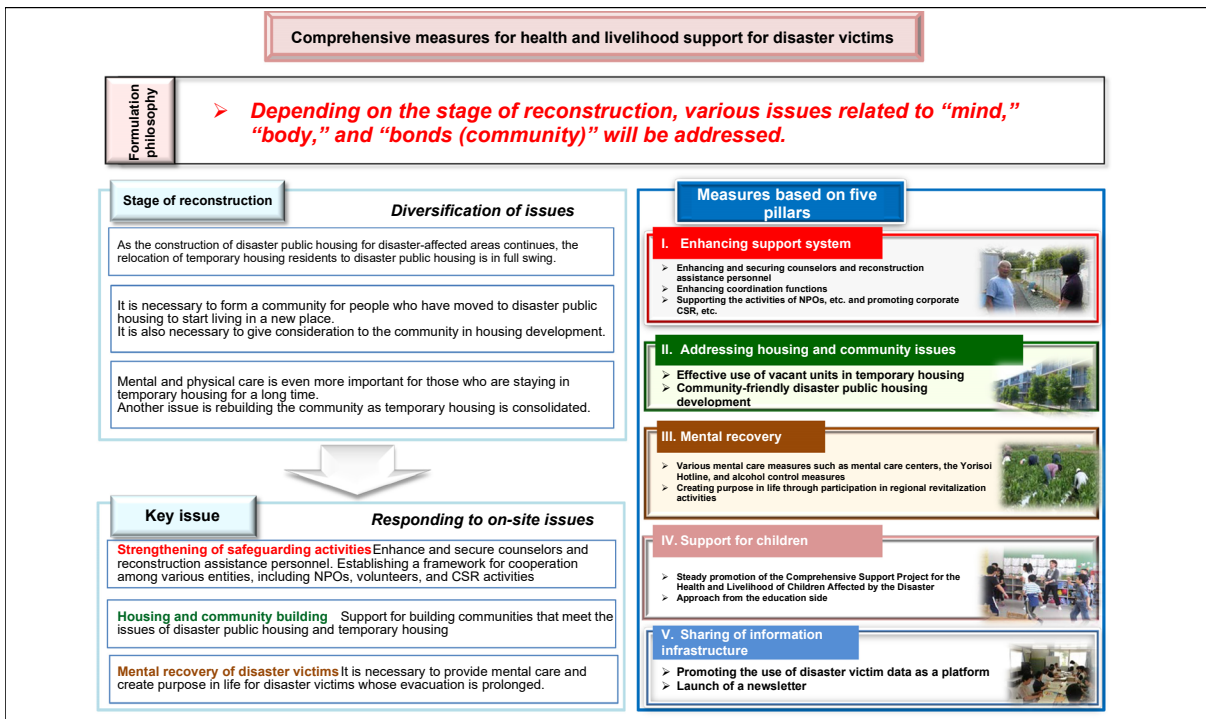
In response to the Prime Minister’s instruction, the Task Force held discussions under the Minister for Reconstruction, and on August 25, 2014, formulated the “Comprehensive Measures for Health and Livelihood Support for Disaster Victims” to strengthen measures by responding to on-site issues.

In this comprehensive policy, a wide range of issues in the field were classified into the following five categories: enhancement of the support system, ideas for community building related to housing, mental recovery of disaster victims, support for children, and sharing of the information base, and each issue was addressed.

Specifically:

- Strengthening new coordination functions, such as promotion of safeguarding activities by enhancing and securing counselors and reconstruction assistance personnel, promotion of cooperation with various entities, securing human resources, and matching corporate CSR with local needs
- Support for building new communities following the effective use of vacant units in temporary housing and relocation to disaster public housing
- Responding to a variety of on-site issues, including mental care centers and support for creating purpose in life through participation in community revitalization activities were courses of action.

Figure 3-3-2 Comprehensive measures for health and livelihood support for disaster victims



Source) The Reconstruction Agency, “Comprehensive Measures for Health and Livelihood Support for Disaster Victims”

[https://www.reconstruction.go.jp/topics/main-cat2/20140825\\_sougousesaku\\_gaiyo.pdf](https://www.reconstruction.go.jp/topics/main-cat2/20140825_sougousesaku_gaiyo.pdf) (browsed November 1, 2022)

Figure 3-3-3 Comprehensive measures for health and livelihood support for disaster victims  
(Points)

<Reference: Comprehensive measures for health and livelihood support for disaster victims (Points)>	
Item name	Future direction
Enhancing support system	<ul style="list-style-type: none"> <li>Promotion of activities such as safeguarding by enhancing and securing counselors and reconstruction assistance personnel who provide direct support to disaster victims</li> <li>Enhancing coordination functions to make on-site efforts function more effectively</li> <li>Organic cooperation with activities of NPOs, etc. and CSR activities of private companies</li> <li>Special measures for the establishment of a new medical school for reconstruction in the Tohoku Region</li> </ul>
Addressing housing and community issues	<ul style="list-style-type: none"> <li>Promoting effective use of vacant temporary housing units for relocation and community activities</li> <li>Sharing examples of efforts by local governments to consolidate temporary housing</li> <li>Support for intra-regional transportation linking temporary housing with hospitals, shops, public institutions, etc.</li> <li>Support for community building through safeguarding of disaster public housing</li> <li>Promoting consideration for community building and efforts to recruit tenants in housing development</li> </ul>
Mental recovery	<ul style="list-style-type: none"> <li>Support for activities such as community revitalization in which disaster victims themselves participate more actively and activities for mutual support among disaster victims, along with promotion of safeguarding and mental care measures</li> </ul>
Support for children	<ul style="list-style-type: none"> <li>With regard to the "Comprehensive Support Project for the Health and Livelihood of Children Affected by the Disaster," established in FY 2014, the active efforts of local governments that need to implement the project will be promoted by providing case studies of utilization by local governments.</li> <li>Implementation of efforts related to mental care and learning support, such as the addition of teachers and the dispatch of school counselors</li> <li>Support for children in Fukushima Prefecture affected by the nuclear power station accident</li> </ul>
Sharing of information infrastructure	<ul style="list-style-type: none"> <li>Promoting local governments' efforts to create platforms for disaster victim information</li> <li>Sharing information on case studies of efforts</li> </ul>

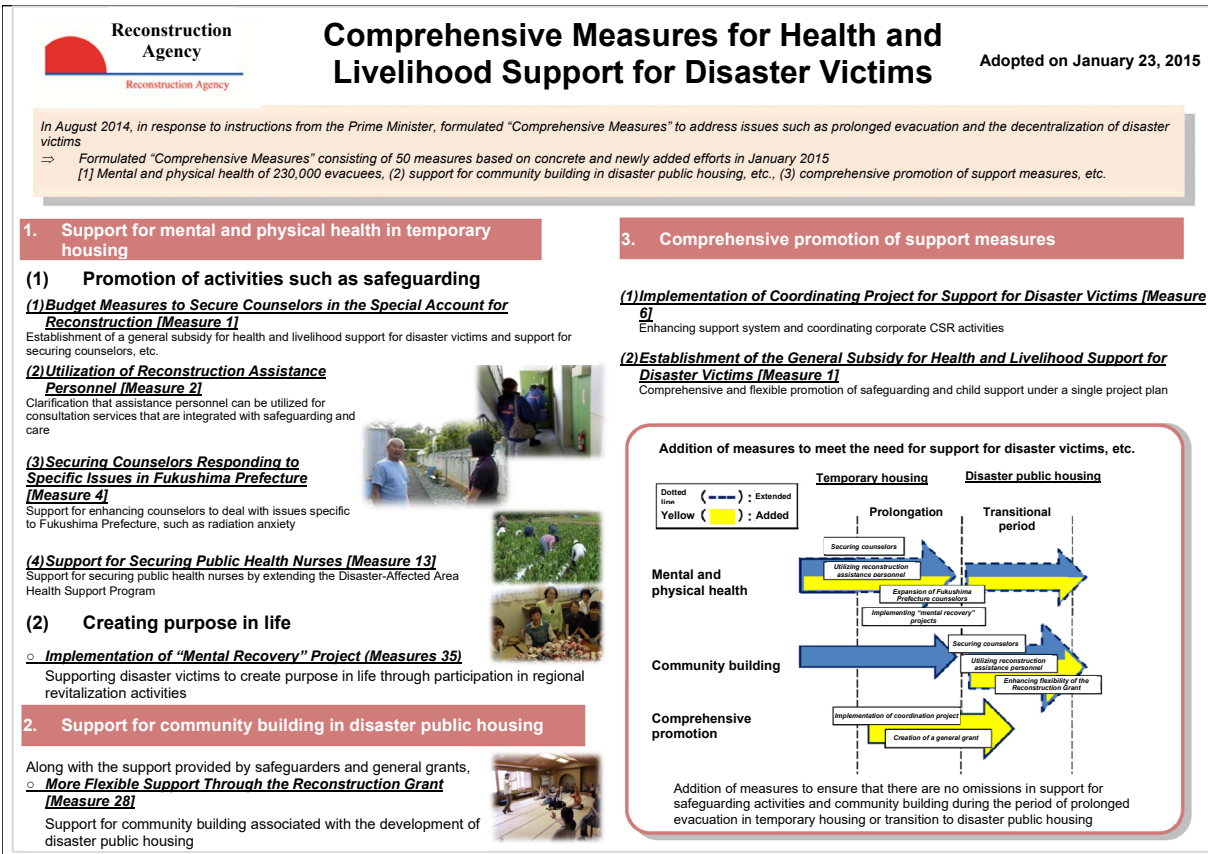
Source) Reconstruction Agency materials

#### (4) Comprehensive Measures for Health and Livelihood Support for Disaster Victims

Following the formulation of the “Comprehensive Measures for Health and Livelihood Support for Disaster Victims,” the “Comprehensive Measures for Supporting Disaster Victims (Health and Livelihood Support)” comprising 50 measures for supporting disaster victims was formulated on January 23, 2015 after consideration by the Task Force.

The measures include the realization of the “Comprehensive Measures for Health and Livelihood Support for Disaster Victims” and new efforts, with the key points being ① enhancement of the support system and mental recovery (securing counselors and reconstruction assistance personnel for safeguarding disaster victims, further promoting safeguarding and other activities, and implementing mental recovery projects to support disaster victims in creating purpose in life), ② support for housing and community building (support for the establishment of local community activities, provision of information on how to recruit residents, and support for community building associated with relocation to disaster public housing), and ③ support for children (addition of teachers, dispatch of school counselors, support for children in Fukushima Prefecture, etc.).

Figure 3-3-4 “Comprehensive Measures for Supporting Disaster Victims (Health and Livelihood Support) (Overview)”



Source) The Reconstruction Agency, “Comprehensive Measures for Supporting Disaster Victims (Health and Livelihood Support) [Outline of 50 Measures to Support Disaster Victims]” (January 23, 2015)  
[https://www.reconstruction.go.jp/topics/main-cat2/20150123\\_sougoutaisaku\\_gaiyo.pdf](https://www.reconstruction.go.jp/topics/main-cat2/20150123_sougoutaisaku_gaiyo.pdf)  
(browsed November 1, 2022)

Figure 3-3-5 Comprehensive Measures for Supporting Disaster Victims (Health and Livelihood Support) (List)

Comprehensive Measures for Health and Livelihood Support for Disaster Victims		List of [50 Measures of Support for Disaster Victims]	Adopted on January 23, 2015
<b>I. Enhancing support system</b>		<b>III. Mental recovery</b>	
<b>1. Promotion of activities such as safeguarding</b> New [Measure 1] Establishment of the General Subsidy for Health and Livelihood Support for Disaster Victims Expanded [Measure 2] Utilization of reconstruction assistance personnel Extended [Measure 3] Extension of the employment support project in response to the earthquake, etc. Ongoing [Measure 4] Securing counselors responding to specific issues in Fukushima Prefecture Reinforced [Measure 5] Support by specialized human resources to address specific issues in Fukushima Prefecture New [Measure 6] Implementation of Coordinating Project for Support for Disaster Victims Reinforced [Measure 7] Support for building a safeguarding system via the community Reinforced [Measure 8] Cooperation with reconstruction assistance projects through strengthening the management capabilities of NPOs, etc. New [Measure 9] Promotion of corporate CSR matching Extended [Measure 10] Promotion of utilization of support bases <b>2. Securing specialized occupations (health, medical and welfare)</b> Expanded [Measure 11] Securing and training medical professionals Ongoing [Measure 12] Medical support through universities and university hospitals Extended [Measure 13] Support for securing public health nurses Reinforced [Measure 14] Request for cooperation to secure public health nurses Expanded [Measure 15] Support for securing nursing care personnel <b>3. Promotion of supporter care</b> Ongoing [Measure 16] Training for support workers New [Measure 17] Implementation of supporter exchange meeting Considered [Measure 18] Consideration of a system to utilize results		<b>6. Mental care</b> Ongoing [Measure 30] Support by mental care centers Ongoing [Measure 31] Continuation of support through the Yoriso Hotline Ongoing [Measure 32] Continuation of counseling services for women's concerns and violence Ongoing [Measure 33] Dissemination of initiatives by Fukushima Kokoro no Care Center, etc. Ongoing [Measure 34] Continuation of support for suicide prevention <b>7. Creating purpose in life</b> New [Measure 35] Implementation of the "Mental Recovery" Project Ongoing [Measure 36] Regional reconstruction utilizing universities, etc. Reinforced [Measure 37] Support and development of model projects that contribute to creating purpose in life <b>8. Utilization of Leading Model Projects for "New Tohoku"</b> Ongoing [Measure 38] Support for model projects to support disaster victims Reinforced [Measure 39] Horizontal development of case studies of model projects	
<b>II. Addressing housing and community issues</b>		<b>IV. Support for children</b>	
<b>4. Addressing temporary housing and community issues</b> Reinforced [Measure 19] Promotion of effective use of vacant housing units Reinforced [Measure 20] Renovation of vacant housing units Ongoing [Measure 21] Flexible response to extension of grant period Reinforced [Measure 22] Provision of information on the consolidation of temporary housing Ongoing [Measure 23] Support for daily transportation in the disaster-affected areas <b>5. Addressing disaster public housing and community issues</b> Expanded [Measure 24] Acceleration of development of disaster public housing Ongoing [Measure 25] Support for prefectures and municipalities through the "Construction Acceleration Support Team," etc. Reinforced [Measure 26] Dissemination of ideas for community building Ongoing [Measure 27] Promotion of cooperation between Housing and Health and Welfare Departments Expanded [Measure 28] More flexible support through the use of the Reconstruction Grant Reinforced [Measure 29] Dissemination of case studies of ideas in tenant recruitment, etc.		<b>9. Support for children</b> Ongoing [Measure 40] Promotion of comprehensive support for children affected by the disaster Ongoing [Measure 41] Continuation of addition of teachers for learning support Ongoing [Measure 42] Continuation of support for local communities through learning Ongoing [Measure 43] Continuation of support for dispatching school counselors Ongoing [Measure 44] Support for updating of playground equipment, improvement of sports facilities, and training of play leaders Ongoing [Measure 45] Support for hands-on nature activities and exchange activities with children outside the prefecture	
		<b>V. Sharing of information infrastructure</b>	
		<b>10. Creating a platform for disaster victim data</b> Ongoing [Measure 46] Promotion of disaster victim data platform <b>11. Information sharing</b> Ongoing [Measure 47] Provision of information according to the progress of reconstruction New [Measure 48] Newsletter publication Ongoing [Measure 49] Provision of information for reconstruction of the disaster-affected areas Ongoing [Measure 50] Provision of information from Fukushima Prefecture to voluntary evacuees outside the prefecture	
		6 new items, 5 expanded items, 3 extended items, 11 reinforced items, 24 ongoing items, 1 considered item	

Source) The Reconstruction Agency, "Comprehensive Measures for Supporting Disaster Victims (Health and Livelihood Support) [List of 50 Measures to Support Disaster Victims]" (January 23, 2015)  
[https://www.reconstruction.go.jp/topics/main-cat2/20150123\\_sougoutaisaku\\_gaiyo.pdf](https://www.reconstruction.go.jp/topics/main-cat2/20150123_sougoutaisaku_gaiyo.pdf)  
 (browsed November 1, 2022)

## (5) General Subsidy for Health and Livelihood Support for Disaster Victims

Subsequently, in FY 2015, the General Subsidy for Health and Livelihood Support for Disaster Victims was established as a comprehensive measure to consolidate core projects related to health and livelihood support for disaster victims in order to enable each disaster-affected municipality to implement effective support activities for disaster victims by accurately responding to the issues and needs they face.

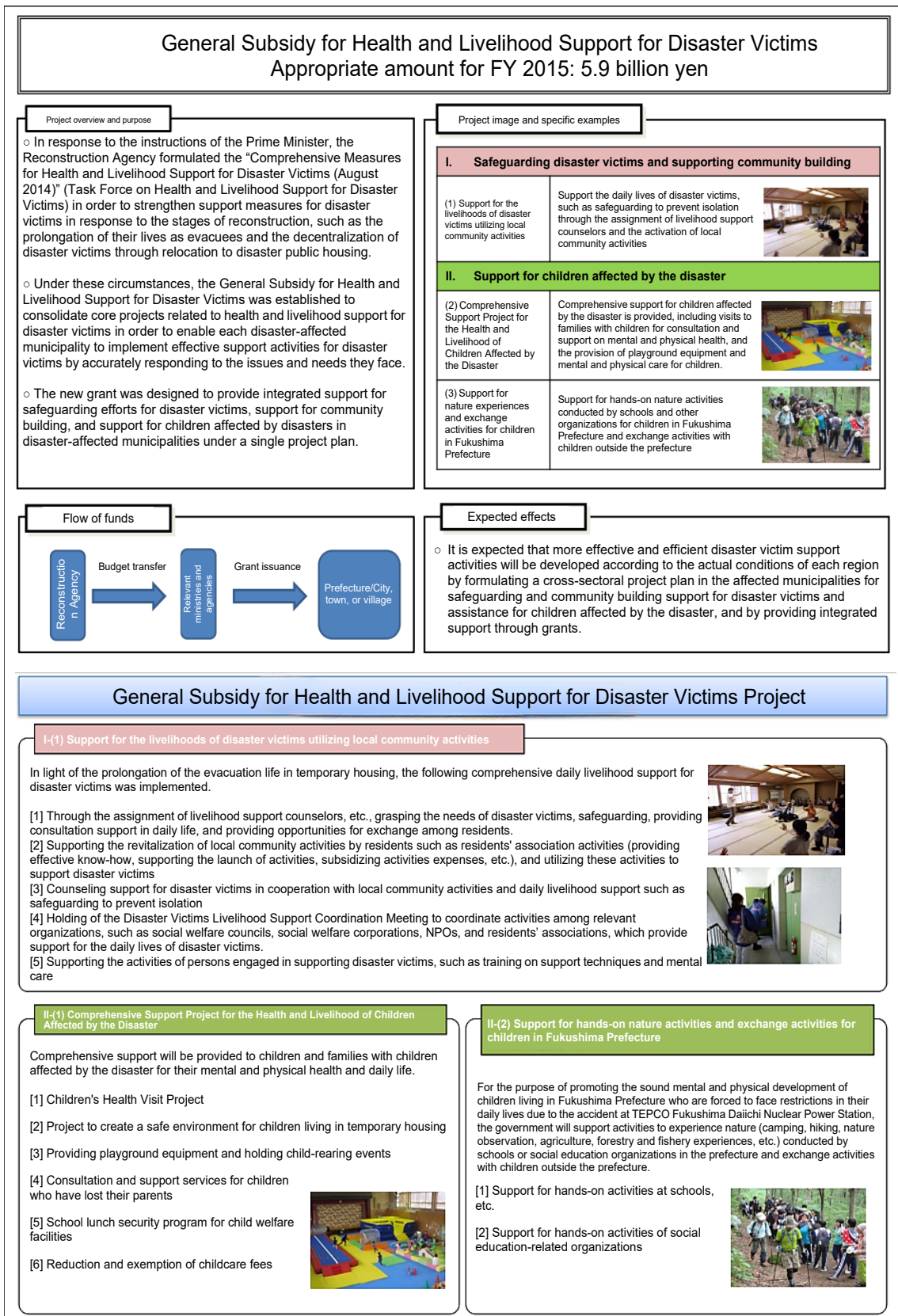
This grant was designed to provide integrated support for safeguarding efforts for disaster victims, support for community building, and support for children affected by disasters under a single project plan formulated by the disaster-affected local governments.

The budget for FY 2015 was 5.9 billion yen.

In FY 2016, the General Subsidy for Support for Disaster Victims was established as a systematic reorganization of the General Subsidy for Health and Livelihood Support for Disaster Victims under the jurisdiction of each Ministry, expanding to address new challenges facing the progress of reconstruction, such as prolonged evacuation and relocation to disaster public housing.



Figure 3-3-6 General Subsidy for Health and Livelihood Support for Disaster Victims



Source) The Reconstruction Agency, "The General Subsidy for Health and Livelihood Support for Disaster Victims Project"  
[https://www.reconstruction.go.jp/topics/main-cat2/20150526\\_h27\\_1kenkouseikatsukoufukingaiyo.pdf](https://www.reconstruction.go.jp/topics/main-cat2/20150526_h27_1kenkouseikatsukoufukingaiyo.pdf)  
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## (6) General Subsidy for Support for Disaster Victims

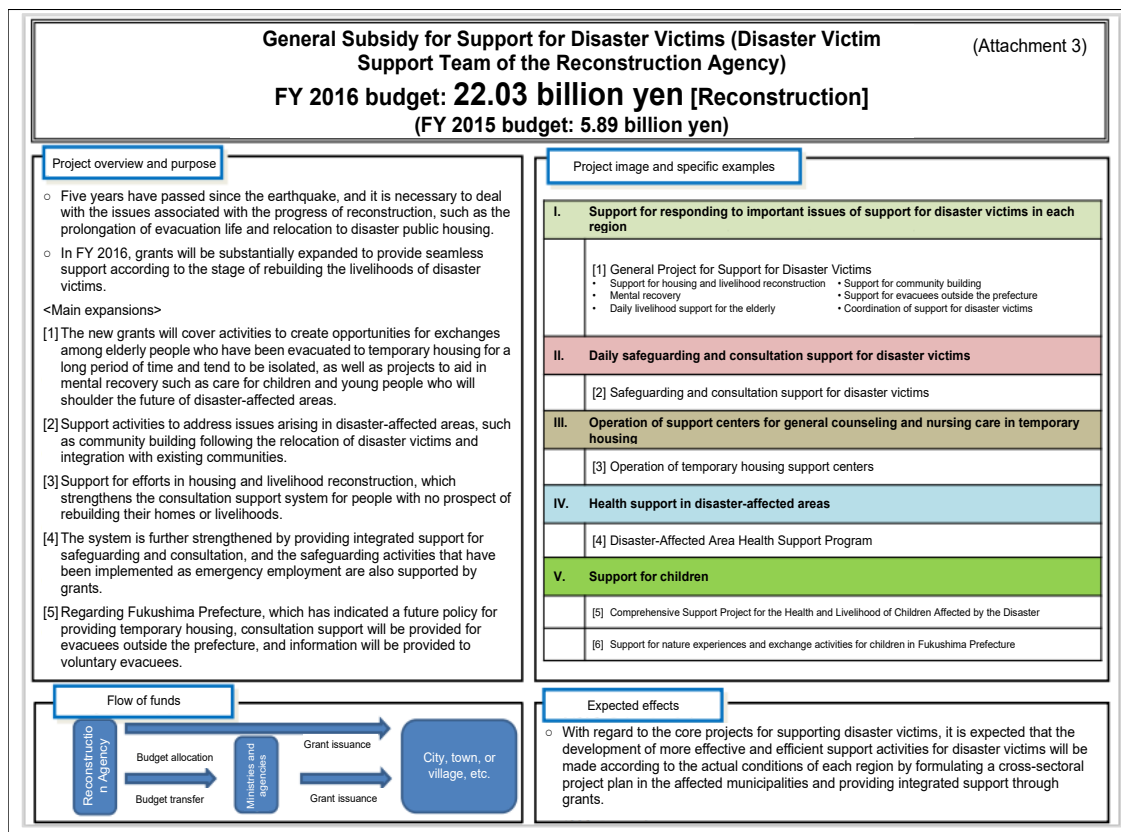
In FY 2016, the government expanded the General Subsidy for Health and Livelihood Support for Disaster Victims and established the General Subsidy for Support for Disaster Victims. The subsidy is intended to provide integrated support for disaster victims by local governments, including support for consultation on reconstructing livelihood and housing, addition of mental recovery projects, and integration of related projects.

The main contents are as follows: ① support for community building activities associated with relocation to disaster public housing, etc.; ② support for mental recovery projects to create purpose in life for disaster victims; ③ support for consultation and provision of information to evacuees from outside the prefecture; ④ daily safeguarding and consultation support for elderly people living in temporary housing or disaster public housing, etc.; ⑤ support for individual consultation and support for supporters to assist in the mental care of the disaster victims; and ⑥ support for child care, learning support, and exchange activities.

In addition, the amount of the budget was greatly increased from 5.9 billion yen for the General Subsidy for Health and Livelihood Support for Disaster Victims.

Additional items have been added to the subsidy as needed: In FY 2017, “Community Reconstruction Support Project through Learning Support for Children Related to Restructuring of Temporary Housing” was added, and in FY 2019, “Support Project for Mental Care of Disaster Victims” was integrated into the subsidy from another project.

Figure 3-3-7 Overview of the system established in FY 2016

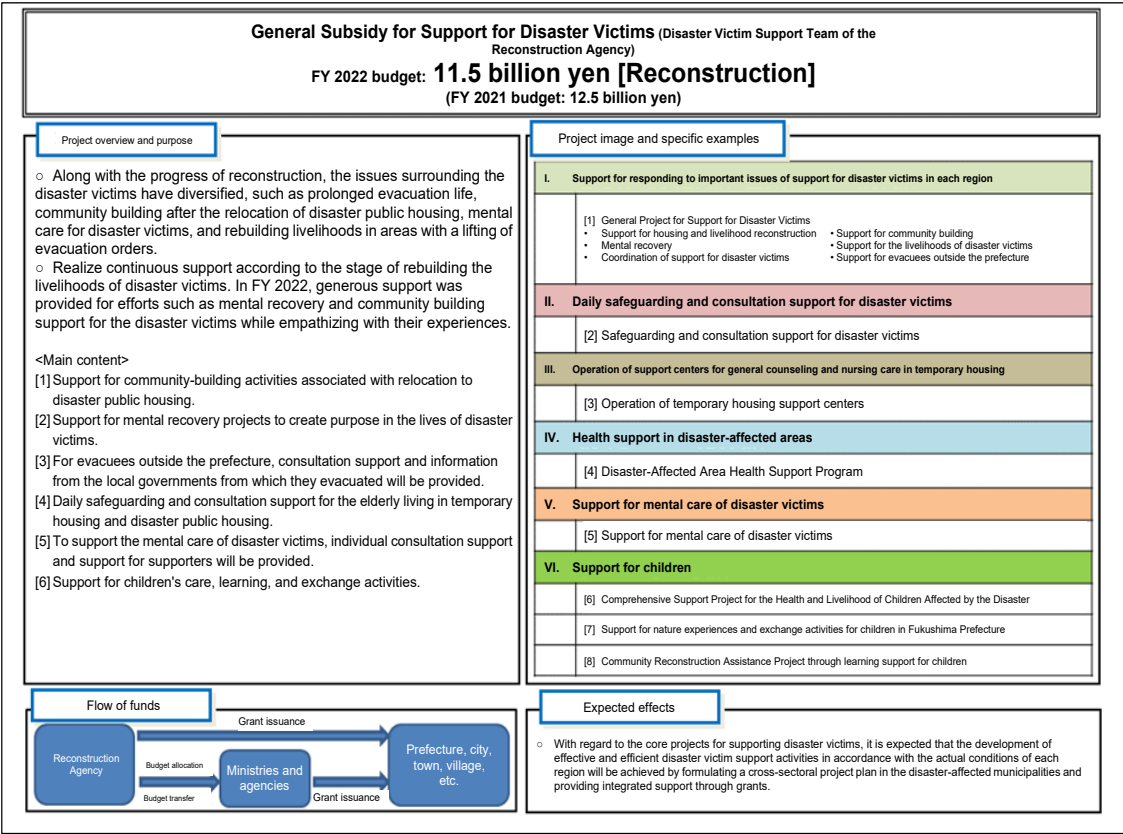


Source) The Reconstruction Agency, “Notification of the Allowable Amount of FY 2016 General Subsidy for Support for Disaster Victims (1st Round)” (April 22, 2016), P. 16

[https://www.reconstruction.go.jp/topics/main-cat2/kouhukin/20160520\\_koufutsuuchi.pdf](https://www.reconstruction.go.jp/topics/main-cat2/kouhukin/20160520_koufutsuuchi.pdf)  
 (browsed July 27, 2023)



Figure 3-3-8 Outline of the System in FY 2022



Source) Reconstruction Agency materials

## 2. Project overview

The items of support covered by the General Subsidy for Support for Disaster Victims are broadly divided into the following categories: ① support for dealing with important issues of support for disaster victims in each region, ② support for daily safeguarding and consultation for disaster victims, ③ operation of support bases for general consultation and nursing care in temporary housing, ④ health support in disaster-affected areas, ⑤ support for mental care of disaster victims, and ⑥ support for children; and various efforts are being implemented in disaster-affected municipalities to realize continuous support according to the stage of reconstructing the livelihoods of disaster victims by utilizing the General Subsidy for Support for Disaster Victims.

The total budget for the General Subsidy for Support for Disaster Victims was 22 billion yen in FY 2016, 20 billion yen in FY 2017, 19 billion yen in FY 2018, 17.7 billion yen in FY 2019, 15.5 billion yen in FY 2020, 12.5 billion yen in FY 2021, and 11.5 billion yen in FY 2022.

By the end of FY 2020, the provision of emergency temporary housing was terminated in Iwate and Miyagi Prefectures, and the project was reduced along with the progress of reconstruction.

The application status and examples of each support item are described in detail in Section 1 of Chapter 4.