

Chapter 2 General Remarks (Following Establishment of the Reconstruction Agency)

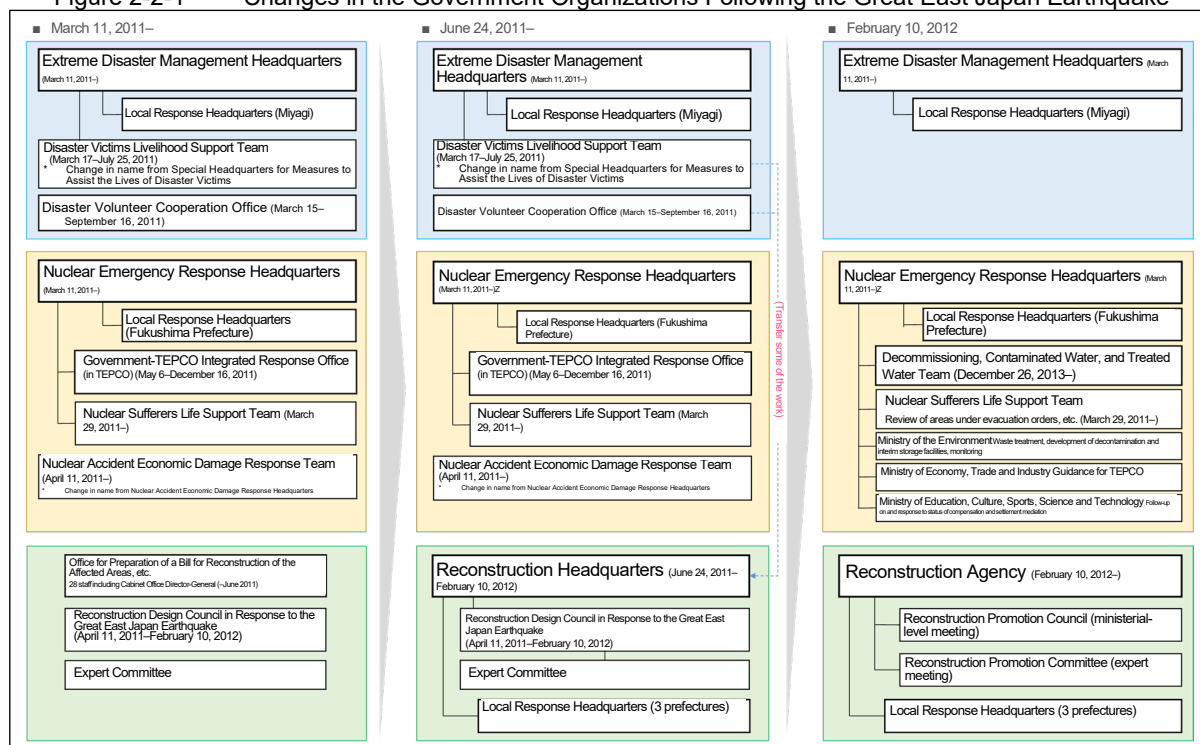
Section 2 Organizational Structure

1. Government Organization in Response to the Great East Japan Earthquake

The government's response to the Great East Japan Earthquake was broadly divided into three main organizations: the Extreme Disaster Management Headquarters, which was responsible for the initial response and emergency measures to the earthquake and tsunami; the Nuclear Emergency Response Headquarters, which was responsible for the TEPCO Fukushima Daiichi Nuclear Power Station accident; and the Great East Japan Earthquake Reconstruction Headquarters (hereinafter referred to as the "Reconstruction Headquarters"), which was responsible for the reconstruction policy. These three organizations cooperated with each other and jointly held meetings as necessary, and its work was taken over by other entities as issues and the responses changed over time.

Although this chapter's title includes the phrase "after Reconstruction Agency established," this section will, for the sake of clarity, discuss changes in government organizations from before the Reconstruction Agency was established to after the Reconstruction Agency was established.

Figure 2-2-1 Changes in the Government Organizations Following the Great East Japan Earthquake



Source) Prepared by the Reconstruction Agency based on the organizational chart as of May 9, 2011, included in materials from Extreme Disaster Management Headquarters meeting; material from the 7th Reconstruction Headquarters meeting (September 11, 2011); and materials from the 12th Public Records Management Committee meeting (February 3, 2012).

(1) General Remarks (Before Reconstruction Agency established)

1) Before the Reconstruction Headquarters was established (March 11 to June 23, 2011)

Following the Great East Japan Earthquake on March 11, 2011, the government immediately established the Extreme Disaster Management Headquarters and Nuclear Emergency Response Headquarters on the day of the earthquake. Since then, the government has directed the response, which was primarily handled by these headquarters, while regularly compiling information on damage and state of initial and emergency measures. In addition, as the volume of work on such issues as support for disaster victims and evacuation shelters and bringing

the nuclear power plant accident under control increased, a “Response Headquarters” and other entities were established as subordinate organizations of these headquarters, and responsible ministers were appointed to deal with the situation.

Within the Extreme Disaster Management Headquarters, the Special Headquarters for Measures to Assist the Lives of Disaster Victims (renamed the Disaster Victims Livelihood Support Team on May 9), which was headed by the Minister of State for Disaster Management, was established on March 17, and the Disaster Volunteer Cooperation Office, which was headed by a Cabinet Office consultant, was established in the Cabinet Secretariat on March 16. Within the Nuclear Emergency Response Headquarters, the Fukushima Nuclear Power Station Accident Integrated Response Headquarters, a joint government-TEPCO organization headed by the Prime Minister, was established on March 15; the Nuclear Sufferers Life Support Team, headed by the Minister of Economy, Trade and Industry, was established on March 29; and the Nuclear Accident Economic Impact Response Headquarters, headed by the Minister of State in charge of the Response to the Economic Impact Caused by the Nuclear Accident (the Minister of Economy, Trade and Industry), was established on April 11 (this was reorganized as the Nuclear Accident Economic Damage Response Team on May 9).

For reconstruction, the Reconstruction Design Council, chaired by National Defense Academy President Makoto Iokibe, and its “Study Council,” a subordinate organization of the council, were established on April 11 in the Cabinet Office, one month after the disaster, and on April 5, the Office for Preparation of a Bill for Reconstruction of the Affected Areas, etc. was established in the Cabinet Secretariat, served as the secretariat for the council, and examined bills related to such issues as organizations in light of the Great Hanshin-Awaji Earthquake.

A special organization was also established to deal with the tight supply of electricity in eastern Japan.

The establishment of such a large number of organizations was criticized as “being excessive”, and the name “response headquarters” obfuscated the relationship with “headquarters,” and there were concerns that “the chain of command may not properly function as a result of the complexity of the organization.” These “response headquarters” were reorganized into “teams” and “study councils” on May 9 to clarify that the government had three organizations consisting of the Extreme Disaster Management Headquarters, Nuclear Emergency Response Headquarters, and reconstruction-related organizations to improve the situation, and that there was an organization for individual response measures under these “headquarters.”¹ Specific details of the reorganization are described in 3), but no entities were merger or abolished. The Extreme Disaster Management Headquarters and Nuclear Emergency Response Headquarters collaborated on the response, which included holding joint meetings starting on March 21.

¹ Press Statement by the Chief Cabinet Secretary on May 6, 2011 “Based on our two headquarters, we have established the necessary organizations to implement measures related to individual important issues, such as livelihood support for evacuees and compensation for the nuclear power station accident. On the other hand, these organizations implementing measures are also called “headquarters,” and it was pointed out that the relationship between them was unclear, leading to concerns that “the organization is complex and the chain of command is not functioning properly.” In order to dispel these concerns, we have reorganized this organization because the situation has changed, including it becoming necessary to implement reconstruction measures almost two months after the earthquake. Going forward, in addition to the two existing headquarters, Extreme Disaster Management Headquarters and the Nuclear Emergency Response Headquarters, we will establish the Organizational Response Headquarters for Reconstruction Response, and I would like to communicate in an easy-to-understand terms that there are organizations under each of these headquarters, and they are operating under a clear chain of command under the Prime Minister. (Omitted) For teams that are changing and coordinating the recent change in names, their purpose is not to hold meetings, but rather to note the structure of the respective secretariats, and we have done this in the past, too, to clarify the positions of the ministers and state ministers who are responsible for these by creating teams consisting of members from various ministries to undertake the work, and I hope that you will fully understand why we are doing this again and changing the name of entities.”

Figure 2-2-2 Headquaters related to the Great East Japan Earthquake, etc. (as of April 17, 2011)

【本部長】 内閣総理大臣（両本部とも）

緊急災害対策本部 【3月11日15:34設置】

【副本部長】 防災担当大臣、内閣官房長官
総務大臣、防衛大臣

【本部長】 全国務大臣、防災担当副大臣、
内閣府副大臣、環境副大臣（オブ：内閣官房副長官）

緊急本部の下に設置

被災者生活支援特別対策本部 【3月17日設置】

【本部長】 防災担当大臣
【本部長代理】 総務大臣
官房副長官
内閣府副大臣

【職員】
＜事務局長＞
内閣府政策統括官
（防災担当）
ほか

原子力災害対策本部 【3月11日19:03設置】

【副本部長】 経済産業大臣

【本部長】 全国務大臣、経済産業副大臣
（オブ：内閣官房副長官）

原子本部の下に設置

原子力被災者生活支援チーム 【3月29日設置】

【チーム長】 経済産業大臣
【チーム長代理】 官房副長官
内閣府副大臣
関係省庁副大臣等
【副チーム長】 関係省庁副大臣等
【事務局長】 経済産業副大臣

【職員】
＜事務局長＞
経済産業省
原子力安全
・保安院長
ほか

【本部長】 経済被害担当大臣
【副本部長】 内閣官房長官、財務大臣
文部科学大臣、
経済産業大臣
【事務局長】 文部科学副大臣
【事務局長代理】 官房副長官、
総理補佐官

【職員】
＜事務局長＞
経済産業省
原子力安全
・保安院長
ほか

【指定行政機関】 = 全府省他

内閣府 警察庁 防衛省 経産省 保安院 総務省 消防庁 厚労省 農水省 国交省 気象庁 海保 法務省 外務省 財務省 文科省 環境省 他

【指定地方行政機関】

管区警察局 地方防衛局 経済産業局 産業保安監督部 総合通信局 都道府県労働局 地方厚生局 地方農政局 森林管理局 地方整備局 地方運輸局 地方航空局 管区気象台 海上保安本部 財務局 他

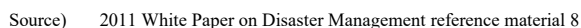
【指定公共機関】

電力会社
ガス会社
NTT、NTTドコモ
NHK
高速道路会社
JR
郵便事業株 他

【地方公共団体】

（内閣府作成資料）

Figure 2-2-3 Headquarters related to the Great East Japan Earthquake (as of May 9, 2011)



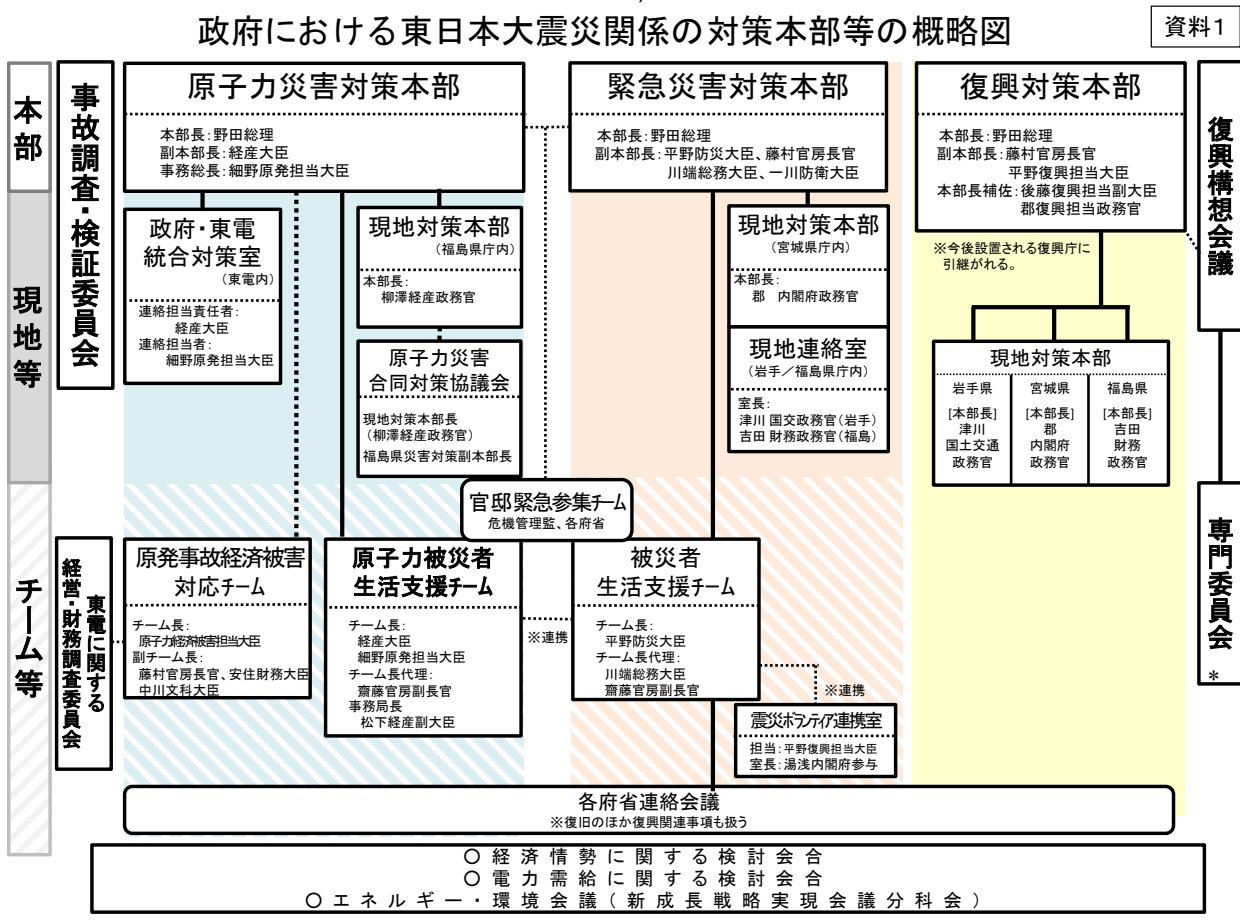
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2) After the Reconstruction Headquarters was established (June 24, 2011–February 10, 2012)

The Basic Act on Reconstruction in Response to the Great East Japan Earthquake (Act No. 76 of 2011, hereinafter referred to as “Basic Act”) came into effect on June 24, 2011, resulting in the launch of the Reconstruction Headquarters, which strongly moved forward initiatives such as creating systems for reconstruction. The Extreme Disaster Management Headquarters and Nuclear Emergency Response Headquarters basically continued as before. However, as time passed, some of the work of the Extreme Disaster Management Headquarters was taken over by the Reconstruction Headquarters because it would be better to carry out this work as part of recovery and reconstruction, including rebuilding the livelihoods of disaster victims, rather than as part of the initial response and emergency measures, which focused on evacuation shelters. For example, the work of the Disaster Victims Livelihood Support Team and work of the Disaster Volunteer Cooperation Office were transferred to the Reconstruction Headquarters Secretariat on July 25 and September 16, respectively. In addition, the Reconstruction Headquarters was placed in charge of coordinating the response to recovery and reconstruction issues and ascertaining the needs of the disaster-affected areas, which had been effectively handled by the Disaster Victims Livelihood Support Team.

However, this organization was only temporary as the Basic Act stipulates the establishment of the Reconstruction Agency and abolishment of Reconstruction Headquarters.

Figure 2-2-4 Headquarters related to the Great East Japan Earthquake (after Reconstruction Headquarters established)



* “Expert Committee” is the name used in laws and regulations when the Basic Act positioned the Reconstruction Design Council’s Study Group.
Source) Material 1 from the 7th Great East Japan Earthquake Reconstruction Headquarters meeting, 19th Extreme Disaster Management Headquarters meetings, and 20th Nuclear Emergency Response Headquarters joint meeting (September 11, 2011)

3) Overview of each organization

a. Organizations related to the Extreme Disaster Management Headquarters

A) Extreme Disaster Management Headquarters

(Established 15:14 on March 11, 2011, and met 19 times through September 11. Still exists as of March 2023.)

The Basic Act on Disaster Management (Act No. 223 of 1961) stipulates that in the event of an extremely unusual and severe disaster, an “Extreme Disaster Management Headquarters” consisting of all Cabinet Ministers shall be established if it is deemed particularly necessary to promote emergency disaster response measures pertaining to the disaster, and the Great East Japan Earthquake is the first and only time when an Extreme Disaster Management Headquarters was established based on this provision (as of March 2023).

Through the headquarters, the government periodically compiled information on the state of damage and initial and emergency measures, decided on the “Basic Policy on Emergency Disaster Countermeasures” (March 11) and the “Policy for Immediate Initiatives for Normalization of Life in the Areas Affected by the Great East Japan Earthquake” (May 20), and directed the government's initial and emergency measures.² Chapter 1, Section 1, describes the results of the Headquarters and the government's efforts and detailed work under the Headquarters.

< Grounds for Establishment >

Article 28, paragraph 2 (1) of the Basic Act on Disaster Management

Cabinet decision: Establishment of 2011 Tohoku Earthquake Extreme Disaster Management Headquarters (March 11, 2011)

“Pursuant to the provisions of Article 28, paragraph 2 (1), of the Basic Act on Disaster Management (Act No. 223 of 1961), the 2011 Tohoku Earthquake Extreme Disaster Management Headquarters shall be temporarily established as follows in order to strongly promote emergency countermeasures for the 2011 Tohoku Earthquake.”

< Composition >

- Extreme Disaster Management Headquarters (2011 Tohoku Earthquake Extreme Disaster Management Headquarters)

Director-General: Prime Minister

Vice Director-General: Cabinet Office Minister of State for Disaster Management, Chief Cabinet Secretary, Minister of Internal Affairs and Communications, Minister of Defense

Members: All Ministers of State other than the Director-General and the Vice Director-General
Deputy Chief Cabinet Secretary for Crisis Management

State ministers or the heads of designated administrative organs other than Ministers of State designated by the Prime Minister

- Secretariat: Secretary-General, Deputy Secretary-General, senior secretariat officials, staff of ministries and agencies

- Extreme Disaster Local Response Headquarters

Director-General: Cabinet Office state minister

Members and other staff: Staff from various ministries and agencies

- * 2011 Tohoku Earthquake Extreme Disaster Local Response Headquarters, Miyagi Prefecture (operating period: March 12, 2011–March 29, 2016)

² Reports up to Report No. 178 were compiled and published through March 2023.

B) Disaster Victims Livelihood Support Team

(Established as the Special Headquarters for Measures to Assist the Lives of Disaster Victims on March 17, 2011, and renamed the Disaster Victims Livelihood Support Team on May 9. Since July 25, its work was taken over by the Reconstruction Headquarters Secretariat (currently the Reconstruction Agency) and the person in charge of disaster management at Cabinet Office.)

Because disaster victim livelihood support work (especially the provision of relief goods, etc.), which was the responsibility of the Extreme Disaster Management Headquarters and its secretariat, was expected to be large in volume and long in duration, the Special Headquarters for Measures to Assist the Lives of Disaster Victims was established on March 17 as a subordinate organization of the Extreme Disaster Management Headquarters to take over this task.

The headquarters was tasked with coordinating with relevant administrative organs and similar entities regarding disaster victim livelihood support, which includes eliminating isolated evacuation shelters and other venues, transporting and providing supplies to disaster-affected area, restoring lifelines, constructing temporary housing, disposing of waste in disaster-affected area, recovering and burying bodies, and handling disaster victims and evacuees.

Initially, its main task was supporting the livelihood at evacuation shelters and of evacuees, which involved directly carrying out coordination and procurement work related to the transportation and provision of supplies to disaster-affected areas, but the national government decided to end its involvement in these operations and transfer them to prefectures on April 20 because this work was originally carried out mainly by prefectures and the amount of deliveries from the national government decreased significantly around April 10 due to the restoration of logistics and retail functions.³ In addition, in light of the fact that initially even local governments were unable to ascertain the actual situation of evacuation shelters, the team coordinated such work as ascertaining the situation and issues at all evacuation shelters in the three prefectures by creating simple questionnaires (rating 9 items on a scale of 1 to 3 or 5) and conducting other activities, and after the first four questionnaires (first questionnaire, April 6–10; and fourth questionnaire, May 9–13), each prefecture was able to independently ascertain actual situations, and the fourth survey was the last one.⁴ (See Chapter 1, Section 1. 2. (1) 3 for information on all operations related to provision of supplies, support for evacuation shelters, and other matters that the team and Extreme Disaster Management Headquarters, which handled the work before they were passed on, conducted.)

In addition, the team carried out this work itself, and was responsible for coordinating and promoting work related to support for disaster victims and recovery and reconstruction for the entire government in cooperation with relevant ministries and agencies, and this included securing housing such as secondary evacuation shelters and emergency temporary housing, supporting employment and creating jobs, and disposing of debris. As conditions changed, the team dealt with issues that needed to be handled at that time, and thus its work shifted from initial support, centered on evacuation shelters, to livelihood reconstruction, issues after victims moved to emergency temporary housing, identifying evacuees, etc.⁵

The headquarters initially held meetings of the Steering Committee (since June 28, the Disaster-Affected Area Support Liaison Committee), which four parliamentary vice-ministers, all section chief level and above staff, and the Cabinet Public Relations Officer participated in, at around 11:00 every day, including Saturdays and Sundays, to efficiently share issues, determine countermeasures, and share progress. Incidentally, the frequency of the event gradually decreased from April 9 to every weekday and from May 23 to 3 times a week (63 times in total). In addition, the parliamentary vice-minister in charge of disaster volunteers participated as an observer, and the parliamentary vice-ministers in charge of reconstruction, nuclear energy, and gender equality also began to participate after the meeting started to be held. For individual issues such as debris disposal and the provision of emergency temporary housing, a total of five study councils and other entities were established under the team, and each study council was headed by a state minister and parliamentary vice-minister of a ministry and agency (see figure 2-2-5). Furthermore, in order to smoothly and swiftly promote the activities of the team, the Disaster Victims Livelihood Support Ministerial Liaison Meeting (Minister of State for Disaster Management, Minister of Internal Affairs and Communications, 2 Deputy Chief Cabinet Secretary, State Minister of Economy, Trade and Industry, vice ministers and directors-general of each ministry and agency, etc.) was established, and met 15 times between March 22 and May 13⁶.

³ With the exception of the initial period, the main issue was less a shortage of supplies and more matching and transportation so that needed supplies were delivered when required.

⁴ Tetsuo Yamashita, Changing Work of the Government's Disaster Victims Livelihood Support Team and Lessons from Running the Organization (Quarterly Research on Government Management No. 136, December, 2011)

⁵ Same as above.

⁶ Material from the 12th meeting of the Public Records Management Committee (February 3, 2012)

The Reconstruction Headquarters was launched on June 24 to promote the implementation of reconstruction measures, and its focus, which was from disaster victim livelihood support, which the team had been in charge of, shifted from emergency livelihood support to the revitalization of livelihoods and jobs; therefore, it was decided to hand over this work to the Reconstruction Headquarters and other entities starting in July 25 as it was appropriate for the headquarters to be in charge of this as part of livelihood reconstruction support, which the headquarters was in charge of.⁷

Although the office was disbanded and full-time staff generally returned to their original ministries and agencies, strictly speaking, the team organization remained, and the Reconstruction Headquarters Secretariat and team members who held concurrent positions were in charge of the transition work.⁸

< Grounds for Establishment >

Decided by Director-General, Extreme Disaster Management Headquarters (March 17, 2011)

“In light of the urgent issue of livelihood support for disaster victims of the 2011 Tohoku Earthquake, a Special Headquarters for Measures to Assist the Lives of Disaster Victims shall be established under the 2011 Tohoku Earthquake Extreme Disaster Management Headquarters to further strengthen the government’s organizations.”

< Composition >

• Initially

Director-General: Minister of State for Disaster Management, Deputy Director-General, Minister of Internal Affairs and Communications, and Deputy Chief Cabinet Secretary

Vice Director-General: Cabinet Office state minister, Cabinet Office (also serves as Secretary-General)

• After change in name

Team Leader: Minister of State for Disaster Management, Deputy Team Leader, Minister of Internal Affairs and Communications, and Deputy Chief Cabinet Secretary

Secretary-General: Cabinet Office state minister

• Secretariat organization and staffing

Secretary-General, two Deputy Secretaries-General, 2 councillors, and 13 counselors

The headquarters’ decision that “a new secretariat consisting of all ministries shall be established within the Cabinet Office” was the basis for the establishment of the secretariat, and it was established with 70 members on March 20. The Secretariat staff are basically staff of ministries and agencies and the Cabinet Office (in charge of disaster manager) who were engaged in such work as material support undertaken by the Extreme Disaster Management Headquarters Secretariat. After peaking at 116 members in 11 teams at the end of March,⁹ the number of personnel fell to a total of about 60 as of May 27 as the secretariat was downsized after the transportation of supplies was transferred to prefectures on April 20.

As for senior secretariat officials, 2 deputy secretaries-general were from the Ministry of Land, Infrastructure, Transport and Tourism and the Ministry of Internal Affairs and Communications, and councillors were from the Ministry of Finance and the Ministry of Land, Infrastructure, Transport and Tourism, while officials of counselor-level and lower were from the Cabinet Office, Ministry of Health, Labour and Welfare, Ministry of Economy, Trade and Industry, Ministry of Agriculture, Forestry and Fisheries, Ministry of Foreign Affairs, Ministry of Defense, and other ministries and agencies.

In particular, since the day of the disaster, the team handled requests for supplies from disaster-affected areas and transportation-related liaising and coordinating 24 hours a day and even on weekends and holidays, with the team initially working in shifts, 24 hours a day. There was testimony that because of that, the number of staff who actually worked was greater than the number of seats.¹⁰

The office is split between two locations, B1 Hall of Cabinet Office Headquarters and Cabinet Office B Wing office.

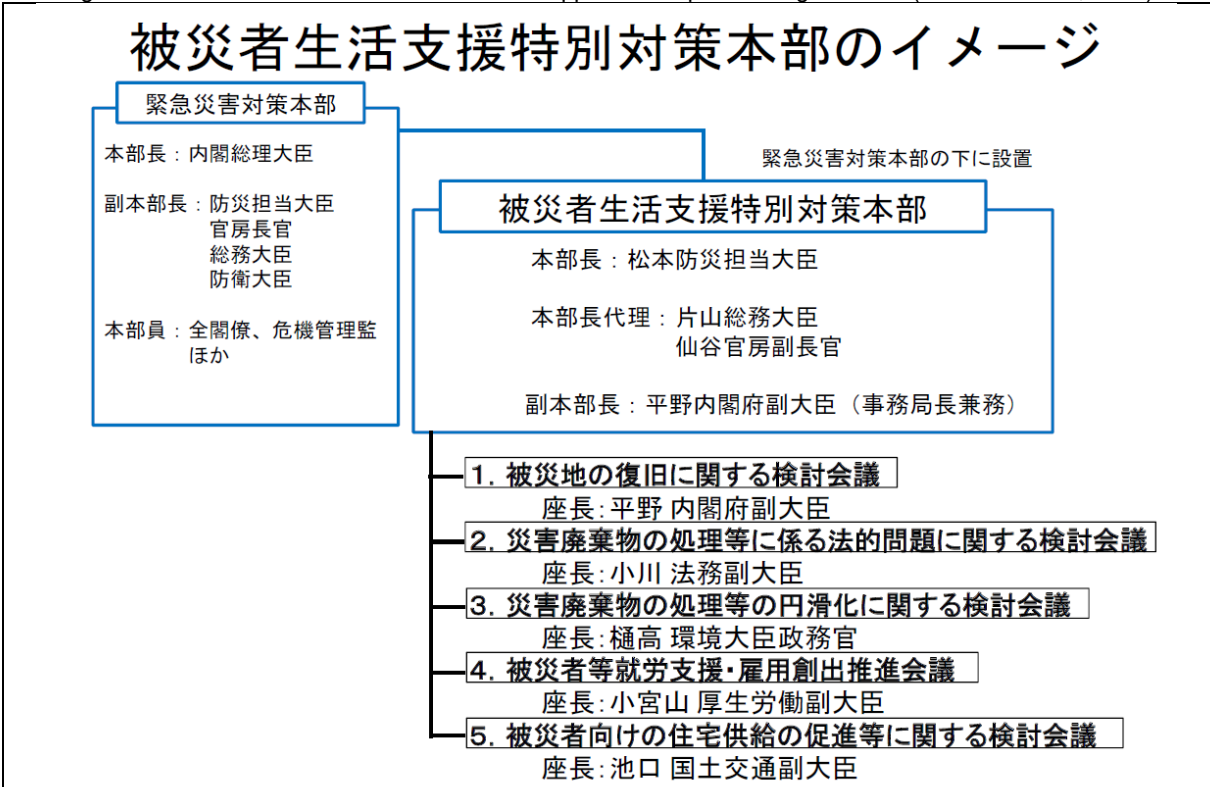
⁷ The website of the Disaster Victims Livelihood Support Team has been preserved and handed down as follows.
<https://warp.da.ndl.go.jp/info:ndljp/pid/11125722/www.cao.go.jp/shien/index.html> (browsed July 26, 2023) /
<https://www.cao.go.jp/shien/> (viewed July 26, 2023)

⁸ Footnote 4

⁹ Same as above.

¹⁰ Masakatsu Okamoto (former Secretary-General of the Cabinet Office’s Disaster Victim Livelihood Support Headquarter Secretariat and former Reconstruction Agency Vice Minister), The Great East Japan Earthquake - Reconstruction Will Transform Japan, Gyosei (February 2016)

Figure 2-2-5 Disaster Victim Livelihood Support Headquarters organization (as of March 31, 2011)



(Source) Material from Extreme Disaster Management Headquarters and Nuclear Emergency Response Headquarters meeting (March 11, 2011)

Figure 2-2-6 Special Headquarters for Measures to Assist the Lives of Disaster Victims' team organization (as of April 5, 2011)

Team name	Main responsibilities
General Coordination I	Coordination and liaising with relevant organizations, Diet affairs
General Coordination II	Other liaising and coordination
Supply Coordination I (fuel)	Ascertaining disaster-affected areas' demand for fuel and related coordination and procurement
Supply Coordination II (food and daily necessities)	Ascertaining disaster-affected areas' demand for food and daily necessities and related coordination and procurement
Medical care and welfare (including coordination of wide-area medical care)	Wide-area transportation coordination related to medical care and welfare, etc.
Transportation and communication (including coordination of transportation activities)	Transportation, supply, communication
Coordination with Self-Defense Forces	Coordination of transportation by Self-Defense Forces, etc.
Acceptance of support from overseas, etc.	Acceptance of staff and supplies from overseas, etc.
Support for secondary evacuation and evacuees	Affairs related to secondary evacuation Other evacuee support and evacuation shelters at schools and other facilities
Regional I	Point of contact for regions I (Miyagi and other prefectures)
Regional II	Point of contact for regions II (Iwate and Fukushima Prefectures) Municipalities impacted by the nuclear power station accident

C) Disaster Volunteer Cooperation Office

(Established March 16, 2011; Its work taken over by the Reconstruction Headquarters (current Reconstruction Agency) on September 16)

The Disaster Volunteer Cooperation Office was established in the Cabinet Secretariat on March 16, because it was important for the government to coordinate and cooperate on disaster volunteer activities, which play a major role in providing support to disaster-affected areas.

Specific work included calling for participation in volunteer activities, disseminating information through the Prime Minister's Office and private-sector websites (needs, recipient information, precautions, etc.), coordinating with national support systems that could be used, and calling for lower transportation costs for volunteers and the establishment of volunteer tours in collaboration with relevant ministries and agencies. In addition, information was collected and shared within the government through liaison meetings and interviewings with the Japan Network for Great East Japan Earthquake Support (more than 600 NPOs, etc. participated).¹¹

Because the Reconstruction Headquarters was established on June 24, and reconstruction activities, such as securing communities at temporary housing facilities, providing mental care, and participating in reconstruction community development, were expected to be important in the future, it was decided to end the approximately six-month-long activities on September 16 and hand over the operations to the Reconstruction Headquarters Secretariat¹² (see Chapter 8, Section 1, 1. and 3. for details on the work done by the office and the Reconstruction Agency, which took over the work, in cooperation with NPOs and strengthening their functions.)

< Grounds for Establishment >

Rules on Establishment of Disaster Volunteer Cooperation Office (Prime Minister decision dated March 15, 2011)

“(Omitted) The Disaster Volunteer Cooperation Office shall be established in the Cabinet Secretariat in order to establish closely cooperation between the national government, local governments, volunteer organizations, etc., and to provide necessary information to local governments, volunteer organizations, etc.”

< Composition >

Responsible parliamentary vice-minister: Assistant to the Special Adviser to the Prime Minister

Chief: Total of 15, including Office Director-General (Cabinet Office consultant) and Deputy Director-General (Cabinet councillor)

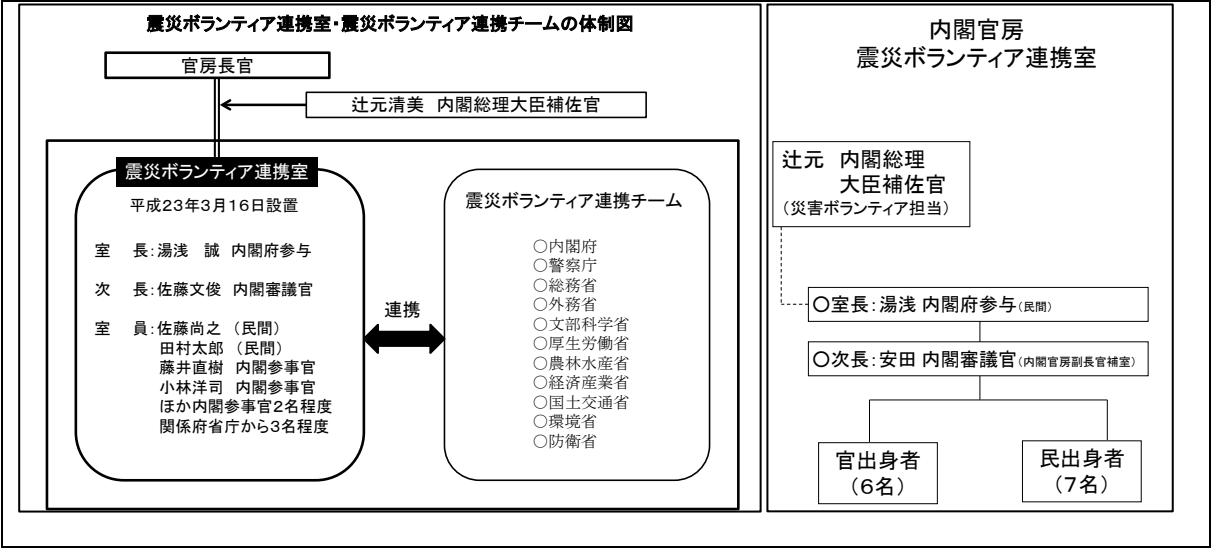
- * Members consisted of staff from various ministries and agencies, including the Ministry of Internal Affairs and Communications, Ministry of Health, Labour and Welfare, and Ministry of Land, Infrastructure, Transport and Tourism, and members from the private sector well-versed in volunteer activities, Web, PR (including 2 Chives)¹³

¹¹ “Role That Volunteer Activities Fulfilled and Future Government Efforts” (September 30, 2011; Earthquake Volunteer Team of the Great East Japan Earthquake Reconstruction Headquarters Secretariat)

¹² “Notification of Transfers of Disaster Volunteer Affairs” (September 22, 2011; Great East Japan Earthquake Reconstruction Headquarters Secretariat Disaster Volunteer Group) A record of the Disaster Volunteer Cooperation Office's activities can be found on the following Reconstruction Agency webpage.
https://www.reconstruction.go.jp/topics/volunteer_keii.pdf (browsed July 26, 2023)

¹³ Makoto Yuasa, who served as the Secretary-General of the Anti-Poverty Network and Cabinet Office consultant since before the earthquake

Figure 2-2-7 Disaster Volunteer Cooperation Office Organization (as of March 31 and September, 2011)



Source) Left figure: Extreme Disaster Management Headquarters / Nuclear Emergency Response Headquarters meeting material (March 31, 2011) / right figure: See note 12 (right before its abolishment in September)

b. Related to Nuclear Emergency Response Headquarters

- * See section 4 of this chapter for information on current system for Fukushima reconstruction and response to the nuclear power plant accident

A) Nuclear Emergency Response Headquarters

(Established 19:03, March 11, 2011; met 58 times through July 2022, still exists as of March 2023)

The Act on Special Measures Concerning Nuclear Emergency Preparedness (Act No. 156 of 1999) stipulates that when a nuclear emergency is deemed to have occurred, a “Declaration of a Nuclear Emergency Situation” shall be issued, and when such a declaration is issued, a “Nuclear Emergency Response Headquarters” shall be established as a council composed of all ministers in order to promote emergency response measures and post-disaster measures, and the Great East Japan Earthquake is the first and only case when a nuclear emergency response headquarters was established based on this provision (as of March 2023).

In addition to regularly compiling information on the state of damage and directing the government’s response, the headquarters has decided on not only important policies and processes related to the response to the Fukushima Nuclear Power Station accident, such as the roadmap for returning to normal after the accident and the response to nuclear disaster victims, the approach toward areas under evacuation orders, etc., and the policy on decontamination and contaminated water, but also items such as reports to the International Atomic Energy Agency (IAEA), etc.

The Declaration of a Nuclear Emergency has yet to be lifted as of March 2023, and the headquarters continues to meet and has met 58 times through July 2022.

(See Chapter 1, Section 1 and Chapter 7, sections 1 through 3, for information on the results of headquarters’ meetings and government efforts undertaken under the headquarters.

< Grounds for Establishment >

Article 16, paragraph (1), Act on Special Measures Concerning Nuclear Emergency Preparedness

Cabinet decision: Establishment of the 2011 Fukushima Daiichi Nuclear Power Station Accident Nuclear Emergency Response Headquarters (March 11, 2011)

The Nuclear Emergency Response Headquarters (hereinafter referred to as “the Headquarters”) was tentatively established as explained below based on Article 16, paragraph (1) of the Act on Special Measures Concerning Nuclear Emergency Preparedness (Act No. 156 of 1999)

1. The name of headquarters, location and timing of its establishment are as given below.

- (1) Name 2011 Fukushima Daiichi Nuclear Power Station Accident Nuclear Emergency Response Headquarters
- (2) Location Tokyo (Prime Minister's Official Residence)
- (3) Life of entity From March 11, 2011, until there is a declaration lifting the nuclear power emergency (omitted below)

- * The name of the Headquarters was changed to 2011 Fukushima Daiichi and Daini Nuclear Power Station Accident Nuclear Emergency Response Headquarters based on March 12 cabinet decision. The name was changed back to the original name when “and Daini” was removed by December 26 cabinet decision.

< Composition >

- Nuclear Emergency Response Headquarters (2011 Fukushima Daiichi Nuclear Power Station Accident Nuclear Emergency Response Headquarters)

Director-General: Prime Minister

Vice Director-General: Minister of Economy, Trade and Industry

- * The Chief Cabinet Secretary, Minister of the Environment, and Nuclear Regulation Authority Chairman were added from November 2, 2012 based on the Act on Special Measures Concerning Nuclear Emergency Preparedness, which was amended through the Act for Establishment of the Nuclear Regulation Authority (Act No. 47 of 2012).

Headquarters members, etc.: Ministers of State (Minister of Internal Affairs and Communications, Minister for Foreign Affairs, Minister of Finance, Minister of Education, Culture, Sports, Science and Technology, Minister of Health, Labour and Welfare, Minister of Agriculture, Forestry and Fisheries, Minister of Land, Infrastructure, Transport and Tourism, Minister of the Environment, Chief Cabinet Secretary, National Public Safety Commission Chairman, Minister of Defense, and Minister of State for Disaster Management) and Deputy Chief Cabinet Secretary for Crisis Management.

- * When deemed necessary, additional members can be added, and in fact, all ministers of state, including the Minister of State for Resolution of the Nuclear Power Station Accident and Prevention of Recurrence and the Cabinet Office Minister of State (Nuclear Damage Compensation Facilitation Corporation) were members.
- * Following revisions to the grounds for establishment by cabinet decision (November 2, 2012), the Minister of the Environment was made Vice Director-General, all ministers of state were added as members, and State Minister of Economy, Trade and Industry was added (the stipulation that the Nuclear Regulation Authority Chairman attend meetings was deleted.)
- Secretariat: Secretary-General, Deputy Secretary-General, and members of ministries and agencies^{14,15}
 - * The Secretary-General was changed from the Nuclear and Industrial Safety Agency Director to the Secretariat of the Nuclear Regulation Authority Secretary-General, since November 2, 2012, and as of March 2023, the Secretary-General is the Cabinet Office Director-General for Policy Management (Nuclear Emergency Management).^{16,17}
- Nuclear Emergency Local Response Headquarters For the Fukushima Daiichi Nuclear Power Station Accident
 - Director-General: State Minister of Economy, Trade and Industry
 - Secretariat staff: Employees from the Ministry of Economy, Trade and Industry, Nuclear Regulation Authority, the Ministry of Health, Labour and Welfare, Fukushima Prefectural Office, TEPCO, etc.
 - * Nuclear Emergency Local Response Headquarters for the Fukushima Daiichi Nuclear Power Station Accident (life, March 12–) was established in Fukushima Prefecture. The headquarters was initially located in the Fukushima Nuclear Emergency Response Center (so-called Off-site Center) in the Town of Okuma, but moved to the Fukushima Prefectural Office on March 15, and to the local government hall in August 2012.

Moreover, members of the headquarters' Residents Support Team (offices located in the Fukushima Regional Bureau of Reconstruction), who come from the Ministry of Economy, Trade and Industry, are stationed in 12 municipalities to service as liaisons with local governments that they are responsible for.

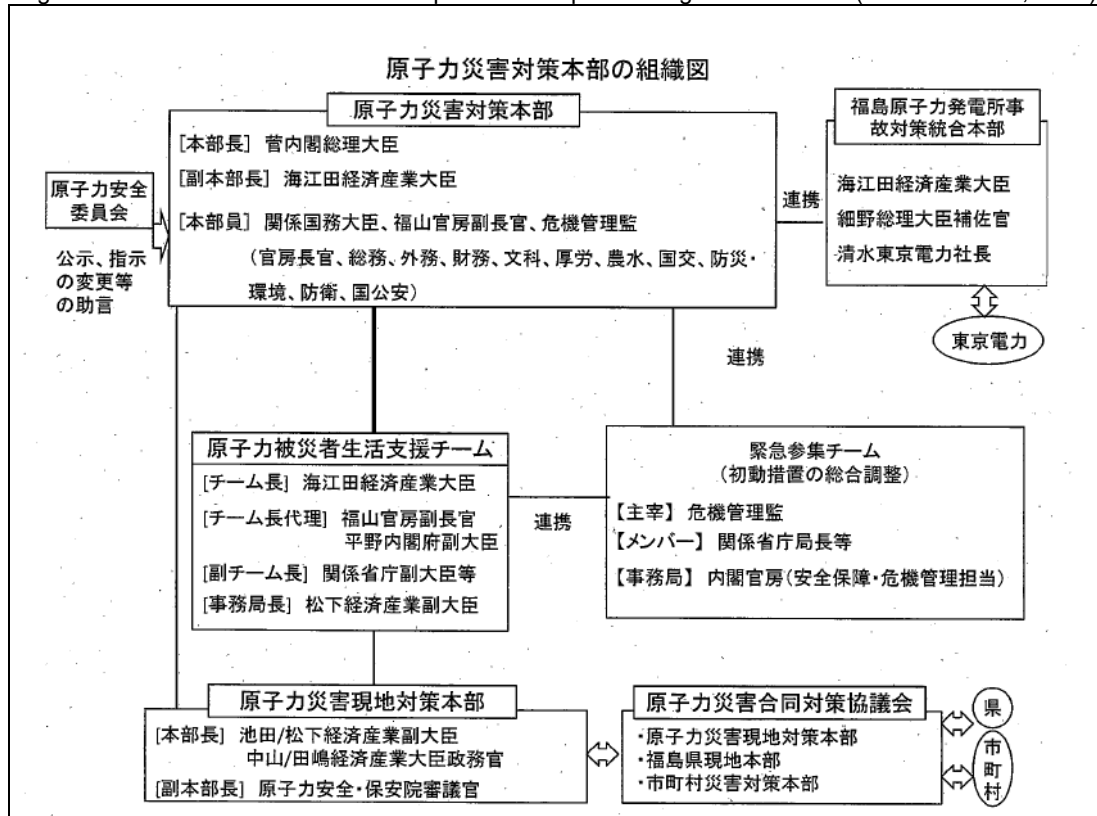
¹⁴ Regarding operation of the headquarters, the Basic Disaster Management Plan (Central Disaster Management Council) at the time of the disaster (February 2008) stipulated that "... the ministries and agencies in charge of safety regulation shall operate the Nuclear Disaster Response Headquarters, with the minister serving as the Nuclear Emergency Response Headquarters Vice Director-General and the responsible Director-General serving as the Secretary-General," and the Nuclear Disaster Response Manual (Council of Ministries and Agencies Relevant to Nuclear Emergency Management) (partially amended on September 14, 2010) stipulates that the Nuclear and Industrial Safety Agency Director shall serve as the General-Secretary, and the Nuclear and Industrial Safety Agency Deputy Director-General, Cabinet Secretariat Crisis Management Councillor, Cabinet Office Minister Secretariat Councillor (Disaster Management) and Fire and Disaster Management Agency Councillor shall serve as Deputy Directors-General, and other staff shall be staff of related ministries and agencies, mainly the Nuclear and Industrial Safety Agency. At present, in the "Basic Disaster Management Plan" (June 2022) stipulates that "affairs concerning the establishment of the Nuclear Emergency Response Headquarters shall be carried out by the Cabinet Office (...) and the Cabinet Office Director-General for Policy Management (in charge of nuclear emergency management) shall serve as the Secretary-General;" and the "Nuclear Disaster Response Manual" (Nuclear Emergency Preparedness Council Executive Committee) (partially revised on September 2, 2022) stipulates that the Cabinet Office Director-General for Policy Management (Nuclear Emergency Management) shall serve as the Secretary-General; the Secretariat of the Nuclear Regulation Authority Secretary-General and Cabinet Office Minister Secretariat Councillor (Nuclear Emergency Management), as Deputy Directors-General; the Cabinet Secretariat Crisis Management Councillor and Cabinet Office Minister Secretariat Councillor (Disaster Management), as Vice Secretaries-General; and staff of the Cabinet Office, Secretariat of the Nuclear Regulation Authority, and related ministries and agencies shall serve as staff. With regard to the operation of the 2011 Fukushima Daiichi Nuclear Power Station Accident Nuclear Emergency Response Headquarters, staff of the Cabinet Office (in charge of nuclear disaster management) and the Cabinet Office Nuclear Sufferers Life Support Team serve as staff of the Nuclear Disaster Victim Livelihood Support Office, the Cabinet office (in charge of nuclear disaster management) control room (this excludes projects under the jurisdiction of the office in charge of decommissioning, contaminated water, and treated water).

¹⁵ According to the Basic Disaster Management Plan and Nuclear Disaster Response Manual at the time of the disaster, the headquarters was physically located in the Prime Minister's Office, but the secretariat was physically located in the Ministry of Economy, Trade and Industry Emergency Response Center (Nuclear and Industrial Safety Agency's ERC at the time). At present, the Basic Disaster Management Plan (June 2022) and the Nuclear Disaster Response Manual (Nuclear Emergency Preparedness Council Executive Committee) (partially revised on September 2, 2022) stipulate that the Nuclear Emergency Response Headquarters should be located in the Prime Minister's Office, and the Secretariat should be located in the Prime Minister's Office, the Cabinet Office Building, the Emergency Response Center (Secretariat of the Nuclear Regulation Authority's ERC), in principle.

¹⁶ As part of the creating new nuclear emergency countermeasures based on the experience and lessons learned from the nuclear power station accident, the Atomic Energy Basic Act, Act on Special Measures Concerning Nuclear Emergency Preparedness and other related laws and regulations were revised when the Nuclear Regulation Authority was established on September 19, 2012, creating a new framework of nuclear emergency countermeasures by the government. (2013 White Paper on Disaster Management)

¹⁷ On October 14, 2014, the organization in which Nuclear Regulation Authority staff concurrently served as Cabinet Office staff (Office in charge of nuclear emergency management of the Cabinet Office [control room]) and undertook such work as improving and strengthening nuclear emergency management in the region was revised, and a dedicated Cabinet Office Director-General for Policy Management (Nuclear Emergency Management) was established to expand and reinforce the whole government's nuclear emergency management system. (2015 White Paper on Disaster Management)

Figure 2-2-8 Nuclear Disaster Response Headquarters organization chart (as of March 31, 2011)



Source) Material from Extreme Disaster Management Headquarters and Nuclear Emergency Response Headquarters meeting (March 31, 2011)

B) Nuclear Sufferers Life Support Team

(Establish March 29, 2011, and still exists as of March 2023)

In order to coordinate with relevant organizations and comprehensively and promptly tackle various issues related to livelihood support for nuclear disaster victims, it was decided to strengthen the government's system and establish the Nuclear Sufferers Life Support Team.¹⁸

It was initially assumed that it would be in charge of “ensuring evacuation and acceptance of disaster victims (including ensuring decontamination systems), transporting and providing supplies to areas surrounding disaster-affected areas and evacuation shelters, ensuring medical care for disaster victims exposed to radiation, and monitoring the environment and providing information.”

On the other hand, the aforementioned a. a) “Disaster Victims Livelihood Support Team” had already started its work as a disaster victim support system, but it was decided to newly establish the Nuclear Sufferers Life Support Team in order to support for disaster victims within a 30 km of the nuclear power plant, where access was restricted at the time, and to respond to issues specific to the nuclear power plant accident. From when the team was initially established, the two entities worked closely.

As for the actual division of roles, transportation of goods and provision of medical supplies, etc., even within 30 km of the nuclear power station, were already being handled by the Disaster Victims Livelihood Support Team and front-line entities (Self-Defense Forces, etc.), and since it would be unreasonable to transfer the work, it was decided that those organizations would continue to handle the work, and the Disaster Victims Livelihood Support Team would handle all support for evacuation shelters outside of the 30 km radius, too, because it was not reasonable to differentiate between whether each disaster victim was a natural disaster victim or a nuclear disaster victim. On the other hand, it was decided that the Nuclear Sufferers Life Support Team would be responsible for coordination and procurement related to setting evacuation zones, supporting evacuees, which primarily consisted of transporting evacuees from areas within a 30 km of the nuclear plant and organizing temporary entry for evacuees, conducting radiation screening, and implementing measures related to exposure to radiation and soil and other items containing

¹⁸ According to the current “Nuclear Disaster Response Manual” (Nuclear Emergency Preparedness Council Executive Committee) (partially revised on September 2, 2022), the headquarters secretariat and Nuclear Sufferers Life Support Team are expected to be established under the Nuclear Emergency Response Headquarters.

radioactive materials.¹⁹ In addition, together with the Cabinet Office (nuclear emergency management), team members were in charge of running the 2011 Fukushima Daiichi Nuclear Power Station Accident Nuclear Emergency Response Headquarters as staff of Nuclear Disaster Victim Livelihood Support Office, the control room of the Cabinet Office (nuclear emergency management).

Consideration was given to merging the two teams because many of the organizations provided support, work, and related organizations receiving instructions and requests were the same, but ultimately, the two teams were not merged as it was decided the two teams would continue to collaborate with each other.

In addition, the Liaison Council of Ministries and Agencies Related to Nuclear Disaster Victim Livelihood Support (Deputy Chief Cabinet Secretary, Cabinet Office state minister, State Minister of Economy, Trade and Industry, Ministry of Economy, Trade and Industry General Councillor, Director -general level personnel of relevant ministries and agencies, etc.) was established in order to smoothly and promptly promote the activities of the team.

As for the nuclear disaster, there are areas where evacuation orders have yet to be lifted, and this entity continues to exist as of March 2023 because it is necessary to continue to undertake various work, such as reviewing areas under evacuation orders, conducting health management surveys, and comprehensively promoting environmental monitoring, etc.

< Grounds for Establishment >

Nuclear Emergency Response Headquarters decision (March 29, 2011)

“In light of the urgent issue of support the livelihood of disaster victims of the accidents at the Fukushima Daiichi and Daini Nuclear Power Stations, the Nuclear Sufferers Life Support Team will be established under the 2011 Fukushima Daiichi and Daini Nuclear Power Station Accident Nuclear Emergency Response Headquarters.”

< Composition >

- Nuclear Sufferers Life Support Team (initially)

Team Leader: Minister of Economy, Trade and Industry, Deputy Team Leader: Deputy Chief Cabinet Secretary, Cabinet Office state minister

Vice Team Leader: state ministers of relevant ministries and agencies, etc. Secretary-General: State Minister of Economy, Trade and Industry

(July 6, 2011–)

Team Leader: Minister of Economy, Trade and Industry, and Minister of State for Resolution of the Nuclear Power Station Accident and Prevention of Recurrence

Deputy Team Leader: Deputy Chief Cabinet Secretary, Cabinet Office state minister

Vice Team Leader: state ministers of relevant ministries and agencies, etc. Secretary-General: State Minister of Economy, Trade and Industry

(September 12, 2011–)

Team Leader: Minister of Economy, Trade and Industry, and Minister of State for Resolution of the Nuclear Power Station Accident and Prevention of Recurrence

Deputy Team Leader: Deputy Chief Cabinet Secretary Vice Team Leader: state ministers of related ministries and agencies, etc. Secretary-General: State Minister of Economy, Trade and Industry

(September 19, 2012–)

Team Leader: Minister of the Environment, Minister of Economy, Trade and Industry

Deputy Team Leader: Deputy Chief Cabinet Secretary Vice Team Leader: state ministers of related ministries and agencies, etc. Secretary-General: State Minister of Economy, Trade and Industry

- Secretariat: Secretary-General, Assistant Secretary-General, Secretariat staff members (about 30 in total)

Secretariat staff members were assigned from various ministries and agencies, including the Ministry of Economy, Trade and Industry, Ministry of the Environment, Ministry of Health, Labour and Welfare, and Ministry of Education, Culture, Sports, Science and Technology.

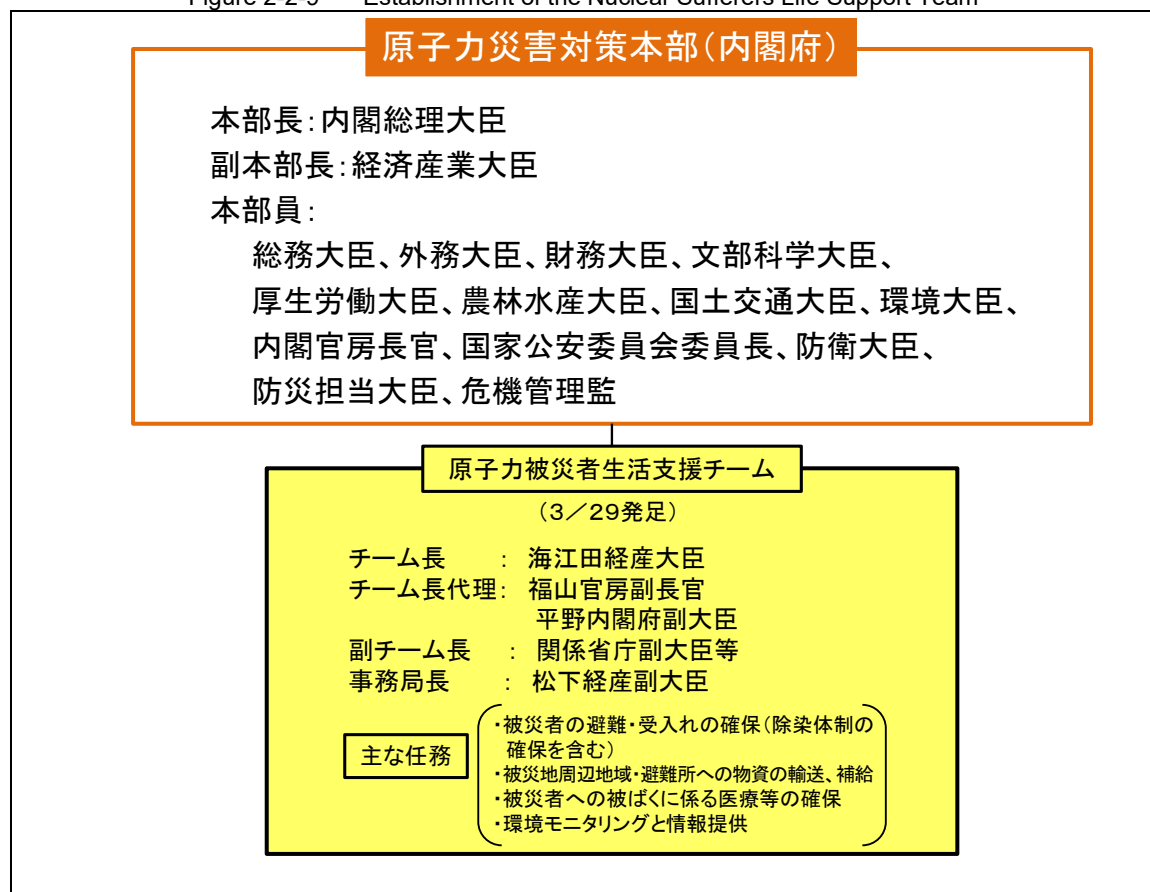
Assistant Secretary-General and 151 others (includes those with concurrent positions in the headquarters secretariat, as of May 9). The physical offices are located on the 2nd floor of the Ministry of Economy,

¹⁹ See 2nd Nuclear Sufferers Life Support Team meeting material 4-3.
<https://warp.da.ndl.go.jp/info:ndljp/pid/6086248/www.meti.go.jp/earthquake/nuclear/data/g110405bj.html> (browsed July 26, 2023)

Trade and Industry Building Annex, and the team's Emergency Response Center is located on the 3rd floor of the annex. In April 2013, the office moved to the same building as the Reconstruction Agency, and in May 2016, the office and Reconstruction Agency moved to the current government building.

As of March 2023, the staff of the Ministry of Economy, Trade and Industry's Fukushima Reconstruction Promotion Group held concurrent posts, and there were about 80 staff members under the Fukushima Reconstruction Promotion Group Leader (Ministry of Economy, Trade and Industry Director level). The team's website is located on the Ministry of Economy, Trade and Industry website.

Figure 2-2-9 Establishment of the Nuclear Sufferers Life Support Team



Source) Material from Extreme Disaster Management Headquarters and Nuclear Emergency Response Headquarters meeting (May 6, 2011)

C) Government-TEPCO Integrated Response Office

(Established as Fukushima Nuclear Power Station Accident Integrated Response Headquarters on March 15, 2011, reorganized and rename on May 6, 2011,²⁰ disbanded on December 16, 2011.)

The office, located within TEPCO, was established as the effective Fukushima Nuclear Power Station Accident Integrated Response Headquarters so that the government, including the Prime Minister, could flexibly make decisions and issue instructions as well as share primary information on the accident site. Subsequently, in order to clarify its position in the government, it was reorganized into the Government-TEPCO Integrated Response Office under the Nuclear Emergency Response Headquarters, and the head of the office on the government's side was also changed from the Prime Minister to the Minister of Economy, Trade and Industry.

A total of about 400 meetings were held between March 18 and December 15 to share information with power plants. In addition, 113 special project meetings were held between March 27 and December 15, mainly to organize and examine issues on individual medium- and long-term themes, such as the reduction of radioactive materials released into the atmosphere, drainage and recovery in buildings, long-term cooling, and procedures for fuel

²⁰ Material from the 12th meeting of the Public Records Management Committee (February 3, 2012)

extraction and transportation.^{21,22}

< Grounds for Establishment >

Fukushima Nuclear Power Station Accident Integrated Response Headquarters was initially established as a de facto organization. After the May 6 reorganization, the office was renamed the Government-TEPCO Integrated Response Office and placed under the Nuclear Emergency Response Headquarters in order to clarify its position in the government.

< Composition >

- Initially (Fukushima Nuclear Power Station Accident Integrated Response Headquarters)
 - Director-General: Prime Minister
 - Vice Director-General: Minister of Economy, Trade and Industry, TEPCO Chairman of the Board (TEPCO President until April 1)
- After reorganization (Government-TEPCO Integrated Response Office)
 - Chief liaison officers: Minister of Economy, Trade and Industry (government) and TEPCO Chairman of the Board
 - Liaison officers: Minister of State in Charge of Nuclear Power Station Accidents (government) and TEPCO President
- Secretariat
 - Meetings were held within TEPCO and were largely run by TEPCO, but staff from the Nuclear and Industrial Safety Agency were stationed at TEPCO to perform liaison and coordination functions.

D) Nuclear Power Station Accident Economic Damage Response Team

(Established as Nuclear Accident Economic Damage Response Headquarters on April 11, 2011, reorganized and rename on May 9, 2011)

With regard to nuclear damage compensation, the Dispute Review Board for Nuclear Damage Compensation, which was established based on the Act on Compensation for Nuclear Damage (Act No. 147 of 1961) was responsible for such work as formulating general guidelines that contribute to the voluntary resolution of disputes by parties to the dispute, but in light of such facts as that damage caused by the accident at TEPCO Fukushima Daiichi Nuclear Power Station was expected to far exceed the scale envisaged by the Act, the Nuclear Accident Economic Damage Response Headquarters, headed by the State Minister in charge of nuclear economic damage (Minister of Economy, Trade and Industry), was established on April 11, 2011, in order to examine the framework for responding to the economic damage caused by the accident. Ministerial-level meetings were held on April 15, May 11, and May 12²³

At the meeting held on April 15, “Emergency Support Measures for nuclear disaster victims” was decided.

At the meeting on May 12, based on the “Request for State Support for Nuclear Damage Compensation” (TEPCO, May 10) and “Items to be Confirmed” between the Minister of State in Charge of Nuclear Power Economic Damage and TEPCO, the “Framework for Government Support for Compensation for Damages Due to the Nuclear Power Accident at TEPCO's Fukushima Nuclear Power Station” was decided (* the decision was made on May 13 in order to coordinate the wording with the Democratic Party of Japan (DPJ) and the “Emergency Support Measures for Nuclear Disaster Victims (Temporary Payments)” was approved. (The former was decided on by the cabinet on June 14, 2011 (See Chapter 2, Section 3.23 and Chapter 7, Section 1 for information on the

²¹ Minutes of the 14th meeting of the Public Records Management Committee (February 29, 2012)

²² Former Nuclear and Industrial Safety Agency website
<https://warp.da.ndl.go.jp/info:ndljp/pid/9498833/www.nsr.go.jp/archive/nisa/gensai/index.html> (browsed July 26, 2023)

²³ Nuclear Power Station Accident Economic Damage Response Team website
<https://www.cas.go.jp/jp/seisaku/genshiryoku/index.html> (browsed July 26, 2023)

scheme centered on the Nuclear Damage Compensation Facilitation Corporation, which was established based on the same cabinet decision.)

In addition, the “Framework for Government Support for Compensation for Damages Due to the Nuclear Power Accident at TEPCO’s Fukushima Nuclear Power Station” stipulates that TEPCO should confirm that it will “submit to an examination of its actual management and finances by a third-party committee established by the government to carry out a strict asset evaluation and thorough review of expenses, etc.” as a prerequisite for government support, and in response to this, the Cabinet decided on May 24 to establish and convene the TEPCO Management and Financial Investigation Committee.

< Grounds for Establishment >

Prime Minister decision

“The Nuclear Power Station Accident Economic Damage Response Team will be established in order to examine the framework for responding to the economic damage caused by the accidents at TEPCO’s Fukushima Daiichi and Daini Nuclear Power Stations.”

< Composition >

• Initially

Director-General: Minister of State in Charge of Nuclear Power Economic Damage

Vice Director-General: Chief Cabinet Secretary, Minister of Finance, Minister of Education, Culture, Sports, Science and Technology, Minister of Economy, Trade and Industry

Members: Minister of Internal Affairs and Communications, Minister of Justice, Minister for Foreign Affairs, Minister of Health, Labour and Welfare, Minister of Agriculture, Forestry and Fisheries, Minister of Land, Infrastructure, Transport and Tourism, Minister of the Environment, Minister of Defense, National Public Safety Commission Chairman, Minister of State for Disaster Management, Cabinet Office Minister of State for Consumer Affairs and Food Safety, Cabinet Office Minister of State for Economic and Fiscal Policy, Minister of State for Financial Services, Minister of State for National Strategy, and Deputy Chief Cabinet Secretary designated by Headquarters Director-General

Secretary-General: State Minister designated by Headquarters Director-General (State Minister of Ministry of Education, Culture, Sports, Science and Technology)

Deputy Secretary-General: Special Advisor to the Prime Minister and Deputy Chief Cabinet Secretary designated by the Director-General

• After Reorganization

Team Leader: Minister of State in Charge of Nuclear Power Economic Damage

Vice Team Leader: Chief Cabinet Secretary, Minister of Finance, Minister of Education, Culture, Sports, Science and Technology, and Minister of Economy, Trade and Industry

Secretary-General: State Minister designated by the team leader (State Minister of Ministry of Education, Culture, Sports, Science and Technology)

Deputy Secretary-General: Special Advisor to the Prime Minister and Deputy Chief Cabinet Secretary designated by the Team Leader

• Secretariat: Cabinet Secretariat (Economic Damage from Nuclear Power Plant Accident Response Office)

The decision of the Prime Minister that serves as the basis for establishing the entity is “the team’s general affairs shall be handled by the Cabinet Secretariat with the cooperation of the Ministry of Economy, Trade and Industry and other relevant administrative organs.”

There are about 48 staff members (as of May 9, 2011), including the Office Manager, and they were mostly assigned from the Cabinet Office, Ministry of Economy, Trade and Industry, Ministry of Education, Culture, Sports, Science and Technology, and other ministries.

c. Reconstruction-related organizations

A) Office for Preparation of a Bill for Reconstruction of the Affected Areas, etc.

(Established April 5, 2011, disbanded June 24, and its work passed on to Reconstruction Headquarters)

For reconstruction, the Office for Preparation of a Bill for Reconstruction of the Affected Areas, etc. was established in the Cabinet Secretariat on April 5, 2011, and the Reconstruction Design Council (discussed below) and its Study Council on April 11, one month after the disaster. In addition to conducting work as the secretariat for these councils, the office examined laws related to organizations and similar matters taking into consideration the Great Hanshin-Awaji Earthquake. Subsequently, the office prepared draft basic policies with an eye toward establishing the Reconstruction Headquarters, managed the progress of disaster-related bills of the ministries and agencies, had parliamentary vice-minister visit local areas, worked on the establishment of the Local Response Headquarters, and liaised with disaster-hit municipalities. The office was initially located on the fifth floor of the Central Government Building No. 4, but it was moved to the Sankaido Building due to the increase in the number of staff.

It was also expected to be merged after the establishment of reconstruction organizations under the law. In fact, when the Reconstruction Headquarters was established on June 24, some of the staff of the preparatory office remained as initial members of the headquarters.

< Grounds for Establishment >

Regulations Regarding the Establishment of the Office for Preparation of a Bill for Reconstruction of the Affected Areas, etc. (April 5, 2011, Prime Minister decision)

- * Supplementary provisions of the Regulations Regarding Great East Japan Earthquake Reconstruction Response Affairs System (Prime Minister decision dated June 21, 2011) eliminates the above regulations.

< Composition >

Preparatory Office: Assistant Deputy Chief Cabinet Secretary

Office staff: A total of more than 50, including 2 councillors, 7 counselors (7 teams in Tokyo, and 3 teams in local areas)

The preparatory office had only nine members when it was launched, but at the request of the Reconstruction Design Council Chairperson to the Prime Minister, staff from various ministries and agencies were recruited, and as of May 9, there were 30 members, 50 in mid-May, and nearly 100 in June²⁴.

B) Reconstruction Design Council in Response to the Great East Japan Earthquake

(Established April 11, 2011; disbanded February 10, 2012 when the Act for Establishment of the Reconstruction Agency came into effect)

On April 11, 2011, one month after the disaster, it was decided to establish the Reconstruction Design Council in Response to the Great East Japan Earthquake, which consisted of experts, and have the Prime Minister convene the council in order to mobilize the wisdom of Japan, advance discussions on reconstruction concepts for the formulation of reconstruction guidelines from a wide range of perspectives, develop a general blueprint for the future, and reflect the results of discussions into reconstruction guidelines and other items²⁵. In addition, a study council composed of persons with specialized knowledge on reconstruction from earthquakes was established as a subordinate organization.

The Reconstruction Design Council met a total of 13 times, 12 times until the proposals for reconstruction was compiled on June 25, 2011, and a final time in November, 2011. The study council met a total eight times through June 14.

See Chapter 1, Section 2 for details.

²⁴ Jun Iio, 3.1 “Reconstruction Headquarters, Basic Act on Reconstruction, and Launch of the Reconstruction Agency” and Makoto Iokibe “10.3 Government Action 1 Reconstruction Design Council in Response to the Great East Japan Earthquake”; “Preparing for Massive Disasters that are National Crises—Lesson and Insights from the Great East Japan Earthquake - Comprehensive Disaster Preparedness Guide, Separate Volume” Ggyosei (September 2015)

²⁵ <https://www.cas.go.jp/fukkou/index.html> (browsed July 26, 2023)

< Grounds for Establishment >

- Initially: Convening the Reconstruction Design Council in Response to the Great East Japan Earthquake (cabinet decision dated April 11, 2011)

“In the reconstruction from the Great East Japan Earthquake, which caused unprecedented damage, it is essential that not only the disaster victims and residents of the disaster-affected areas but also all Japanese living today play their respective roles under mutual aid and solidarity, and it is also important that from the recovery stage, we aim not just for recovery but for build back better for the future. It is also necessary to quickly formulate a reconstruction concept that can be shared by the entire nation and that will lead to the revitalization of a prosperous and vibrant Japan as well as giving the residents of the disaster-affected areas strong hope and courage for the future.

To this end, the Reconstruction Design Council in Response to the Great East Japan Earthquake (hereinafter referred to as “the Council”), which is composed of experts, shall be convened to discuss a wide range of reconstruction concepts for formulating reconstruction guidelines, and the results of the discussions will be reflected in the guidelines for reconstruction, etc. (Omitted)

The Council shall be composed of persons with knowledge of and insight into reconstruction from earthquakes and shall be convened by the Prime Minister.”

- From June 24, 2011: Article 18 of the Basic Act

< Composition >

- Reconstruction Design Council (16 members)

Chairperson: Makoto Ikibe (National Defense Academy President and Professor Emeritus Kobe University)

Deputy Chairperson: Tadao Ando (architect and The University of Tokyo Professor Emeritus), Takashi

Mikuriya (The University of Tokyo Professor)

Special Advisor (chairman emeritus): Takeshi Umehara (philosopher)

Others

- Study Group (19 members)

Study Group Chairperson: Jun Iio (National Graduate Institute for Policy Studies Professor) Deputy

Chairperson: Tamio Mori (President Japan Association of City Mayors and Nagaoka City Mayor)

Others

- * Although Article 6 of the Reconstruction Headquarters Ordinance positions it as an expert committee, it has never been convened.

The size of the council was originally planned to be about 10 members, based on the Great Hanshin-Awaji Earthquake Reconstruction Committee (7 members), but the number was increased to about 30 at the request of the members of the ruling party, and therefore, it was decided that the council would consist of two entities, a main council composed of representatives from various fields and an study council consisting of relatively young experts. When compiling “recommendations,” the thoughts of main council members regarding the disaster-affected area were expressed in poetic form, and the recommendations included practical measures discussed in workshops²⁶ and other venues related to coordination among relevant ministries and agencies and cross-ministerial issues, which were led by the investigation subcommittee chairperson.

In addition, local governments in disaster-affected areas appreciated the fact that the governors participated as members of the Reconstruction Design Council, and that proposed systems were practical and institutionalized, and that the council advocated “build back better” rather than mere reconstruction, and this led to concrete measures.

C) Great East Japan Earthquake Reconstruction Headquarters

(Established June 24, 2011; its work was passed on to the Reconstruction Agency on February 10, 2012)

The Reconstruction Headquarters and its secretariat were established within the Cabinet on June 24, 2011, when the Basic Act came into effect. As a council organization headed by the Prime Minister and composed of minister-level members, the headquarters was in charge of planning, drafting, and overall coordination of the Great East

²⁶ Met a total of 16 times from May 18 through June 7

Japan Earthquake Basic Guidelines for Reconstruction, as well as such affairs as promoting and undertaking overall coordination of reconstruction measures devised by relevant administrative organs.

However, because the Basic Act stipulated that the Reconstruction Agency should be established within one year after the Basic Act came into effect, the Reconstruction Headquarters, an interim organization until the agency's establishment, was primarily responsible for promoting reconstruction measures, including support for disaster victims, creating necessary systems, such as establishing the Reconstruction Agency, and ensuring consistency between the Basic Policy and the third supplementary budget.

Also see Chapter 1, Section 2; Chapter 2, Section 1; and Chapter 2, Section 3.1 for information on reconstruction organization at the time of the Reconstruction Headquarters.

< Grounds for Establishment >

Article 11–Article 22, Basic Act

< Composition >

Director-General: Prime Minister

Vice Director-General: Chief Cabinet Secretary, Minister of State for Reconstruction

Members: ① All state ministers except those serving as Director-General and Vice Director-General

② Deputy Chief Cabinet Secretary, state ministers or parliamentary vice-ministers of related ministries and agencies, heads of related administrative organs other than state ministers designated by the Prime Minister (figure 2-2-10 for actual members)

Directors: Appointed by Prime Minister (actual directors included vice ministers, directors-general, and deputy directors-general)

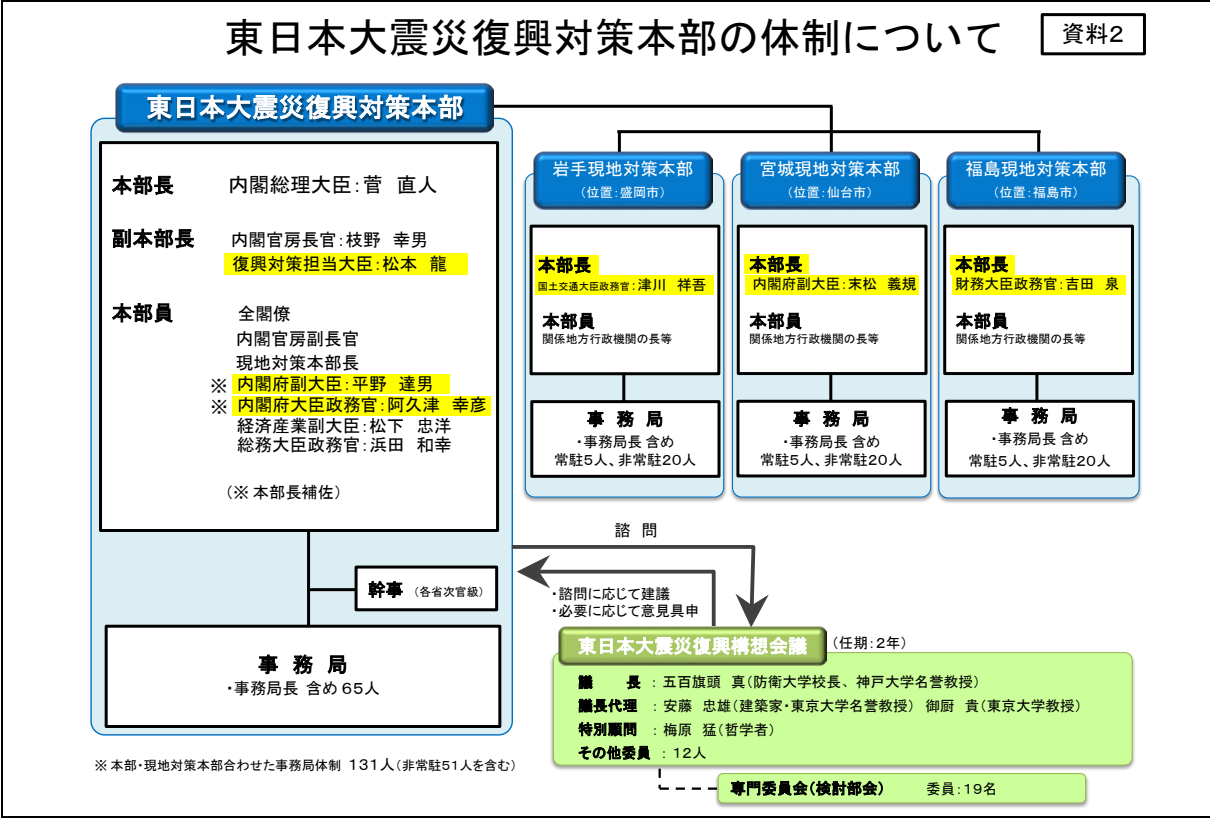
Local Response Headquarters:

The Iwate Local Response Headquarters (Morioka City), Miyagi Local Response Headquarters (Sendai City), and Fukushima Local Response Headquarters (Fukushima City) were established based on the Great East Japan Earthquake Reconstruction Headquarters Ordinance (Cabinet Order No. 182 of 2011). A state minister or parliamentary vice-minister from another ministry or agency was appointed director-general of each headquarters, each of which initially had about 25 staff members, including a secretary-general²⁷.

The physical offices of local headquarters were located in Iwate Prefectural Office in Morioka City (Asahi Life Morioka Chuo-Dori Building from August 2011), Miyagi Prefectural Office in Sendai City (moved to Sendai No. 2 Joint Government Building from September 2011), and Fukushima City Local Government Hall.

²⁷ 1st Reconstruction Headquarters meeting (June 28, 2011) material 2

Figure 2-2-10 Great East Japan Earthquake Reconstruction Headquarters organization



Source) Material 2 from 1st Great East Japan Earthquake Reconstruction Headquarters meeting (June 28, 2011)

- Secretariat:

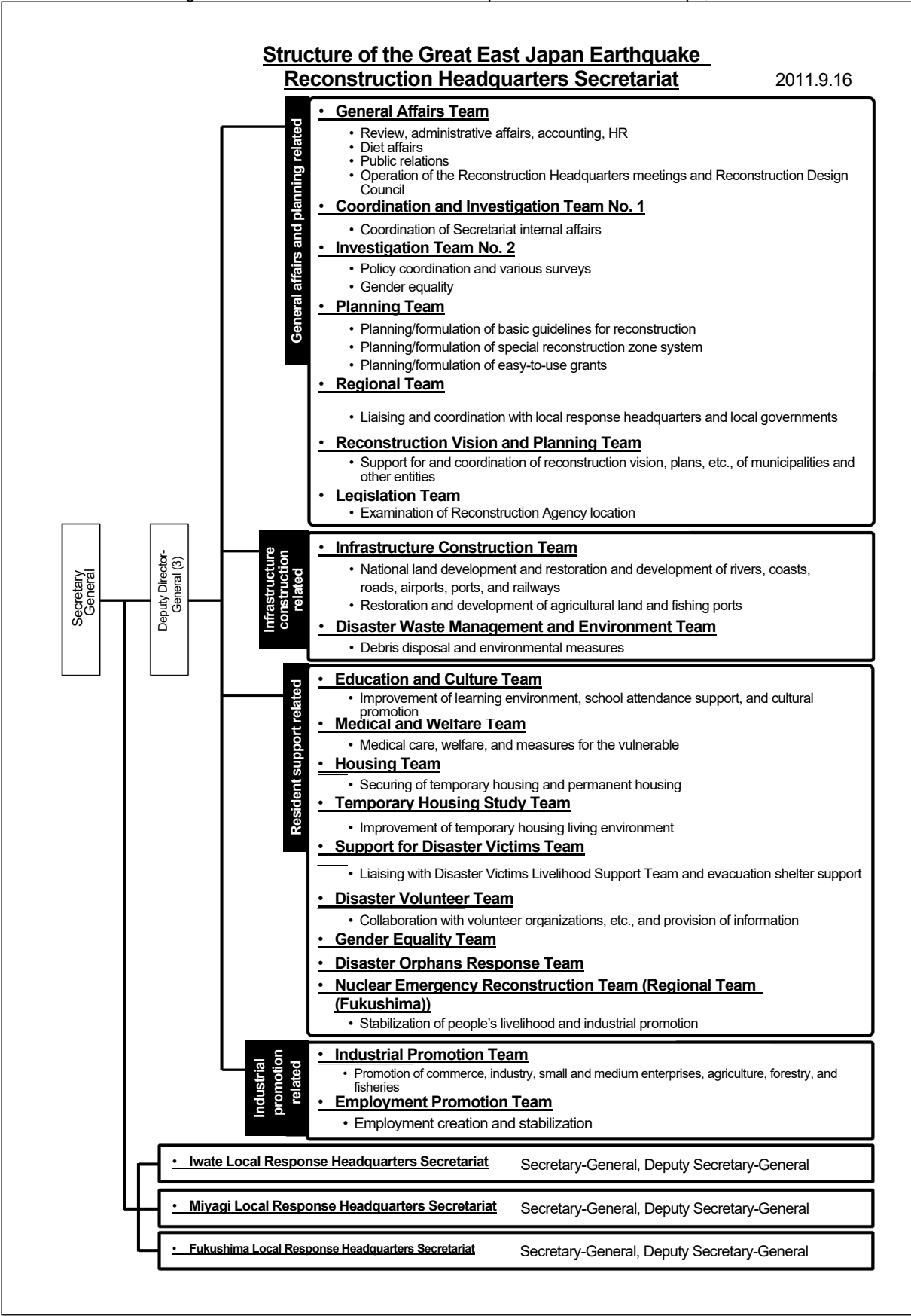
The secretariat was located in the headquarters, and the Secretary-General was appointed based on the Article 21 of the Basic Law, the grounds for its establishment. Furthermore, there were up to three deputy secretaries-general and twenty-five counselors in the secretariat as stipulated in the Reconstruction Headquarters Ordinance. As for establishing the secretariat, Regulations Concerning Affairs Concerning Great East Japan Earthquake Reconstruction Measures (decided by the Prime Minister on June 21, 2011) came into effect on June 24 and stated that “an organization to handle affairs concerning Great East Japan Earthquake reconstruction measures shall be established in the Cabinet Secretariat under the supervision of the Assistant Deputy Chief Cabinet Secretary, and will be the Great East Japan Earthquake Reconstruction Measures Office.”

The staff of the Disaster Victims Livelihood Support Team mentioned above and Office for Preparation of a Bill for Reconstruction of the Affected Areas, etc. mentioned below were transferred²⁸ as members of the secretariat at the time of its establishment; staff were secured from various ministries and agencies; and the office was located in the Sangaido Building, where the Office for Preparation of a Bill for Reconstruction of the Affected Areas, etc. was located. It launched work on June 27.

The Secretariat launched work with about 130 staff members (includes both local response headquarters and part-time staff members), including the Secretary-General (former Vice Minister of Land, Infrastructure, Transportation and Tourism and Cabinet Secretariat consultant), and the staff grew to about 185 by September and 200 by October.

²⁸ Five staff members, including the Disaster Victims Livelihood Support Team Deputy Secretary-General and councillors, were transferred while concurrently serving in the Disaster Victims Livelihood Support Team and Reconstruction Headquarters Secretariat.

Figure 2-2-11 Reconstruction Headquarters Secretariat Groups, etc.



(Source) Reconstruction Agency website

D) Preparatory Office for the Establishment of the Reconstruction Agency

(Established August 25, 2011,²⁹disbanded February 10, 2012)

The Reconstruction Agency Establishment Preparatory Office was established in the Cabinet Secretariat as the reconstruction basic policy (Great East Japan Earthquake Reconstruction Headquarters decision July 29, 2011) stipulated “the Reconstruction Preparatory Office (provisional name) shall be promptly established as the organization to undertake intensive examination of the Reconstruction Agency (provisional name).”

The office was responsible for various preparatory work necessary to establish the Reconstruction Agency, including making legal preparation to enact the Act for Establishment of the Reconstruction Agency, requesting an organization and staff capacity, securing staff from various ministries and agencies, and examining budget requests for the following fiscal year.

When the Reconstruction Agency was established, many of the staff members transferred as they are to the Reconstruction Agency.

< Grounds for Establishment >

Regulations Regarding the Establishment of the Office for Preparation of the Establishment of the Reconstruction Agency, etc. (August 24, 2011, Prime Minister decision)

< Composition >

Chief: Deputy Chief Cabinet Secretary

Deputy Chief: Assistant Deputy Chief Cabinet Secretary, Great East Japan Earthquake Reconstruction Headquarters Secretary-General

1 deputy chief, 2 councillors, 11 counselors, 17 others (total of 34 when established)

* The office’s staff mostly consist of those of Reconstruction Headquarters, and staff attached to the Assistant Deputy Chief Cabinet Secretary were also assigned.

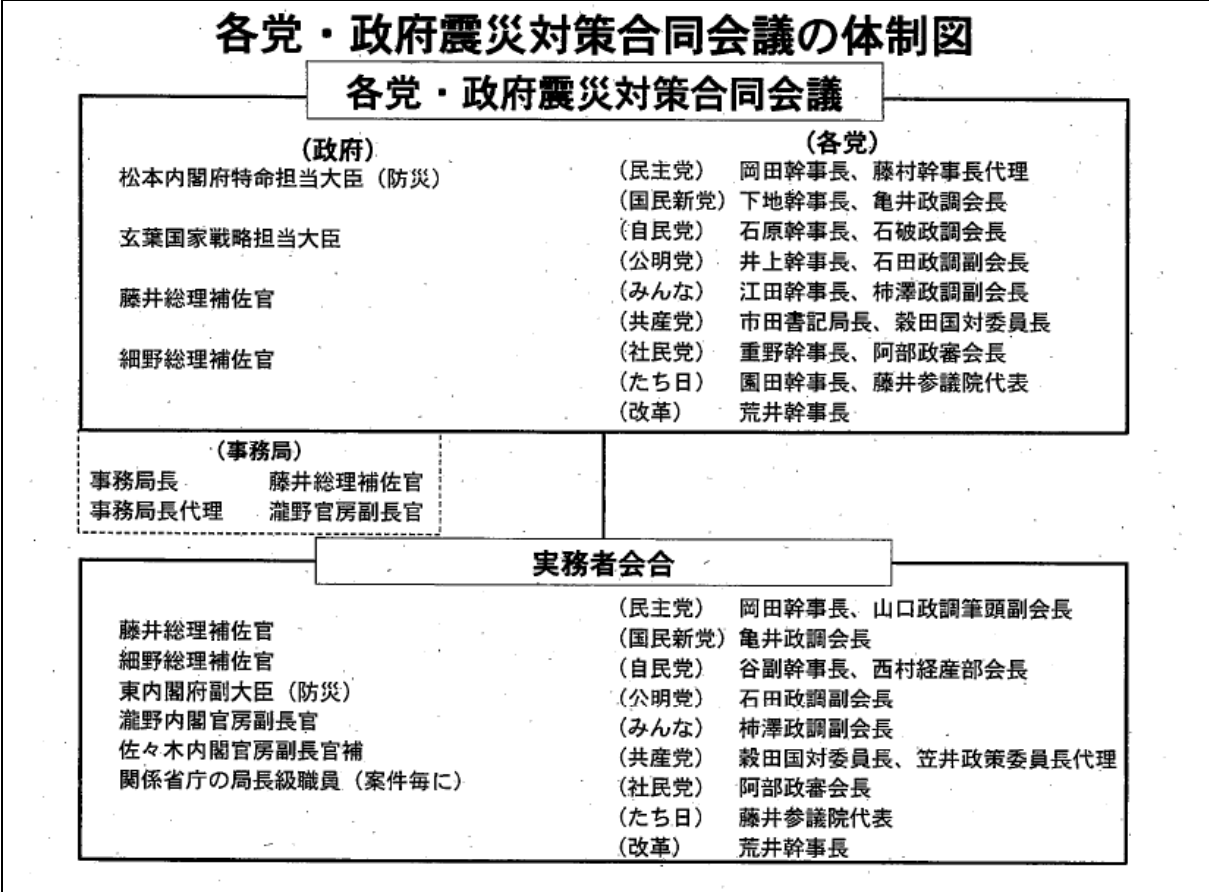
²⁹ <https://www.reconstruction.go.jp/topics/000089.html> (browsed July 26, 2023)

d. Other councils, etc.

A) Joint Party-Government Earthquake Response Council

While the Diet and political parties play an important role in ascertaining the state of the government's response, making decisions on medium- and long-term issues such as necessary laws and budgets, and indicating the future direction, the government's emergency response operations, such as saving people's lives and supporting evacuation centers, could be hampered³⁰ if the various parties requested materials and permission to attend meetings from the government, which was extremely busy immediately after the disaster (On the day of the disaster, the government only shared by FAX the state of damage with each political party, and refused requests to attend meetings. However, from the following day, the government had no choice but to respond to the request from the opposition parties.)³¹ Therefore, on March 15, the Secretaries-General of the ruling and opposition parties met and agreed to establish the Joint Party-Government Earthquake Response Council in collaboration with all parties, not only the ruling and opposition parties. This unified the response to each party and reduced the burden on the government.³² For communication and coordination with the ruling Democratic Party of Japan (DPJ), the Government-Democratic Party of Japan Liaison Earthquake Response Council was held on March 17 (Diet members lower than the Prime Minister attended).

Figure 2-2-12 Joint Party-Government Earthquake Response Council Organizational Chart



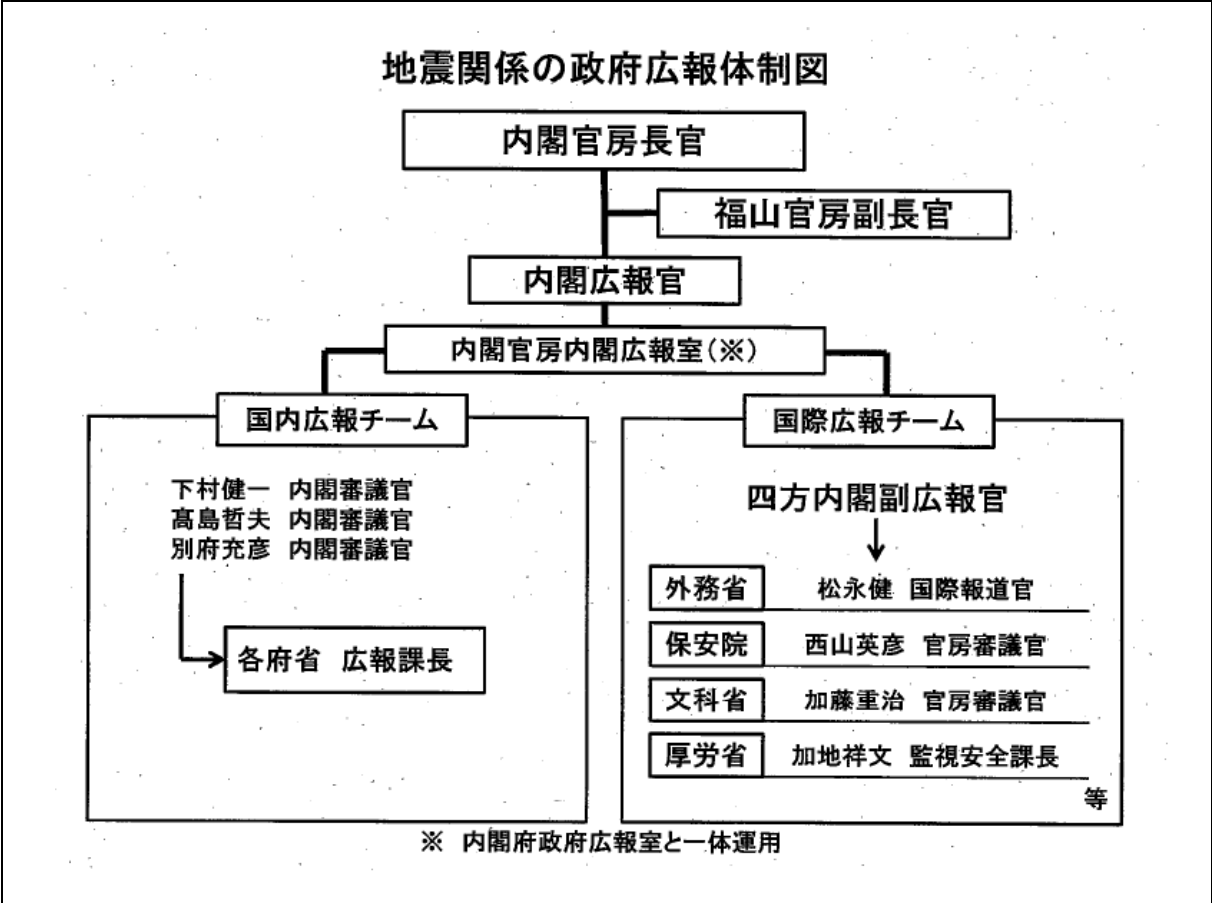
Source) Material from Extreme Disaster Management Headquarters meeting (March 31, 2011)

³⁰ Report on the Government's Initial Actions in the Wake of the Great East Japan Earthquake (March 18, 2016, Liberal Democratic Party (LDP) Review Team on the Government's Initial Actions in the Wake of the Great East Japan Earthquake)
³¹ Akira Kotaki, "Great East Japan Earthquake 90 Days of the Extreme Disaster Management Headquarters" Gyosei (August 2013)
³² Same as above and DPJ website <http://archive.dpj.or.jp/news/?num=19879> (browsed July 26, 2023)

B) Government PR System

Because various types of public information from the government were required for disaster victims and to correct misinformation and prevent rumors, PR work by the government was handled by a domestic public relations team led by the Cabinet Secretariat and an international public relations team led by relevant ministries and agencies, including the Ministry of Foreign Affairs. Around the end of March, staff were also hired from advertising agencies. The summary of the Interim Report of the Study Group on Emergency Response to the Great East Japan Earthquake (November 28, 2011, Cabinet Office (disaster management)) included the following point for improvement: “There was insufficient public information on disaster emergency activities implemented by the government, public information to prevent confusion among stranded people, and public information for overseas.”

Figure 2-2-13 Earthquake-related Government Public Relations Organizational Chart

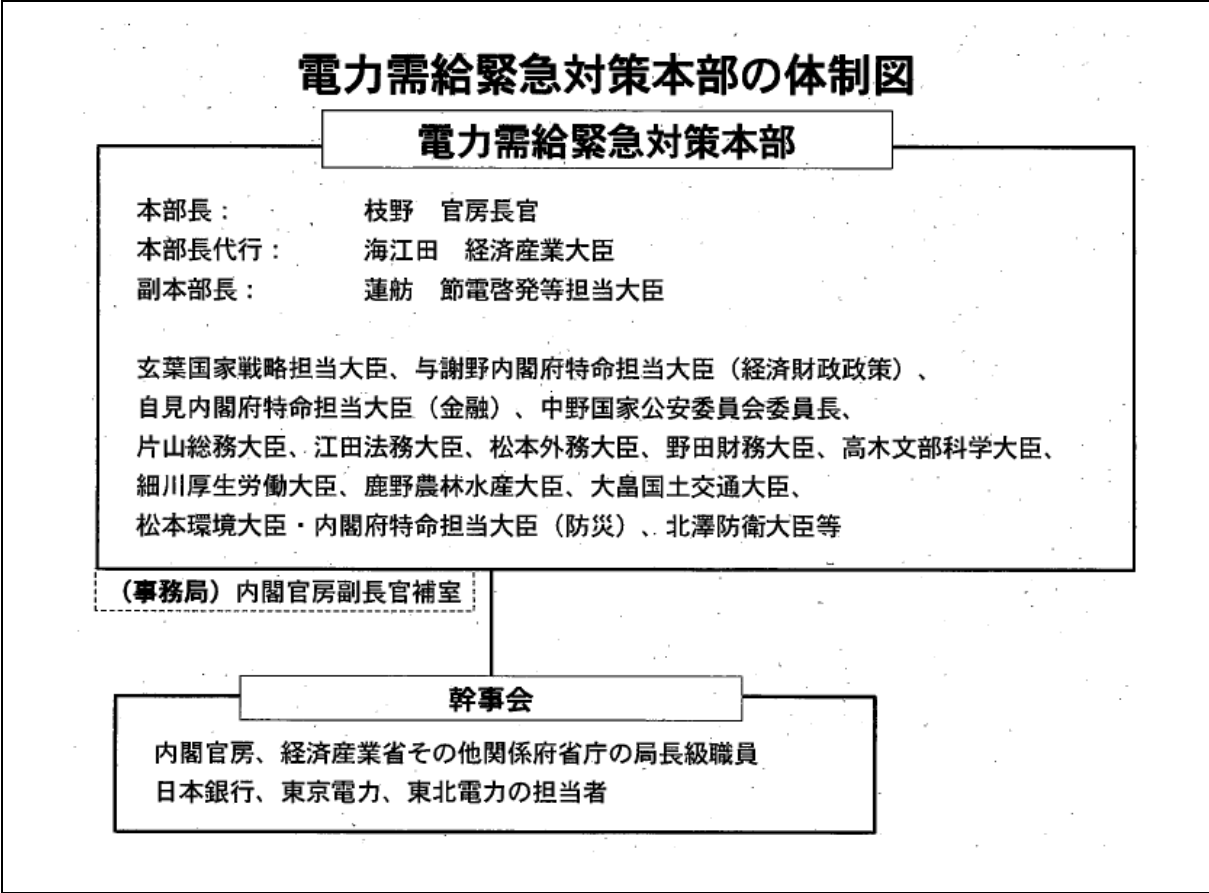


Source) Material from Extreme Disaster Management Headquarters meeting (March 31, 2011)

C) Electricity Demand and Supply Study Council (formerly Electricity Demand and Supply Emergency Response Headquarters)

The Great East Japan Earthquake caused the suspension of operations at nuclear power plants, leading to a shortage of electricity, mainly in eastern Japan, and the Electricity Demand and Supply Emergency Response Headquarters was established on March 13 to comprehensively and forcefully promote the government's response. Following revisions to the various response headquarters on May 6, 2011, (see footnote 1), the headquarters was reorganized as the Electricity Demand and Supply Study Council on May 16. The study council coordinated various aspects, including Basic Outline of Electricity Demand and Supply Measures for Summer and Response Measures to Winter Electricity Demand and Supply, which included scheduled blackouts and energy-conservation education, to tackle the tight electricity supply due to the Great East Japan Earthquake. This council has continued since then, and is currently engaged in responding to power supply shortages, which is not directly related to the Great East Japan Earthquake.

Figure 2-2-14 Electricity Demand and Supply Emergency Response Headquarters Organizational Chart



Source) Material from Extreme Disaster Management Headquarters meeting (March 31, 2011)

D) Energy and Environment Council

The suspension of operations at nuclear power plants due to the Great East Japan Earthquake has necessitated a drastic review of not only the current power supply and demand measures, but also the conventional energy mix and global warming countermeasures, which assumed nuclear power generation. For this reason, based on decisions by the New Growth Strategy Realization Council (June 7, 2011) and the National Strategy Council (October 28, 2011), the Energy and Environment Council, chaired by the Minister of State for National Strategy, was convened in order to rectify distortions in and vulnerabilities of the energy system and to formulate short-, medium-, and long-term innovative energy and environment strategies to respond to the demands for safety, stable supply, efficiency, and the environment, as well as domestic measures to combat global warming starting in 2013. The council met a total of 17 times through November 27, 2012, and decided on various issues including “Choices for Energy and the Environment” (June 29, 2012) and “Innovative Energy and Environment Strategy” (September 14, 2012).

E) Ministerial Meeting on Electric Power Reforms and TEPCO

The Ministerial Meeting on Electric Power Reforms and TEPCO, chaired by the Chief Cabinet Secretary, was established on November 4, 2011, to promote efforts to end the accident at TEPCO’s Fukushima Nuclear Power Station, review nuclear safety measures to prevent another nuclear power plant accident, reform the nuclear energy system, including the nuclear fuel cycle, and support TEPCO’s compensation for damage caused by nuclear power as well as reform the electric utility system in an integrated manner as the government. Held a total of 3 times through May 9, 2012, the meeting confirmed and shared information on TEPCO’s special integrated business plan, the direction that the examination of electric system reforms was progressing, and orientation of energy and environment strategy.

F) Accident Investigation Committee, etc.

The government, Diet, private sector, and TEPCO have each set up a committee to investigate the accident at TEPCO's Fukushima nuclear power plant and compiled a report.

Based on a Cabinet decision dated May 24, 2011, the government established the TEPCO Fukushima Nuclear Power Station Accident Investigation Committee, which consists of ten academic experts, including The University of Tokyo Emeritus Professor and Kogakuin University Professor Yotaro Hatamura, to conduct a so-called "government investigation," and the committee met a total of 13 times, compiled an interim report (December 26, 2011) and a final report (July 23, 2012), and disbanded on September 28, 2012.

For details, see Chapter 7, Section 1 (for Diet investigation, see Chapter 2, Sections 3.29 and 30).

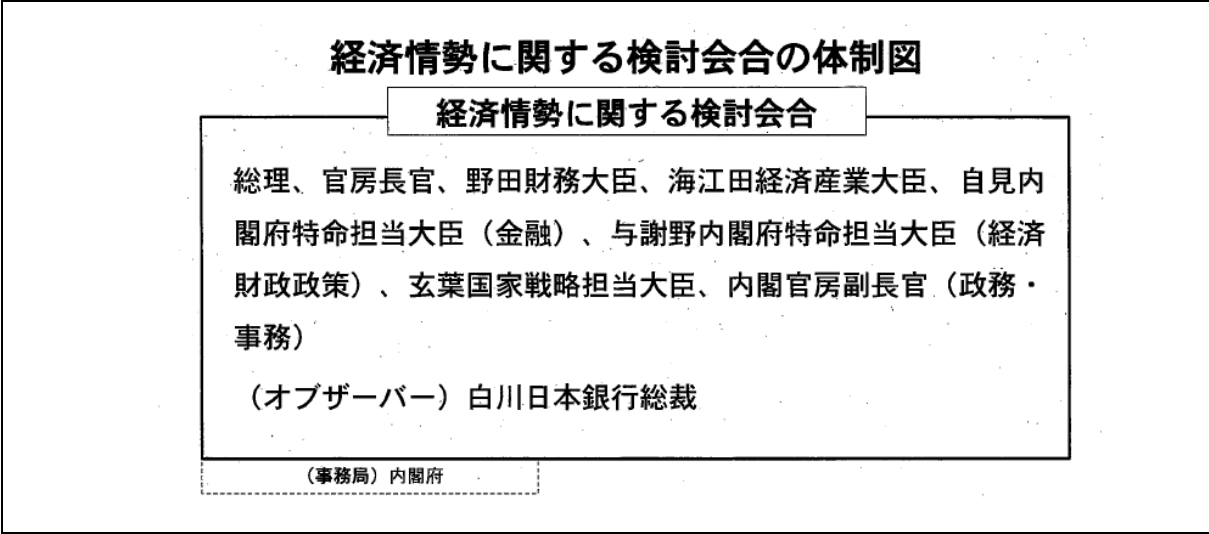
G) Ministerial Meeting on Decontamination and Specified Waste Disposal

In order to establish organizations for the government to work as one for decontamination and specified waste disposal based on the "Act on Special Measures Concerning Environmental Pollution by Radioactive Materials Discharged by the Nuclear Power Plant Accident Associated with the Tohoku Earthquake That Occurred on March 11, 2011" (Act No. 110 of 2011), a relevant ministerial meeting chaired by the Chief Cabinet Secretary was established on November 18, 2011. The meeting was held a total of 4 times through November 6, 2012 to call for cooperation among ministries and agencies, including in regard to staffing, and to confirm response policies such as the preparation of a decontamination roadmap.

H) Economic Conditions Study Council

In light of conditions at that time, volatility risk related to the price of crude oil and sudden appreciation of the yen, the Economic Conditions Study Council, whose members include the Prime Minister and others, held its first meeting on March 10, 2011, the day before the Great East Japan Earthquake, in order to share awareness regarding global economic conditions and the impact of Japan's economy among related cabinet officials, and examined the necessary response to these developments. Subsequently, in response to the Great East Japan Earthquake and the accident at Tokyo Electric Power Company's Fukushima Nuclear Power Station, the meeting shared information on the impact that these developments would have on the economy and the impact that the Great Hanshin-Awaji Earthquake had on the economy, and deliberated on and compiled "Overall Guidelines For Policy Promotion" (May 10, 2011; subsequently, the title was changed to "Policy Promotion Guidelines" (cabinet decision dated May 17, 2011) and "Integrated Response Measures to the Strong Yen" (cabinet decision dated October 21, 2011).

Figure 2-2-15 Economic Conditions Study Council Organizational Chart



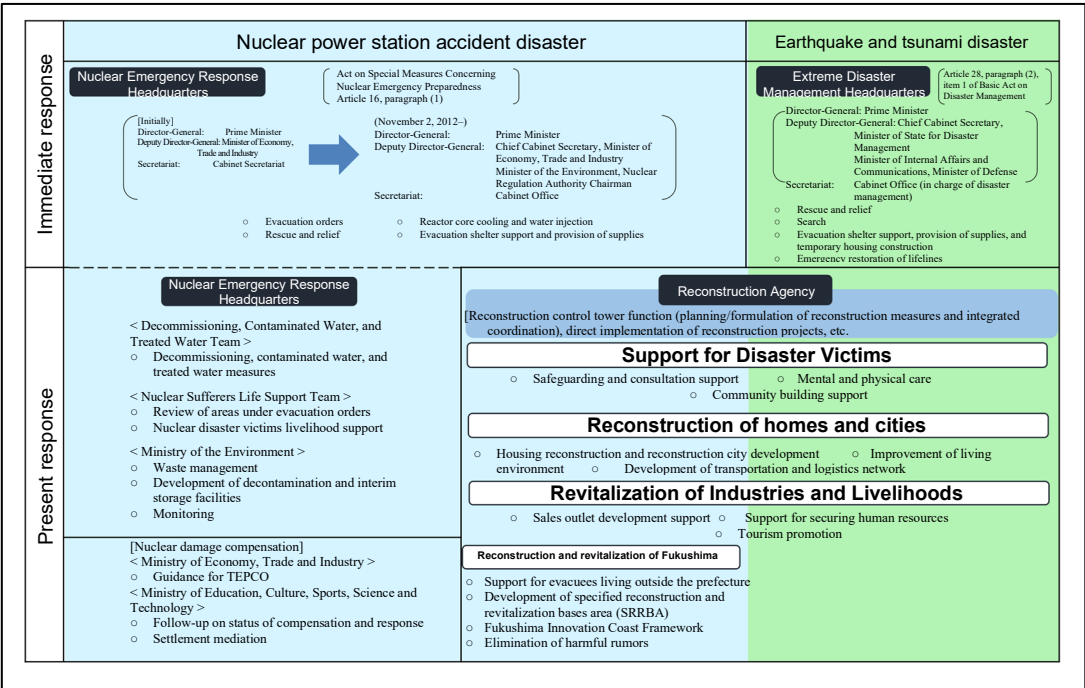
(Source) Material from Extreme Disaster Management Headquarters meeting (March 31, 2011)

(2) Overview of the government organizations after the Reconstruction Agency was established

With regard to the earthquake and tsunami disaster, the Reconstruction Agency compiled an overall policy for reconstruction and information on the state of reconstruction, and based on this, relevant ministries and agencies are implementing their own measures, as well as the Reconstruction Agency’s own measures specific to the Great East Japan Earthquake, including reconstruction grants (See 2 of this section for details). The Extreme Disaster Management Headquarters met 19 times (the last time on September 11), and continues to update information on damage and other matters.

On the other hand, with regard to the nuclear disaster, although the accident was brought under control, the “Declaration of a Nuclear Emergency Situation” has not yet been lifted, and the Nuclear Emergency Response Headquarters is taking the lead in decommissioning, contaminated water, treated water, decontamination, and nuclear compensation, while the Reconstruction Agency is taking the lead with reconstruction, revitalization, and support for disaster victims of Fukushima (see 4. (1) for details).

Figure 2-2-16 Government Organizations (division of duties) (as of March 2023)



2. Establishment of the Reconstruction Agency

(1) Background for enacting the Act for Establishment of the Reconstruction Agency

1) Basic Act

Article 24 of the Basic Act, stipulates the following as Basic Guidelines on the Establishment of the Reconstruction Agency: ① the Reconstruction Agency will be established in the Cabinet, as specified separately by an act.; ② the Reconstruction Agency will conduct affairs concerning the planning, drafting and overall coordination of measures for the reconstruction in response to the Great East Japan Earthquake (Cabinet support affairs) and affairs concerning implementation (management affairs), ③ the Reconstruction Headquarters will be abolished upon the establishment of the Reconstruction Agency, and the Reconstruction Agency will take over the headquarters' function ④ the Reconstruction Agency will be established with the shortest delay possible, and the national government will put in place legislative measures as soon as practicable. (See Chapter 2, Section 3, 1 for details).

2) Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake

The Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake clearly states the following regarding the Reconstruction Agency: ① the agency will meet the needs of local public entities regarding the national government's measures for reconstruction following the Great East Japan Earthquake in a one-stop manner, transcending the framework of the existing ministries and agencies; ② the agency will work out a definite plan regarding the overall vision by the end of the year and submit it to the Diet promptly thereafter; ③ the Reconstruction Headquarters will be abolished when the Reconstruction Agency is established and the Reconstruction Agency will take over the headquarters' function; and ④ the Reconstruction Agency Preparatory Office (tentative name) will be promptly established as a body for intensively examining the Reconstruction Agency and confirm matters stipulated by the Basic Act, and the Reconstruction Agency shall meet the needs of local governments in a one-stop manner.

On August 25, 2011, the Preparatory Office for the Establishment of the Reconstruction Agency (headed by the Deputy Chief Cabinet Secretary) was established in the Cabinet Office as an organization to intensively prepare for the establishment of the Reconstruction Agency in accordance with the Basic Guidelines for Reconstruction, and examined affairs under its jurisdiction and organization to ensure the smooth and prompt promotion of reconstruction. (See 1. (1) 3) c. of this section)

3) Diet deliberations on the Act for Establishment of the Reconstruction Agency

On November 1, 2011, the cabinet decided on the Act for Establishment of the Reconstruction Agency and submitted it to the Diet. On the November 24, the purpose was explained and related questions handled at the plenary session of the House of Representatives; the reason for the proposal was explained and questions handled at the House of Representatives' Special Committee on Reconstruction after the Great East Japan Earthquake on December 2; following questions on December 5, revisions to the bill based on a joint proposal by five party group (DPJ, unaffiliated Group, LDP and unaffiliated group, New Komeito, People's New Party, and Sunrise Party of Japan) (revisions are discussed below), which took into consideration deliberations on revisions by the DPJ, LDP, and New Komeito, which had moved forward with preparations at the same time as Diet deliberations, were submitted³³ on December 6; both the revised bill and original bill, excluding revisions, were approved by a majority vote, the supplementary resolution³⁴ were unanimous approved, and approved by a majority vote at a plenary session of the House of Representatives on the same day. The Your Party also submitted 11 revisions to the

³³ Regarding the reason for proposing revised bill, Diet Member Koichi Tani (LDP) said, "There is shared recognition that it is necessary to strengthen the authority of the Reconstruction Agency so that it can respond to the needs of the disaster-affected areas in a one-stop manner in order to facilitate smoother and faster reconstruction following the Great East Japan Earthquake, and the following amendments to the Bill for Establishment of the Reconstruction Agency were proposed based on the questions and suggestions of the ruling and opposition parties at the plenary session and this committee meeting, as well as the sincere discussions between the ruling and opposition parties on amendment."

³⁴ In addition to confirming the purpose of Diet members' revisions, the supplementary resolution (House of Representatives) included provisions regarding building systems and securing human resources necessary to support local governments in disaster-affected areas, flexible composition of venues for the exchange of opinions by diverse entities, including local public entities and private-sector businesses, promoting reconstruction, and the launch of the Reconstruction Agency no later than March 11, 2012.

committee, but they were rejected.³⁵ After the purpose of the proposal was explained and questions handled at a plenary session of House of Councillors on November 7, the reason for the proposal was explained at the Special Committee on Reconstruction after the Great East Japan Earthquake on the same day; then the bill was approved by a majority vote of the committee and the supplementary resolution³⁶ was submitted on November 8, and on the November 9, the proposal was approved by a majority vote at the plenary session.

The act (Act No. 125 of 2011) was promulgated on December 16, 2011 and came into effect on February 10, 2012, which established the Reconstruction Agency on the same day.

The main discussions in the Diet are as follows.

a. Meaning and role of the Reconstruction Agency

While the Basic Act on Reconstruction stipulates that the Reconstruction Agency will be responsible for planning, drafting, and overall coordination of measures for reconstruction following the Great East Japan Earthquake, as well as affairs concerning the implementation, the government's bill limited the implementation affairs to special reconstruction zone system and reconstruction grants; and it was pointed out that there are no differences between the Reconstruction Agency and the current Reconstruction Headquarters,³⁷ that there are differences in the approach of the Reconstruction Agency and the Basic Reconstruction Law,³⁸ that there are questions whether the one-stop response that the Reconstruction Agency aims is possible,³⁹ and that the Reconstruction Agency should have budgetary authority.⁴⁰ In response, Minister of State for Reconstruction Following the Great East Japan Earthquake Recovery Hirano (hereinafter, Minister of State for Reconstruction), and Chief Cabinet Secretary Fujimura each stated that they would like to seriously take into consideration the results of discussions on the ideal form of the Reconstruction Agency's affairs by the DPJ, the LDP, and New Komeito, which were proceeding in parallel with Diet deliberations.

In the Diet members' amendments based on the above deliberations, the following affairs were newly added to the affairs under the jurisdiction of the Reconstruction Agency: ① supervising and managing projects of various administrative entities related to reconstruction; ② accepting all requests from relevant local public entities concerning reconstruction projects, formulating policies for responding to such requests, and improving or promoting projects based on such policies; and ③ handling lump-sum requests for budgets necessary for reconstruction projects, formulating project implementing plans, and allocating the budget to the relevant administrative organs (see also (2) 2)). In addition, in light of the purpose of strengthening the agency's authority based on Diet members' amendment, the supplementary resolution also included a provision for the unified implementation of budget requests and allocation.

b. Reconstruction Agency organization

The government's bill stipulated that in addition to Prime Minister, who would be the head of the Reconstruction

³⁵ The amended bill includes provisions regarding locating the Reconstruction Agency in Sendai, promoting administrative reforms, reporting to the Diet once every three months, bringing forward the deadline for establishing the agency to March 31, 2015, and examining transferring authority to local public entities in disaster-affected areas until the Reconstruction Agency is abolished.

³⁶ In addition to the above, the supplementary resolution (House of Councillors) calls for strong overall coordination, backed by the right to make recommendations, and swift implementation of measures for victims, such as compensation for the nuclear power station accidents and medical examinations.

³⁷ Statement by House of Representatives Member Katsunobu Kato (LDP) (179th Diet) (No. 11) at the plenary session of the House of Representatives on November 24, 2011: "The government's proposed Reconstruction Agency is almost the same as the current Reconstruction Headquarters. Therefore, when the Basic Act on Reconstruction is discussed, are there no differences in the direction of the bill submitted by the government? What was the purpose of the deliberations between the ruling and opposition parties and the Basic Act on Reconstruction?"

³⁸ Statement by House of Representatives Member Kazuyoshi Morimoto (DPJ) (179th Diet) at the Special Committee on Reconstruction after the Great East Japan Earthquake (No. 11) on December 2, 2011 "Under this bill, the affairs under the jurisdiction of the Reconstruction Agency are mainly planning and general coordination, promoting the implementation of reconstruction measures, and handling affairs related to promoting the implementation of reconstruction measures or special reconstruction zones as the point-of-contact for local public entities, and each ministry will basically take the lead in undertaking reconstruction projects as before, and the Reconstruction Agency will have a limited role in implementing measures."

³⁹ Statement by House of Representatives Member Katsunobu Kato (LDP) (179th Diet) at the Special Committee on Reconstruction after the Great East Japan Earthquake (No. 12) on December 5, 2011: "Were reconstruction grants used within the very limited scope of a one-stop system? I think they were used in a broader sense at the time, but what did you mean by one-stop response? (Omitted)"

⁴⁰ Statement by House of Representatives Member Yasunori Saito (DPJ) (179th Diet) at the Special Committee on Reconstruction after the Great East Japan Earthquake (No. 11) on December 2, 2011 "I believe that one-stop reconstruction in the disaster-affected areas is necessary, so I believe that authority for budget requests and allocation to each ministry should be assigned to the Reconstruction Agency. What do you think about this idea, Minister Hirano?"

Agency, there would be Minister for Reconstruction, 1 state minister, 3 parliamentary vice ministers, and 1 vice minister, and there were questions as to whether the number of posts were excessive, particularly whether the vice ministers were necessary,⁴¹ and Minister of State for Reconstruction Hirano replied that he would definitely like to appoint vice ministers to coordinate with ministries. At the subsequent three-party amendment talks, it was decided to show disaster-affected areas that the country was serious about reconstruction projects while keeping the number of staff to a minimum by having 2 state ministers and appointing parliamentary vice-ministers from other ministries and agencies, as the government's bill expanded the Reconstruction Agency's work.

There was also a question on how staff for the Reconstruction Agency would be secured,⁴² and Minister of State for Reconstruction Hirano responded to the effect that in order to provide support to municipalities in disaster-affected areas and provide one-stop responses to meet their needs, it is necessary to secure staff who are familiar with the system of ministries and agencies and reconstruction measures and passionate, and that he would like to secure a number of staff that is dramatically larger than that of the current Reconstruction Headquarters Secretariat by making use of not only staff seconded from other ministries but also staff seconded from local entities and local hires.

In light of these discussions, the supplementary resolution included the following provisions: the Reconstruction Agency and the Regional Bureau of Reconstruction will be staffed by people who are knowledgeable about the system of ministries and agencies and reconstruction measures and passionate; local government officials, retirees, and personnel from the private sector will also be utilized; and consideration will be given to having staff of related national government local administrative agencies concurrently serve as Regional Bureau of Reconstruction staff when necessary to eliminate vertical divisions.

c. Minister for Reconstruction's right to make recommendations

Regarding provisions in the government bill to give the Minister of State for Reconstruction the authority to make recommendations to relevant administrative organs, there was a question about how the government thought this would work,⁴³ and Minister of State for Reconstruction Hirano replied that it was not expected to be used extensively, but that strong overall coordination, etc. could be expected because of the authority to make recommendations. In addition, there was a question as to whether the authority to make recommendations to the various ministers and other authority provided for in Article 8 of the Government bill was sufficient to enable the Minister for Reconstruction to exercise leadership for reconstruction by eliminating vertical divisions,⁴⁴ and Prime Minister Noda replied to the effect that his understanding was that the authority to make recommendations could become a powerful tool, since the amended bill after the three-party consultation further stipulated the obligation of each ministry to respect those recommendations.

In light of these discussions, the supplementary resolution (House of Councillors) included strong overall coordination, backed by the right to make recommendations, elimination of the harmful effects of vertical divisions, and promotion of swift and smooth reconstruction.

d. Location of the organization

Regarding the location where the Reconstruction Agency (Headquarters) will be established, there was a question about whether it should be located in a disaster-affected area instead of Tokyo,⁴⁵ and in response to this, Minister of

⁴¹ Statement by House of Representatives Member Mito Kakizawa (Your Party) (179th Diet) at the Special Committee on Reconstruction after the Great East Japan Earthquake (No. 12) December 5, 2011: "I wonder why the number of posts has been increased when consideration is being given to raising taxes for reconstruction. Why is it necessary to have a vice minister level post?"

⁴² Statement by House of Councillors Member Hiroshi Okada (LDP) (179th Diet) (No. 11) at the plenary session of the House of Councillors on December 7, 2011: "Please tell us what proportion of Reconstruction Agency staff will be secured through transfers of national government staff, transfers from local governments, and new hires from disaster-affected areas. Also, I believe that the Reconstruction Agency, which will be established on a temporary basis, should be an organization that can flexibly increase the number of staff on a fixed-term basis, regardless of limits on the number of civil servants. Minister Hirano, please answer."

⁴³ Statement by House of Representatives Member Noritoshi Ishida (New Komeito) (179th Diet) at the Special Committee on Reconstruction after the Great East Japan Earthquake (No. 12) on December 5, 2011 "One Minister for Reconstruction will now be appointed, and I think that Minister for Reconstruction Hirano will probably be appointed; in that case, what do you think about the authority to make recommendations?"

⁴⁴ Statement by House of Representative Member Shinji Inoue (LDP) (179th Diet) at Special Committee on Reconstruction after the Great East Japan Earthquake (No. 13) on December 6, 2011: "Regarding the authority of the Minister for Reconstruction, Article 8 of the Cabinet Act stipulates the authority to make recommendations to ministers, to request reports, and to express opinions to the Prime Minister. Does the Prime Minister think that this authority is sufficient to enable the Minister for Reconstruction to exercise leadership on reconstruction and eliminate vertical divisions?"

⁴⁵ Statement by House of Representatives Member Yasunori Saito (DPJ) (179th Diet) at the Special Committee on Reconstruction after the Great East Japan Earthquake (No. 11) on December 2, 2011: "This may have been asked many time, but why can't the Reconstruction Agency be located in Sendai? Also, I think it would be far more cost-effective to locate the Reconstruction Agency in the disaster-affected area, and if things continue as they are, I feel there is the danger that it will become nothing more than a local government

State for Reconstruction Hirano responded to the effect that he would like to locate it in Tokyo and meet the demands of disaster-affected area by expanding the system of Regional Bureaus of Reconstruction and branch offices in order to swiftly undertake comprehensive coordination for ministries and agencies, respond to the legislature, and coordinate budget requests, etc.

Furthermore, regarding the fact that the government bill stipulates that Regional Bureaus of Reconstruction be established in the cities of Morioka, Sendai, and Fukushima, a question was raised about the location of branch offices,⁴⁶ which will supplement the Regional Bureaus of Reconstruction, and the reason why the Regional Bureaus of Reconstruction will be located in only three prefectures;⁴⁷ Minister of State for Reconstruction Hirano stated to the effect that he would like to consider the opinions of local governments in the disaster-affected areas regarding the location of the branch offices, and that the Regional Bureaus of Reconstruction will be established in three prefectures out of consideration of the severity of the damage and the need for support from the national government and experts, but that he would like to consider the support system in other prefectures based on the opinions of the local governments in disaster-affected areas. At a later date, there was also a question about the support system in the prefectures where Regional Bureaus of Reconstruction were not located,⁴⁸ and Minister of State for Reconstruction Hirano replied to the effect that the Reconstruction Agency Headquarters was directly in charge of the disaster-affected areas other than the three prefectures where the Regional Bureaus of Reconstruction were located, and that he would like to provide the necessary support, including setting up branch offices and dispatching joint support teams led by the Reconstruction Agency, after first clarifying the point-of-contact.

In light of these discussions, Diet members' amendments added that consideration should be given to the geographical situation of the disaster-affected areas when organizing the internal organization of Regional Bureaus of Reconstruction; in addition, the supplementary resolution includes the following provisions: the response shall fully take into account that there is a need for on-site functions for local governments in disaster-affected areas but also other factors such as response to the legislature; branch offices shall be established in coastal areas that are far from a Regional Bureau of Reconstruction, and that a sufficient system shall be established in disaster-affected areas other than the three disaster-stricken prefectures.

e. Regional Bureaus of Reconstruction authority and support organizations for disaster-affected areas

In response to a question about the authority of the Regional Bureaus of Reconstruction,⁴⁹ Minister of State for Reconstruction Hirano stated that he would like the Regional Bureaus of Reconstruction to be given the same strong overall coordination as the Headquarters, so that it would coordinate the progress of reconstruction projects by regional offices of the national government, organize and dispatch joint support teams by these offices, and respond to requests from municipalities in disaster-affected areas in a one-stop manner without passing on the work to another entity.

In light of these discussions, the Diet members' amendments added affairs related to the organizational structure for consulting and coordinating among relevant organs to the affairs of Regional Bureaus of Reconstruction, and the supplementary resolution included the following provisions: Regional Bureaus of Reconstruction will have responsibility for responding to requests from municipalities in disaster-affected areas in a one-stop manner, and consideration will be given to having staff from related local administrative agencies of the national government concurrently serve as Regional Bureau of Reconstruction staff when necessary in order to eliminate vertical divisions.

agency that receives petitions from the disaster-affected areas and passes them on to each ministry and agency (Omitted)."

⁴⁶ Statement by House of Representatives Member Kazuyoshi Morimoto (DPJ) (179th Diet), at the Special Committee on Reconstruction after the Great East Japan Earthquake (No. 11) on December 2, 2011 "Given the importance of accommodating the detailed needs of disaster-affected areas, and the need to avoid unfairness in terms of proximity and distance to the location of the agency and bureaus, it is probably necessary to establish multiple branch offices, and how many do you envision?"

⁴⁷ Statement by House of Representatives Member Masao Ishizu (DPJ) (179th Diet) at Special Committee on Reconstruction after the Great East Japan Earthquake (No. 11) on December 2, 2011 "Under these circumstances, Regional Bureaus of Reconstruction will be established only in three prefectures in the Tohoku region, but Ibaraki Prefecture and Chiba Prefecture were also affected by the disaster; therefore, could you provide reasons to establish bureaus in the three prefectures?"

⁴⁸ Statement by House of Councillors Member Hiroshi Okada (LDP) at plenary session of the House of Councillors (179th Diet) (No. 11) on December 7, 2011: "The bill calls for establishing Regional Bureaus of Reconstruction in the prefectural capitals of Iwate, Miyagi, and Fukushima. How much authority will the Regional Bureaus of Reconstruction have? In order to quickly meet the needs of disaster-affected areas, it is necessary that they have the authority to make decisions on their own, rather than simply serving as point of contact. I would like to ask Minister Hirano to explain the relationship between the authority of the Regional Bureau of Reconstruction and the branch offices of each ministry. Also, I would like to ask about organizations in prefectures where the Regional Bureaus of Reconstruction are not located."

⁴⁹ Same as above.

(2) Act for Establishment of the Reconstruction Agency Overview

1) Overview and purpose

The purpose of the act is to “stipulate the establishment of the Reconstruction Agency, its duties, the affairs under its jurisdiction to the extent necessary to achieve its duties, as well as matters concerning the organization necessary to efficiently conduct the administrative affairs under its jurisdiction” (Article 1), in accordance with the Basic Guidelines on the Establishment of the Reconstruction Agency (see 2. (1) 1) provided for in Article 24 of the Basic Act.

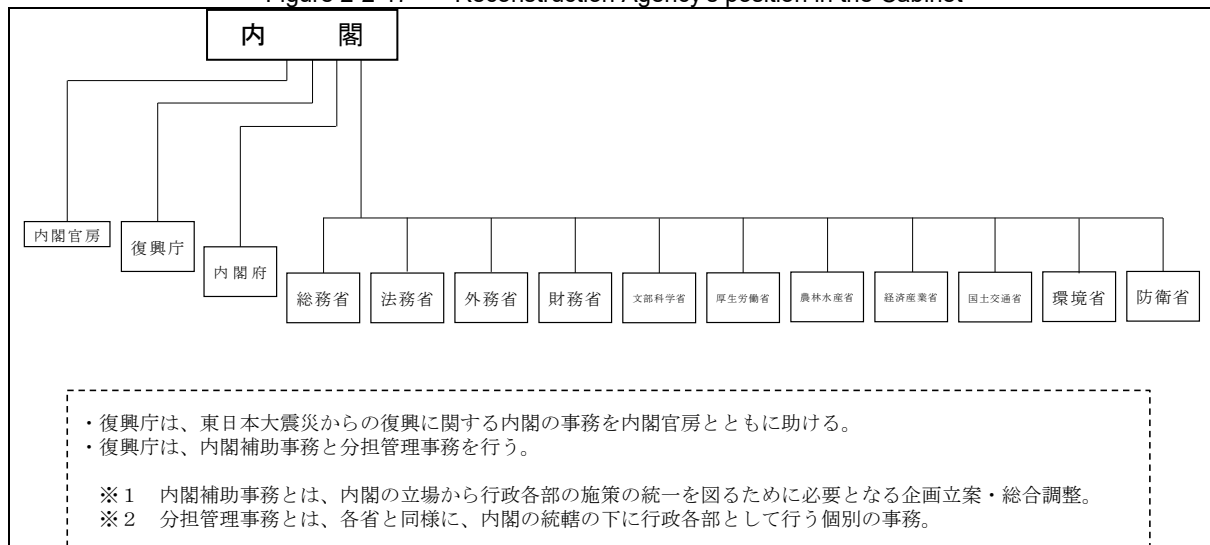
Article 2 places the Reconstruction Agency in the Cabinet to facilitate smooth and prompt reconstruction under the strong leadership of the Prime Minister. As mentioned above, the establishment of the Reconstruction Agency in the Cabinet is stipulated in the Basic Act’s Basic Guidelines on the Establishment of the Reconstruction Agency, and during Diet deliberations, Minister of State for Reconstruction Hirano explained that the Reconstruction Agency would be an organization headed by the Prime Minister and under the direct control of the Cabinet, and would be one rank above other ministries and agencies by giving the Minister for Reconstruction the authority to coordinate the implementation of projects and budget requests of each ministry, as well as the authority to make recommendations to each ministry.⁵⁰ It was necessary that the act stipulate such items as the organizational standards, unlike other ministries and agencies, because the Reconstruction Agency, like the Cabinet Office in the Cabinet, is not subject to the National Government Organization Act.

Article 3 of the Basic Act stipulates two duties of the Reconstruction Agency, in accordance with the basic principles of Article 2 of the Basic Law: ① to assist with administrative affairs concerning reconstruction following the Great East Japan Earthquake (including the Fukushima Daiichi Nuclear Power Plant accident) (Cabinet support affairs) along with the Cabinet Secretariat; and ② to facilitate the smooth and prompt implementation of administrative affairs related to the reconstruction following the Great East Japan Earthquake, which should be undertaken proactively and integrally (management affairs).

With regard to ①, the government bill stated that the Reconstruction Agency shall “assist the Cabinet,” but Diet members’ revisions made that “assist in Cabinet’s affairs along with the Cabinet Secretariat,” as the Reconstruction Agency is independent from the Cabinet Office and is on an equal footing with the Cabinet Secretariat, which reports directly to the Prime Minister. With regard to item ②, the government bill included the wording that “administrative affairs concerning reconstruction following the Great East Japan Earthquake that should be managed by the Prime Minister from the viewpoint of the entire government”; however, in light of the Reconstruction Agency’s purpose to demonstrate actual decision-making beyond the framework of existing ministries and agencies and be able to respond to the needs of local public entities in a one-stop manner, Diet members revised the wording to “administrative affairs related to reconstruction following the Great East Japan Earthquake that should be carried out independently and integrally.”

⁵⁰ Statement by Minister of State for Reconstruction Hirano at the House of Representatives’ Special Committee on Reconstruction after the Great East Japan Earthquake of the House of Representatives (179th Diet) (No. 11) on December 2, 2011: “Specifically, the Reconstruction Agency is under the direct control of the Cabinet and headed by the Prime Minister, and the Minister for Reconstruction is under that; therefore, the agency can coordinate the implementation of projects and budget requests of each ministry, the Minister for Reconstruction can make recommendations to each ministry when necessary, and the Prime Minister can strongly direct and supervise each ministry based on the Cabinet Act, which places the agency on rank about the ministries and other agencies.”

Figure 2-2-17 Reconstruction Agency's position in the Cabinet



Source) Material from Reconstruction Headquarters meeting (January 23, 2012 (excerpt))

2) Affairs under its jurisdiction

Article 4 specifies the affairs under its jurisdiction. Pursuant to the Basic Act, the Reconstruction Agency was put in charge of ① planning, drafting, and overall coordination of measures for reconstruction following the Great East Japan Earthquake (Cabinet support affairs), which had previously been under the jurisdiction of the Reconstruction Headquarters; in addition, the agency was newly put in charge of management affairs because Article 24 stipulated that it directs “affairs pertaining to the implementation of measures.”

As mentioned above, in the Diet deliberations, there were arguments that the government bill did not provide sufficient authority to implement projects, and based on the three-party deliberations on revision, new items such as supervising and managing projects by administrative entities related to reconstruction were added to affairs under its jurisdiction. Details of the Diet member revisions are as given below.

The details of main affairs under its jurisdiction are as follows.

< Cabinet support affairs > (Article 4, paragraph (1))

Under the Basic Act, the Reconstruction Agency took over affairs that had been under the jurisdiction of the Reconstruction Headquarters, including planning, drafting, and overall coordination of basic policies, as well as the promotion and overall coordination of the implementation of reconstruction measures.

< Management affairs > (Article 4, paragraph (2))

① Coordinating and supervising work of administrative departments (item i)

Affairs added by diet members' revisions. Coordinating and supervising refers to the Reconstruction Agency undertaking integrated management of all reconstruction processes—that is, comprehensively ensuring the completion of the government's and each ministry's reconstruction-related affairs from a position one rank above other ministries.⁵¹

② Integrated acceptance of requests, formulation of policies to respond to those requests, and improvement or promotion of work based on those policies (item ii)

Affairs added by diet members' revisions. The purpose of the agency is to realize a one-stop service through its relationship to local public entities in disaster-affected areas.

⁵¹ House of Representatives Member Katsunobu Kato at the Special Committee on Reconstruction after the Great East Japan Earthquake on December 6, 2011

- ③ Lump-sum budget request, formulation of project implementation plans, execution and allocation of budget, etc. (item (iii))

Affairs added by diet members' revisions. The idea that the Reconstruction Agency should be a powerful administrative agency with unified authority and budget is based on the Basic Act and Diet deliberations concerning the act. Article 4, paragraph (3), which was added by Diet members' amendments, clearly states that these affairs "shall not be work under the jurisdiction of other ministries and agencies."

- Consolidated budget request (i)

The Reconstruction Agency collectively requests and secures the necessary budget for projects that are highly relevant to the reconstruction of disaster-affected areas in order to ensure that reconstruction is carried out smoothly and promptly by vigorously promoting projects under the independent and integrated involvement of the Reconstruction Agency. In light of discussions in the Diet, projects that are less relevant to the reconstruction of disaster-affected areas, such as the national disaster management projects, are excluded from the list of target projects in cabinet orders and notifications.*

* Cabinet order that stipulates projects provided for in Article 4, paragraph (2) item 3, a) and b) of the Act Establishing the Reconstruction Agency (Cabinet Order No. 25 of 2012), which is different from the Reconstruction Agency Organization Cabinet Order (Cabinet Order No. 22 of 2012), and notification (Reconstruction Agency Announcement No. 1 of 2012)

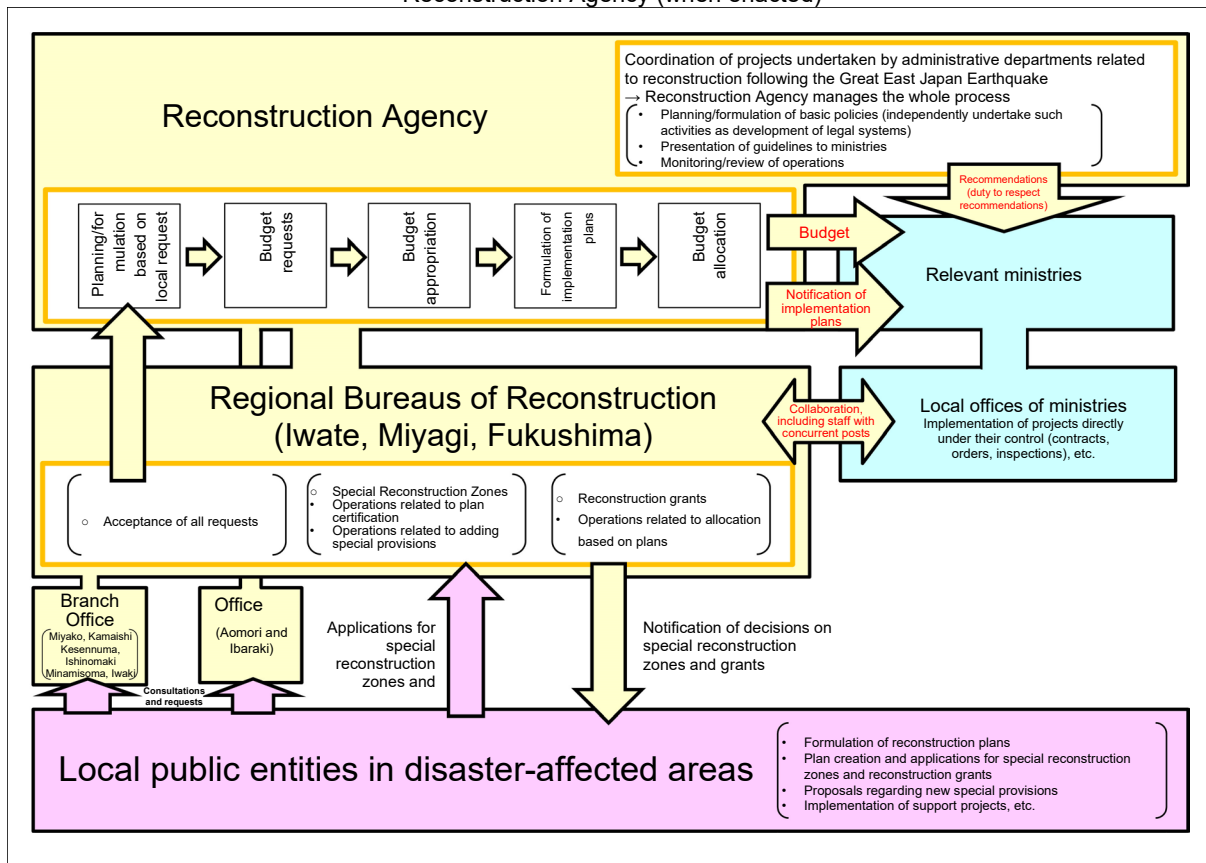
- Formation of implementation plans (ii)

In order to ensure the actual involvement of the Reconstruction Agency in the implementation of public works related to reconstruction, the Reconstruction Agency formulates an implementation plan. As mentioned above, the Reconstruction Agency appropriates the necessary budget in a lump sum, and these affairs are included because it is necessary to finalize actual project locations, details, scale and other items at the implementation stage as it is not possible to do so when making requests for such projects as public works projects.

- Budget execution and allocation (iii)

With regard to reconstruction projects, the Reconstruction Agency shall implement them on its own or have them implemented by allocating the budget for the project to relevant administrative organs and making notifications regarding such matters as the policy for responding to requests and the implementation plan.

Figure 2-2-18 Conceptual image of integrated implementation of reconstruction projects managed by the Reconstruction Agency (when enacted)



⑤ Providing information, advising, etc. for local governments (item iv)

In order to be able to respond to inquiries and requests from relevant local public entities concerning reconstruction in a one-stop manner, the Reconstruction Agency provides information and advice on a wide range of issues, including not only affairs such as ⑥, but also measures implemented by each ministry.

⑥ Affairs concerning Implementing the Act on Special Zones for Reconstruction in Response to the Great East Japan Earthquake (item v)

With regard to implementing the Act on Special Reconstruction Zones in Response to the Great East Japan Earthquakes, the Reconstruction Agency approves reconstruction promotion plans, pays Special Reconstruction Zone Interest Subsidies, formulates development plans, reconstruction grant project plans, reconstruction grant allocation plans, and coordinates the affairs of relevant administrative organs related to reconstruction promotion projects, reconstruction development projects, reconstruction grant projects, etc.

⑦ Affairs concerning Implementing the REB Act (item vi)

Affairs added by diet members' revisions. With regard to implementing the Corporation for Revitalizing Earthquake-Affected Business ACT (CREB Act), which came into effect on February 23, 2012, the Reconstruction Agency approves personnel such as directors, approves changes in the articles of incorporation, mergers and spin-offs, etc., and coordinates the affairs of related administrative organs related to the corporation. This is based on an agreement concerning the double loan problem that the LDP, DPJ, and New Komeito reached on October 20, 2011, and the agreement gives the Reconstruction Agency jurisdiction over these issues after it was established.⁵²

⁵² Statement by House of Representatives Member Koichi Tani at the Special Committee on Reconstruction after the Great East Japan Earthquake meeting on December 6, 2011.

3) Organization and other matters

The Reconstruction Agency, which is headed by the Prime Minister, has a Minister for Reconstruction who presides over its affairs under the Prime Minister. The Prime Minister represents the Reconstruction Agency externally and has the highest decision-making authority, and the actual business of the Reconstruction Agency is conducted by the Minister for Reconstruction. This is to not only create an organization that exhibits its strong coordinating function and gets the government to work as one for reconstruction under the leadership of the Prime Minister, the head of the Reconstruction Agency and chief executive of the national government, but also makes it possible to implement quick responses through prompt decision making and implementation under the Minister for Reconstruction, the state minister whose sole responsibility is reconstruction.

The Minister for Reconstruction assists the Prime Minister and coordinates the affairs of the Reconstruction Agency. In order to smoothly and swiftly promote reconstruction, it is important that the Reconstruction Agency possesses overall coordination function so that it can unify the measures of each administrative department. Therefore, it has the authority to make recommendations to the heads of the relevant administrative organs, and the heads of the relevant administrative organs must fully respect the recommendations of the Minister for Reconstruction. As a result, the agency exercises overall coordination function from a position one rank above that of each ministry.

In addition, the Reconstruction Agency has two state ministers, and state ministers and parliamentary vice-ministers of other ministries and agencies can also be assigned to work concurrently at the Reconstruction Agency (after amendment by Diet members).

The Regional Bureau of Reconstruction and its branch offices are located in Iwate, Miyagi and Fukushima Prefectures, and offices are located in Aomori and Ibaraki Prefectures. Regional Bureaus of Reconstruction (local organs) are in charge of all or part of the Reconstruction Agency's Cabinet support affairs and management affairs, making it possible to conduct integrated coordination with the regional offices of each ministry. In addition, by placing state ministers or parliamentary vice-ministers in charge of this work, it is possible to respond appropriately to high-level local officials, such as prefectural governors and prefectural assembly chairpersons, and conduct integrated coordination of the affairs of the regional offices of each ministry from a high level, thereby providing local one-stop response to the needs of disaster-hit municipalities. Diet members' amendments added conducting necessary consultations and coordination through the participation of relevant administrative organs, local public entities, the private sector, etc., to the Regional Bureaus of Reconstruction's affairs concerning organizations.

In addition, the amendments stipulate the establishment of the Reconstruction Promotion Council (a special organ), which the Prime Minister serves as the chairperson of, the Minister for Reconstruction serves as the vice-chairperson of, and all ministers of state, etc. serve as members of, and the Reconstruction Promotion Council (an advisory organ), which consists of the heads of relevant local public entities and persons with outstanding insights.

To match the reconstruction period specified in Basic Guidelines for Reconstruction, the life of the Reconstruction Agency was 10 years from the year of the earthquake (FY2011–FY2020), and will be abolished, not automatically, but as separately stipulated by law by the end that period.

In addition, supplementary provisions (amendments to the Basic Act) were added by Diet members' amendments, and new provisions to report on the state of reconstruction to the Diet were added.

(3) Establishment

A supplementary resolution to the Act for Establishment of the Reconstruction Agency stipulates that the Reconstruction Agency will be launched by March 11, 2012, at the latest, but preparations for the establishment were quickly completed under the leadership of the Minister for Reconstruction, and the agency was launched and its work started on February 10, 2012, less than one year after the disaster.

1) Headquarters

The Reconstruction Agency's Headquarters basically took over the duties, personnel, and locations of the Reconstruction Headquarters and Preparatory Office for the Establishment of the Reconstruction Agency, and launched work by securing additional personnel from each ministry and agency. In addition, implementation affairs that the Reconstruction Headquarters had not handled but was included in the Act for Establishment of the Reconstruction Agency were newly added; for example, it was envisioned that there would be an increase in work to support the formulation and implementation of local governments' reconstruction plans, work related to the Act on

Special Zones for Reconstruction in Response to the Great East Japan Earthquake, such as the management of national and local councils, reconstruction grants, and lump-sum allocation of reconstruction budgets as well as work related to reconstruction from the nuclear disaster.

Initially, the headquarters had about 15 teams (General Affairs Team, Diet Team, No. 1 Investigation Team, No. 2 Investigation Team, Headquarters Meeting Team, Legislation Team, Support for Disaster Victims Team, Regional Team, Public Relations Team, Earthquake Volunteer Team, Gender Equality Team, Special Reconstruction Zone Team, Grant Team, Budget and Accounting Team, Infrastructure Construction Team, Nuclear Disaster Reconstruction Team⁵³, Secretary Office, Diet Office) with about 160 members.^{54,55}

The physical offices of the agency are located in the Sankaido Building (Akasaka, Minato-ku, Tokyo), the same as those of the Reconstruction Headquarters Secretariat.

When the agency was initially established, the Reconstruction Headquarters Secretariat Secretary-General became a Reconstruction Agency Vice Minister, and the Reconstruction Headquarters Secretariat Deputy Secretaries-General became the Reconstruction Agency's Directors-General and Counsellors. In addition, 26 staff members of the Reconstruction Headquarters at a counselor-level or above, transferred to Reconstruction Agency as councilors.⁵⁶

Since a new administrative organ was to be established, it was necessary to establish organizational laws and orders, secure personnel, and prepare various directives concerning decision-making, document management, information systems, personnel affairs, accounting, etc.

2) Local

Regional Bureaus of Reconstruction took over the work, personnel, and locations of the Local Response Headquarters of the Reconstruction Headquarters, while securing additional personnel from ministries and agencies. In addition, implementation affairs that the Reconstruction Headquarters had not handled but was included in the Act for Establishment of the Reconstruction Agency were newly added; for example, it was envisioned that there would be an increase in work to support the formulation and implementation of local governments' reconstruction plans, work related to the Act on Special Zones for Reconstruction in Response to the Great East Japan Earthquake, such as the management of national and local councils, reconstruction grants, and lump-sum allocation of reconstruction budgets as well as work related to reconstruction from the nuclear disaster.

The initial local staff for each Regional Bureau of Reconstruction was 20-30 members each. In addition, with the transition to the Regional Bureau of Reconstruction, the following branches and offices were newly established.

At the time of establishment, the secretaries-general of each Local Response Headquarters Secretariat took up the position of the director-general of a Regional Bureau of Reconstruction, and the deputy secretary-general of each Local Response Headquarters Secretariat took up the position of deputy director-general of a Regional Bureau of Reconstruction.⁵⁷ The heads of branch offices and offices were seconded from the various ministries and agencies.

The physical location of each Regional Bureau of Reconstruction.⁵⁸ is as follows.

⁵³ These groups were not virtual groups but physically existed. Based on seating chart at time of launch.

⁵⁴ Minister for Reconstruction Hirano press conference (December 24, 2011): "(Question) I would like to ask about the Reconstruction Agency's organization. Please tell us your reaction to the plan to start with system with the Reconstruction Agency headquarters having 160 staff members and each Regional Bureau of Reconstruction and branch office having 2 and 30 staff members, respectively (total 250 staff members), which was included in Ministry of Finance's lecture yesterday and your thoughts on the development of the system going forward." "(Answer) We are requesting consultations with the relevant local governments and submitting requests to each ministry, and would like to secure 250 full-time staff as soon as possible to establish the agency in early February. As each ministry is busy in various ways, it is uncertain how many personnel can be secured when establishing the Reconstruction Agency; and in any case, we will continue to aggressively press ministries and agencies so that we can secure personnel as soon as possible. At the same time, the locations of the Regional Bureaus of Reconstruction and branch offices are currently being coordinated with relevant local governments, and I believe that coordination must be expedited."

⁵⁵ There are records that the Headquarters started with 170 members and Regional Bureaus of Reconstruction with 90 members (Masakatsu Okamoto (former Deputy Secretary-General of the Cabinet Office's Disaster Victim Livelihood Support Headquarters Secretariat and former Reconstruction Agency Vice Minister), "The Great East Japan Earthquake - Reconstruction Will Transform Japan," Gkyosei (February 2016).

⁵⁶ This is based on the Reconstruction Agency Personnel Transfer issued February 10, 2012.

⁵⁷ Same as above.

⁵⁸ February 3, 2012 Press Conference by Minister for Reconstruction Hirano "The third point is the location of Regional Bureaus of Reconstruction branch offices and offices, and we are currently preparing to establish them on February 10; I believe we have distributed documents with the locations of the Iwate Regional Bureau of Reconstruction, Miyagi Regional Bureau of Reconstruction, Fukushima Regional Bureau of Reconstruction, Aomori Office, and Ibaraki Office. Please refer to them."

Figure 2-2-19 Initial local organizations when Reconstruction Agency was established

	Physical Location
Iwate Regional Bureau of Reconstruction	Asahi Seimei Morioka Chuo-Dori Building (Morioka City)
Miyako Branch Office	in the Iwate Miyako Joint Government Building (prefectural facilities) * Moved to Hasegawa Building in March 2014
Kamaishi Branch Office	in the Iwate Kamaishi Joint Government Building (prefectural facilities) * Moved to RIKO Building (2F) in May 2013
Miyagi Regional Bureau of Reconstruction	Sendai Daiichi Seimei Tower Building (Sendai City)
Kesennuma City Branch Office	In the Kesennuma City Silver Jinzai Center (city facilities)
Ishinomaki Branch Office	In Sesika 117
Fukushima Regional Bureau of Reconstruction	In AXC Building (Fukushima City)
Minamisoma City	in Sunlife Minamisoma (municipal facilities) * Moved to Namie Branch Office on May 7, 2019
Iwaki Branch Office	Iwaki Local Government Building (national government facilities) * Move to Tomioka Branch Office on May 7, 2019
Aomori Office	In Aomori Hachinohe Joint Government Office (prefecture facilities) * Abolished March 2016
Ibaraki Office	In Mito Joint Government Office Building (national government facilities) * Abolished March 2018

3. Reconstruction Agency Organization

(1) Reconstruction Agency Organization Overview

1) Flexible organization

The Reconstruction Agency does not employ a bureau and division system, but operates using a system called the director general/counselor system, which is a flexibly organization of teams, such as ones with a counselor directly under the director general as its head by order of the Minister, and when conducting affairs, many staff work not only in the team to which they originally belong, but currently in multiple teams (Concurrent Work Group, liaison, etc., described later). This is because the size of the Reconstruction Agency's organization is considerably smaller than that of other ministries and agencies and has a limited life, and making it possible for the organization to flexibly respond to the needs of the time, without a fixed internal structure, was considered appropriate because the volume and content of its work are expected to fluctuate over time. However, in such cases as when there are multiple directors-general, there is no difference between the structure of the agency and that of the Cabinet Office or various ministries in terms of there being a systematic hierarchy structure due to a clear division of responsibilities among directors, and a hierarchical relationship with the Prime Minister, Minister for Reconstruction, vice minister, directors-general (Article 5, Paragraph 1 of the Establishment Act).

In fact, the structure of teams and the duties of directors-general have been flexibly revised in response to issues that arise as reconstruction progresses. In addition, when it suddenly became necessary to respond to new policy issues such as "New Tohoku," the Reconstruction Olympics, the 10 year anniversary project, etc., a team was established as necessary to take charge of such affairs, and staff members belonging to other groups were concurrently assigned to those groups.

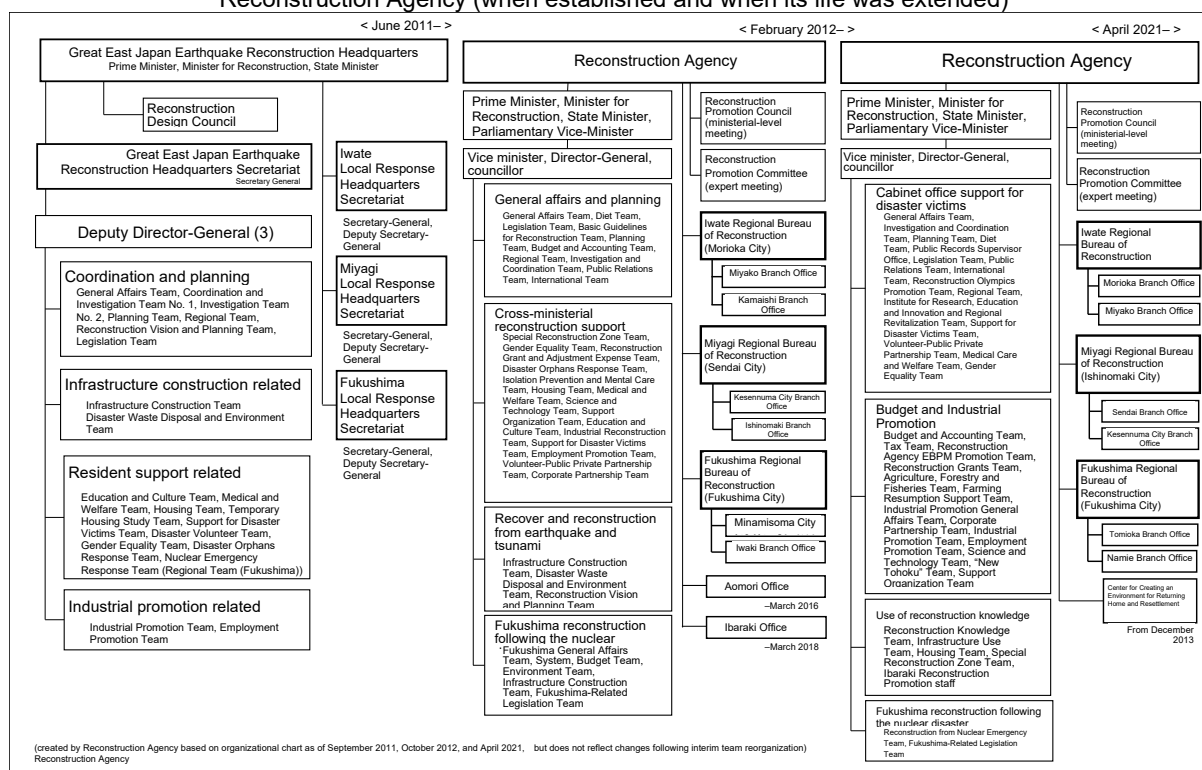
Furthermore, when promoting reconstruction, it is important to carry out operations in close cooperation with relevant ministries and agencies and appropriately divide their roles; and for liaising and coordinating with relevant ministries and agencies, the characteristics of the organization in which Reconstruction Agency staff members consist of staff seconded from relevant ministries and agencies are leverage, and staff seconded from relevant ministries and agencies are designated as coordination staff (liaisons), and in principle, these liaisons conduct liaising and coordinating. This is done to facilitate and increase the efficiency of liaison and coordination through the intermediate of liaisons who are familiar with the work and organization of the ministries and agencies concerned and have personal connections.

2) Overview of main organizations

Although some changes have been made to the organizational structure of the Reconstruction Agency, the main teams and their responsibilities over the past 10 years have generally been as follows.

A comparison of the organizational structures of the Reconstruction Agency, the Reconstruction Headquarters Secretariat, the predecessor of the Reconstruction Agency, at the time of the agency's establishment, and the agency at the end of its initial period are as follows. Changes in the organizational structure over ten years are discussed in (2)–(4).

Figure 2-2-20 Comparison of the organization and teams of the Reconstruction Headquarters and Reconstruction Agency (when established and when its life was extended)



a. Secretariat functions, etc.

So-called secretariat affairs, internal administrative affairs such as personnel and general affairs, document review, budget and accounting, Diet affairs, policy evaluation, and public relations, are handled by the General Affairs Team, Legislation Team, Diet Team, Planning Team, Budget and Accounting Team, and Public Relations Team, respectively. In addition, the Investigation and Coordination Team (Basic Guidelines for Reconstruction Team) is in charge of coordinating policy within the agency and the government, and the Regional Team is in charge of liaison with local communities (parliamentary vice minister trips, compilation of requests from local governments, etc.).

b. Measures by field, etc.

The Reconstruction Agency not only coordinates measures by the various ministries and agencies, but is also directly in charge of programs specific to the Great East Japan Earthquake, such as the Special Reconstruction Zone System and reconstruction grants, and the Special Reconstruction Zone Team and Reconstruction Grant Team were established to design and implement these programs.

In addition, in order to respond to important policy issues such as support for disaster victims, revitalization of industries and livelihoods, and infrastructure development, there is an Infrastructure Construction Team, Disaster Victim Support Team, Industrial Reconstruction Team, Medical and Welfare Team, Employment Promotion Team, Volunteer/Public-Private Partnership Team, and Support Organization Team, and these teams are in charge of designing and implementing systems related to measures that are under the direct jurisdiction of the Reconstruction Agency, such as the General Grant for Support for Disaster Victims and the Great East Japan Earthquake Business Support Corporation as well as coordinating with relevant ministries and agencies, compiling information on the status of reconstruction in relevant fields, and coordinating strategies for specific fields and meetings of relevant ministries and agencies.

During the initial stage of reconstruction, there was a Disaster Waste Disposal and Environment Team, which was in charge of disposing of debris, and a Reconstruction Vision and Planning Team. Both of these teams were concurrent work teams, and were abolished or absorbed into liaison work in light of the actual work.

c. Reconstruction following the nuclear disaster

Because reconstruction from the nuclear disaster has many unique work that is different from those of reconstruction for areas affected by the earthquake and tsunami, a large team was established as the Nuclear Disaster Reconstruction Team, and the Fukushima General Affairs Team was established to coordinate all relevant teams; in addition to the organizations described in a. b. above, a Budget Team, Infrastructure Construction Team, and Fukushima-related Legislation Team, which focus only on Fukushima Reconstruction, were established, as well as an Environment Team, which promotes issue unique to the nuclear disaster, such as decontamination, and System Team to handle housing development, out-of-town communities, and compensation.

In addition to these team, in the twelve municipalities affected by the Fukushima nuclear power station accident, virtual teams (under a counselor) for cities were established to serve as an integrated desk for each city to handle requests and individual reconstruction projects. This was done to promote smooth reconstruction by responding to the situation of each municipality.

d. Concurrent work teams and liaisons

As mentioned above, many staff members not only handled the work of the team to which they belonged (basically, the group to which they have a physical seat), but also concurrently worked in a so-called concurrent work team or as a liaison (there are no physical seats, and most of them are under the command of a counselor who is different than that for the team to which they belong.) and handled related work. A counselor-level official is appointed as the head of both concurrent work teams and liaisons.

There are two types of concurrent work teams: the first type are concurrent work teams with both full-time staff members, who have always worked in the concurrent work team (their original team), and staff who concurrently work in the team, and the second type are concurrent work teams in which all staff members have original work and concurrently work in the concurrent work group. Examples of the concurrent work teams are the “New Tohoku” Team, Corporate Partnership Team, Reconstruction Olympics Team, and a team in charge of 10-year Anniversary Project.

Liaisons are in charge of liaising and coordinating with the various ministries and agencies, and this work is assigned to staff from each ministry and agency as concurrent work that is in addition to the work of the team that they belong to, which is similar to concurrent work teams.

Specifically, liaisons are located in the Cabinet Office (including the Consumer Affairs Agency, etc., but excluding entities listed to the right), Cabinet Office (related to disaster management, etc.), National Police Agency, Financial Services Agency, Ministry of Internal Affairs and Communications, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Finance, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare (welfare-related and labor-related), Ministry of Economy, Trade and Industry, Ministry of Agriculture, Forestry and Fisheries, Ministry of Land, Infrastructure, Transport and Tourism, Japan Tourism Agency, Ministry of the Environment, the Secretariat of the Nuclear Regulation Authority, and Ministry of Defense.

e. Regional Bureau of Reconstruction, etc.

As with deliberations by the Diet discussed above, Regional Bureaus of Reconstruction were established in the three disaster-hit prefectures of Iwate, Miyagi, and Fukushima (initially the prefectural capitals) as an organization serving as a central point of contact to respond to inquiries and requests from relevant local public entities in a one-stop manner, branch offices were set up in coastal areas that sustained particularly severe damage that are far from a Region Bureau of Reconstruction, and offices were established in areas other than the three disaster-hit prefecture as centralized points of contact to provide integrated response to requests and consultations from public entities impacted by the disaster in areas near disaster-affected areas.

Implementing the Genba-oriented approach (bottom-up approach), Regional Bureaus of Reconstruction strove to quickly ascertain needs for reconstruction projects and the actual conditions of local areas, which included constantly visiting disaster-hit municipalities and conducting on-site inspections of all project sites.

For example, the normal procedure is generally for local governments to go to the central government to provide explanations in order to be selected for government subsidized projects, but for reconstruction grants, the staff of Regional Bureaus of Reconstruction provided support for the formulation of appropriate reconstruction grant project plans by having Reconstruction Agency staff responsible for the area confirm that projects were ones that should be allocated funds from the reconstruction budget by visiting disaster-affected areas and conducting local interviews regarding those projects, offering cost examples of projects in other regions, and narrowing down and scrutinized the scale of projects.

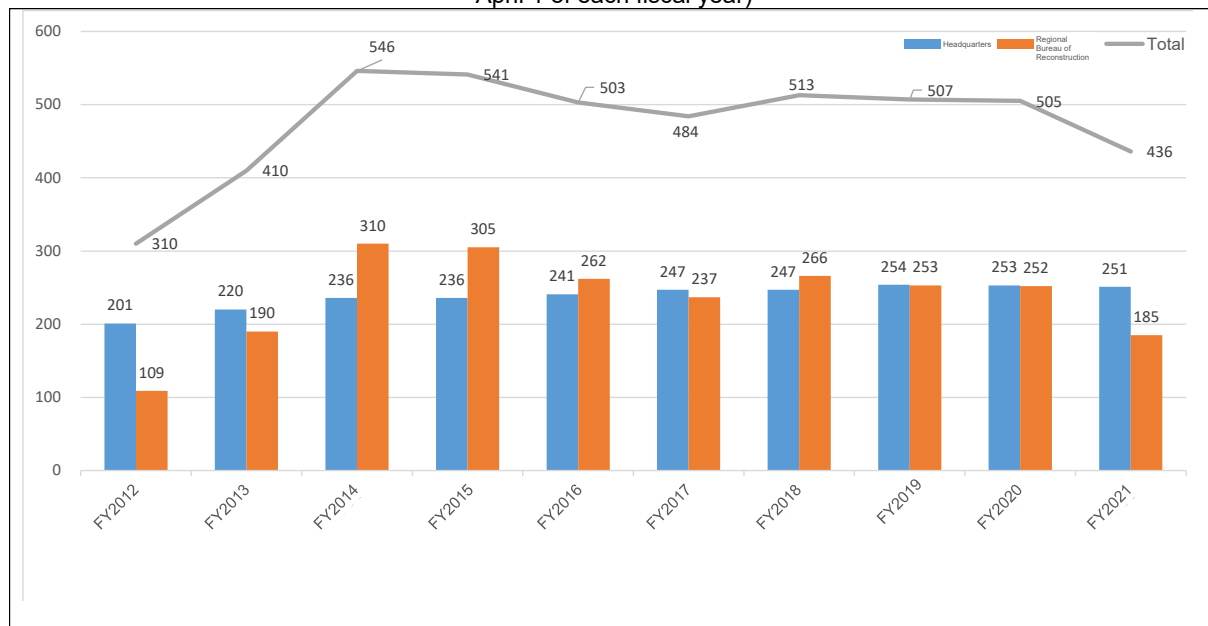
In this way, the Reconstruction Agency and Regional Bureaus of Reconstruction collaborated to stay close to disaster-affected areas and implemented the Genba-oriented approach (bottom-up approach), which included Regional Bureaus of Reconstruction ascertaining local needs and the local situation, and the Reconstruction Agency introducing similar cases that straddled prefectures.

3) Change in personnel system

The total number of staff in the Reconstruction Agency included capacity of Reconstruction Agency staff and staff from other ministries and agencies.

Looking at the number of permanent staff as of April 1 of each year reveals that the total number of staff and Regional Bureau of Reconstruction staff peaked in FY2014, when staffing of the bureaus, which started in FY2013, was fully underway and reconstruction projects including city development and infrastructure development began in earnest, and the number of staff in the declined in FY2017, and in FY2021, when reconstruction projects were largely completed and Reconstruction Grants were abolished, the number of staff in Iwate and Miyagi Prefectures declined significantly.

Figure 2-2-21 Number of permanent Reconstruction Agency staff members (headquarters and bureaus) (as of April 1 of each fiscal year)



	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Headquarters	201	220	236	236	241	247	247	254	253	251
Regional Bureau of Reconstruction	109	190	310	305	262	237	266	253	252	185
Total	310	410	546	541	503	484	513	507	505	436

* Number of staff members as of April 1 of each fiscal year

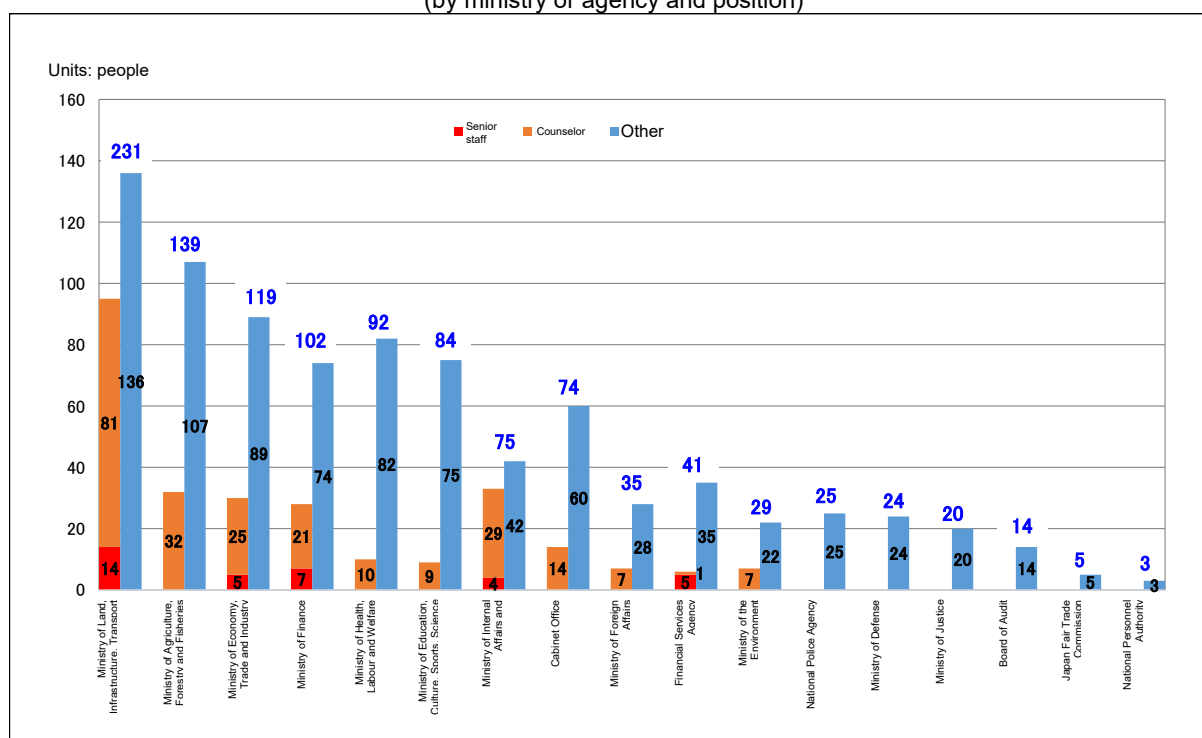
* This includes both full-time staff members seconded from ministries and agencies and part-time employees such as policy investigators and administrative trainees.

Reconstruction Agency full-time staff are mostly staff seconded from the various ministries and agencies who were assigned for 1-2 years and held dual positions. When the Reconstruction Agency was initially established, many of the Reconstruction Headquarters Secretariat staff members were transferred to the Reconstruction Agency (see 2.), and additional staff from the various ministries and agencies were newly assigned.

The total number of staff members from each of the various ministries and agencies by 10 years are as given below. As for senior officers, vice ministers are staff from the Ministry of Land, Infrastructure, Transport and Tourism and Ministry of Internal Affairs and Communications, and directors-general and councillors are staff from the Ministry of Land, Infrastructure, Transport and Tourism, Ministry of Economy, Trade and Industry, Ministry of Finance, and Ministry of Internal Affairs and Communications.

In addition to staff from various ministries and agencies, staff from prefectures and cities throughout Japan and related organizations such as the Urban Renaissance Agency were dispatched as full-time staff and administrative trainees.

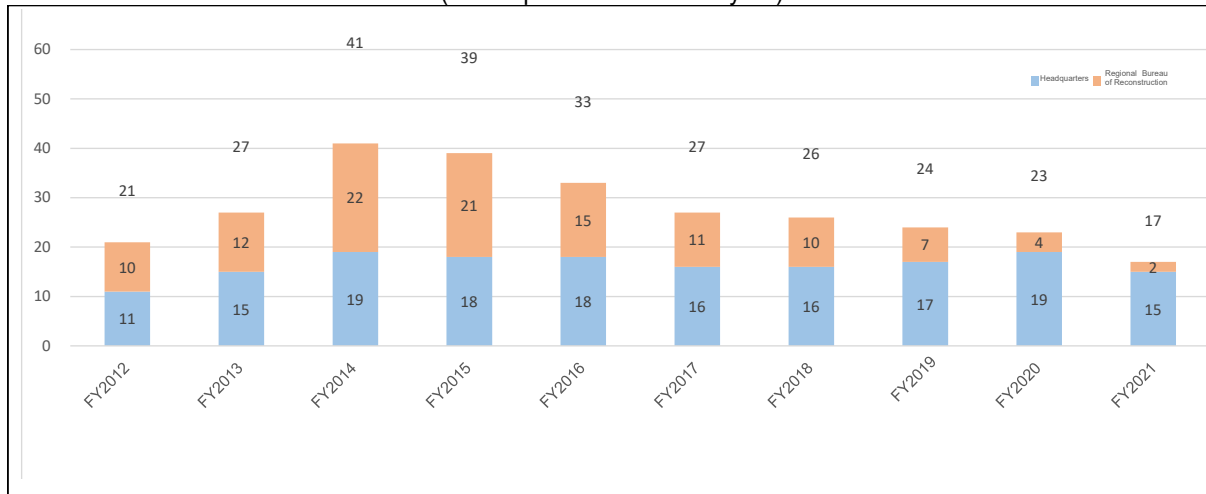
Figure 2-2-22 Total number of staff seconded to the Reconstruction Agency (headquarters) from the various ministries and agencies by 10 years
(by ministry or agency and position)



- * Extracted from the list of staff created by the Reconstruction Agency
- * Covered period: transferred staff who took up their position between FY2012 (April 2012) through FY2020 (March 2021)
- * Excludes staff whose actual place of work is assumed to be another ministry, agency, Regional Bureau of Reconstruction, etc., even if ordered to join the headquarters.
- * In general listed in order of total number of staff (blue) with largest to the left.
- * Senior officials: total number of vice ministers, directors-general, and councillors; Counselor-rank staff: total number of counselors and planning officials
- * "Other": planning coordination officials, planning and research officials, assistants, and chief.

In addition to these staff members, staff members from private companies and business associations were dispatched to the Reconstruction Agency as policy investigators. Staff members from the private sector were expected to make use of their knowledge that government staff members lacked and their own connections, which were not available to administrative officials.

Figure 2-2-23 Number of Staff Seconded from Private-Sector Companies and Other Entities to the Reconstruction Agency (Headquarters and Regional Bureaus of Reconstruction) Over 10 Years (as of April 1 of each fiscal year)



	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Headquarters	11	15	19	18	18	16	16	17	19	15
Regional Bureau of Reconstruction	10	12	22	21	15	11	10	7	4	2
Total	21	27	41	39	33	27	26	24	23	17

* Staff seconded to the headquarters or Regional Bureau of Reconstruction from private-sector company or business association and staff recruited and assigned as policy investigators

* Covered period: staff as of April 1 of each fiscal year (FY2012–FY2021)

Figure 2-2-24 Private-sector companies and associations that seconded staff (total of 160 staff members from 52 companies)

R.C.CORE Co., Ltd. IHI Corporation IHI Construction Service Co., Ltd. IHI Infrastructure Systems Co., Ltd. IHI Transport Machinery Co., Ltd. Aioi Nissay Dowa Insurance Co., Ltd. IRIS OHYAMA Inc. Asahi Group Holdings, Ltd. Alps Alpine Co., Ltd. NTT DOCOMO, Inc. Keihan Holdings Co., Ltd. KDDI Corporation KDDI Evolva Inc. Kokuyo Co., Ltd. The Shoko Chukin Bank, Ltd.	JTB Corp. Johann Shinkin Bank Sumitomo Chemical Co., Ltd. Sekisui Chemical Co., Ltd. Sendai Chamber of Commerce and Industry Sendai Mitsukoshi Co., Ltd. Sompo Japan Insurance Inc. Tokyu Agency Inc. Tokio Marine & Nichido Fire Insurance Co., Ltd. Tokyu Railway Co., Ltd. Toshiba Corporation Tohoku Electric Power Co., Inc. Toray Industries, Inc. TOTO Ltd. TOPPAN Inc.	NEC Corporation Japan Airlines Co., Ltd. The Japan Chamber of Commerce and Industry Japan Tobacco Inc. Japan Post Co., Ltd. Hakuhodo Incorporated Panasonic Corporation Nippon Telegraph and Telephone East Corporation East Japan Railway Company Hitachi, Ltd. Fujitsu Limited Mitsui Sumitomo Insurance Co., Ltd. Mitsui Fudosan Co., Ltd. Isetan Mitsukoshi Holdings Ltd. Mitsubishi Estate Co., Ltd.	Meiko Trans Co., Ltd. Morinaga Milk Industry Co., Ltd. Yahoo Japan Corporation Yamato Transport Co., Ltd. LIXIL Corporation Lawson, Ltd.
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Source) Created for FY2012 through April FY2023 based on p. 47 of “Iwate/Miyagi/Fukushima Example cases of Industrial Reconstruction Support in the Great East Japan Earthquake Disaster-Affected Area 2012 – 2020” (Corporate Collaboration Promotion Team of the Reconstruction Agency (March 3, 2021))

<https://www.reconstruction.go.jp/topics/main-cat4/sub-cat4-1/20210312131530.html> (browsed July 26, 2023)

* One of the company that declined inclusion in the case study is not listed in this report.

* The number includes not only policy investigator but also staff dispatched as fixed-term staff and Regional Bureau of Reconstruction, reconstruction promotion consultants.

(2) Organization when Reconstruction Agency was established

The Reconstruction Agency was launched on February 10, 2012, with a 250 staff members (160 at the headquarters, and 90 at Regional Bureau of Reconstructions) bas shown in the following organizational chart.

Figure 2-2-25 Organization when Reconstruction Agency was established (Headquarters organization chart as of October 19, 2012)

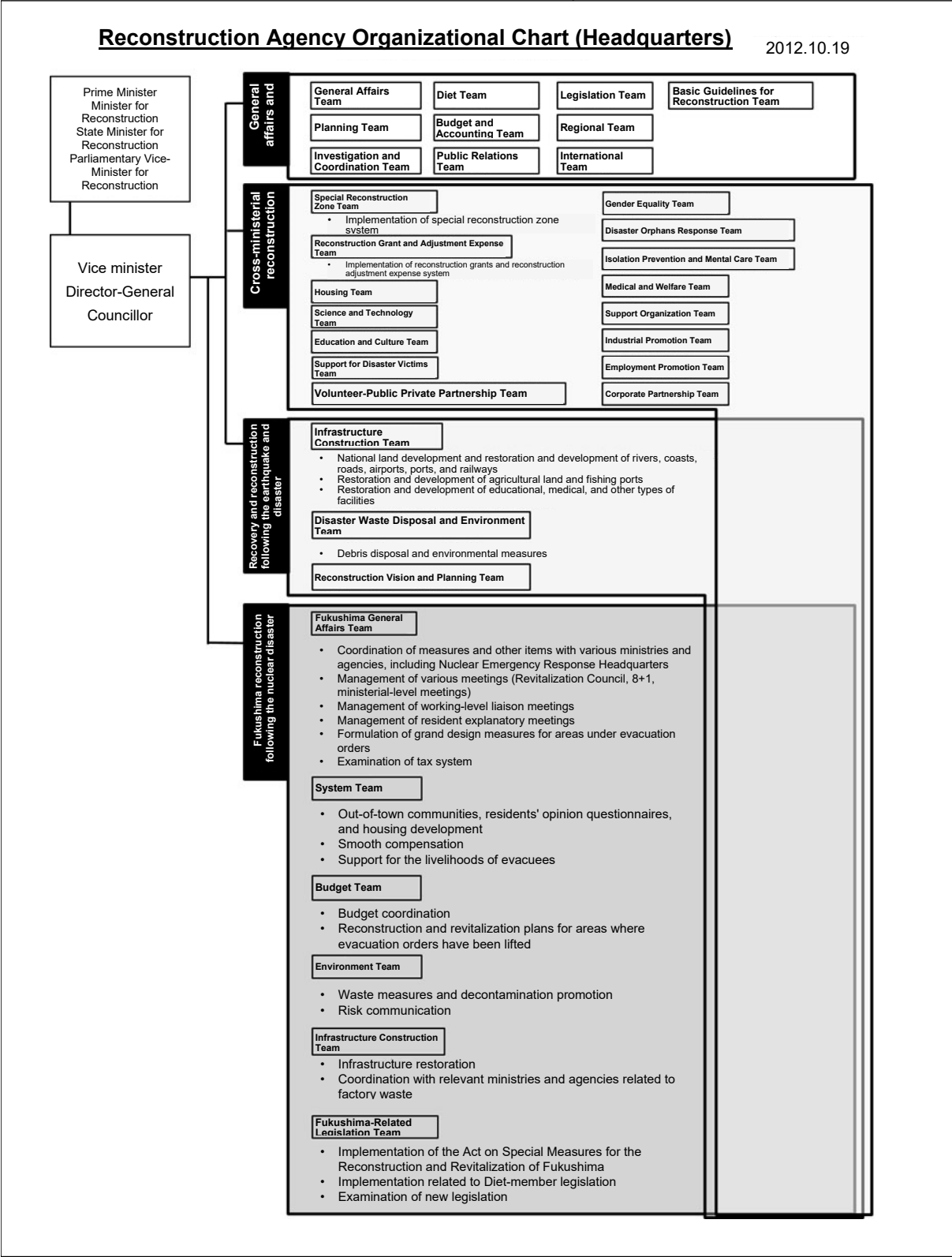
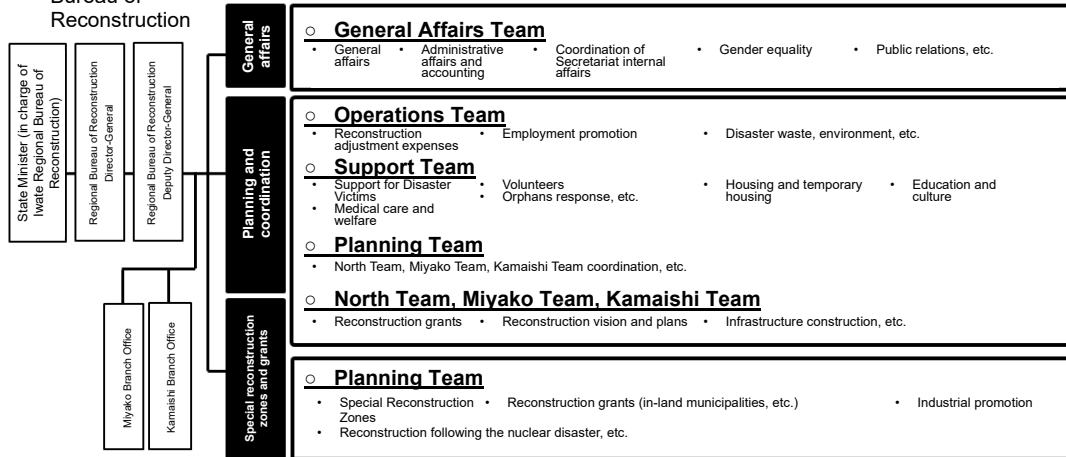


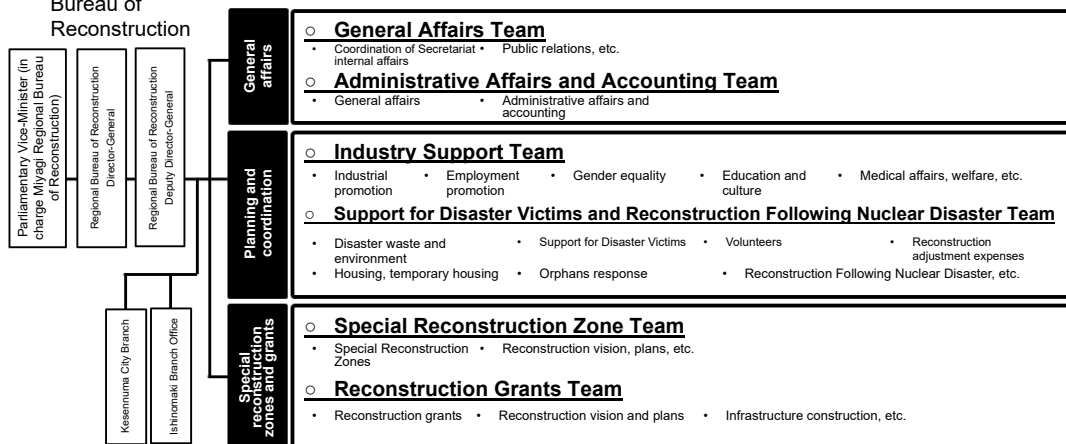
Figure 2-2-26 Organization when Reconstruction Agency was established (Regional Bureau of Reconstruction organization chart as of October 19, 2012)

Reconstruction Agency Organization Chart (Regional Bureaus of Reconstruction) 2012.10.19

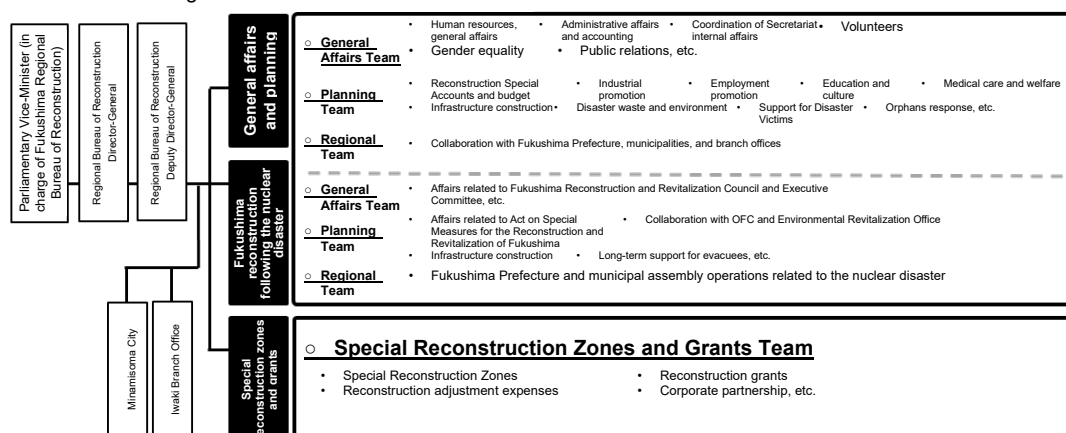
■ Iwate Regional Bureau of Reconstruction



■ Miyagi Regional Bureau of Reconstruction



■ Fukushima Regional Bureau of Reconstruction



(3) Main organization reorganization, system reinforcements, etc.

1) Introduction of capacity of Reconstruction Agency staff (April 2012)

When the Reconstruction Agency was established on February 10, 2012 (FY2011), staff members were transferred to the agency as staff with concurrent positions or maintained their position in the ministry or agency they belong, and worked at the Reconstruction Agency as de facto full-time staff.

The ceiling on the number of staff members of government administrative organs and individual government administrative organs is stipulated by the Act on Limitation on Number of Personnel of Administrative Organs (Act No. 33 of 1969), and Article 3 of the supplementary provisions when the Act for Establishment of the Reconstruction Agency was created clearly states that this shall also apply to the Reconstruction Agency, a government administrative organ.

At the same time, regarding organization and capacity of staff for FY2012, the Reconstruction Agency was permitted to have up to 118 core staff required for ten years as the volume of work in the future was expected to change.

Reference:

FY2012 capacity: 118 (or which 7 are designated staff (1 vice minister, 2 directors general, 1 councillor, and 3 Regional Bureau of Reconstruction directors general))

The change in the capacity of staff members over 10 years is provided below.

Figure 2-2-27 Capacity of staff members for Reconstruction Agency (Headquarters and Regional Bureaus of Reconstruction) (as of April 1 of each fiscal year)

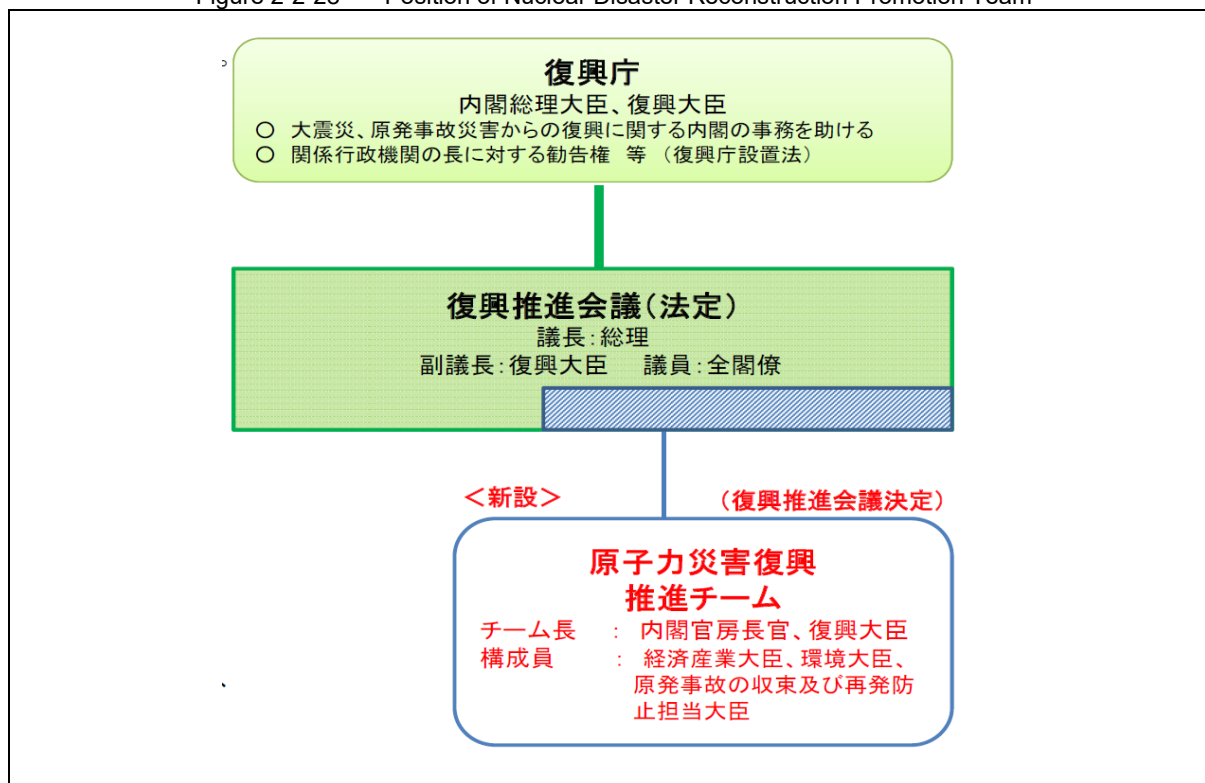
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Headquarters	77	91	116	122	127	130	135	140	143	143
Regional Bureau of Reconstruction	41	67	67	69	70	72	72	72	72	65
Total	118	158	183	191	197	202	207	212	215	208

2) Nuclear Disaster Reconstruction Promotion Team, etc. (October 2012)

With regard to reconstruction following the earthquake and tsunami, a system was established under which the Reconstruction Agency coordinates activities throughout the entire government and gives instructions to relevant ministries and agencies as necessary; however, because the lack of a department to coordinate overall reconstruction following the nuclear disaster often hindered discussions with local governments on reconstruction efforts, the Reconstruction Promotion Council decided on October 16, 2012, to establish a Nuclear Disaster Reconstruction Promotion Team headed by the Chief Cabinet Secretary and the Minister for Reconstruction,⁵⁹ making it possible to quickly coordinate the division of duties and response guidelines related to overall coordination of measures and new issues for the reconstruction of Fukushima, including measures to deal with the nuclear accident and radiation, which are preconditions for reconstruction, at the ministerial level. Its 1st meeting was held on November 9, 2012.

⁵⁹ “Establishment of a Nuclear Disaster Reconstruction Promotion Team” (October 16, 2012, decision by the Reconstruction Promotion Council)
https://www.reconstruction.go.jp/topics/post_88.html (browsed July 26, 2023)

Figure 2-2-28 Position of Nuclear Disaster Reconstruction Promotion Team



Source) Material 3 from 3rd Reconstruction Promotion Council meeting (October 16, 2012)

At the same time, the organization and staffing of the Reconstruction Agency and Regional Bureaus of Reconstruction were strengthened in FY2013. Specifically, the work of the Reconstruction Agency was divided into a system based on three directors general, each one in charge of a different aspect (① secretariat functions, ② earthquake and tsunami reconstruction, and ③ nuclear disaster reconstruction), and new director generals in charge of reconstruction from the Fukushima nuclear disaster were assigned, and 40 staff were approved as capacity for FY2013.

In addition, in order to promote the formulation of reconstruction plans for each municipality in Fukushima Prefecture, a counselor in charge of each municipality was appointed at the Reconstruction Agency Headquarters, and a team of staff members from the Reconstruction Agency, ministries and agencies, and the Fukushima Bureau of Reconstruction was formed to provide support.

3) Reinforcing the organizations handling Fukushima (January 2013–)

Based on the Prime Minister's instructions provided at the 5th Reconstruction Promotion Council meeting (January 10, 2013) following the inauguration of the Second Abe cabinet, various measures were taken to reinforce Fukushima reconstruction-related systems, including establishment of the Fukushima Reconstruction and Revitalization General Bureau, as a result of developments outlined in section 4.(2) of this chapter. Because of these developments, too, the Reconstruction Agency's staffing system was reinforced, including the Fukushima Bureau of Reconstruction. In particular, the Fukushima Bureau of Reconstruction's organization was strengthened through various measures, including reinforcing the Regional Team that deals with disaster-hit municipalities in areas under evacuation orders, newly establishing the Return and Revitalization Team, and newly establishing the Nakadori/Aizu Team, which handles such matters as reconstruction of Fukushima municipalities other than those affected by the nuclear power plant and the damage caused by harmful rumors.

Full-time staff members as of April 2013; 324 (of which 197 were headquarters staff)

4) Establishing Industrial Reconstruction Support Group (April 2013)

The Industrial Reconstruction Support Group was established in April 2013 to accelerate industrial reconstruction. The Industrial Reconstruction Support Group consists of the Industrial Reconstruction General Affairs Team, which conducts overall coordination, as well as the Special Reconstruction Zone Team, Corporate

Partnership Team, Support Organization Team, Industrial Reconstruction Team, Employment Promotion Team, and Science and Technology Team.

5) Establishing an organization responsible for “New Tohoku” (December 2012–)

In response to the Second Abe Cabinet’s Basic Policy that was decided upon by the Cabinet on December 26, 2012, it became necessary to undertake work related to planning and implementing various measures based on Toward the Creation of a “New Tohoku (Interim Report)” (June 5, 2013), which was compiled by the Reconstruction Promotion Council, and this resulted in establishing a dedicated Comprehensive Policy Group, consisting of dual-post staff, after December 2012. After April 2015, the “New Tohoku” Team was established, with the Comprehensive Policy Group playing a central role in the response in cooperation with related groups, including the Industry General Affairs Team.

6) Establishing the Center of Advanced Projects for KIKAN (December 2013)

In Tamura City, Town of Naraha, Village of Kawauchi, Village of Katsurao, and other areas, it became necessary to create an environment so that residents could return to their homes within the next one or two years as the evacuation order would be lifted in the future. For example, in these areas, there was an increase in the number of projects that required coordination beyond the framework of municipalities and on-site status checks.⁶⁰ For this reason, the Center of Advanced Projects for KIKAN was established in Village of Kawauchi, Fukushima Prefecture, on December 3, 2013, to coordinate with related municipalities to support the return of evacuees from the nuclear disaster, mainly in Futaba District.

The center was relocated to Town of Tomioka on May 30, 2017, and on April 1, 2021, relocation and other matters (relocation and permanent settlement of people other than nuclear disaster victims) was added to its operations, and its name was changed from Center of Advanced Projects for KIKAN to Center for Creating an Environment for Returning Home and Resettlement.

7) Strengthening organizations related to the Nuclear Disaster Reconstruction Team and similar groups (April 2014)

In order to thoroughly implement the Genba-oriented approach (bottom-up approach) and meticulously respond to the needs of regions, staff involved in operations requiring liaising and coordination with disaster-hit municipalities were strengthened.

8) Closing the Aomori Office (March 2016)

As considerable progress was being made with reconstruction projects in Aomori Prefecture, the Reconstruction Agency’s Aomori Office (location: Aomori Prefecture Hachinohe Joint Government Building 2nd Floor; number of staff: 3) was closed as of the end of March 2016.⁶¹

After the office was closed, point-of-contact services in Aomori Prefecture and disaster-hit cities and towns in Aomori Prefecture (Hachinohe City, Misawa City, Town of Oirase, and Town of Hashikami) were handed over to the Iwate Regional Bureau of Reconstruction (some to the headquarters) from FY2016 in order to maintain a full-fledged response system.

9) Changes in the operation organization (April 2016)

With the end of the initial five-year concentrated reconstruction period, the operational organization of the Reconstruction Agency was also revised. The Disaster Waste Disposal and Environment Team, which was in charge of debris disposal, and the Reconstruction Vision and Planning Team, which had supported the formulation of local governments’ reconstruction plans, were concurrent work teams since the Reconstruction Agency was established, but were abolished or absorbed into liaison operations in light of the actual state of their operations.

⁶⁰ Announced at Minister for Reconstruction Nemoto press conference held on November 26, 2013.

⁶¹ Announced at Minister for Reconstruction Takagi’s press conference held on March 15, 2016.

10) Transferring Reconstruction Agency headquarters to government building (May 2016)

As the Fiscal System Council (meeting held in June 2013) decided to relocate the Reconstruction Agency and other entities from the Sankaido Building to Central Joint Government Building No. 4 as part of the coordination of the use of the building following construction of Central Joint Government Building No. 8, the Reconstruction Agency's Headquarters office was moved from the existing Sankaido Building to the current Central Joint Government Building No. 4 on May 2, 2016, after the end of the concentrated reconstruction period.

11) Establishing the Reconstruction Olympics Promotion Team (November 2017)

In order to promote the Olympics and Paralympics by conveying disaster-affected areas' requests related to the Olympics and Paralympics, the position of Olympics and Paralympics Promotion Officer was created in the Reconstruction Agency Headquarters and an eight-member Olympics and Paralympics Promotion Team (State Minister Doi was tasked with promoting the reconstruction Olympics.) was established on November 21, 2017.⁶²

12) Closing the Ibaraki office (March 2018)

In light of progress with reconstruction projects in Ibaraki Prefecture, the Reconstruction Agency's Ibaraki Office (location: Mito Regional Government Building, 4th Floor; staff: 3) was closed on March 31, 2018.

With regard to work related to Ibaraki after the Iwaki office was closed, it was decided that the current systems, including establishment of Ibaraki Senior Reconstruction Promotion Officer, would be continued in the headquarters from April 2018.⁶³

13) Relocating the Fukushima Bureau of Reconstruction's branch office (May 2019)

In light of the fact that town planning for the return of residents was accelerating as evident by progress with the development of industrial hubs in specified reconstruction and revitalization bases area (SRRBA) and Futaba Town's Nakano District, and the lifting of the evacuation order for the Okawara and Nakayashiki Districts of Okuma Town, the Fukushima Bureau of Reconstruction moved its Iwaki Branch Office to Town of Tomioka and its Minamisoma Branch Office to Town of Namie on May 7, 2019, in order to provide support in places closer to these areas.⁶⁴

⁶² Announced at Minister for Reconstruction Yoshino's press conference held on November 21, 2017

⁶³ "Closure of the Reconstruction Agency's Ibaraki Office" (Reconstruction Agency, March 13, 2018) Announced at Minister for Reconstruction Yoshino's press conference held on the March 13, 2018

⁶⁴ Minister for Reconstruction Watanabe's press conference on April 16, 2019

(4) Extension of the deadline for the closure of the Reconstruction Agency

1) Background for examining extension of the deadline for the closure of the Reconstruction Agency

< March 2019 changes to the basic policy >

Initially, the Act for Establishment of the Reconstruction Agency stipulated the Reconstruction Agency would be disbanded on March 31, 2021. With little more than 2 years until the end of the Reconstruction / Revitalization Period (end of FY2020), a survey was conducted in the five disaster-hit prefectures (Aomori, Iwate, Miyagi, Fukushima and Ibaraki prefectures) on the progress of reconstruction projects and reconstruction projects that they wanted to continue after the end of the period in order to sort out issues to accelerate reconstruction projects within that period and examine necessary efforts after the end of that period. Based on the results of this survey, the government released the “Summary of Issues that Need to Be Addressed Even after the Reconstruction / Revitalization Period” (hereinafter referred to as “Summary of Issues”) on December 18, 2018.

The FY2016 Basic Policies were reviewed during FY2018, and it was decided to “indicate a certain direction for how to proceed with reconstruction after the Reconstruction / Revitalization Period, including the ideal form of a successor organization.”

When draft changes to the basic policy were discussed at the Reconstruction Promotion Council meeting held on February 26, 2019, the original draft of the Reconstruction Agency’s successor organization was as follows.

Draft changes to the basic policy at the time of the Reconstruction Promotion Council meeting held on February 26, 2019.

(4) Successor organization
(Omitted)

The ideal form of the successor organization will be examined so necessary projects are sure to be implemented even after the Reconstruction / Revitalization Period, taking into consideration progress of reconstruction measures, verification of their impact, and requests from local public organizations in the disaster-affected areas.

Iwate, Miyagi and Fukushima prefectures pointed out the following regarding this point.

(Acting Iwate Deputy Governor)

As for the successor organization, I believe it is necessary for the people in Japan to continue to share the basic idea that Japan as a whole will work on reconstruction after the Great East Japan Earthquake. We understand that this is a temporary measure under the current law, but we have received requests from disaster-hit municipalities for the continuation of the Reconstruction Agency. There was also an opinion that there should be responsible state minister.

I have listened to the opinions of disaster-affected areas, and when Governor Tasso was asked about wording regarding an organization having a presence like the current Reconstruction Agency during a year-end interview, he said we would use that wording; therefore this wording will be used again, and I want an organization with a presence.

(Acting Iwate Prefecture Tokyo Office Director General)

With regard to the ideal form of the successor organizations to the Reconstruction Agency and the Regional Bureaus of Reconstruction, the Reconstruction Agency serving as an integrated point of contact and undertaking planning and coordination across ministries and agencies has greatly contributed to the progress of reconstruction, and I believe it is extremely important that these functions be maintained until the path to independence is established after the Reconstruction / Revitalization Period. In particular, there are many voices calling for the organization to continue to have a responsible state minister so that political leadership can continue to be exercised for the reconstruction of the disaster-affected area areas.

(Fukushima Governor)

In order for the national government to responsibly promote reconstruction period after the Reconstruction /

Revitalization Period, it is important to have a response state minister who can frankly exchanged opinions with the Prime Minister and other relevant ministers. I would like to ask for the appointment of a state minister and the creation of a system for the state minister to exercise leadership.

While these points were pointed out, on February 27, Minister for Reconstruction Watanabe explained to Prime Minister Abe the review of the basic policy for reconstruction, and the Prime Minister instructed him to “move forward with consideration of a successor organization that serves as control tower like the current Reconstruction Agency that eliminates vertical divisions between ministries and agencies and achieves reconstruction from the Great East Japan Earthquake under political responsibility and leadership”; therefore, it was decided to seek a cabinet decision in early March of the same year after revising the draft.⁶⁵

The following sentence (underlined) was added as a result of consideration based on the Prime Minister's instructions mentioned above.

“Changes in the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake during the “Reconstruction / Revitalization Period”” (cabinet decision dated March 8, 2019) (excerpt)

(4) Successor organization
(Omitted)

Like the Reconstruction Agency, the successor organization will serve as a control tower to carry through with reconstruction of disaster-affected areas after the Great East Japan Earthquake under leadership and political responsibility, which involves eliminating vertical divisions existing between ministries and government offices.

The ideal form of the successor organization will be examined so necessary projects are sure to be implemented even after the Reconstruction / Revitalization Period, taking into consideration progress of reconstruction measures, verification of their effectiveness, and requests from local public organizations in the disaster-affected areas.

< “Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction / Revitalization Period”” >

Around this time, there was a great deal of debate about the successor organization to the Reconstruction Agency.

In particular, there were many suggestions regarding expectations for a “Reconstruction and Disaster Management Agency” or a “Ministry of Disaster Management” to play a role in both reconstruction and disaster management.⁶⁶ Ultimately, however, it was decided that the Reconstruction Agency would continue to be independent, not integrated with a disaster management organization.⁶⁷ On the other hand, the idea of linking disaster management and reconstruction was incorporated into the basic policy as given below. In addition, a senior official of the ruling party suggested that a successor organization would be established in the Cabinet Office.⁶⁸

The “8th Proposal for Accelerating Reconstruction from the Great East Japan Earthquake,” issued by the LDP and New Komeito on August 5, 2019, touts the following regarding the Reconstruction Agency successor organization: the need to maintain not only physical infrastructure projects that extend beyond the reconstruction period but also support for such issues as mental care, there are still nuclear accident disaster-affected areas for which there are no plans to lift the evacuation orders for difficult-to-return zones, it is said that decommissioning TEPCO Fukushima Daiichi Nuclear Power Station reactor will take 30 to 40 years, and there is a responsibility to fully complete reconstruction, and the expectations and trust of the residents cannot be betrayed. “The Reconstruction Agency’s successor organization will be directly under the Prime Minister just as the Reconstruction Agency is, and a dedicated minister shall be appointed. In addition, overall coordination function related to planning and formulating reconstruction measures, lump-sum requests for reconstruction project budgets, and one-stop response for local demands and issues shall be maintained.”

⁶⁵ Minister for Reconstruction Watanabe made a statement to this effect at ad-hoc press conference following Prime Minister’s explanation

⁶⁶ The Proposal For Establishing a Reconstruction and Disaster Management and Mitigation System Necessary after the Reconstruction / Revitalization Period (National Governors’ Meeting held on July 23, 2019) includes a proposal regarding “creating a dedicated ministry or agency to implement projects and provide support so that disaster-affected areas can complete reconstruction even after the Reconstruction / Revitalization Period following the Great East Japan Earthquake and appointing a dedicated minister to direct that in order to forcefully promote not only disaster management and mitigation measures that protect the lives and assets of people in Japan but also greater resilience of Japan as the National Governor’s Meeting has proposed the creation of a Disaster Management Ministry (tentative name).”

⁶⁷ At a meeting of the Special Committee on Reconstruction after the Great East Japan Earthquake on November 27, 2019, Minister for Reconstruction Tanaka said, “If one minister is also in charge of disaster prevention, it is assumed that one minister will be in charge of not only the reconstruction of the Great East Japan Earthquake but also the response to disasters that occur frequently throughout the country. Under this type of system, it would be difficult for the agency to fully fulfill its role regarding reconstruction following the Great East Japan Earthquake, which has yet to be completed.”

⁶⁸ At a the press conference held on March 5, 2019, New Komeito Chairperson Yamaguchi, stated that the successor organization to the Reconstruction Agency should place more importance on reconstruction for Fukushima and be located in the Cabinet Office, and this became a topic of conversation at the press conference held by Minister for Reconstruction Watanabe on the 8th of the same month.

Also, “In order to contribute to the improvement of disaster management capabilities to flexibly respond to large-scale disasters that have frequently occurred in recent years, measures should be taken to promote seamless coordination between disaster management and reconstruction, such as sharing lessons learned and know-how accumulated through reconstruction from the Great East Japan Earthquake with government disaster management departments and local governments” was included.

Subsequently, in light of the reassessment of reconstruction measures by the Working Group to Review Reconstruction Measures Following the Great East Japan Earthquake (see (6) below) during discussions of the basic policy after the Reconstruction / Revitalization Period,⁶⁹ the “draft outline” of basic policies presented by the Reconstruction Promotion Council on November 7, 2019, and the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction / Revitalization Period” (hereinafter referred to as the “2019 Basic Guidelines”) approved by the Cabinet on December 20, 2019, clearly states such points as extending the operation period of the Reconstruction Agency by 10 years, etc.

The specific description is as follows.

Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction / Revitalization Period” (cabinet decision dated December 20, 2019) (excerpts)

(4) Successor organization

(Omitted)

- The operation period of the Reconstruction Agency shall be extended by 10 years after the Reconstruction / Revitalization Period so that it can serve as a control tower for reconstruction and complete reconstruction from the Great East Japan Earthquake under leadership and political responsibility, which involves eliminating vertical divisions existing between ministries and government offices. In light of strong requests from disaster-hit regional public entities and other factors, the Reconstruction Agency will continue to be an organization under direct control of the Cabinet, with the Prime Minister serving as the minister in charge, a Minister for Reconstruction will be appointed to assist this work and to supervise the affairs of the Reconstruction Agency, and the current comprehensive coordination function will be maintained, including a lump-sum reconstruction budget requests and one-stop response to requests from local public entities.
- In order to contribute to the improvement of disaster management capabilities for large-scale disasters that have frequently occurred in recent years, functions will be added to share and utilize accumulated know-how on reconstruction with relevant administrative organs. There will be seamless links between disaster management and reconstruction through these initiatives.
- Reconstruction will be further accelerated through thorough implementation of the Genba-oriented approach (bottom-up approach) by maintaining the Regional Bureaus of Reconstruction in Iwate, Miyagi, and Fukushima prefectures. The locations of the Iwate Regional Bureau of Reconstruction and the Miyagi Regional Bureau of Reconstruction will be changed to coastal areas in order to shift the organization's focus to areas where reconstruction issues are concentrated, and branch offices will be established in Morioka City and Sendai City. Specific locations will be determined based on factors such as the progress of reconstruction and the opinions of local public entities in disaster-affected areas. Because Fukushima is in the process of full-scale reconstruction and revitalization, the Fukushima Bureau of Reconstruction will continue to be located in Fukushima City, and the branch offices in Town of Tomioka and Town of Namie will be maintained.
- Considering further progress with reconstruction projects after the Reconstruction / Revitalization Period, the ideal organizational structure in FY2025 (the 5th year) will be examined and necessary measures taken.

In addition, the 2019 Basic Guidelines state that reconstruction projects should aim to fulfill their roles in the areas affected by the earthquake and tsunami for five years after the Reconstruction / Revitalization Period, areas affected by the nuclear disaster require a medium- to long-term responses, and efforts should be made for full-scale reconstruction and revitalization for the immediate 10 years.

In order to determine whether to maintain the Reconstruction Agency, the government must organize the reconstruction measures to be implemented after the agency is disbanded (the end of FY2020), and if it is decided to extend the operation period of the agency because of that, it was assumed that the Act for Establishment of the Reconstruction Agency would need to be amended during the 2020 ordinary Diet session. For this reason, it was indicated that more than one year before the end of the Reconstruction / Revitalization Period (the end of FY2020), the Basic Policy for Reconstruction after that period was formulated, and the operation period of the Reconstruction

⁶⁹ Moreover, the Working Group to Review Reconstruction Measures Following the Great East Japan Earthquake looked at the government's “reconstruction measures,” but not on matters related to the government's “organization.”

Agency would be extended 10 years. In addition, it was originally envisaged that the 2019 Basic Guidelines would be revised at the end of FY2020 based on factors such as the amendments to the Act for Establishment of the Reconstruction Agency.

In light of these developments, the Act for Partial Amendment to the Act for Establishment of the Reconstruction Agency, etc., which extend the operation period of the Reconstruction Agency for ten years, was approved by the Cabinet on March 3, 2020, and submitted to the Diet. This was also reported at the 25th Reconstruction Promotion Council meeting and the 51st Nuclear Emergency Response Headquarters meeting held on March 10.

This bill was intended to bundle the amendments five other reconstruction-related acts, including the Act for Establishment of the Reconstruction Agency. An overview is provided below (see Chapter 2 Section 3.3 and 3.4 and Section 4.2 for details on amendments of the four other acts).

- Act for Establishment of the Reconstruction Agency: extends the Reconstruction Agency's operation period for ten years and delegates cabinet orders regarding the location of the Reconstruction Agency (envisioned the Iwate Regional Bureau of Reconstruction and Miyagi Regional Bureau of Reconstruction would be relocated to coastal areas)
- Act on Special Zones for Reconstruction in Response to the Great East Japan Earthquake: Prioritizes such areas as special cases in regulations and abolishes reconstruction grants
- Act on Special Measures for the Reconstruction and Revitalization of Fukushima: adds promotion of relocation, etc. to the scope of the return environment improvement subsidy, creates special provisions to promote farmland agglomeration and sixth industrialization, promotes the Fukushima Innovation Coast Framework, and creates special taxation cases to deal with the damage caused by harmful rumors on business operators' management
- Act on Securing the Resources for Reconstruction and Special Accounting Act: extends the issuance period of reconstruction bonds, etc.

2) Background of Diet deliberations

There was an explanation of the purpose of this bill, followed by questions at the plenary session of the House of Representatives on May 14, 2020; there were also questions at the Special Committee on Reconstruction after the Great East Japan Earthquake meeting on May 14, 19 and 21; the bill was approved by a majority vote on the May 21; and supplementary resolution⁷⁰ was attached, and the bill was approved by a majority vote at the plenary session of the House of Representatives on the following day, the May 22. There was an explanation of the purpose of this bill, followed by questions at the plenary session of the House of Councilors on May 27; there were also questions at the Special Committee on Reconstruction after the Great East Japan Earthquake (House of Councilors) meeting on May 27, May 29, and June 3; the bill was approved by a majority vote on June 3; and a supplementary resolution⁷¹ was attached, and the bill was approved and passed by a majority vote at the plenary session of the House of Councilors on June 5.

The amended Act (Act No. 46 of 2020) was promulgated and partially came into effect on June 12, 2020.

The main items discussed during deliberations of the bill are as follows.

a. Ideal successor organization to the Reconstruction Agency and use of reconstruction knowledge

Regarding the ten year extension of the Reconstruction Agency proposed in the amendment, in response to a request for his opinion of the Reconstruction Design Council Chairperson Iokibe's assertion that the future Reconstruction Agency should be a Disaster Management Agency,⁷² Minister for Reconstruction Tanaka responded that reconstruction from the Great East Japan Earthquake was still in progress and that at a time when there is strong desire of disaster-hit local governments for continuing integrated coordination function, which the Reconstruction Agency was responsible for, it was decided that the current Reconstruction Agency would be maintained to continue to as serve as a control tower for reconstruction from the Great East Japan Earthquake, and he would like to contribute to improved disaster management capabilities for large-scale disasters that frequently occur in recent years by promoting the sharing and use of accumulated know-how related to reconstruction from the Great East

⁷⁰ The House of Representatives' supplementary resolution was related to the establishment act and included provisions regarding utilizing know-how on support for disaster victims measures for measures to support struggling businesses due to the Covid-19 pandemic, further strengthening authority, sharing and utilizing know-how on reconstruction, and locating Regional Bureaus of Reconstruction.

⁷¹ The House of Councilors' supplementary resolution included provisions regarding reassessing reconstruction measures implemented to date, efforts in various fields after the Reconstruction / Revitalization Period, building mechanisms and organizations to support reconstruction, strengthening systems, sharing know-how, and collecting, organizing, and preserving reconstruction records.

⁷² Statement by Koichiro Gemba (Constitutional Democratic Party of Japan) (201st Diet) at House of Representatives' Special Committee on Reconstruction after the Great East Japan Earthquake (No. 6) (May 21, 2020): "Mr. Makoto Iokibe, who chaired the Reconstruction Design Council, has made the recommendations that I have shared with you. This was at the stage of March 8 last year. In short, including typhoons and earthquakes, the climate has changed significantly. I think it is safe to say that disaster prevention has already reached a major turning point, and a proposal was made that a Disaster Prevention the Reconstruction Agency should be established in due course, including disaster prevention. (Omitted) What did Minister Tanaka think about these discussions?"

Japan Earthquake with related administrative organs.

In response, it was confirmed that use of reconstruction knowledge in Article 3 of the amended supplementary provisions is not limited to reconstruction from the Great East Japan Earthquake, and Minister for Reconstruction Tanaka responded to the effect that these provisions would further promote reconstruction through greater sharing and use of know-how with related administrative organs, and would contribute to disaster management capabilities for large-scale disasters that frequently occur in recent years.

In light of these discussions, the supplementary resolution included sharing the accumulated know-how on reconstruction with relevant administrative organs, utilizing it in the event of large-scale disasters that may occur in the future through such efforts as the collection, compilation, and preservation of reconstruction records, and expanding disaster management education, including the use of the Internet.

b. Delegating the location of the Regional Bureau of Reconstruction by cabinet order

With regard to the locations of the Regional Bureau of Reconstruction, which would be delegated by cabinet order in the revised bill, there were questions about the current state of the examination of relocating the Iwate and Miyagi Regional Bureaus of Reconstruction to coastal areas and the handling of the Morioka City and Sendai City offices after their relocation,⁷³ and a government consultant responded to the effect that decisions are expected, and that Regional Bureau of Reconstruction branches are expected to be located in Morioka City and Sendai City to ensure continuation of work that has been done up to now.

Based on these discussions, the supplementary resolution included the idea that the location of the Regional Bureaus of Reconstruction should be determined by cabinet order with due consideration given to the opinions of local public entities in disaster-affected areas.

3) Amendments to the extension of operation period of the agency in organization act and ordinance

Amendments to the Act for Establishment of the Reconstruction Agency based on the amended act (some items are in the cabinet order) are as following.

- Extension of the operation period for abolishing the Reconstruction Agency (related to article 21)
To carry through with reconstruction of disaster-affected areas after the Great East Japan Earthquake even after under leadership and political responsibility, and eliminating vertical divisions existing between ministries and government offices, the operation deadline of the Reconstruction Agency was revised from March 31, 2021 to March 31, 2031, extending it by 10 years.
- Provision of information to related local public entities, etc. (related to Article 4)
In order to promote reconstruction in an intensive and focused manner, the wording regarding the Reconstruction Agency providing information and advice to the relevant local public entities was revised, eliminating the “when requested,” which had been previously stipulated.
- Setting location of Regional Bureaus of Reconstruction and similar matters to cabinet order (related to Article 17)

The 2019 Basic Guidelines state that, “the Iwate Regional Bureau of Reconstruction and Miyagi Regional Bureau of Reconstruction will be relocated to coastal areas and branch offices will be established in Morioka City and Sendai City, respectively, in order to shift their organizational focus to areas where reconstruction issues are concentrated. Specific locations will be determined based on factors such as the progress of reconstruction and the opinions of local public entities in disaster-affected areas.” In September of 2019, the name, location and jurisdiction of the Regional Bureaus of Reconstruction were stipulated by cabinet order in order to flexibly and adroitly respond to changes in demand for administrative services and accelerate reconstruction from the Great East Japan Earthquake. In order to maintain the Regional Bureaus of Reconstruction in Iwate, Miyagi, and Fukushima Prefectures and make them function more effectively according to the progress of reconstruction, the locations of the Iwate Regional Bureau of Reconstruction and the Miyagi Regional Bureau of Reconstruction were changed to Kamaishi City and Ishinomaki City, respectively, to shift the organization's focus to areas where reconstruction issues are concentrated.

- Use of knowledge related to reconstruction from the Great East Japan Earthquake (related to Article 3 of the revised act's supplementary provisions)

⁷³ Statement by House of Representatives' Member Yukihiro Akutsu (Constitutional Democratic Party of Japan) (201st Diet) at the Special Committee on Reconstruction after the Great East Japan Earthquake of the House of Representatives (No. 6) (May 21, 2020): “The Iwate Regional Bureau of Reconstruction and the Miyagi Regional Bureau of Reconstruction will be relocated to coastal areas, and could you tell if that location has been decided or the outlook for a decision, if you know. I would also like to know whether my understanding that the Morioka City and Sendai City offices will remain as branch offices, is correct.”

The supplementary provisions of the amended act stipulate that the government as a whole will make use of accumulated knowledge on reconstruction to further promote reconstruction from the Great East Japan Earthquake (not the supplementary provisions of the Act for Establishment of the Reconstruction Agency).

- Maintenance of the larger number of Ministers of State (related to Article 20 of the supplementary provisions to the amended Act)

The order of the necessary provisions concerning the increase in the number of Ministers of State stipulated in the Supplementary Provisions of the Cabinet Act (Act No. 5 of 1947) was improved, and the increase of 1 Minister of State was maintained until the Reconstruction Agency was abolished.

4) Changes in the Reconstruction Agency organization

Based on the amendments made to the Act for Establishment of the Reconstruction Agency, it was decided in FY2021 to extend the operation period of all entities and the capacity of staff for 10 years (to be reviewed after 5 years), considering the operational structure of Reconstruction Agency after the second Reconstruction / Revitalization Period, and the following organizational changes were made.

a. Establishment of a system for reconstruction knowledge

The Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction / Revitalization Period” (cabinet decision dated December 20, 2019), states that “In order to contribute to improvements to disaster management capabilities for large-scale disasters that have frequently occurred in recent years, functions will be added to share and utilize accumulated know-how on reconstruction with relevant administrative organs. This will establish seamless links between disaster management and reconstruction.” In the above-mentioned eighth proposal of the ruling parties, it was also proposed that “in order to contribute to improvements to disaster management capabilities in response to large-scale disasters that have frequently occurred in recent years, measures shall be taken to promote seamless ties between disaster management and reconstruction, such as sharing lessons learned and accumulated know-how from reconstruction from the Great East Japan Earthquake with government disaster management departments and regional public entities.” As mentioned above, this has been incorporated into Article 3 of the Supplementary Provisions of the Amendment Act. In light of the above, the Reconstruction Knowledge Team, which is in charge of sharing know-how on reconstruction, was established in the Reconstruction Agency, and a responsible councillor, who concurrently works in the Cabinet Office (responsible for disaster management) was appointed.⁷⁴ On the other hand, as described later, one director general position was eliminated.

In addition, the agency was reorganized so that teams in charge of work that is expected to decrease in volume, such as work related to reconstruction grants and “New Tohoku,” were changed to teams whose work is expected to increase in volume.

b. Reinforcing the organization for the development of international education and research centers

In addition to an increase in administrative work related to the development of international education and research centers, administrative work related to reconstruction and recovery of Fukushima was expected to increase due to the additions to the menu of Fukushima Revitalization Acceleration Grants recovery aimed at promoting resettlement in line with the Revised Act on Special Measures for the Reconstruction and Revitalization of Fukushima. On the other hand, work that is expected to decrease in volume included work related to the execution of Reconstruction Grants following their abolition, work related to the implementation of the Special Zones Act following the prioritization of special reconstruction zone system, and work related to “New Tohoku,” and as a result, teams were reorganized so that teams handling this work were moved to teams whose work volume will increase.

c. Reduction in size of organizations for earthquake and tsunami disaster-affected areas

Considering progress with projects related to physical infrastructure and the completion of many projects in the

⁷⁴ Reconstruction Minister Hirasawa press conference (March 30, 2021): “In order to contribute to improvement to disaster prevention capabilities for large-scale disasters that have frequently occurred in recent years, a new Director-General has been established and will concurrently serve as the Disaster Prevention Officer of the Cabinet Office in order to promote the utilization of accumulated knowledge on reconstruction. In conjunction with this, there are plans to quickly establish a team responsible for promoting the use of knowledge accumulated within the Reconstruction Agency, and the team will be called the Reconstruction Knowledge Team.”

earthquake and tsunami disaster-affected areas, it was decided to abolish the director general in charge of infrastructure development. In addition, in light of the progress with reconstruction, the number of staff at the Iwate Regional Bureau of Reconstruction and the Miyagi Regional Bureau of Reconstruction was reduced by four and three, respectively, due to the decrease in the volume of municipality support work and similar type of work following the abolition of reconstruction grants.

Figure 2-2-29 Organization when the life of the Reconstruction Agency was extended (Headquarters organizational chart as of April 1, 2021)

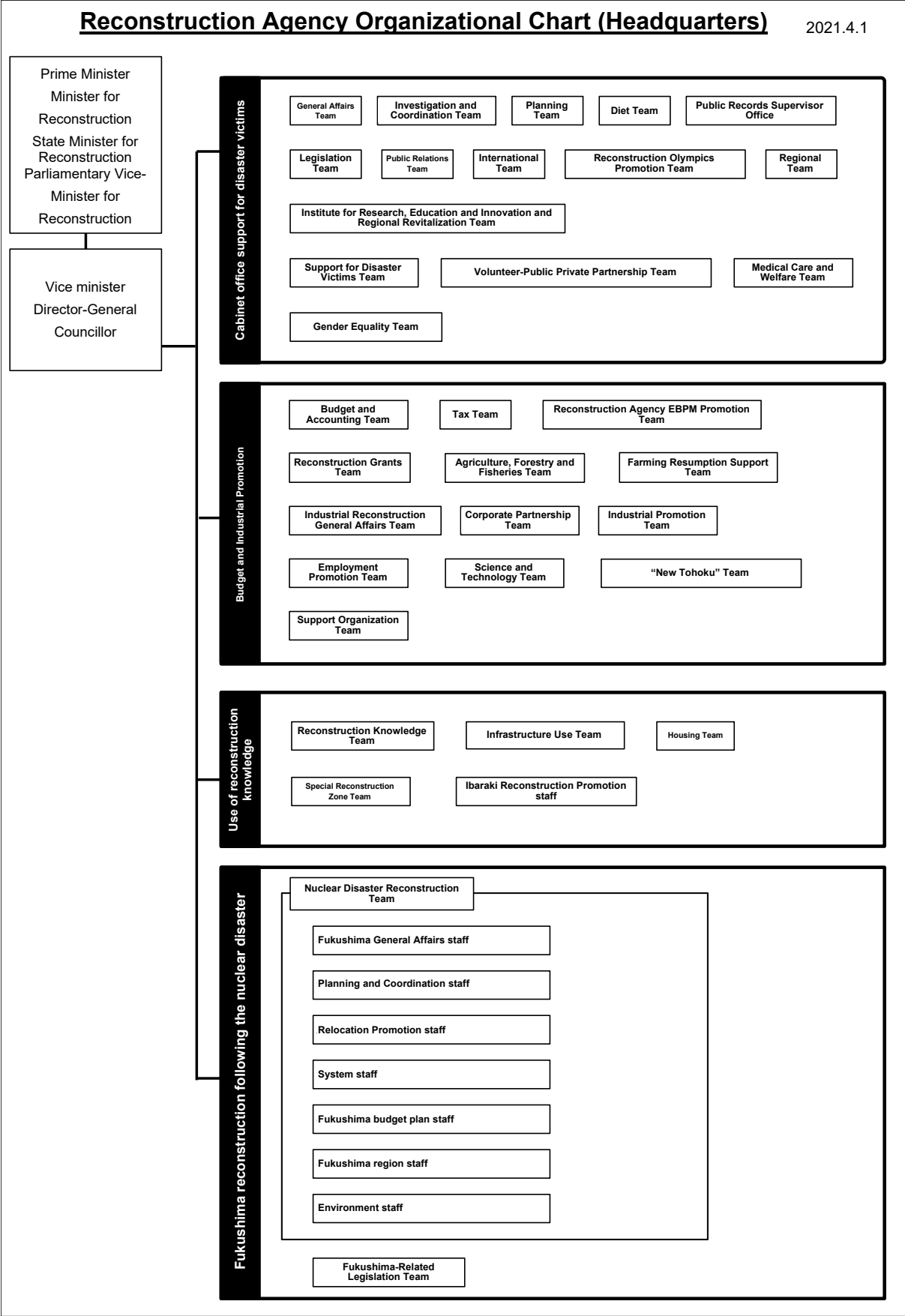
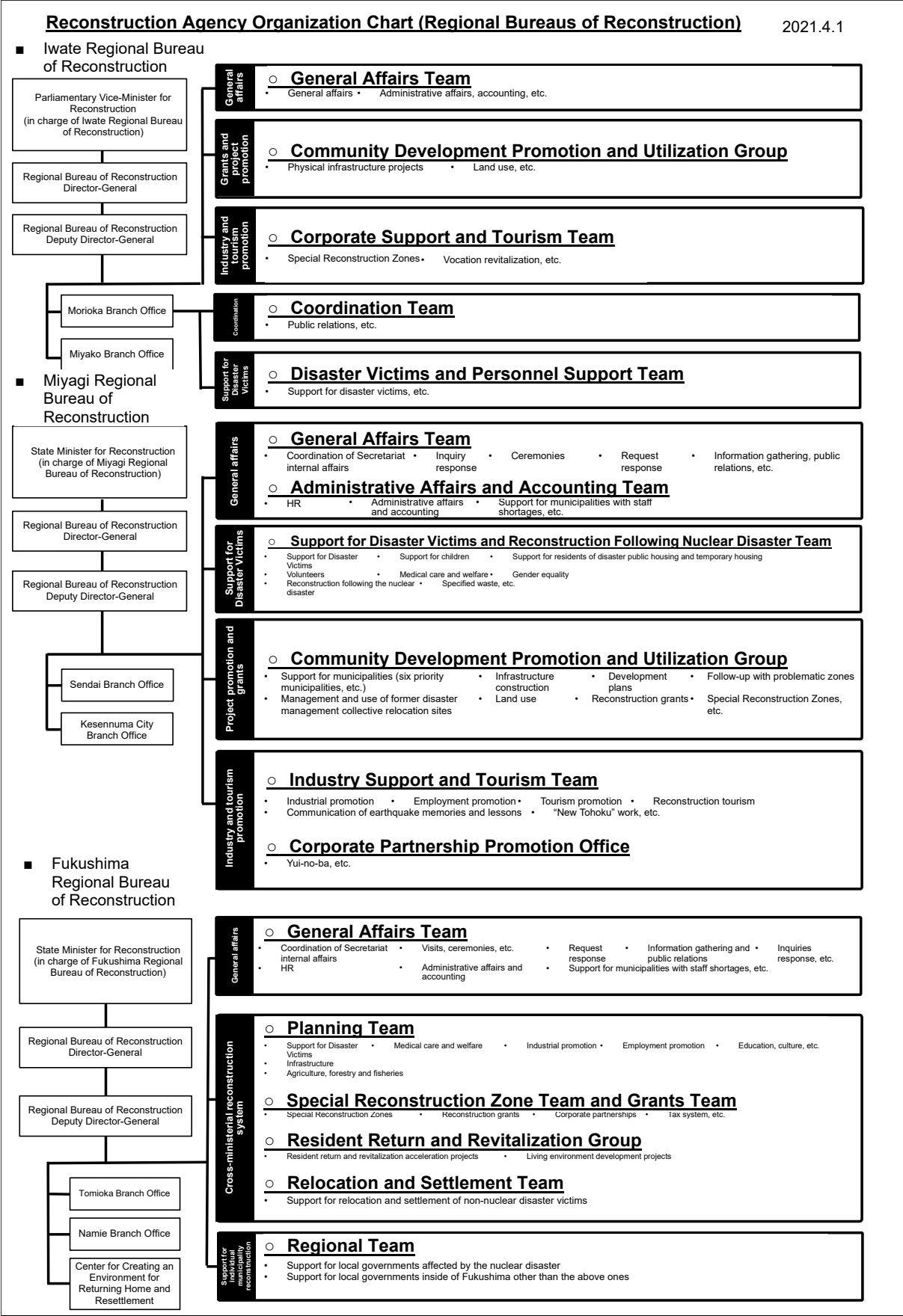


Figure 2-2-30 Organization when the life of the Reconstruction Agency was extended (Regional Bureau of Reconstruction organizational chart as of April 1, 2021)



The physical location of Regional Bureaus of Reconstruction is as given below.

Figure 2-2-31 List of local organizations after the life of the Reconstruction Agency was extended

	Physical Location
Iwate Regional Bureau of Reconstruction	In the Ozawa Building (Kamaishi City)
Miyako Branch Office	In the Hasegawa Building
Morioka Branch Office	In the Asahi Seimei Morioka Chuo-dori Building
Miyagi Regional Bureau of Reconstruction	In Seshika 117 (Ishinomaki City) * Moved to Sharon Building in May 2021
Kesennuma City Branch Office	In the Kesennuma City Silver Jinzai Center (city facilities)
Sendai Branch Office	In Sendai Daiichi Seimei Tower Building
Fukushima Regional Bureau of Reconstruction	In AXC Building (Fukushima City)
Namie Branch Office	In FFK Hall
Tomioka Branch Office	In the Seiwa Building
Center for Creating an Environment for Returning Home and Resettlement	Tomioka Town Office

(5) Reconstruction Promotion Council

1) Purpose

The Reconstruction Promotion Council was established in the Reconstruction Agency at the same time that the Reconstruction Agency was established in accordance with Article 13 of the Act for Establishment of the Reconstruction Agency. With regard to the Reconstruction Agency, the Reconstruction Headquarters, which was a ministerial-level consultative organization, will be abolished and the Reconstruction Agency, which is a stand-alone organization, will be established to transition to a system for swift implementation of reconstruction, but a ministerial-level council will be established to effectively and efficiently carry out integrated coordination and promotion of reconstruction.

The council is responsible for “promoting the implementation of measures for reconstruction” and “coordinating necessary measures for reconstruction among relevant organizations.”

2) Composition

The council consists of the following staff in line with Article 14, item 1 through item 4 of the Act for Establishment of the Reconstruction Agency

- Chairperson: Assigned to Prime Minister
- Deputy Chairperson: Assigned to Minister for Reconstruction
- Members: all ministers of state other than Chair and Deputy Chair
Of Deputy Chief Cabinet Secretaries, State Minister for Reconstruction or state ministers of a related ministry or agency, Parliamentary Vice-Minister for Reconstruction or parliamentary vice-ministers of a related ministry, heads of related administrative agencies other than state ministers, those appointed by the Prime Minister

Among the above members appointed by the Prime Minister, the Deputy Chief Cabinet Secretary, State Minister for Reconstruction, Parliamentary Vice-Minister for Reconstruction, State Minister of Economy, Trade and Industry, and Parliamentary Vice-Minister for Foreign Affairs were appointed during the 1st–4th meeting, and the other three above and State Minister for Reconstruction and State Minister for the Environment were appointed in the 5th or subsequent meetings.

In accordance with paragraphs 5 to 7 of the same Article, the Council shall have a Director who shall be appointed by the Prime Minister from among the officials of relevant administrative organs, and shall assist the chairperson, deputy chairperson, and members with affairs under the jurisdiction of the council.

3) Operation and achievements

Pursuant to Article 14, paragraph 8 of the Act for Establishment of the Reconstruction Agency, matters necessary for the organization and operation of the council are specified by Reconstruction Promotion Council ordinance. The ordinance stipulates that the chairperson shall consult with the Council on matters necessary for the operation of the Reconstruction Promotion Council, in addition to the chairperson presiding over the affairs of the council, the deputy chairperson’s proxy duties, and the Reconstruction Agency Director General handling general affairs.

Pursuant to Article 4 of the ordinance, the “Operating Guidelines for the Reconstruction Promotion Council” (decided by the Reconstruction Promotion Council Chairperson on February 14, 2012) were established after consultation with the First Reconstruction Promotion Council. The guidelines stipulate the convening of meetings by the chairperson, the attendance of relevant persons, the publication of the contents of deliberations, and the publication of the summary and minutes of the meeting.

From when it was established on February 10, 2012, the council met a total of 37 times through March 22, 2023, and decided on the following matters.

- Establishment of the Nuclear Disaster Reconstruction Promotion Team (October 16, 2012)
- Basic approach toward future reconstruction-related budget (November 27, 2012)
- Scale and financial source for future recovery and reconstruction projects (January 29, 2013)
- Recovery and reconstruction in FY 2016 and after (June 24, 2015)

- Basic approach to handling difficult-to-return zone (August 31, 2016, cosigned by the Nuclear Emergency Response Headquarters)
- Reconstruction efforts in FY2021 and after (July 17, 2020)
- Development of an international education and research base (December 18, 2020)
- Basic approach toward lifting of evacuation orders with an eye toward return or residence in areas outside Specified Reconstruction and Revitalization Bases Area (SRRBA) (August 31, 2021, *cosigned by Nuclear Emergency Response Headquarters)
- Incorporation of international education and research bases (November 26, 2021)
- Basic concept of the Fukushima Institute for Research, Education and Innovation (F-REI) (March 29, 2022)
- Location of the Fukushima Institute for Research, Education and Innovation (F-REI) (September 16, 2022)
- Holding a meeting of cabinet ministers related to the Fukushima Institute for Research, Education and Innovation (F-REI) (December 27, 2022)

The first meeting of the Reconstruction Promotion Council Executive Committee was held on February 17, 2012. At the beginning of the meeting, Minister for Reconstruction Tatsuo Hirano gave an address, and the Vice Minister for Reconstruction explained the composition and basis of the Executive Committee, reported on the First Reconstruction Promotion Council meeting, and commented on cooperation in the administration of the lump-sum budget appropriation. At the current time, the committee has not met since then.

(6) Reconstruction Promotion Council

1) Purpose

As the functions of the organizations within the Reconstruction Headquarters are to be handed over to the Reconstruction Agency or organizations within the Reconstruction Agency pursuant to Article 24 of the Basic Act, the Reconstruction Promotion Council, composed of experts, was established in the Reconstruction Agency under Article 15 of the Act for Establishment of the Reconstruction Agency as a successor to the Reconstruction Design Council in Response to the Great East Japan Earthquake.

The affairs under its jurisdiction are “investigating and deliberating on the implementation status of reconstruction measures” and “study and deliberation on important issues related to reconstruction (when the Prime Minister seeks consultation).” In regard to this point, the Reconstruction Design Council in Response to the Great East Japan Earthquake specified the affairs under its jurisdiction in the order of “important matters related to reconstruction” and “implementation status of measures,” but on June 25, 2011, the council submitted a proposal to the Prime Minister on “proposals for reconstruction,” and since then, it was thought that greater emphasis should be placed on “status of implementation measures,” and the order of the provisions was changed.

2) Composition

Pursuant to Article 16, paragraphs 1 and 2 of the Act for Establishment of the Reconstruction Agency, the committee is composed of a chairperson and no more than 14 members (15 members in total), and the Prime Minister appoints members from among the heads of relevant local public entities and persons with excellent insight.

As of February 10, 2012, when the committee was first established, nine members were appointed, including Chairperson Makoto Iokibe (Reconstruction Design Council Chairperson), Deputy Chairperson Takashi Mikuriya (Deputy Chairperson of the council), member Jun Iio (Chairperson of the committee’s Study Subcommittee), and the governors of Iwate Prefecture, Miyagi Prefecture, and Fukushima Prefecture.

After that, on March 6, 2013, 15 members, including Chairperson Motoshige Ito, were newly appointed, and as of March 6, 2023, 15 members including Chairperson Fumihiko Imamura were appointed through the rotation of committee members.

3) Operation and achievements

Pursuant to Article 16, Paragraph 3 of the Act for Establishment of the Reconstruction Agency, matters necessary for the organization and operation of the Committee are stipulated by Reconstruction Promotion Council ordinance.

The ordinance stipulates the term of office of the chairperson and members (2 years, reappointment possible, part-time), the proxy duties of the deputy chairperson, appointment of expert members (appointed by the Prime Minister), subcommittees (established by the committee; subcommittee members and expert subcommittee members are appointed by the chairperson), proceedings (quorum: majority of the members are present), handling of general affairs by the Reconstruction Agency Director General, procedures for decisions and other matters necessary for the operation of the committee shall be determined by the chairperson in consultation with the committee.

Pursuant to Article 8 of the ordinance, after consultations during the first Reconstruction Promotion Council meeting, the “Reconstruction Promotion Council Operating Guidelines” (decided by the Reconstruction Promotion Council chairman on March 19, 2012) were established, providing for the convening of meetings by the chairperson, the attendance of relevant persons, the publication of the contents of the deliberations, etc. (in principle, the committee does not), and the publication of the minutes.

On June 8, 2018, the guidelines were revised to add provisions concerning the publication of the summary of proceedings, and on June 11, 2021, the guidelines were revised again to make the committee generally public. Since its establishment on February 10, 2012, the committee has met a total of 41 times as at February 27, 2023.

Figure 2-2-32 Background for holding Reconstruction Promotion Council

Date	Meeting number	Main agenda items	Committee members
2012			
March 19	1st*	How to proceed with future deliberations Reconstruction issues (reports from the government and each prefecture)	1st period
June 5	2nd*	Current state of and issues related to recovery and reconstruction	1st period
August 1	3rd*	Discussion on compiling an interim report	1st period
September 14	4th*	Discussion on draft interim report	1st period
November 9	5th	Report from prefectures, ministries, and agencies on the state of reconstruction efforts	1st period
December 14	6th	Report from outside experts Report on the state of reconstruction efforts following nuclear disaster	1st period
2013			
February 6	7th	Draft report on FY2012 deliberations	1st period
March 26	8th*	Efforts to create “New Tohoku”	2nd period
April 25	9th	“A society that protects happy, healthy children” Common issues to create “new Tohoku”	2nd period
May 16	10th	Interviews in three prefectures Vibrant super-aging society through “elderly standards” Society that utilizes local resources	2nd period
May 28	11th	“Sustainable energy society” Advanced society with resilient infrastructure	2nd period
June 5	12th*	Interim summary	2nd period
September 25	13th	Path toward a “New Tohoku” / Diet report (draft)	2nd period
2014			
January 27	14th	Current state and efforts related to reconstruction / “New Tohoku”	2nd period
April 18	15th	Creating a new Tohoku (proposal)	2nd period

Date	Meeting number	Main agenda items	Committee members
June 26	16th	Efforts to create “New Tohoku” Industrial reconstruction efforts (report)	2nd period
November 13	17th	Efforts to create “New Tohoku” Efforts for industrial reconstruction / Diet report (draft)	2nd period
2015			
May 26	18th	Reconstruction projects in FY2016 and beyond Efforts to create “New Tohoku”	3rd period
November 11	19th	Accelerating reconstruction / Diet report (draft)	3rd period
2016			
January 19	20th	Basic Guidelines for Reconstruction During “Reconstruction / Revitalization Period” (tentative name) (draft) Reconstructing Tohoku tourism and disseminating information on the 5th Anniversary of the Earthquake	3rd period
March 4	21st	Basic Guidelines for Reconstruction During the “Reconstruction / Revitalization Period” (Proposal) Strengthening communication on the 5th anniversary of the earthquake	3rd period
May 27	22nd	State of “New Tohoku” Efforts, etc. Reconstructing Tohoku tourism and disseminating information on the 5th Anniversary of the Earthquake Reports from three prefectures (tourism and information dissemination)	3rd period
November 9	23rd	Diet report (draft) / Reports from 3 prefectures (reconstruction efforts) Field survey by the Reconstruction Promotion Council (report by council members)	3rd period
2017			
June 2	24th	Current state of and issues related to reconstruction / current state of and efforts related to industrial reconstruction Issues and policies for creating a “new Tohoku” / Reports from three prefectures	4th period
November 6	25th	Current state of and issues related to reconstruction / Diet report (draft) Field survey by the Reconstruction Promotion Council (report by council members) Reports from three prefectures National Diet Library’s Great East Japan Earthquake Archive	4th period
2018			
June 8	26th	Operating guidelines (revised) Current state of and issues related to reconstruction / Reports from three prefectures	4th period
November 9	27th	Report on state of reconstruction following Great East Japan Earthquake Field survey by the Reconstruction Promotion Council (report by council members) / Report from 3 prefectures	4th period
2019			
January 21	28th	Review of “Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake During the ‘Reconstruction / Revitalization Period’” (draft outline) / Report from three prefectures Interviews with experts	4th period
February 26	29th	Interviews with experts	4th period

Date	Meeting number	Main agenda items	Committee members
		Basic Guidelines for Reconstruction Following the Great East Japan Earthquake During the “Reconstruction / Revitalization Period” Review of the Policy/Report from three prefectures	
July 3	30th	Interviews with experts Summary of Great East Japan Earthquake reconstruction measures Review of “Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake During the ‘Reconstruction / Revitalization Period’” / Report from three prefectures	5th period
October 23	31st	Report on state of reconstruction following Great East Japan Earthquake Working group report on summary of reconstruction measures following Great East Japan Earthquake / Reports from three prefectures	5th period
November 7	32nd	Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction / Revitalization Period” (draft outline) Interviews with experts / Reports from three prefectures	5th period
December 9	33rd	Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction / Revitalization Period” (draft) Interviews with experts / Reports from three prefectures	5th period
2020			
June 11	34th	Future reconstruction efforts <ul style="list-style-type: none"> Act for Partial Amendments to the Act for Establishment of the Reconstruction Agency, etc. Final Meeting of Expert Committee report on International education and research base in the Fukushima Hamadori District Reconstruction efforts from FY2021 and after Impact of and response to Covid-19 pandemic / Reports from three prefectures	5th period
November 30	35th	Report on state of reconstruction following Great East Japan Earthquake International Education and Research Base in the Fukushima Hamadori District Reports from three prefectures Field survey by the Reconstruction Promotion Council (report by council members)	5th period
2021			
March 1	36th	Draft amendments to Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake after the “Reconstruction / Revitalization Period” Reports from three prefectures	5th period
June 11	37th	Revisions to Reconstruction Promotion Council operating guidelines Current state of and issues related to reconstruction Reports from three prefectures	6th period
2022			
November 18	38th	International Education and Research Base in the Fukushima Hamadori District	6th period
		Report on state of reconstruction following Great East Japan Earthquake	

Date	Meeting number	Main agenda items	Committee members
		Field survey by the Reconstruction Promotion Council (report by council members) Reports from three prefectures	
June 6	39th	Fukushima Institute for Research, Education and Innovation (F-REI) Reports from three prefectures	6th period
November 21	40th	Report on state of reconstruction following Great East Japan Earthquake Field survey by the Reconstruction Promotion Council (report by council members) Reports from three prefectures System for examining opinions regarding interim-term targets for the Fukushima Institute for Research, Education and Innovation (F-REI)	6th period
2023			
February 27	41st	Interim term targets for Fukushima Institute for Research, Education and Innovation (F-REI) (proposal) Reports from three prefectures	6th period

Note: Meetings that the Prime Minister attended are marked with a *

Figure 2-1-33 Site inspection by committee members

Year	When and where visited					
2012	April 27	Fukushima Pref.	May 15	Miyagi Pref.	May 16	Iwate Pref.
	October 27–28	Miyagi Pref.	November 13–15	Fukushima Pref.	November 27–29	Iwate Pref.
	December 4–6	Iwate Pref. Miyagi Pref.				
2013	April 13	Fukushima Pref.	May 25	Miyagi Pref.	June 1–2	Iwate Pref.
2014	September 3	Miyagi Pref.	September 30–October 1	Iwate Pref.	October 28	Fukushima Pref.
2015	August 19	Fukushima Pref.	August 24–25	Iwate Pref.	October 14	Miyagi Pref.
2016	September 7	Fukushima Pref.	October 5	Miyagi Pref.	October 19	Iwate Pref.
2017	September 28	Miyagi Pref.	October 4	Fukushima Pref.	October 11	Iwate Pref.
2018	September 11	Miyagi Pref.	September 19–20	Iwate Pref.	October 1	Fukushima Pref.
2019	October 4	Fukushima Pref.	* In addition, the Working Group on Summarization of Great East Japan Earthquake Reconstruction Measures (Summarization WG) made the following visits. Fukushima Prefecture (August 2), Iwate Prefecture (August 9), Miyagi Prefecture (August 29)			
2020	September 9	Fukushima Pref.	October 2	Iwate Pref.	October 14	Miyagi Pref.
2021	October 8	Iwate Pref.	October 15	Miyagi Pref.	October 25	Fukushima Pref.
2022	September 12	Fukushima Pref.	October 12	Iwate Pref.	October 24	Miyagi Pref.

< Working Group to Summarize Reconstruction Measures Following the Great East Japan Earthquake (hereinafter referred to as the “Summarization WG”) >

There is little time left in the original reconstruction period of 10 years (the end of the Reconstruction / Revitalization Period at the end of FY2020) because more than eight and a half years have passed since the Great East Japan Earthquake, and in March 2019, the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the “Reconstruction / Revitalization Period” were revised to indicate that “it is necessary to

appropriately review reconstruction measures related to ‘issues that must be addressed during the Reconstruction / Revitalization Period’ and then consider future measures.”

In response, at the Reconstruction Promotion Council meeting held on July 3, 2019, it was decided to establish the Working Group to Review Reconstruction Measures Following the Great East Japan Earthquake under the committee. The committee was composed of seven experts, three members of the Reconstruction Promotion Council (Sawako Shirahase, Keiko Tamura, Jun Matsumoto) and two outside experts (Michio Ubaura and Retsu Fujisawa), with Reconstruction Promotion Committee Deputy Chairperson Reiko Akiike (Senior Partner and Managing Director, Boston Consulting Group) serving as committee chair, and Hiroya Masuda, visiting professor at the University of Tokyo's Graduate School of Public Policy, serving as deputy chairperson. Matters related to the operation of the Summarization WG are set by the chairperson, and the operating guidelines were decided at the first meeting held on July 19, 2019.⁷⁵

The Review WG ascertained the state of progress of reconstruction measures to date and reassess those reconstruction measures, including verifying their effectiveness. During the approximately three months from July 22 to October 16, 2019, the working group met a total of five meetings, compiled a report on October 23, and submitted the report to the committee (see also Chapter 1, Section 2, 4. (4) for details of how this WG meetings were held.).

In addition, members visited sites to contribute to WG deliberations.

(Fukushima Prefecture on August 2, 2019, Iwate Prefecture on August 9, and Miyagi Prefecture on August 29)

The Summarization Working Group covers the government's “reconstruction measures,” not matters related to the government's “organization.” Furthermore, since the premise is to prevent nuclear power plant accidents from occurring in the future, it was decided that the Review WG would examine lessons for future efforts concerning the accident at TEPCO’s Fukushima Daiichi nuclear power station accident and lessons for large-scale disasters in general, but not lessons for future nuclear disasters.

⁷⁵ Working Group to Review Reconstruction Measures Following the Great East Japan Earthquake Operating Guidelines were set by the working group chairperson on July 19, 2019.

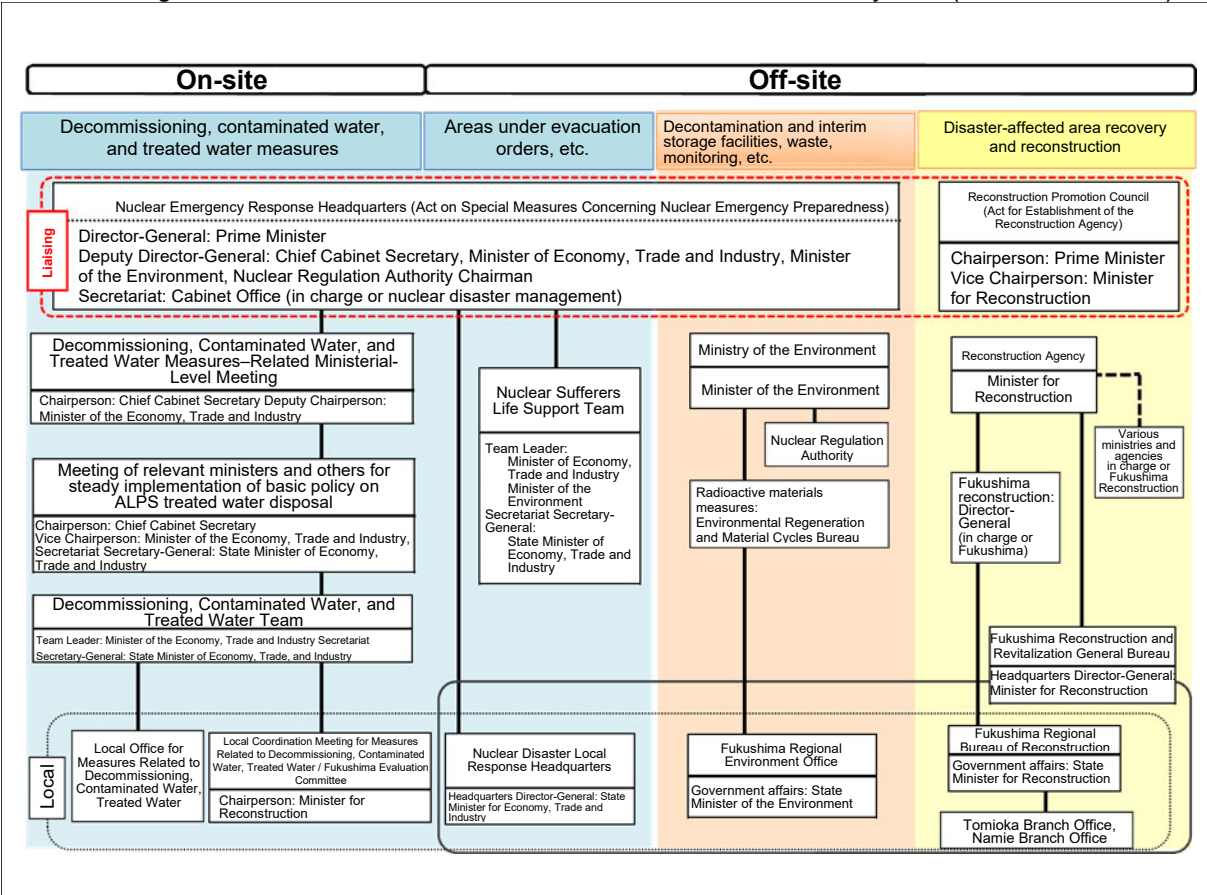
4. Strengthening the Fukushima Response System

(1) Government Fukushima Reconstruction System

As described in 1. of this section, a system centered on the Nuclear Emergency Response Headquarters was initially established to deal with the nuclear power plant accident, and because medium- to long-term effects of the accident continue, including issues such as decommissioning reactors, treated water, and the continuing need for a large number of residents to evacuate, the government has united to build a system to promote efforts for the reconstruction and revitalization of Fukushima in order to address this situation.

The overall current government system for the reconstruction of Fukushima is shown below.

Figure 2-2-34 Government’s Fukushima reconstruction system (as of March 2023)



< Onsite >

Specifically, with regard to “on-site” issues related to the premises of nuclear power plants, the Decommissioning and Contaminated Water Response Team, which was established under the Nuclear Emergency Response Headquarters,⁷⁶ is taking the lead in dealing with decommissioning the TEPCO Fukushima Daiichi Nuclear Power Station and handling contaminated water and treated water from the Fukushima Daiichi NPS under the Council of Ministers and Others Related to Decommissioning and Contaminated Water Measures (decided by the Nuclear Emergency Response Headquarters on September 3, 2013), which is chaired by the Chief Cabinet Secretary.^{77 78 79}

⁷⁶ The name was changed to Decommissioning, Contaminated Water, and Treated Water Measures-Related Ministerial-Level Meeting on April 13, 2021.

⁷⁷ The name of the team was changed to Decommissioning, Contaminated Water, and Treated Water Team on April 13, 2021.

⁷⁸ 2020 White Paper on Nuclear Energy Chapter 1
<http://www.aec.go.jp/jicst/NC/about/hakusho/hakusho2021/1-1.htm> (browsed July 26, 2023)

⁷⁹ Ministry of Economy, Trade and Industry website, Efforts for Decommissioning
<https://www.meti.go.jp/earthquake/nuclear/decommissioning.html> (browsed July 26, 2023)

The Decommissioning and Contaminated Water Response Team is headed by the Minister of Economy, Trade and Industry based on “Strengthening the System for Decommissioning and Contaminated Water Response at the Fukushima Daiichi Nuclear Power Station, Tokyo Electric Power Company” (decided by the Nuclear Emergency Response Headquarters, Director General on September 10, 2013) and consists of state ministers from relevant ministries and agencies and others. The secretariat is physically located in the Ministry of Economy, Trade and Industry Building.⁸⁰

< Offsite >

There are three main types of “off-site” issues related to outside the nuclear power plant: areas under evacuation orders, decontamination, and recovery/reconstruction.

With regard to areas under evacuation orders, the Nuclear Sufferers Life Support Team (see 1. (1) 3 b. a) above) was established under the Nuclear Emergency Response Headquarters, and the Ministry of Economy, Trade and Industry plays a central role in efforts to lift the evacuation order for difficult-to-return zone.

The Ministry of the Environment plays a central role in the decontamination of soil and waste materials contaminated with radioactive materials, and the maintenance, management, and operation of an interim storage facility for the safe and centralized management and storage of soil and waste generated during decontamination.

The Reconstruction Agency and relevant ministries and agencies are taking the lead in supporting the early return of residents, restoring public infrastructure in areas under evacuation orders, and implementing measures for long-term evacuees as part of recovery and reconstruction efforts, utilizing the framework of the Act on Special Measures for the Reconstruction and Revitalization of Fukushima.

As described later, the Local Response Headquarters of the Nuclear Emergency Response Headquarters, the local office for decommissioning, contaminated water, and treated water, the Reconstruction Agency’s Fukushima Bureau of Reconstruction, and the Ministry of the Environment’s Fukushima Regional Environment Office are cooperating on the response to the disaster.

(2) Fukushima Reconstruction and Revitalization General Bureau

1) Background and Purpose

At the fifth meeting of the Reconstruction Promotion Council held on January 10, 2013, Prime Minister Abe gave the following two instructions: (1) “In order for the Reconstruction Agency to demonstrate its true value as a control tower, we will carefully examine its organization and initiatives, and conduct a thorough review based on the Genba-oriented approach (bottom-up approach). In particular, in order to overcome the current situation in Fukushima, where reconstruction, decontamination, and other work is carried out in a vertically divided manner, a system will be created to mobilize the capabilities of relevant ministries and agencies under the leadership of the Minister for Reconstruction,⁸¹ who is in charge of the revitalization following the Fukushima Nuclear Power Station accident,” and (2) “As for comprehensive planning and promotion of Fukushima reconstruction, a dual headquarters system, that is, a dual headquarters consisting of a Tokyo Headquarters and Fukushima Headquarters, not a Tokyo Headquarters and Fukushima office, so that decision-making, including that by Reconstruction Agency senior officers, can be done locally.”

In response to these orders, Minister for Reconstruction Nemoto presented an overview of the “Fukushima and Tokyo Dual Headquarters System” at the sixth meeting of the Reconstruction Promotion Council held on January 29, 2013. First of all, regarding the Fukushima Headquarters, it was decided that the Fukushima Reconstruction and Revitalization General Bureau (hereinafter referred to as “Reconstruction and Revitalization Headquarters”) will be established in Fukushima; an organization headed by the Minister for Reconstruction to handle local government affairs related to Fukushima reconstruction and revitalization, including decontamination, will be created: and under that, there will be the senior Reconstruction Agency administrative officials, creating a system for integrated operation of local organizations, eliminating vertical divisions, and making local immediate decision-making possible. As for Tokyo Headquarters, the Fukushima Reconstruction and Revitalization Headquarters was established under the direct control of the Minister for Reconstruction to strengthen the central government’s functions related to the reconstruction of Fukushima. To strengthen the system for handling affairs, a new Director General in Charge of Fukushima was added to the Headquarters as of February 1 of the same year, and the Cabinet Office’s Nuclear Sufferers Life Support Team was moved from the Ministry of Economy, Trade and Industry Building to the Reconstruction Agency Building. As a result, issues that could not be resolved by the local Reconstruction and Revitalization Headquarters are dealt with promptly and reliably by the Reconstruction and

⁸⁰ 1st Council of Ministers and Others Related to Decommissioning and Contaminated Water Measures meeting (September 10, 2013) material 2

⁸¹ Since the second Abe Cabinet, the Minister for Reconstruction was placed in charge of overseeing reconstruction after the Fukushima Nuclear Power Station Accident.

Revitalization Headquarters in Tokyo, establishing a system to provide immediate feedback to the field.⁸²

In response to the above, the Reconstruction and Revitalization Headquarters was established on February 1 of the same year in line with “Establishment of the Fukushima Reconstruction and Revitalization General Bureau” (approved by the Prime Minister on February 1, 2013), and on the following day, the Minister for Reconstruction launched and opened the Reconstruction and Revitalization Headquarters. The establishment of the Reconstruction and Revitalization General Bureaus enabled local cooperation on cross-ministerial issues, and the Fukushima Headquarters for Fukushima Reconstruction and Revitalization Secretariat Secretary-General and other top officials worked in the Reconstruction and Revitalization Headquarters to thoroughly implement the Genba-oriented approach (bottom-up approach) through local meetings and visits.⁸³

On the same day, the headquarters was established based on the “Establishing Fukushima Reconstruction and Revitalization Headquarters” (decided by the Minister of Reconstruction on February 1, 2013), and Director General-level officers of relevant ministries and agencies were designated as members.

The staffing system for the Reconstruction Agency and Fukushima Bureau of Reconstruction were strengthened as noted in 3. of this section.

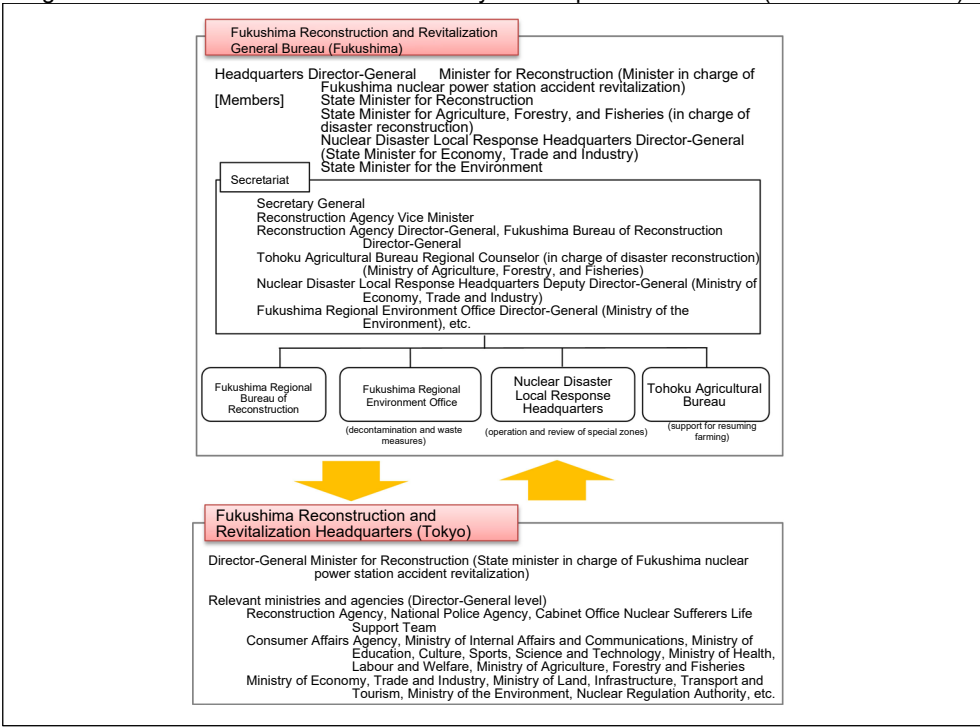
2) Composition of the Fukushima Reconstruction and Revitalization General Bureau

The Reconstruction and Revitalization Headquarters is headed by the Minister for Reconstruction (State Minister in charge of the Fukushima Nuclear Power Station Accident Recovery) and is composed of the State Minister for Reconstruction, Nuclear Emergency Local Response Headquarters Director (State Minister of Economy, Trade and Industry), and State Minister for the Environment.

The Secretariat is under the Reconstruction and Revitalization Headquarters, and its members include the Fukushima Headquarters for Fukushima Reconstruction and Revitalization Secretary-General (until then, a person with experience as Reconstruction Agency Vice Minister served in that position), Reconstruction Agency Vice Minister, Reconstruction Agency Director General, Fukushima Bureau of Reconstruction Director-General, and Nuclear Emergency Local Response Headquarters Vice Director-General, and the Fukushima Regional Environment Office Director General, etc.

In light of the growing importance of efforts to resume farming in disaster-affected areas as the lifting of the evacuation order for specified reconstruction and revitalization bases area (SRRBA) is imminent, the State Minister for Agriculture, Forestry and Fisheries was added to the headquarters, and the Tohoku Regional Agricultural Administration Bureau Counselor (in charge of reconstruction from disasters) was added to the Secretariat from March 2022.

Figure 2-2-35 Dual Fukushima and Tokyo Headquarters structure (as of March 2023)



⁸² Minister for Reconstruction Nemoto’s comments at and explanatory material for sixth Reconstruction Promotion Council meeting.

⁸³ With regard to the significance and impact of such a system, at the House of Representatives’ Special Committee on Reconstruction after the Great East Japan Earthquake (No. 5) (183th Diet), on May 10, 2013, Minister for Reconstruction Nemoto explained that the Reconstruction Agency takes the lead in bundling of measures on themes that cut across multiple ministries and agencies, and that decisions that can be made locally will promptly be made locally.

3) Fukushima Reconstruction and Revitalization General Bureau operations and achievements

It was decided that the Reconstruction and Revitalization Headquarters, which was established because of this background and for this purpose, would established cooperation among relevant local offices in order to address various issues for the reconstruction and revitalization of Fukushima, such as decontamination in preparation for the lifting of evacuation orders and improvement of the living environment after the lifting of the evacuation order.

Specifically, the Reconstruction and Revitalization Headquarters Secretariat holds the Fukushima Headquarters for Fukushima Reconstruction and Revitalization Secretariat meeting, which is attended by the heads of the three local offices, every Tuesday to exchange information and organize issues.

In addition, meetings of Fukushima Reconstruction and Revitalization General Bureau Executive Committee are regularly held as listed below, and at these meetings, members of the Reconstruction and Revitalization Headquarters and Secretariat senior officials share information on local conditions as follows.

Figure 2-2-36 Fukushima Reconstruction and Revitalization General Bureau Executive Committee meetings

1st	February 2, 2013
2nd	March 14, 2013
3rd	September 18, 2014
4th	February 1, 2015
5th	December 3, 2015
6th	September 1, 2016
7th	June 3, 2017
8th	October 26, 2018
9th	October 30, 2019
10th	October 21, 2020 *held online
11th	December 2, 2021 * held online
12th	March 6, 2023 * held online

4) Fukushima Reconstruction and Revitalization Headquarters

The Fukushima Reconstruction and Revitalization Headquarters, established as the Tokyo headquarters, is headed by the Minister for Reconstruction (the Minister in Charge of Reconstruction at the Fukushima Nuclear Power Station Accident), and members include the Reconstruction Agency Vice Minister and director-general-level officials from the Reconstruction Agency, Cabinet Office's Nuclear Sufferers Life Support Team, National Police Agency, the Consumer Affairs Agency, Ministry of Internal Affairs and Communications, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, Ministry of Economy, Trade and Industry, Ministry of Land, Infrastructure, Transport and Tourism, Ministry of the Environment, and Secretariat of the Nuclear Regulation Authority.

A meeting was held on February 15, 2013 to discuss future measures.⁸⁴

⁸⁴ https://www.reconstruction.go.jp/topics/post_156.html (browsed July 26, 2023)

5. Reconstruction Agency's role played in reconstruction policies, etc.

(1) Reconstruction Agency's role played in and concrete operations related to reconstruction policies

During reconstruction following the Great East Japan Earthquake, the Reconstruction Agency was responsible for planning, drafting, and overall coordination of the government's reconstruction measures, including the formulation of basic reconstruction policies, which are Cabinet support affairs under organizational laws. On the other hand, in terms of management affairs, the agency conducted overall management of the total reconstruction process by providing guidance for and controlling each ministry's reconstruction-related affairs and served as the control tower for such operations as the integrated acceptance of requests from disaster-affected areas, consultation and advising for disaster-affected areas (one-stop window), lump-sum appropriation and allocation of reconstruction budget, and Act on Special Reconstruction Zones in Response to the Great East Japan Earthquakes implementation affairs as well as possessing the authority to implement individual measures.

The policy areas in which the Reconstruction Agency exerts its comprehensive coordination function covered almost all aspects of reconstruction, from support for disaster victims to the reconstruction of homes and cities, revitalization of industries and livelihoods, recovery from the nuclear disaster, and cooperation and succession. In addition, the agency has particularly demonstrated its authority to implement measures in policy areas where no ministry had clear jurisdiction in the past, even for major issues related to reconstruction, such as rebuilding the livelihoods of disaster victims and creating communities.

The specific roles played by the Reconstruction Agency and Regional Bureaus of Reconstruction between the concentrated reconstruction period and phase 1 revitalization period were generally as follows.

① Formulating government-wide basic policy for reconstruction and compiling information on progress

In addition to drafting the basic guideline for reconstruction, which sets the medium- and long-term orientation of reconstruction measures throughout the government, the Reconstruction Agency and Regional Bureaus of Reconstruction deliberated on and authorized such matters as the reconstruction framework at various venues, including Reconstruction Promotion Council and the Reconstruction Promotion Committee meetings, while coordinating with ministries and agencies. This made it possible for the Reconstruction Agency and Regional Bureaus of Reconstruction to drive reconstruction policies of the various ministries and agencies as a control tower and promoter of the government's reconstruction policy, and to ensure overall consistency and secure necessary financial resources over the medium to long term. These also served as guidelines for creating reconstruction plans by prefectures and municipalities.

In addition, the Reconstruction Agency and Reconstruction Bureaus of Reconstruction collected information from each ministry and agency on the various indicators and implementation status of measures related to reconstruction and compiled the information for the overall government into Diet reports and other material. This made it possible to prioritize measures and disseminate and publicize information on conditions in disaster-affected areas and reconstruction through reconstruction project process management and visualization of lagging areas and projects.

② Serving as single point of contact for requests and consultation, etc.

As the government's integrated point of contact for local governments in disaster-affected areas, the Reconstruction Agency and Regional Bureaus of Reconstruction meticulously ascertained the needs and issues of disaster-affected areas from various requests and daily consultations by exchanging opinions with Regional Bureaus of Reconstruction in each prefecture, Minister for Reconstruction, and other parties. The Reconstruction Agency and Regional Bureaus of Reconstruction also facilitated the sharing of information on the needs of disaster-affected areas within the government and promoted prompt responses by coordinating with relevant ministries and agencies when necessary and compiling the government's policy.

In addition, the Reconstruction Agency pressed relevant ministries and agencies to implement necessary measures, and mediated with ministries and agencies and related organizations that could be utilized by municipalities in disaster-affected areas. In particular, with regard to the reconstruction in Fukushima following the nuclear disaster, the Fukushima Reconstruction and Revitalization General Bureau was established in addition to the Regional Bureau of Reconstruction, creating a system to make decisions and respond in a unified manner through the close sharing of information, eliminating the problem of vertically divided relevant ministries and agencies at the local level.

③ Lump-sum appropriation of reconstruction budget

With regard to the budget implemented directly by the Reconstruction Agency and the budget transferred to each ministry and agency, the Reconstruction Agency and Regional Bureaus of Reconstruction ascertained the amount requested by local governments, compiled the requested amounts, and appropriated them in a lump sum to

Reconstruction Special Account. This made it possible for the Reconstruction Agency and Regional Bureaus of Reconstruction to control budget allocation for overall government reconstruction measures according to the needs of the disaster-affected areas and the policy importance, and to ensure balance among disaster-hit municipalities and fairness.

④ Special Reconstruction Zone System

The Reconstruction Agency has integrated jurisdiction over the Act on Special Reconstruction Zones, and was responsible for drafting and preparing laws and regulations, basic policies, and manuals, and revising them, such as providing explanations to the Cabinet Legislation Bureau and tax authorities, as well as undertaking such work as certification related to reconstruction promotion plans prepared by disaster-hit municipalities to receive regulatory, tax, and financial exemptions, in a centralized manner.

In addition, with regard to the subsidy for interest to support special Reconstruction zone, the Reconstruction Agency directly conducts affairs concerning subsidies, including decisions on up to 112 subsidies a year and the determination of the amount.

The Reconstruction Agency earmarked a budget for the reconstruction grants and received applications for project plans. The Regional Bureaus of Reconstruction, conducted their work based on the Genba-oriented approach (bottom-up approach) and worked to quickly ascertain the need for reconstruction projects by constantly visiting disaster-hit municipalities for “official inquiries.” In addition, local governments often go to the national government to provide explanations when applying for ordinary subsidy projects, but in the case of reconstruction grants, the Reconstruction Agency provided support for the formulation of appropriate reconstruction subsidy project plans by having Reconstruction Agency local officials visit disaster-affected areas and hold hearings on the projects to confirm that the projects are ones that the reconstruction budget should be allocated to, as well as providing examples of costs of projects in other regions, and narrowing down and scrutinizing the project scale.

In this way, the agency implemented the Genba-oriented approach (bottom-up approach) through cooperation between the headquarters and Regional Bureaus of Reconstruction while staying in close contact with disaster-affected areas, which included Regional Bureaus of Reconstruction ascertaining local needs and the headquarters introducing similar cases from other regions. In addition, the Reconstruction Agency made notification of the amount that can be granted, making so-called “budget allotments” and then transferred the budget to the ministry or agency responsible for implementing each project.

⑤ Handling issues in particular fields

○ Support for Disaster Victims

Initially, each ministry and agency was in charge of such work as projects related to routine safeguarding of and consultation for disaster victims, mental care, and child care that received subsidies. The Reconstruction Agency played a role in ascertaining the number of evacuees, the needs of disaster victims, and the state of each ministry’s and agency’s measures. However, in 2013, a task force was established under the Minister for Reconstruction, and each ministry’s and agency’s support system was reorganized, and packages of measures were formulated.

Furthermore, since fiscal 2016, General Grant for Support for Disaster Victims, which the Reconstruction Agency has jurisdiction over, was established by bringing together ministries’ and agencies’ projects that received grants with the newly established “mental recovery” project to support the efforts of disaster victims to create a sense of purpose in life. For each ministry’s and agency’s projects that received grants, etc., the budget was used by transferring it to the particular ministry or agency, while the Reconstruction Agency directly handled the budget for such projects as “mental recovery” projects. In addition, the Regional Bureaus of Reconstruction acted as a point of contact to assist disaster-hit municipalities formulate necessary plans to apply for grants. This lessened the burden of disaster-hit local governments having to apply individually to each ministry and agency, and enabled the Reconstruction Agency to provide support for efforts in areas that were not under the clear jurisdiction of a particular ministry and agency, such as community building and creating purpose in life for the disaster victims.

○ Housing reconstruction and community building

With regard to housing reconstruction and community building, municipalities took the lead in formulating plans and preparing land for housing reconstruction. In order to reduce the burden on disaster-hit local governments, ministries and agencies implemented necessary improvements to the project system, provided financial support for disaster recovery projects, and implemented projects based on the agency system.

In addition to providing assistance through reconstruction grants, the Reconstruction Agency regularly prepared and published a “Housing Reconstruction Roadmap” with the cooperation of affected municipalities and other relevant organizations in order to provide disaster victims with timely and appropriate information on the

progress and completion schedule of housing and land for housing so that they could gain a sense of when their lives will return to normal. In addition, in order to break through various bottlenecks in reconstruction projects, a task force composed of relevant ministries and agencies was established under the Minister for Reconstruction, and met five times to compile measures to accelerate work based on proposals from relevant ministries and agencies.

Furthermore, staff from relevant ministries and agencies, primarily staff from the Reconstruction Agency, visited municipalities that had not fully taken advantage of these acceleration measures, and supported the resolution of specific individual cases, such as the parallel city planning decisions and city planning project approval based on the Act on Special Reconstruction Zones in Response to the Great East Japan Earthquakes.

For unused land or vacant plots in land under development as reconstruction progressed, the Reconstruction Agency supports disaster-hit local governments by developing land utilization model surveys based on efforts and know-how through public-private partnerships and conducting hands-on, one-stop land utilization promotion projects in which Reconstruction Agency staff members conducted detailed dialogues and provided support.

○ Revitalization of Industries and Livelihoods

With regard to revitalization of industries and livelihoods, there are financial support systems such as group subsidies, location subsidies, and various subsidies for agriculture, forestry, and fisheries, which are granted to businesses. Basically, each ministry and agency has been in charge of the systems and provide related financial support.

In addition to coordinating and supervising the implementation of measures by each ministry and agency, the Reconstruction Agency established a task force composed of relevant ministries and agencies under the Minister for Reconstruction, ascertained the current situation and issues in disaster-affected areas, and examined promoting industrial reconstruction in disaster-affected areas, as well as providing the Strategy for Creating Industrial Reconstruction in the Areas Affected by the Great East Japan Earthquake.

Furthermore, the Reconstruction Agency, which has jurisdiction over the Corporation for Revitalizing Earthquake-Affected Business, supported the rehabilitation of businesses by purchasing the debt of business suffering from the so-called dual debt problem. Programs such as internships and research projects were also implemented to help companies in disaster-affected areas secure human resources, solve management issues, and create new projects. In addition, as non-physical support, the Reconstruction Agency collaborated with Regional Bureaus of Reconstruction to conduct “Yui-no-ba” (a place of unity) matching, which matches enterprises in disaster-affected areas with support companies, such as large companies, as well as hands-on support in which agency staff, mainly those seconded from private companies, help solve issues in cooperation with experts and Chambers of Commerce and Industry.

○ Reconstruction following the nuclear disaster

Regarding the reconstruction and revitalization of Fukushima following the nuclear disaster, there are three types of work related to so-called “off-site” area issues: work related to areas under evacuation orders, work related to decontamination, and work related to recovery and reconstruction of disaster-affected areas. Of those, the Reconstruction Agency is in charge of overall coordination of the various ministries’ and agencies’ reconstruction measures related to disaster-affected area recovery and reconstruction with the Minister for Reconstruction, who also serves as the Minister of State for the Reconstruction of the Fukushima Nuclear Power Station Accident, serving as the control tower. For example, the Expert Committee on the Future Vision of 12 Municipalities compiled recommendations to show what the region will look like thirty or forty years from now, and the agency is responsible for promoting this work by formulating the response policy for the overall government and coordinating measures implemented by the various ministries and agencies, which included establishing a taskforce under the Minister for Reconstruction on countermeasures to the damage caused by harmful rumors.

The Ministry of Economy, Trade and Industry plays a leading role regarding on-site issues such as decommissioning, contaminated water and treated water, under the Nuclear Emergency Response Headquarters. Of off-site issues, the Nuclear Sufferers Life Support Team, which was established under the Nuclear Emergency Response Headquarters, and Ministry of Economy, Trade and Industry is taking the lead in measures related to areas under evacuation orders, and the Ministry of the Environment is taking the lead in dealing with decontamination work.

For systems and subsidy programs that it directly oversees, the Reconstruction Agency approves plans based on the Fukushima Special Measures Law, makes notification of the amount of Fukushima Revitalization Acceleration Grants, as well as allot budgets. The framework of the Fukushima Special Measures Law and Fukushima Revitalization Acceleration Grants are used to promote the early return of residents, the restoration of public infrastructure in areas under evacuation orders, and the promotion of relocation and settlement of residents,

and the Reconstruction Agency has direct control over the provision of information and publicity that contributes to communicating the appeal of Fukushima and dispelling the damage caused by harmful rumors. In addition, the Reconstruction Agency formulates basic policies and coordinates measures based on the Act on Support for Children and Disaster Victims, as well as promoting exchanges among evacuees living outside the prefecture through livelihood reconstruction bases throughout Japan.

- Collaboration with NPOs and private companies, and complementing the administrative functions of local governments

With regard to the activities of NPOs, the Reconstruction Agency promoted volunteer activities by calling for participation in volunteer activities, and strengthened cooperation between administrative organs and NPOs by sharing information with related parties such as intermediary organizations, including Collaborative Reconstruction Centers established in the three prefectures. In addition, as part of the “New Tohoku” initiatives, the Reconstruction Agency provided hands-on support, including holding conferences to share information and strengthen cooperation related to efforts being undertaken by various entities such as private companies and NPOs that engage in new businesses and new community activities in disaster-affected areas and having its staff members and experts work together with community development organizations and private companies in disaster-affected areas to examine business plans and ways to solve problems.

Support staff from other local governments were sent by the Ministry of Internal Affairs and Communications and the National Governors' Association to supplement the administrative functions of disaster-hit municipalities. Support was also provided for partnerships based on agreements among local governments. In addition, the Reconstruction Agency dispatched newly hired Reconstruction Agency staff to local governments in disaster-affected areas.

- Passing on the memories of and lessons learned from the earthquake

In order to pass on the memories and lessons of the earthquake, the national government has created an archive of earthquake records, established national memorial and reconstruction parks in the three disaster-hit prefectures, and hosted memorial ceremonies.

The Reconstruction Promotion Council presented a plan to establish one National Memorial and Reconstruction Park in each of the three disaster-hit prefectures, and the Reconstruction Agency provided support for the establishment of legacy facilities, including earthquake historic ruins, and the creation of a magazine that records reconstruction through reconstruction grants. In addition, examples of on-site efforts and lessons learned through reconstruction from the Great East Japan Earthquake were compiled in the “Lessons learned and Know-How Gained.” On the occasion of the 5- and 10-year anniversary of the earthquake, PR activities related to the state of reconstruction and disaster-affected areas were conducted in conjunction with the Tokyo Olympics and international conferences.

(2) Evaluations and issues

Up to now, the Reconstruction Agency provided a system in which the government works as one for reconstruction, swiftly made decisions, and promoted reconstruction by appointing the Minister for Reconstruction to supervise the affairs of the Reconstruction Agency, with the Prime Minister as the chief minister. Specifically, the agency has been in charge of planning, drafting, and providing overall coordination for reconstruction measures, coordinating and supervising the projects of relevant ministries and agencies, collectively requesting and securing budgets for reconstruction projects as well as the agency promoting one-stop response for reconstruction affairs by establishing Regional Bureaus of Reconstruction in Iwate, Miyagi, and Fukushima Prefectures as contact points for local public entities.

During reconstruction from the Great East Japan Earthquake, the government initially envisioned that the Reconstruction Headquarters, a ministerial-level council, and its secretariat would provide overall coordination within the government, taking into account the response to the Great Hanshin-Awaji Earthquake, and that ministries and agencies, which are specialized agencies in their respective fields, would take charge of the actual implementation affairs. However, the Diet demanded an entity with stronger powers, and the Basic Law provided for a policy to establish the Reconstruction Agency. Furthermore, during deliberations on the Act for Establishment of the Reconstruction Agency, affairs concerning such matters as the lump-sum budget appropriation was added to the revised bill, and the Reconstruction Agency was established on February 10, 2012 as an organization under the direct control of the Cabinet for the purpose of conducting affairs concerning reconstruction from the Great East Japan Earthquake in an independent and integrated manner, and for smooth and prompt conduct of such affairs.

The Reconstruction Agency was established under the unusual administrative structure of “reporting directly to the Cabinet,” but the comprehensive coordination of various aspects and the establishment of a one-stop window for local public entities were important for subsequent reconstruction.⁸⁵

The Reconstruction Headquarters was initially more flexible, and some questioned the need to spend time and effort to set up the Reconstruction Agency. However, the following were advantages to establishing the agency.

- Established a unified approach to reconstruction as an independent organization
- Identified issues that fall outside the jurisdiction of the various ministries and agencies and prioritized issues that are peripheral to each ministry or agency
- Executed work with staff who are full-time for a certain period of time, not staff holding concurrent or temporary positions
- Clarified contact information and places to visit for external parties of local public entities in disaster-affected areas
- Reduced the risk of knowledge and materials being lost through the establishment of an independent organization called the Reconstruction Agency

In addition, the following evaluations of the agency have been made: the government played an essential role in coordination as the target and scope of reconstruction measures grew because the unprecedented scale of the disaster caused extensive damage across multiple prefectures, there was also nuclear power plant accident, and areas with social issues such as the declining birthrate and aging population suffered damage;⁸⁶ the national government provided equitable support to local public entities in disaster-affected areas by establishing the Reconstruction Agency and paying attention to the entire disaster-affected area;⁸⁷ it was necessary to establish a coordinating entity so that local public entities could inform the national government of issues that local communities faced and deficiencies in systems;⁸⁸ it was possible to secure the budget and create systems in areas that were outside the jurisdiction of existing ministries and agencies, such as rebuilding the livelihoods of disaster victims and community revitalization.⁸⁹

⁸⁵ 2nd Meeting of the Expert Committee, Members Masuda and Onishi, Municipalities Questionnaire (3rd Meeting of Expert Committee material 1 and reference material 1)

⁸⁶ 4th Meeting of the Expert Committee, Member Tamura

⁸⁷ 2nd Meeting of the Expert Committee, Member Onishi

⁸⁸ 2nd Meeting of the Expert Committee, Member Masuda

⁸⁹ 2nd Meeting of the Expert Committee, Member Fujisawa

Local public entities in disaster-affected areas also appreciated the following: the centralized point-of-contact and cross-ministerial planning and coordination functions of the Reconstruction Agency greatly contributed to the progress of reconstruction;⁹⁰ numerous and diverse reconstruction projects were carried out smoothly and swiftly; more time would likely have been needed without the comprehensive coordination of the Reconstruction Agency; the support of the Reconstruction Agency was essential to make the most of the support menu; and careful advice was provided on the system operation, etc.⁹¹ The quick appearance of national staff in local communities⁹² and the creation of the Reconstruction Agency with a dedicated state minister and control tower and integrated coordination functions⁹³ were reassuring. It was also appreciated that Regional Bureaus of Reconstruction made efforts to quickly ascertain the needs related to reconstruction projects and actual local conditions by constantly visiting local public entities in disaster-affected areas and making local checks of project locations, and that there was time for extensive detailed explanations of not only shared problems of disaster-affected areas but also individual issues for municipalities at venues where the Minister for Reconstruction directly listened to the opinions of local public entities in disaster-affected areas, which contributed to the subsequent realization of requests, etc.⁹⁴

On the other hand, with regard to the Reconstruction Agency, prior to its establishment, the Diet and other entities expressed the opinion that the Reconstruction Agency should have broad authority and be responsible for all aspects, including budgeting, to eliminate the harmful effects of the vertical division of ministries and agencies through strong authority and ability to conduct individual subsidy-financed projects, and even after the agency was established, these opinions continued to the given.⁹⁵ Although Local public entities in disaster-affected areas also pointed out that the Reconstruction Agency and Regional Bureaus of Reconstruction provided meticulous response by coordinating with the ministries and agencies that had authority, local governments in disaster-affected areas pointed out that in some cases, direct coordination with the ministries and agencies was required and that the one-stop function was insufficient, that the Reconstruction Agency did not have individual authority, that disaster-affected areas spent a great deal of time and effort on complicated consultations requested by relevant ministries and agencies, and that the original idea of “reducing the burden on local governments and responding quickly” was sometimes not achieved.⁹⁶ It has also been pointed out that there were things that the central government should have done beyond simply coordinate, as local public entities in disaster-affected areas had no spare capacity.⁹⁷

However, it is ministries and agencies with jurisdiction that have the necessary know-how and networks with private businesses to implement individual subsidy-financed projects, etc., and, in reality, it would be rather inefficient for the Reconstruction Agency to directly implement all reconstruction projects. For this reason, the

⁹⁰ Reconstruction Promotion Council meeting on February 26, 2019 (Miyagi Prefecture)

⁹¹ Municipal Questionnaire (3rd Meeting of the Expert Committee material 1, reference material 1)

⁹² Municipal Questionnaire (3rd Meeting of the Expert Committee material 1, reference material 1)

⁹³ 2nd Meeting of the Expert Committee Fukushima Prefecture

⁹⁴ “Iwate Proposal” (Iwate Prefecture)

⁹⁵ Statement by House of Representatives Member Shintaro Ito at Budget Committee (April 16, 2013): “Actually, for example, when it comes to building evacuation roads for disaster-affected areas, the request is initially made to the Reconstruction Agency, the Minister for Reconstruction, but that is not the end of it. This falls within the Ministry of Land, Infrastructure, Transport and Tourism’s reconstruction framework for social infrastructure development. In short, requests are made twice. Therefore, I believe that the Reconstruction Agency can appropriate the reconstruction budget in a lump sum to avoid the vertical divisions between ministries and agencies. There are specialized ministries and agencies for each measure, but I think the Reconstruction Agency should be able to make decisions on its own (omitted).”

Statement by House of Councillors Member Shuichi Kato at Budget Committee (October 18, 2012): “(Regarding the reconstruction budget including that for other ministries and agencies) the Reconstruction Agency must assess, examine, and coordinate from an overall perspective. (Omitted) It is said that the Reconstruction Agency’s competency is supervision, but what it actually supervises is only what it does. There is no talk about it supervising other ministries and agencies, and it is unable to conduct checks.”

Statement by House of Councillors Member Kaoru Tashiro at Special Committee on Reconstruction after the Great East Japan Earthquake (March 18, 2014): “I think an important role of the Reconstruction Agency is to enable one-stop solutions to the problems of the earthquake, and the question is was that achieved. The second issue is whether it was possible to overcome problems when they arose due to vertical divisions between ministries and agencies as the agency failed to fully coordinate between those entities. Third, I think the role of the Reconstruction Agency is to bridge the gap between disaster-affected areas and central government ministries and agencies, and I wonder if fully being able to do that would accelerate recovery and reconstruction and whether that is the reason that disaster-affected areas do not feel actually recovery and reconstruction. (Omitted)”

Statement by House of Representatives Emi Kaneko at the plenary session of the House of Representatives (May 14, 2020): “Has the Reconstruction Agency fulfilled its role as a control tower during the reconstruction period? Did it meet the needs of disaster-affected areas in a one-stop fashion?”

⁹⁶ Iwate Proposal (Iwate Prefecture), Municipal Questionnaire (3rd Meeting of the Expert Committee material 1, reference material 1)

⁹⁷ 2nd Meeting of the Expert Committee, Member Fujisawa

Reconstruction Agency basically gathered requests from local public entities and connected them to ministries and agencies in charge, and then the ministries and agencies in charge responded to them. For budget execution, the Reconstruction Agency will go so far as to “assign locations” (budget allocation to determine where and what projects will be carried out), but execution will be carried out by the ministries and agencies in charge of the projects.⁹⁸ The Reconstruction Agency tried to maintain consistency from the perspective of overall optimization so that all projects were aligned in the direction.

The Reconstruction Agency is sometimes referred to as the Capital Reconstruction Bureau (Teitofukkoin) following the Great Kanto Earthquake as it was part of the Cabinet and had the authority to implement projects. However, the Capital Reconstruction Bureau was actually abolished less than five months after its establishment, and reconstruction projects were carried out by the Reconstruction Bureau of the Ministry of Home Affairs, Tokyo City, Yokohama City, and others. It has been pointed out that it is impossible for a single administrative agency to carry out a wide range of reconstruction policies, and at a time when government ministries and agencies have been established for different purposes, excessive expectations based on an idealized image of the Capital Reconstruction Bureau may have hampered the Reconstruction Agency’s activities.⁹⁹

In addition, it has been pointed out that although the Reconstruction Agency provided support for and coordinated with municipalities, how the national government proceeded with the reconstruction of the disaster-affected areas was insufficient,¹⁰⁰ and that the government did not clearly spell out what should be done for reconstruction, and that in the event of such a large-scale disaster, it was necessary for the national government, including the Reconstruction Agency, to present a reconstruction vision.¹⁰¹

In addition, the Minister for Reconstruction was sometimes required to exercise his authority to make recommendations to the heads of relevant administrative agencies.¹⁰² However, since the Reconstruction Agency is regarded as an organization one rank above ministries and agencies, and has overall coordination authority, the ministries and agencies have cooperatively responded to reconstruction policies, including the provision of personnel to the Reconstruction Agency (secondment), budget compilation, and tax and local fiscal measures, even without exercising their right to make recommendations. In addition, there was no need to invoke the authority to make recommendations because the appropriate, necessary adjustments were made for such matters as ensuring consistency among measures and appropriately handling various issues.

As for the time when the Reconstruction Agency was established, it took a considerable amount of time to prepare for its establishment, such as preparing the law for its establishment and securing the number of full-time staff and budget because it was newly established administrative agency, and as a result, it took about one year after the disaster to establish the agency. It was pointed out¹⁰³ that this was too late, and similarly it was pointed out that

⁹⁸ Statement by Minister for Reconstruction Nemoto at the House of Representative’s Budget Committee on April 16, 2013: “The Reconstruction Agency responds to requests from the disaster-affected areas as in a one-stop manner, receives all requests from disaster-affected areas, appropriates the budget necessary for reconstruction projects in a lump sum based on these requests, and allocates the budget to each ministry at each juncture at the execution stage. Because it basically accepts requests and appropriates and allocates the budget in an integrated manner, I would like to further strengthen the Reconstruction Agency’s function.” Statement by Prime Minister Abe: “With regard to the budget for disaster-affected areas, the Reconstruction Agency appropriates the whole budget in one lump sum, handles all requests, and then bundles those requests, and executes it at the implementation stage, and because it allocates the budget to each ministry and agency after deciding on actual project details, including where and what projects, this will eliminate the vertical divisions between ministries and agencies. Therefore, Minister Nemoto is able to fully demonstrate the power of his leadership as basically, the Reconstruction Agency and Minister Nemoto receive all such requests, even without petitions from the various ministries and agencies, and then implement the budget.”

⁹⁹ Jun Iio, “Preparing for Massive Disasters that are National Crises—Lesson and Insights from the Great East Japan Earthquake - Comprehensive Disaster Preparedness Guide, Separate Volume”; 3.1 “Reconstruction Headquarters, Basic Act on Reconstruction, and Launch of the Reconstruction Agency” Ggyosei (September 2015)

¹⁰⁰ Municipal Questionnaire (3rd Meeting of the Expert Committee material 1, reference material 1)

¹⁰¹ 2nd Meeting of the Expert Committee, Member Fujisawa

¹⁰² October, 18, 2012 House of Councilor’s Committee on Audit Chairperson Ryo Shuhama stated, “There are various demands in the disaster-affected areas, and some are urgent demands. Ultimately, if it is difficult to use the budget or there is no budget even though there is something based on such a demand (Omitted) Furthermore, there are aspects that are related to another ministry or agency, and aspects that are part of another ministries and agencies, and therefore, I would like the Minister for Reconstruction to respond appropriately and surely by making recommendations to the relevant ministers based on the Law for Establishment of the Reconstruction Agency.”

¹⁰³ “It is necessary to ensure that it never again takes a year after a disaster to establish a “Reconstruction Agency.”; Hyogo Earthquake Memorial 21st Century Research Institute (Makoto Iokibe “Preface Changes in Thoughts on Reconstruction” in “Integrated Examination—Recover from the Great East Japan Earthquake” Iwanami Shoten (February 2021)) In editorials, many pointed out that enacting Act for Establishment of the Reconstruction Agency took time (Yomiuri Shimbun (December 7, 2011), Iwate Nippo (December 8 and 10), Mainichi Shimbun (December 9), etc.).

the Reconstruction Headquarters, the predecessor of the Reconstruction Agency, was established about three months after the disaster. As was discussed before the initial deadline for the establishment of the Reconstruction Agency, there were opinions including whether there should be a permanent organization such as a Disaster Management Agency or Ministry of Disaster Management that has full-time staff consisting of persons with specialized knowledge and experience of disaster management and serves as a control tower for responding to disasters,¹⁰⁴ that there is a need for a permanent organization responsible for prevention and the range of work from initial emergency response to reconstruction and revitalization,¹⁰⁵ and that there is a need for the Reconstruction Agency to perform that function as long as it exists.¹⁰⁶

In light of this, the Act on Reconstruction from Massive Disasters (Act No. 55 of 2013), which was enacted to prepare for future large-scale disasters, stipulates that a Reconstruction Headquarters that is responsible for formulating the Basic Guidelines for Reconstruction and comprehensively coordinating reconstruction measures, can be quickly established by cabinet decision without the need for new legislation. During Diet deliberations on this act, some argued that the establishment of the Reconstruction Agency should be institutionalized; however, while legislation should establish a Reconstruction Headquarters as a generalizable framework; regarding the need for an organization that has as much authority as Reconstruction Agency, that decision should be based on the scale and manner of damage after a disaster.¹⁰⁷

With regard to the response to large-scale disasters in recent years, the relevant ministries and agencies are working together under the direction of the Prime Minister, who is the head of the government's Disaster Management Headquarters, to achieve a swift recovery and rapid reconstruction, and there is likely little need to immediately establish a new organization;¹⁰⁸ however, enhancing and strengthening the disaster management system is an important issue, and the government has decided to ensure a thorough disaster management system through constant review.

¹⁰⁴ 3rd Meeting of the Expert Committee, Chairperson Kawauchimura

¹⁰⁵ 2nd Meeting of the Expert Committee, Member Tamura and others

¹⁰⁶ 2nd Meeting of the Expert Committee, Member Imamura

¹⁰⁷ Statement by Special Committee on Disaster Countermeasures Member Minister of State for Disaster Management Furuya (May 10, 2013): "For reconstruction from the Great Hanshin-Awaji Earthquake and the Great East Japan Earthquake, a reconstruction headquarters was established by enactment of special laws after the disaster. In eastern Japan, after the establishment of the Reconstruction Headquarters, the Act for Establishment of the Reconstruction Agency was enacted, and the Agency took over the duties related to reconstruction. Based on this experience, I have been tasked with institutionalizing a basic framework that can be generalized, such as the establishment of a Reconstruction Headquarters that undertakes various work, including preparing a draft of the government's Basic Guidelines for Reconstruction by Cabinet decision, in the current bill. Furthermore, when promoting reconstruction, we have no choice but to decide whether an organization with stronger authority, like the Reconstruction Agency for the Great East Japan Earthquake, is actually necessary based on the scale of and damage from the disaster when an actual disaster occurs. Therefore, I feel that it is quite difficult to legislate everything in advance amid such uncertain factors."

¹⁰⁸ In the "State of the Government's Crisis Management Organization (Final Report)," (March 2015) it is stated that "at the current stage, it is difficult to immediately see the need to consider reviewing the basic organization structure at the ministerial and agency level, including establishing a unified crises management agency in the government, such as a so-called Japan FEMA, as discussed below." This is the response by Prime Minister Suga at a plenary session of the House of Representatives on January 20, 2021.