

Chapter 4 Support for Disaster Victims

Section 1 Support for Disaster Victims

In the Great East Japan Earthquake, evacuation life was prolonged due to the earthquake, tsunami and the accident at TEPCO Fukushima Daiichi Nuclear Power Station. While more and more people are moving to permanent housing, some are forced to live in shelters for a long period of time. The challenges faced by each disaster victim are diverse.

In order to restore an environment in which such disaster victims can live independently with hope, it is important to be close to them and respond carefully to various issues according to the stage of reconstruction. In particular, it is important to safeguard disaster victims, provide mental and physical care, form communities, and support children.

In the concentrated reconstruction period (until FY 2015), while housing reconstruction, reconstruction community development, and relocation to permanent housing are progressing, some disaster victims are forced to live in long-term evacuation, such as living in temporary housing for a long time, which is unprecedented in past disasters; it became clear that the issues faced by each disaster victim are diversified according to the stage of reconstruction, depending on the environment of the individual.

In the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake From the “Reconstruction / Revitalization Period” (March 2016), it was stated that “Continuous support will be provided in response to the new stage of reconstruction, such as maintaining the physical and mental health of disaster victims who have been evacuated for a long period of time or relocated to permanent housing, forming communities, and the mental recovery of creating purpose in life.” In the First Reconstruction / Revitalization Period from FY 2016, continuous support was provided in response to situations such as prolongation of evacuation life and transition from temporary housing to permanent housing.

The “Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake in and After the Second Reconstruction / Revitalization Period” (March 2021) states that, for earthquake and tsunami disaster-affected areas, “it is necessary to continue to take measures such as community formation in the areas reconstructed at the end of the First Reconstruction / Revitalization Period, mental and physical care for the elderly and other disaster victims who need care due to the effects of the Great East Japan Earthquake, mental recovery to create purpose in life, safeguarding and lifestyle counseling, and assistance for children who lost their parents due to the Great East Japan Earthquake. Therefore, based on past examples of efforts in large-scale disasters, support will be continued according to the progress of projects through the General Subsidy for Support for Disaster Victims. In addition, appropriate support for mental care centers will be examined based on the actual situation of counseling and support at centers and the state of mental health and welfare measures of local governments. Carefully grasp individual circumstances and consider how to support projects that will not be completed in the Second Reconstruction / Revitalization Period according to the progress of the project and respond appropriately.” On the other hand, with regard to the areas affected by the nuclear disaster, “With regard to support for disaster victims such as mental care, we will continue to provide detailed support according to the progress of projects for disaster victims who face individualized and complicated issues due to the protracted life of evacuees. In addition, the government will continue to provide careful support to evacuees living across the country by local governments, including information and consultation necessary for rebuilding their lives.”

In many cases, disaster-affected local governments, which are administrative entities close to residents, are responsible for these efforts to support disaster victims. The Reconstruction Agency provides support through the General Subsidy for Support for Disaster Victims.

With regard to evaluations and issues related to efforts to support disaster victims, various evaluations and issues were pointed out at the Expert Meeting on the Reflection on the Past Decade of Reconstruction Policy Following the Great East Japan Earthquake.

First, there was an assessment that “It was epoch-making to include human connections as a target of the policy, and it will lead to disaster response in the future.”¹ In support of disaster victims for the reconstruction from the Great East Japan Earthquake, the framework of the General Subsidy for Support for Disaster Victims has been

¹ Remarks by Committee Member Fujisawa, First Expert Meeting on Reflection on the Past Decade of Reconstruction Policy for the Great East Japan Earthquake (the expert meeting) (October 24, 2022)

established, and human connections have been targeted as the subject of measures, such as supporting the formation of communities.

Second, it was pointed out that “Concerning mental and livelihood care, local responses and the national system to support them remain issues.” In addition, disaster-stricken local governments expressed the following opinions: “Mental care requires long-term efforts with specialized staff,” and “We are struggling with long-term and continuous support for increasingly complex and diverse mental care.”²³ In the future, it is necessary to continue to make efforts to review the content of support based on needs and to secure budgets.

Third, he said, “Support for disaster victims is extremely long-term, and it is not enough just to set goals such as how far we have achieved within the period. For example, the number of residents’ associations will decrease in the long run. ⁴⁵⁶State objectives, such as whether connections between people affected by the disaster are maintained, are important, ” “There should be a common evaluation index for each disaster, such as an index to measure the degree of recovery of livelihoods,” “It is necessary to discuss on the basis of evidence, including indicators that objectively measure the subjectivity of disaster victims,” and “The gap between objectives and reality should be discussed as issues. There was a timing gap between when victims sought options for rebuilding their lives and when the government was able to offer corresponding policy measures,” were several of the comments made regarding goals and evaluation indicators.⁷

In the wake of the Great Hanshin-Awaji Earthquake, the “Livelihood Reconstruction Survey” was conducted to analyze as objectively as possible the subjectivity of how the disaster victims felt about the degree of reconstruction of their lives. As a result, it was found that the degree to which people feel that they are no longer disaster victims can be analyzed in relation to the degree of satisfaction of the seven elements of the livelihood reconstruction task: ① community, ② connection, ③ towns, ④ provision, ⑤ mind and body, ⑥ living, and ⑦ relationship with the government. The results showed that the sense of reconstruction increased when the seven elements improved in a balanced manner.

After the Great East Japan Earthquake, in 2016, six years after the disaster, a survey was conducted on the sense of revival in the lives of 36 municipalities that were severely damaged. It is considered necessary to make such efforts on a regular basis.

Fourth, in relation to reconstruction from the nuclear disaster, it was pointed out that “Especially in the event of a nuclear disaster, it is important to pay attention to human reconstruction” and that “With regard to the nuclear disaster, from the perspective of human reconstruction, a system should be established whereby people living anywhere in the country can receive assistance.”⁸⁹ In the General Subsidy for Support for Disaster Victims, measures have been taken to create purpose in life through mental recovery projects, and efforts have been made to establish support bases for rebuilding livelihoods at 26 locations nationwide through the support project for evacuees outside the prefecture.

In addition, it was pointed out that mental care has become an issue in the operation of evacuation shelters.¹⁰

In this section, we describe the details of each program based on the framework of the General Subsidy for Support for Disaster Victims, and then describe the efforts to support disaster victims other than the General Subsidy for Support for Disaster Victims in 7.

Chapter 3, Section 3 provides details on the background to the establishment of the General Subsidy for Support for Disaster Victims (FY 2016) and the overview of the system.

² Comments by Committee Member Onishi at the Second Meeting of the Expert Committee (December 5, 2022).

³ Comments by Iwate and Miyagi Prefectures at the Second Meeting of the Expert Committee (December 5, 2022).

⁴ Comments by Committee Member Fujisawa at the First Meeting of the Expert Committee (October 24, 2022) and the 2nd Meeting of the Expert Committee (December 5, 2022).

⁵ Comments by Committee Member Tamura at the First Meeting of the Expert Committee (October 24, 2022).

⁶ Comments by Committee Member Tamura at the First Meeting of the Expert Committee (October 24, 2022).

⁷ Comments by Committee Member Tamura at the First Meeting of the Expert Committee (October 24, 2022).

⁸ Comments by Committee Member Onishi at the First Meeting of the Expert Committee (October 24, 2022).

⁹ Comments by Committee Member Onishi at the Second Meeting of the Expert Committee (December 5, 2022).

¹⁰ Comments by Committee Member Onishi at the First Meeting of the Expert Committee (October 24, 2022).

Figure 4-1-1 Support Programs of the General Subsidy for Support for Disaster Victims

I. Support for responding to important issues of support for disaster victims in each region	
	<p>[1]General Project for Support for Disaster Victims</p> <ul style="list-style-type: none"> • Support for housing and livelihood reconstruction • Mental recovery • Coordination of support for disaster victims • Support for community building • Support for the livelihoods of disaster victims • Support for evacuees living outside the prefecture
II. Daily safeguarding and consultation support for disaster victims	
	[2]Safeguarding and consultation support for disaster victims
III. Operation of support centers for general counseling and nursing care in temporary housing	
	[3]Operation of temporary housing support centers
IV. Health support in disaster-affected areas	
	[4]Disaster-Affected Area Health Support Program
V. Support for mental care of disaster victims	
	[5]Support for mental care of disaster victims
VI. Support for children	
	[6]Comprehensive Support Project for the Health and Livelihood of Children Affected by the Disaster
	[7]Support for nature experiences and exchange activities for children in Fukushima Prefecture
	[8]Community Reconstruction Assistance Project through learning support for children

Source) Reconstruction Agency materials

1. Support for responding to important issues of support for disaster victims (General Project for Support for Disaster Victims)

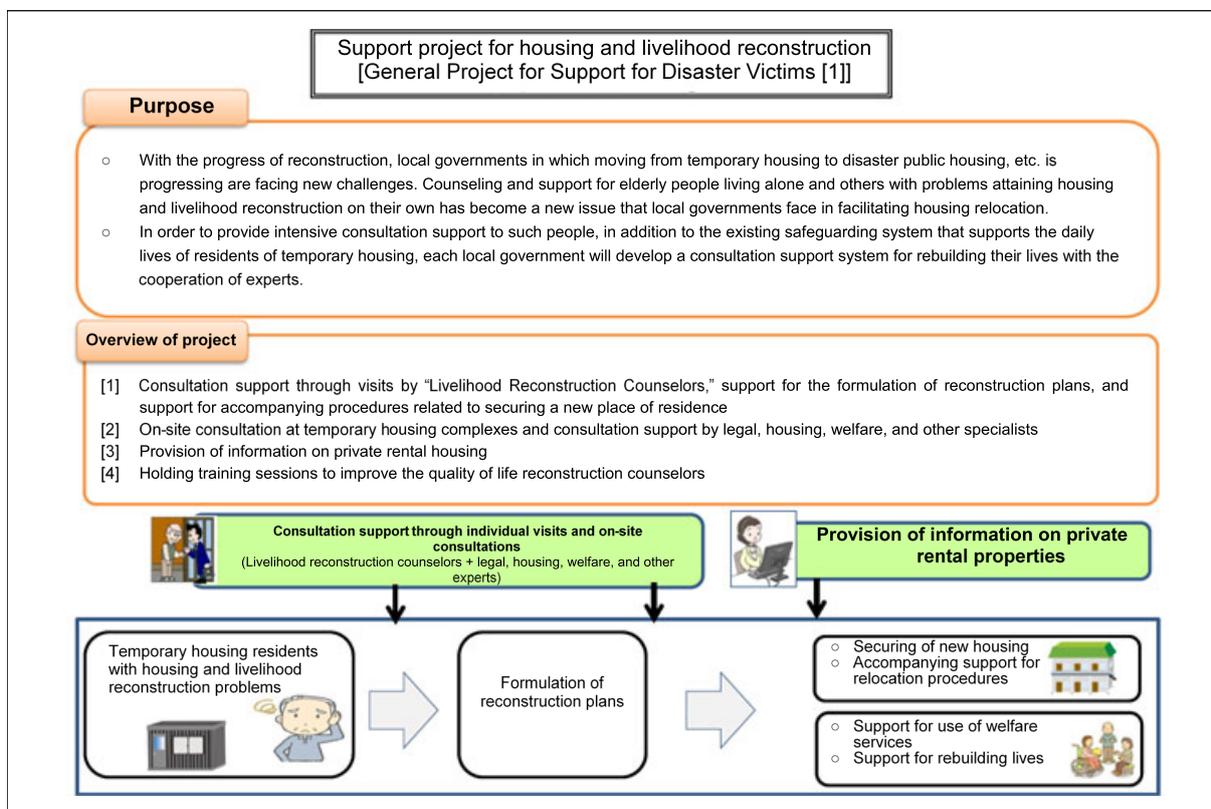
(1) Support for rebuilding the livelihoods of disaster victims (Housing and Livelihood Reconstruction Support Project)

With the progress of reconstruction, local governments are moving from temporary housing to disaster public housing, etc. Counseling and support for elderly people living alone and others with housing and livelihood reconstruction problems has become an issue that local governments face in facilitating housing relocation.

This project provides consultation support for people who have difficulty in securing permanent housing or establishing prospects for rebuilding their lives, such as the formulation of housing and life reconstruction plans.

Livelihood reconstruction counselors are assigned, consultation support is provided by visiting emergency temporary housing, on-site consultation meetings are held, and training sessions are held to improve the quality of life reconstruction counselors.

Figure 4-1-2 Support project for housing and livelihood reconstruction



Source) Reconstruction Agency materials

- Examples of utilization of the support project for housing and livelihood reconstruction
Iwate Prefecture established the Iwate Inland Refugee Support Center, Miyagi Prefecture established the Miyagi Prefecture Disaster Victims Relocation Support Center, and Fukushima Prefecture established the Fukushima Livelihood and Employment Support Center. Each local government has proceeded assignment of Livelihood reconstruction counselors.
The Miyagi Prefecture Disaster Victims Relocation Support Center was closed at the end of FY 2019. The Iwate Inland Refugee Support Center was closed at the end of FY 2020, and the Iwate Disaster Victims Support Center was established in FY 2021 as a consultation center for disaster victims (supported by the Support for the Livelihoods of Disaster Victims Project described later).

Figure 4-1-3 Situation of the Housing and Livelihood Reconstruction Counseling Support



(Source) Reconstruction Agency, “Status of Reconstruction from the Great East Japan Earthquake, and Associated Efforts” (December 2021), p. 6
https://www.reconstruction.go.jp/topics/main-cat7/sub-cat7-2-1/latest/202112_pamphlet_fukko-jokyo-torikumi_02.pdf (browsed July 25, 2023)

(2) Community building support

Since disaster public housing is a place where people who lived in different areas before the earthquake live together, the community plays an important role in preventing residents from becoming isolated.¹¹ Some local governments say that building a community requires a lot of time and effort.

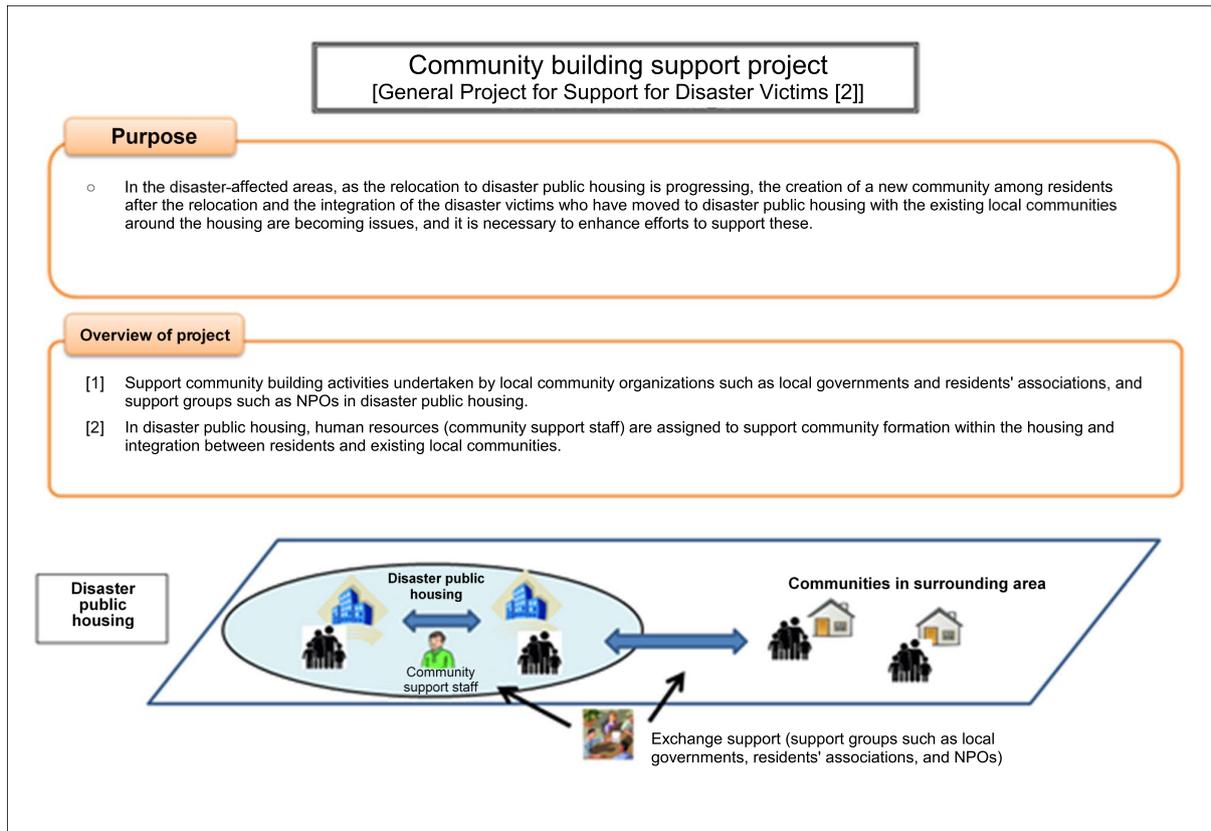
Prior to the General Subsidy for Support for Disaster Victims, as part of the local community reconstruction support project, volunteers and others conducted safeguarding activities to prevent isolation in cooperation with municipalities, social welfare councils, NPOs, etc., so that the elderly, the disabled, and young people who had to leave their jobs could maintain a connection with their communities. The budgetary measures included the third supplementary budget for FY 2011 of 4 billion yen, the reserve fund for FY 2012 of 3 billion yen, and the supplementary budget for FY 2013 of 3 billion yen.

The Community Formation Support Project of the General Subsidy for Support for Disaster Victims aims at smooth community formation after housing relocation, such as community formation among residents and integration of residents with existing local communities around housing, in response to the progress of relocation to disaster public housing and the intensification of emergency temporary housing. It supports the deployment of community support staff and the establishment and activities of community associations, etc.

The number of community associations established in disaster public housing was 548 in FY 2019, 567 in FY 2020, and 572 in FY 2021.

¹¹ Comments by local governments at the Third Meeting of the Expert Committee (February 27, 2023).

Figure 4-1-4 Community building support project



Source) Reconstruction Agency materials

- Examples of Utilization of Community Formation Projects
 - In Morioka City, Iwate Prefecture, exchange support was provided through meetings with tenants in disaster public housing for inland disaster, meetings with local neighborhood associations, and events.
 - In Kamaishi City, Iwate Prefecture, residents' meetings were held to create opportunities for residents to meet face to face.
 - In Sendai City, Miyagi Prefecture, a workshop was held by residents and a meeting event was held with the neighborhood association.
 - In Ishinomaki City, Miyagi Prefecture, community development advisors, who support the establishment of local self-governing organizations and the resolution of issues, provided advice and recommendations to local residents.
 - In Iwaki City, Fukushima Prefecture, support was provided to create opportunities to deepen connections between residents of post-disaster public housing for reconstruction for long-term evacuees from Futaba District and local residents.
 - In Namie Town, Fukushima Prefecture, salons and other events were held in the community center to build bonds among residents.
 - Kawauchi Village in Fukushima Prefecture provided residents with opportunities to learn tips about exercise and interaction so that local residents could take the initiative in safeguarding and promoting health.

Figure 4-1-5 Community building support



Source) Reconstruction Agency, “Status of Reconstruction from the Great East Japan Earthquake, and Associated Efforts” (December 2021), p. 6

https://www.reconstruction.go.jp/topics/main-cat7/sub-cat7-2-1/latest/202112_pamphlet_fukko-jokyo-torikumi_02.pdf (browsed July 25, 2023)

Figure 4-1-6 Community building support in Ishinomaki City

Column

Examples of community building support in Ishinomaki City

The massive damage caused by the Great East Japan Earthquake had a major impact on local communities. In order to restore the local communities lost due to the earthquake, Ishinomaki City has been developing a support activities subsidy program with the aim of promoting community building in the new urban area and other areas of the city. The gathering of residents at post-disaster public housing has changed from “only for tea” to a gathering place for thinking about local welfare together and forming mutual support within the community.

The Support Mutual Activities Subsidy Program aims to build and promote local communities by providing subsidies to salon groups that are engaged in activities to prevent the social withdrawal and isolation of disaster victims. Community development is also supported by assigning community welfare coordinators.

Salon activities play an important role in providing mental and physical care for disaster victims and creating purpose in life. These gatherings, established with the idea of “I want to enjoy tea or hobbies with local people” and connected with other residents, are a driving force for the local community. As a result, communities that have been able to build “face-to-face relationships” through salon activities have been able to build a cooperative system in which “communities watch over the community” without neglecting residents’ awareness or concerns. It is believed that the sense of well-being in daily life will lead to the improvement of welfare in regions where such community building of mutual support is formed.

Source) Reconstruction Agency materials

(3) Creating purpose in life (“mental recovery” project)

The “mental recovery” project aims to support the elderly, who tend to be homebound, and other disaster victims to live a positive life with connections with others and a sense of purpose in life. It also aims to promote efforts to provide mental and physical care for disaster victims in an integrated manner with community building. The project started in FY 2015 and was integrated into the General Subsidy for Support for Disaster Victims in FY 2016.

This project is being carried out mainly by NPOs and other private organizations with the active participation of disaster victims. For example, disaster victims work together with local residents in agriculture, and art workshops by experts are being carried out with originality and ingenuity.

Figure 4-1-7 “Mental recovery” projects

“Mental recovery” projects
[General Subsidy for Support for Disaster Victims [3]]

Purpose

- In cooperation with local support groups (NPOs), etc., disaster victims are provided with opportunities to participate actively and continuously so that elderly people, who tend to be homebound, can build connections between people and live a meaningful life.

Overview of project

- 1. Agriculture and fisheries**
 - [1] Work was done on fallow land near the temporary housing where people evacuated, and meetings were held with local residents to exchange the harvest.
 - [2] With the cooperation of fishermen in evacuation areas, the government will create opportunities for evacuees who were fishing for a living before the disaster to go out to sea.
- 2. Urban development and intergenerational exchange**
 - [1] Activities are held to pass on traditional performing arts to the next generation, including dances and festivals handed down in the region.
 - [2] A workshop was held to create a concept of urban development with all disaster victims.
- 3. Manufacturing**
 - [1] Disaster victims make and sell handmade goods.
 - [2] Cooking classes for elderly men and health classes for the elderly are held.
- 4. Preserving memories of the earthquake and revitalizing local communities**
 - [1] With the participation of a wide range of generations from within and outside the disaster-affected areas, initiatives were implemented to preserve memories of the disaster.
 - [2] Creating opportunities for people in disaster-affected areas to share their stories as storytellers while feeling a sense of purpose in their lives.
- 5. Maintaining connections among evacuees outside the three disaster-affected prefectures**
 - [1] A location will be created for parents and children who have evacuated or returned to their homes to communicate with each other. Evacuees are involved in the operation.
 - [2] Through the voluntary participation of evacuees, classes and exchange meetings were held, and activities to apply the lessons of the earthquake disaster to disaster prevention were developed.






Source) Reconstruction Agency materials

- Examples of utilization of “mental recovery” projects
 - In Rikuzentakata City, Iwate Prefecture, a project to support voluntary lifelong learning activities by local residents, including those affected by the disaster, was carried out. By planning and managing lectures by themselves, the disaster victims deepened their ties with the local community and were provided with opportunities to engage in meaningful activities.
 - In Otsuchi Town, Iwate Prefecture, information on Otsuchi was disseminated to people inside and outside the prefecture through manufacturing, and this helped preserve memories of the earthquake.
 - In Higashimatsushima City, Miyagi Prefecture, disaster victims planted flowers in cooperation with local residents to share a sense of unity and fulfillment, prevent isolation, and make friends.
 - In Fukushima Prefecture, “Challenge! Support Project for Children’s Experiential Activities” was implemented, and social experiential activities were implemented in which children actively contributed to the reconstruction, such as visiting post-disaster public housing, interacting with evacuees, and promoting the reconstruction of Fukushima.
 - Okuma Town, Fukushima Prefecture created opportunities for interaction among its residents through the cultivation of kiwi grown, which is the specialty of the town.
 - The Tokyo Metropolitan Government and others carried out a voluntary project to promote vitality and preserve memories among evacuees from the Tokyo metropolitan area and wider areas.
 - In the town of Tomioka in Fukushima Prefecture, a “Fureai Farm” was set up, and residents who returned to the town gathered to grow vegetables and use their harvests for exchange.

Figure 4-1-8 Examples of utilization of “mental recovery” projects

Joint agricultural activities	
<p>Ishinomaki Farm & Marche [Ishinomaki City] Crops to be sold are grown on leased farmland. Creating opportunities for participation in activities (170 participants, 150 temporary housing residents)</p>	
intergenerational exchange	
<p>“Just Being There Support” by university students [Namie Town, Fukushima City] University students live in temporary housing and engage in activities to encourage and prevent social isolation and hold salons to revitalize communities and create a sense of purpose in life. (1,040 participants, 1,000 temporary housing residents)</p>	
Urban development and manufacturing	
<p>Project to create meaning in life through people-to-people connections and participation in urban development (Minamisanriku Town) Cooperation among residents through patrolling community visits, development of local foods, production of handicrafts, and creation of meaning in life (730 participants, 440 temporary housing residents)</p>	

Source) Reconstruction Agency materials

Figure 4-1-9 Example of FY 2015 “Mental Recovery” Projects



Implementation of “mental recovery” projects [first adopted] April 28, 2015

Since FY 2015, “mental recovery” projects have been implemented to support activities that contribute to creating purpose in life for disaster victims. Of 52 applicants, 22 organizations were selected. Promoted a project involving a total of 7,500 people (approximately 5,500 residents living in temporary housing)
 FY 2015 Budget for “Mental Recovery” Projects: 110 million yen A second public offering was scheduled for May.

<p>“Ishinomaki Farm Business & Ishinomaki Marche” Project [Agriculture] [Location] Ishinomaki City, Miyagi Prefecture [Implementing entity] NPO Switch [Number of Participants] 170 Including 150 residents living in temporary housing [Content of Implementation] Temporary housing residents will grow crops on farmland leased in Ishinomaki City (Ishinomaki Farm) and sell the harvested crops at sales offices (Ishinomaki Marche) on a regular basis. Establish a system in which participation itself leads to mental recovery.</p> <p> Farming training</p> <p> Ishinomaki Farm Project Site</p>	<ul style="list-style-type: none"> ○ Kokoro no Noen Project ○ Farm and manufacturing support projects to create purpose in life for residents living in temporary housing ○ People and Regions Connected by Food n Yamada 2015 ○ Mental care project through manufacturing classes and meals in disaster-affected areas ○ Sewing machine school to nurture a lively and positive mind ○ Senior women’s salon activities of Veteran Moms Association 	<p>“This is where I live now.” Exhibition Plan [Manufacturing] [Implementing regions] Ofunato City, Iwate Prefecture, Natori City, Miyagi Prefecture, Soma City, Fukushima Prefecture, etc. [Implementing entity] ARTS for HOPE [Number of participants] 650 Including 480 residents living in temporary housing [Content of Implementation] Manufacturing workshops will be held for tenants in temporary housing and disaster public housing in Iwate, Miyagi and Fukushima, and an exhibition will be held to widely introduce the resulting works. The production of works for the exhibition will contribute to creating purpose in life for disaster victims, and promote mental recovery by bringing together disaster victims living in various regions toward the same goal.</p> <p> Workshop scenes 1</p> <p> Workshop scenes 2</p>
<ul style="list-style-type: none"> ○ Regional collaborative project to enhance interaction between disaster victims and local residents ○ Happy Food and Manufacturing Project through multi-generational Collaboration ○ Naranoha Project to develop medicinal cuisine utilizing local cuisine among temporary housing residents 	<p>Mental recovery 22 projects [Total amount of first adoption: 62.3 million yen]</p> <p>Approx. 7,500 total participants Approx 5,500 residents living in temporary housing</p>	
<p>Project to build a foundation for the reconstruction and continuation of Fukushima’s traditional performing arts [Traditional performing arts] [Implementing regions] Minamisoma City, Fukushima Prefecture [Implementing entity] Fukushima no Kai (Association for Passing on Folk Performing Arts) [Total participants] 650 Including 450 residents living in temporary housing [Content of Implementation] Efforts will be made to revive the folk performing arts part of the event of the “Edataruhiyoshihinja Shrine beach trip,” a cultural property designated by Fukushima Prefecture. About 450 residents living in temporary housing and many neighboring residents are expected to participate in the project, which aims to unite and harmonize the community and aid in the mental recovery of the disaster victims.</p> <p> The previous event</p>	<ul style="list-style-type: none"> ○ Minamisanriku project to create meaning in life through people-to-people connections and participation in urban development ○ Kamaishi-Otsuchi University Project ○ Fukushima “Human Station” Creation Project - Toward Community Exchange through “Narrator” Activities ○ Urban development workshop by Okuma Town residents ○ Mental and physical nutrition classes for residents in disaster public housing 	<ul style="list-style-type: none"> ○ “Men’s Cooking Contest” between tenants in municipal temporary housing ○ Fukkura Nunozori no Kai provides meaningful livelihood support and economic support through making fabric sandals. ○ Project for promoting vitality by evacuees outside Tokyo <p>“Just Being There Support” (livelihood support project for temporary housing) [Intergenerational Exchange] [Location] Namie Town (Fukushima City), Fukushima Prefecture [Implementing entity] Fukushima University Disaster Volunteer Center [Total participants] 1,040 Including 1,000 residents living in temporary housing [Content of Implementation] University students live in temporary housing and engage in activities to help prevent people from becoming withdrawn from society. They hold mini salons, recreation, flower planting and other activities to interact with the residents, as well as social gatherings such as outdoor gatherings on summer evenings, shared meals, and end-of-year parties. Intergenerational exchange will be promoted in harmony with local residents, revitalizing the community and creating a sense of purpose for residents.</p> <p> Visits by university students</p>

Source) Reconstruction Agency materials

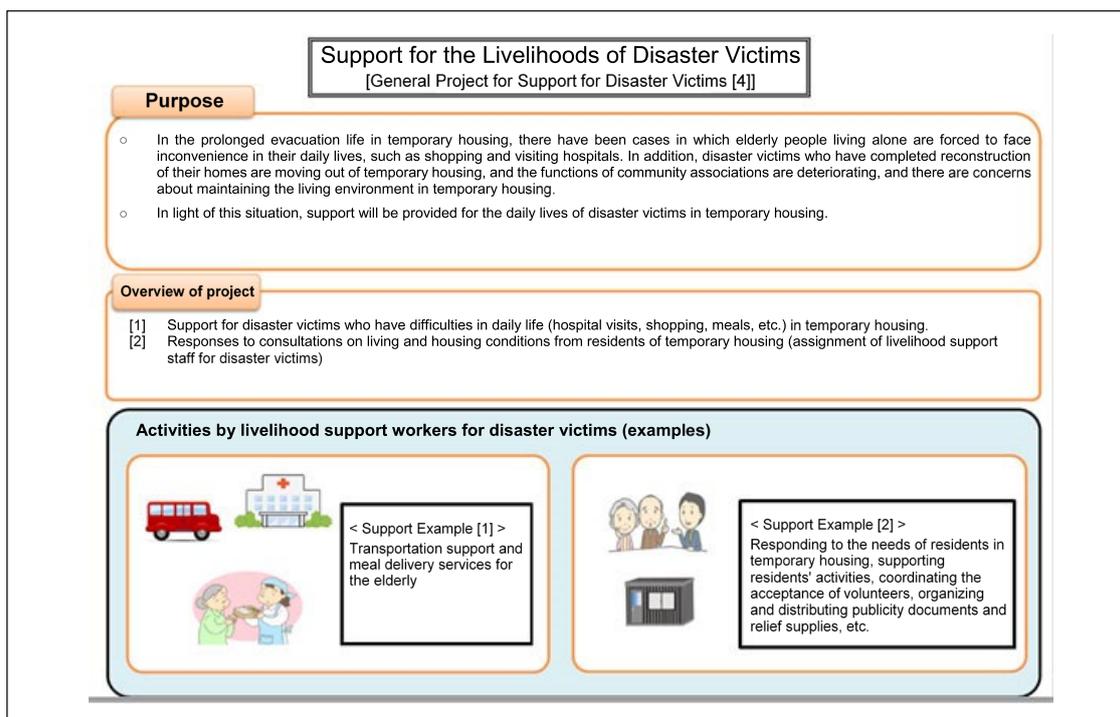
(4) Support for Problems in Daily Life (Support for the Livelihoods of Disaster Victims)

When there is concern about maintaining a stable daily life of disaster victims, the livelihood support project provides support for coping with life issues that require special support until an independent support system is established by local communities.

As a response prior to the General Subsidy for Support for Disaster Victims, many local governments had been providing support using the framework of emergency employment (the Employment Support Project for Disaster Response) in order to respond to living issues in temporary housing, etc., but this project ended in FY 2015.

Since FY 2016, the government has been providing the necessary support to secure stable daily lives through the provision of disaster victim support staff, support for consultation on living and housing environment of residents of disaster public housing, shopping for daily necessities, and commuting to the hospital and school.

Figure 4-1-10 Support for the Livelihoods of Disaster Victims



Source) Reconstruction Agency materials

- Examples of Utilization of Support for the Livelihoods of Disaster Victims
 - In Ofunato City, Iwate Prefecture, health counseling, exercise classes, and meetings to improve dietary habits were held at disaster public housing to maintain and improve the health of disaster victims.
 - In Soma City, Fukushima Prefecture, mobile vending vehicles were sent around twice a week to support shopping in areas where the disaster-affected elderly live.
 - In Iitate Village, Fukushima Prefecture, a school bus was operated as a means of commuting to school for children from evacuation sites to school education facilities in the village.

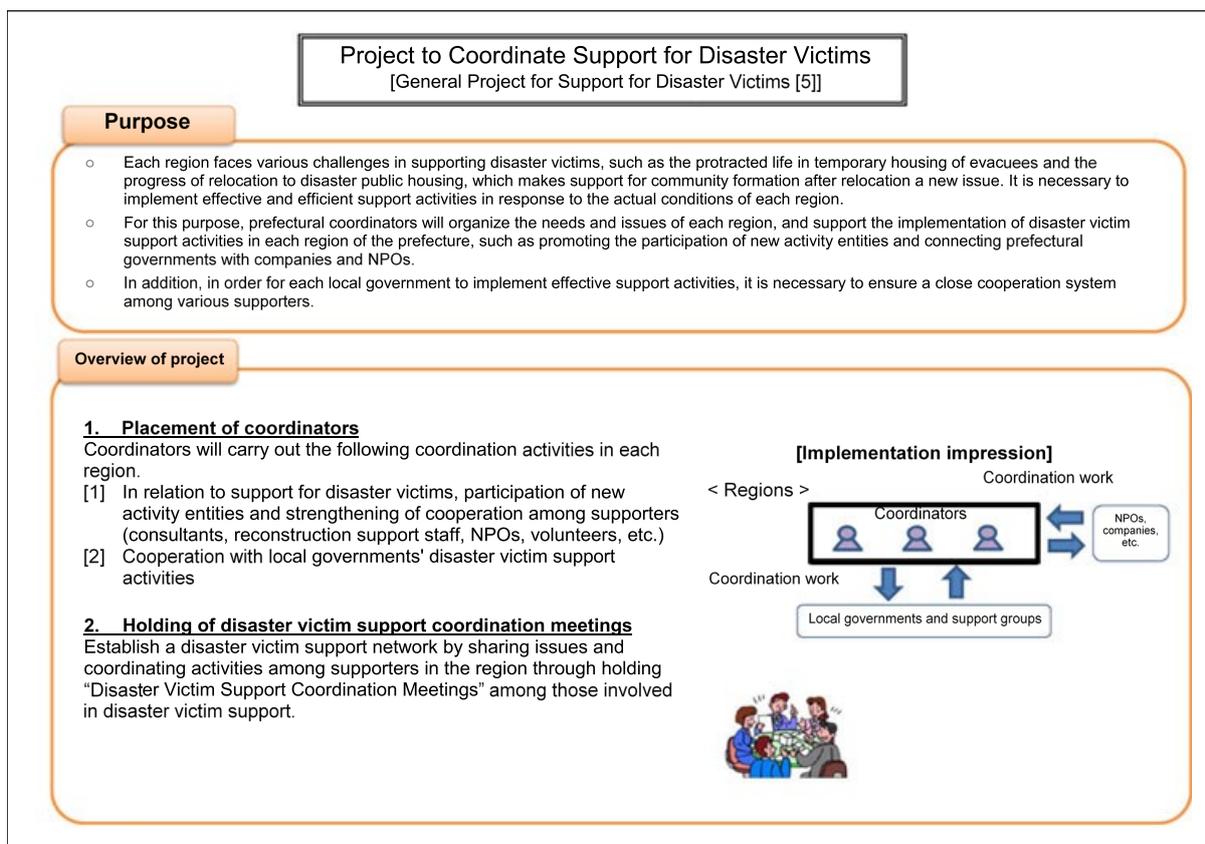
(5) Support for Supporter (Project to Coordinate Support for Disaster Victims)

Since FY 2014, efforts have been made to promote the participation of new activities related to support for disaster victims by assigning coordinators to each region, to strengthen cooperation with reconstruction support staff, NPOs, volunteers, etc., and to build support networks by holding disaster victim support coordination meetings (as described in Chapter 8, Section 1).

The Disaster Victim Support Coordination Council of the Project to Coordinate Support for Disaster Victims since FY 2016 consists of local governments, social welfare councils, groups such as NPOs, and local community organizations in order to ensure close cooperation among supporters, and is held approximately three times a year. The content of the meeting included sharing of issues among supporters, the content of necessary support and the division of roles among supporters, and verification of the implementation status of support activities.

In addition, efforts are being implemented to coordinate activities and secure human resources, such as the participation of new activity entities and the strengthening of cooperation among supporters.

Figure 4-1-11 Project to Coordinate Support for Disaster Victims



Source) Reconstruction Agency materials

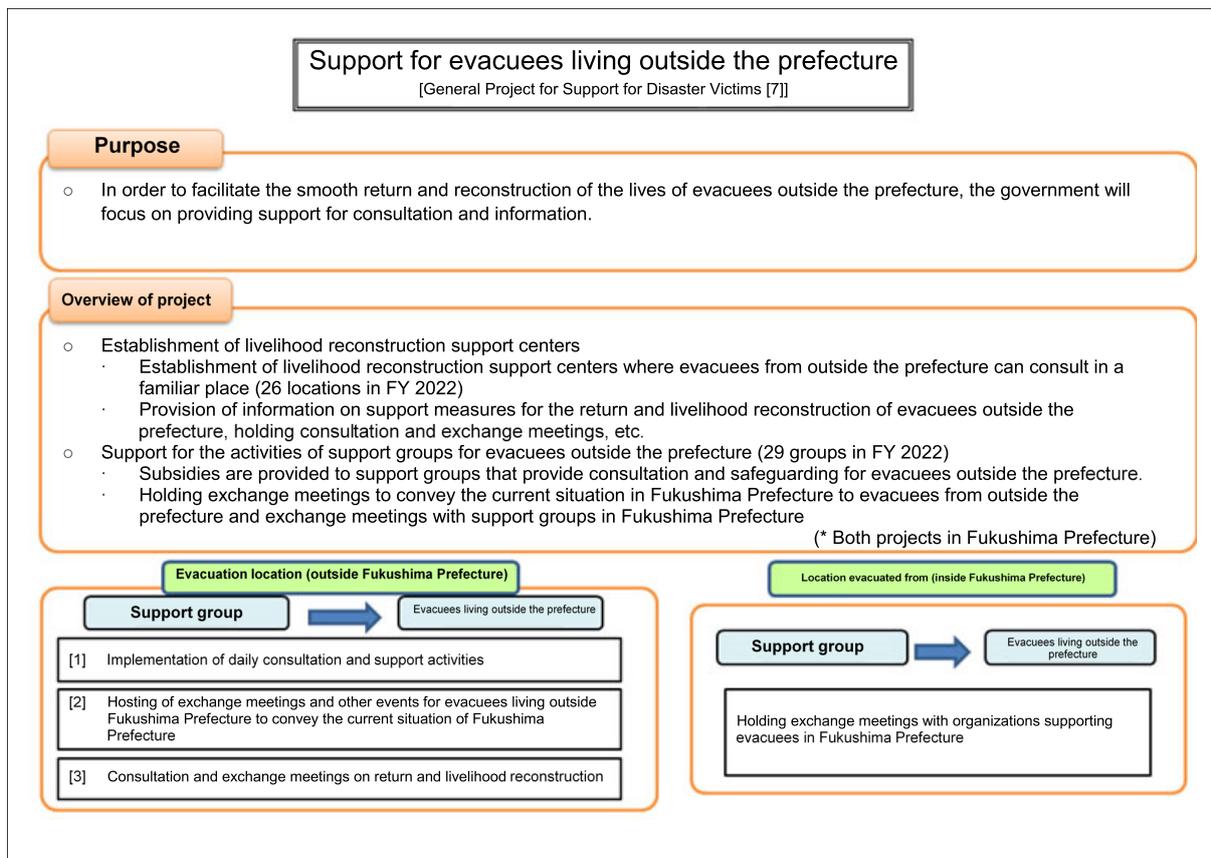
(6) Support for evacuees living outside the prefecture (support project for evacuees living outside the prefecture)

As evacuee life is prolonged, consultation support and information provision to promote the return and livelihood reconstruction of evacuees outside the prefecture have become important issues.

Even today, many people from Fukushima are living as evacuees outside the prefecture. Therefore, in this project, livelihood reconstruction support centers are set up to provide information on support measures for returning and livelihood reconstruction, hold consultation meetings and exchange meetings, and support activities for support groups that provide consultation and safeguarding for evacuees living outside the prefecture.

The livelihood reconstruction support centers received 1,347 consultations in FY 2021 (limited to consultations from evacuees from Fukushima Prefecture); 35% of the consultations focused on “livelihood,” 14% on “health,” 9% on “housing,” 8% on “support measures,” and 14% on “other.”

Figure 4-1-12 Support for evacuees living outside the prefecture



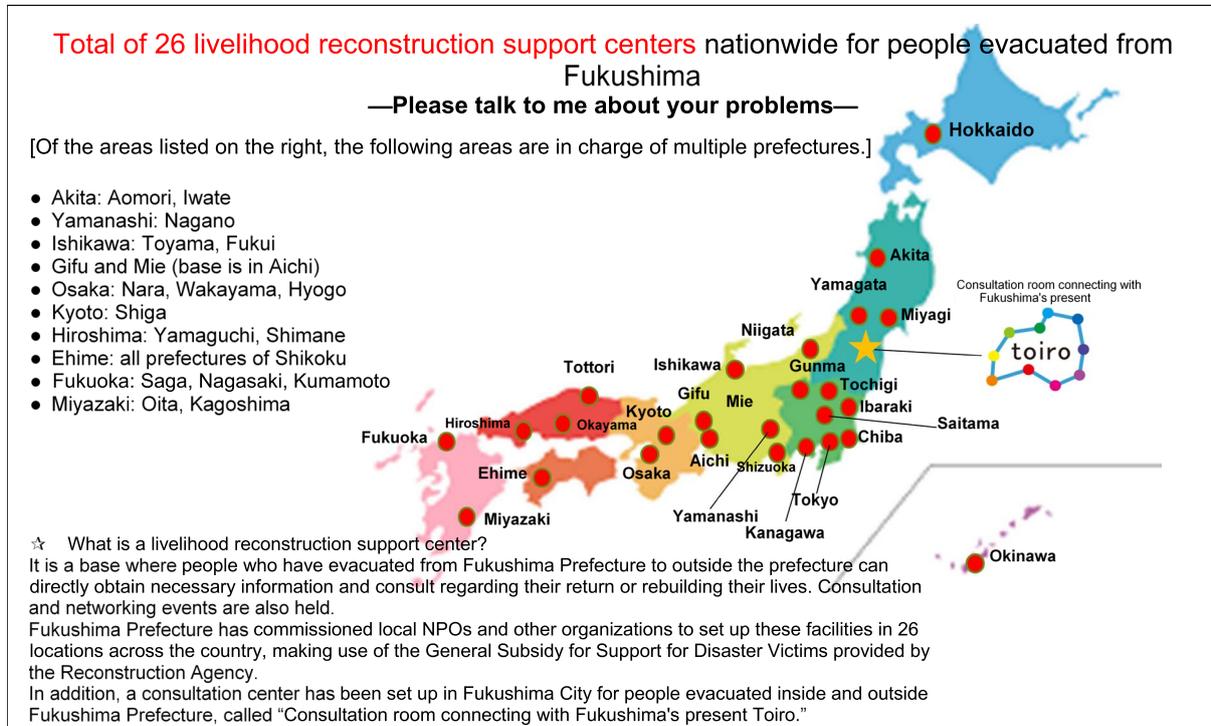
Source) Reconstruction Agency materials

- Examples of utilization of support for evacuees living outside the prefecture
 - Livelihood reconstruction support centers have been established and operated since FY 2016, and 26 centers have been operated since FY 2017.
 - In FY 2012, the government began subsidizing support groups that safeguard evacuees living outside the prefecture and hold social events. In FY 2021, the government supported 47 groups.
 - Exchange meetings between evacuees and returnees were held in Fukushima Prefecture and the prefectures to which they were evacuated.
 - Livelihood reconstruction support centers and specialists and organizations such as mental health workers, judicial scriveners, clinical psychologists, and medical institutions cooperated in order to address increasingly complex and serious issues such as children’s education, family problems including spousal

violence, and poverty.

- Door-to-door visits were conducted in cooperation with local governments in prefectures and with the cooperation of the Association of Home Health Nurses, etc. A support coordination meeting was held to discuss how to deal with people who need safeguarding.
- Information magazines were provided to evacuees living outside the prefecture on the movement toward the reconstruction of Fukushima and support for evacuees.

Figure 4-1-13 Livelihood reconstruction support centers



Source) Director-General, the Reconstruction Agency "Cooperation with Livelihood Reconstruction Support Centers for the Support of Evacuees from Fukushima Prefecture" (Reprint No. 1424, July 7, 2017), p.4 https://www.reconstruction.go.jp/topics/main-cat2/sub-cat2-7/20170707_hinansha-sien-sesakku.pdf (browsed July 25, 2023)

Figure 4-1-14 List of livelihood reconstruction support centers

List of funded organizations (livelihood reconstruction support centers) in Fukushima Prefecture in FY 2017

	Area	Name of organization
1	Hokkaido	NPO Hokkaido NPO Support Center
2	Akita/Iwate/Aomori	NPO Akita Partnership
3	Miyagi	Miyagi Cooperative Reconstruction Center
4	Yamagata	Association for Supporting Public Interest Activities of NPO Yamagata Amir
5	Ibaraki	Fuai Net
6	Tochigi	Approved NPO Tochigi Volunteer Network
7	Gunma	Gunma Livelihood Support Group
8	Saitama	Saitama Wide-Area Evacuation Center
9	Chiba	NPO Chiba Citizens' Activities and Business Support Club
10	Tokyo	NPO Medical Network Support Center
11	Kanagawa	NPO Kanagawa Evacuees Together Ayumu Association
12	Niigata	Niigata Mental Health and Welfare Association
13	Nagano/Yamanashi	Association to Connect Evacuees and Supporters of the Great East Japan Earthquake in Yamanashi Prefecture
14	Fukui/Ishikawa/Toyama	Ishikawa Disaster Volunteer Association
15	Shizuoka	Shizuoka Association of Clinical Psychologists
16	Aichi	Aichi Support for Disaster Victims Center
17	Mie/Gifu	NPO Rescue Stockyard
18	Kyoto/Shiga	NPO Nagomi
19	Wakayama/Nara/Hyogo/Osaka	Kansai Wide-Area Evacuee Center
20	Okayama	Hotto Okayama
21	Tottori	Tottori Earthquake Support Liaison Council
22	Yamaguchi/Hiroshima/Shimane	Hiroshima Evacuee Association Asuchika
23	Kochi/Ehime/Kagawa/Tokushima	NPO Ehime 311
24	Fukuoka/Kumamoto/Saga/Nagasaki	Support for Disaster Victims Fukuoka Citizens' Network
25	Miyazaki/Oita/Kagoshima	"Umigame no Tamago" —3.11 Network—
26	Okinawa	NPO Machinaka Research Institute Wakuwaku
		Meeting of Fukushima Evacuees Okinawa Jangara Kai (*Consultation base. [Special] Machinaka Research Institute Established Consultation Center Consigned by Wakuwaku)

Source) Director-General, the Reconstruction Agency "Cooperation with Livelihood Reconstruction Support Centers for the Support of Evacuees from Fukushima Prefecture" (Reprint No. 1424, July 7, 2017), p. 5 https://www.reconstruction.go.jp/topics/main-cat2/sub-cat2-7/20170707_hinansha-sien-sesaku.pdf (browsed July 25, 2023)

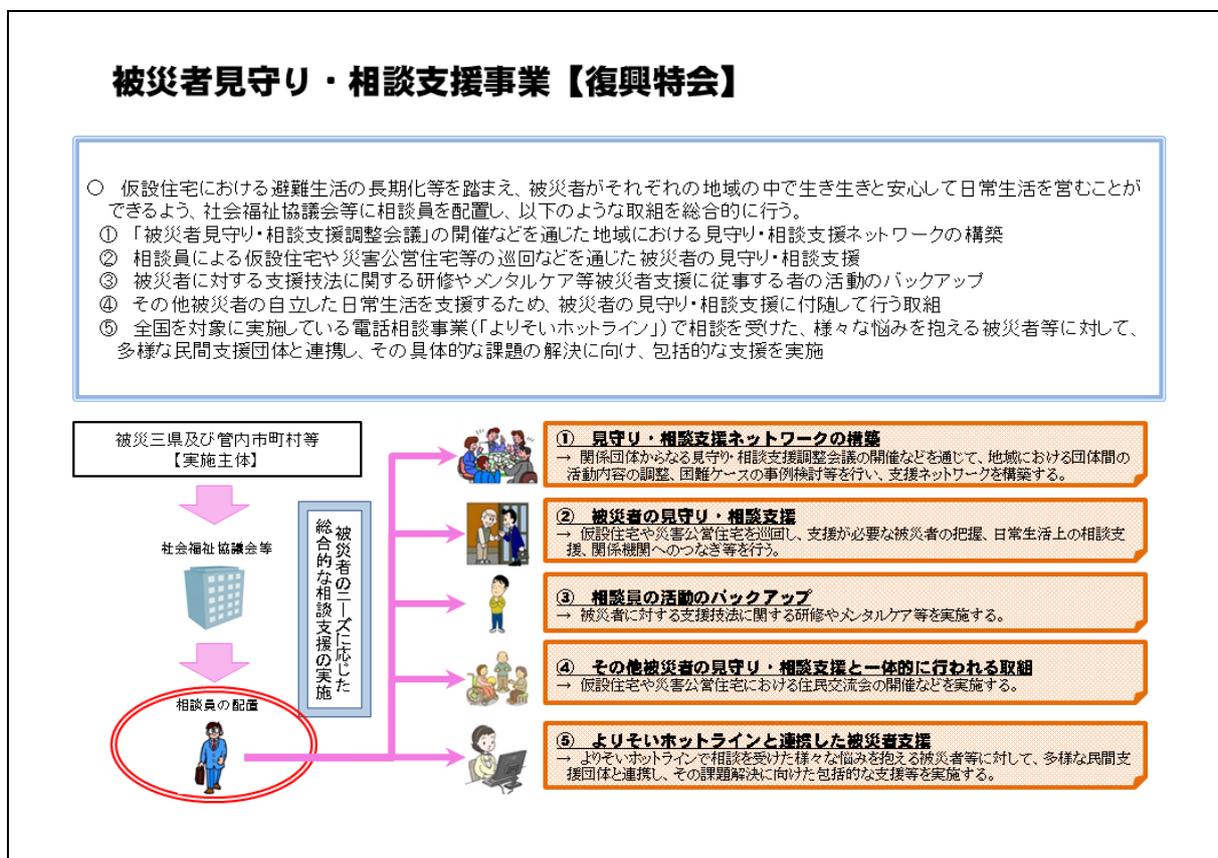
2. Daily safeguarding and consultation for disaster victims

The Project for Safeguarding and Consultation Support for Disaster Victims (a project of the Ministry of Health, Labour and Welfare) provides safeguarding and consultation support for disaster victims through visits by counselors to emergency temporary housing and disaster public housing, training on support techniques for disaster victims, and support for people engaged in supporting disaster victims such as mental care.

The number of livelihood support counselors peaked at 790 in March 2017 and stood at 304 as of March 2022. From FY 2015, work experience as a life support counselor is allowed to be included as practical experience required to qualify for the national examination for certified social workers.

Of the approximately 60,000 households that were eligible for safeguarding and other support, more than 28,000 households no longer required concrete support by the end of FY 2019, achieving the numerical targets set in FY 2014.

Figure 4-1-15 Safeguarding and consultation support for disaster victims



Source) The Ministry of Health, Labour and Welfare materials

- Efforts after the Great East Japan Earthquake

After the Kumamoto Earthquake and the torrential rain in July 2018 (the torrential rain in western Japan), projects and budgets were set up. In FY 2019, the “Project for Safeguarding and Consultation Support for Disaster Victims” was established as one of the support programs under the “Subsidy for Work Preparation Support for Needy Persons” so that measures could be taken promptly after the disaster.

In addition, among the disaster victim safeguarding and consultation support projects, projects implemented by corporations invited from the public have developed into nationwide projects, and nationwide projects are being implemented as “Empathetic Consultation Support Projects” (subsidy for employment preparation support projects for needy people [implemented by private organization]).

3. Operation of support centers for general counseling and nursing care in temporary housing

In the temporary housing support base operation project (Ministry of Health, Labour and Welfare project), financial support is being provided for the project costs of the support bases (bases with comprehensive functions such as general counseling, livelihood support, and community exchange) which will be attached to the temporary housing, in order to support the lives of the disaster victims (elderly, etc.) of the Great East Japan Earthquake and to support the reconstruction of the disaster-affected areas.

From the first supplementary budget of FY 2011 to FY 2015, this project was implemented as a regional support system building project (for earthquake response) under the “Temporary Special Fund for Urgent Improvement of Long-Term Care Infrastructure, etc.” under the jurisdiction of the Ministry of Health, Labour and Welfare. Following the establishment of the General Subsidy for Support for Disaster Victims in FY 2016, this project has been implemented as a program item of the subsidy.

Support bases had been established in Iwate, Miyagi, and Fukushima Prefectures, but due to the transition from temporary housing to permanent housing, the project was terminated in Iwate and Miyagi Prefectures in FY 2019, and three support bases had been established in Fukushima Prefecture as of April 2022.

Figure 4-1-16 Operation of temporary housing support centers

仮設住宅サポート拠点運営事業

東日本大震災の被災者の生活支援や被災地の復興支援のため、仮設住宅に併設される「サポート拠点」（総合相談、生活支援等）の運営費用等について財政支援を行う。（被災自治体の地域の実情に応じて、より効果的・効率的な被災者支援活動が実施可能となるよう、平成28年度より「被災者支援総合交付金」のメニュー事業として実施。）

- 実施主体：大熊町及び双葉町
- 事業内容

被災地の仮設住宅における高齢者等の安心した日常生活を支えるため、総合相談支援、居宅介護サービス、生活支援サービス、地域交流等の総合的な機能を有する拠点として、「サポート拠点」の運営を推進する。

（取組例）社会福祉士や介護福祉士などによる専門相談や地域交流サロンをはじめとして、子どもの一時預かり・学童保育、訪問・安否確認、外出支援、災害公営住宅等への円滑な移住に向けた支援（専門相談）など

※ 事業実施にあたっては、被災者の見守り・コミュニティ形成の支援等について、各被災自治体においてニーズに応じた的確な支援を行うことが可能となるよう、交付金の他のメニュー事業と横断的な事業計画を策定し、被災者支援総合交付金による一体的な支援を行うものとする。

設置箇所数(R4.4現在)	福島県
3箇所(3箇所)	3箇所(3箇所)

※括弧書きは前年度

※岩手県及び宮城県は令和元年度で終了。大熊町及び双葉町以外の福島県及び管内市町村等は令和2年度までに終了。

Source) The Ministry of Health, Labour and Welfare materials

4. Health support in disaster-affected areas

The Health Support Project for Disaster-affected Areas (Ministry of Health, Labour and Welfare Project) supports health activities in temporary housing against the background of health concerns associated with prolonged living in temporary housing. Fukushima Prefecture and municipalities in the prefecture are supporting efforts such as the implementation of traveling health consultations and the holding of conferences to consider health support measures.

As the transition from temporary housing to permanent housing progressed, local governments in Iwate and Miyagi Prefectures completed the project by FY 2020.

Figure 4-1-17 Disaster-Affected Area Health Support Program

被災地健康支援事業(被災者支援総合交付金)

- 仮設住宅における生活の長期化により、生活不活発病や高血圧症の増加、栄養バランス等食生活の乱れや身体活動量の低下などを懸念する指摘もあり、長期間にわたり仮設住宅での生活を余儀なくされる被災者の方の健康支援は重要な課題。
- 被災自治体における健康支援活動の強化を図るため、仮設住宅における保健活動等を支援。

【事業の対象地域】 福島県

【事業内容】
県・市町村が、各被災地の実情に応じて実施する以下のような事業を支援。

- 仮設住宅入居者を対象とした多様な健康支援活動の実施及びそれらを担う専門人材の確保
 - ・ 仮設住宅の全戸訪問等による巡回健康相談などの実施
 - ・ 支援が必要な方に対する個別訪問等のフォローアップ
 - ・ 生活不活発病予防のための体操や健康運動教室の開催
 - ・ 歯科医師等による歯科検診・指導
 - ・ 管理栄養士等による栄養・食生活指導
 - ・ 保健師、管理栄養士等の専門人材の確保 等
- 被災者に対する効果的な健康支援方策を検討する協議会の運営 など

Source) The Ministry of Health, Labour and Welfare materials

5. Mental care of disaster victims

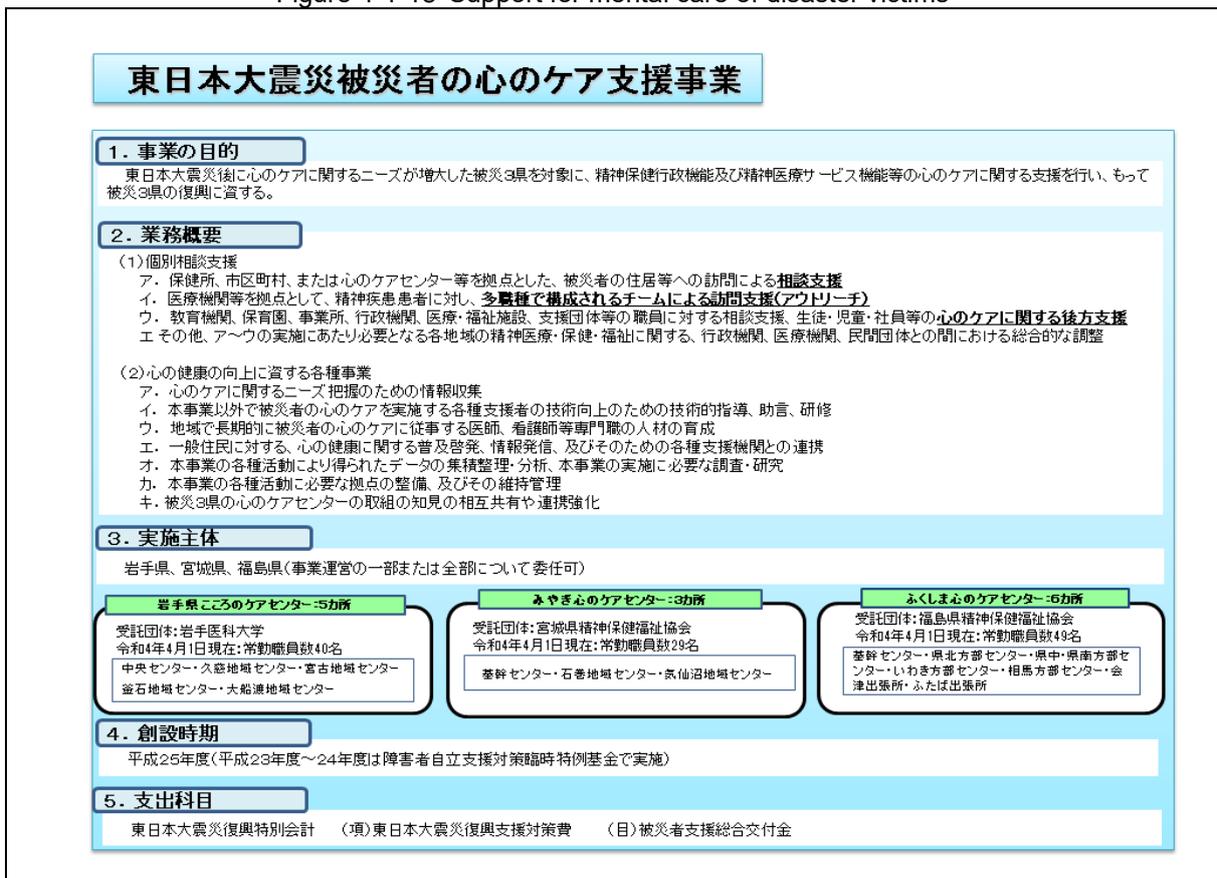
The Mental Care Support Project for Disaster Victims (a project of the Ministry of Health, Labour and Welfare) has established “Mental Care Centers” in each of the three disaster-affected prefectures where the need for mental care has increased after the earthquake, and is providing support such as counseling for various mental and physical disorders such as PTSD and mental illness of disaster victims, outreach by multidisciplinary teams, and training of professionals such as public health nurses and mental health welfare workers who are engaged in long-term mental care of disaster victims.

“Mental Care Centers” are organizations established to supplement local mental health and welfare activities in the event of a large-scale disaster, when the local mental health and welfare system becomes dysfunctional or there is difficulty in responding to increasing needs or events unique to the time of a disaster. They were established in the wake of the Great Hanshin-Awaji Earthquake, the Niigata-Chuetsu Earthquake, the Great East Japan Earthquake, and the Kumamoto Earthquake.

In the wake of the Great East Japan Earthquake, Iwate Prefecture established “Iwate Mental Care Centers” at five locations in the prefecture in February 2012, with Iwate Medical University as the lead organization; Miyagi Prefecture established “Miyagi Mental Care Centers” at three locations in the prefecture in December 2011, with Miyagi Prefecture Mental Health and Welfare Association as the lead organization; and Fukushima Prefecture established “Fukushima Mental Care Centers” at seven locations in the prefecture in February 2012, with Fukushima Prefecture Mental Health and Welfare Association as the lead organization.

From FY 2018, from the viewpoint of self-examination, an indicator was set to “provide mental health and health support for disaster victims in the three disaster-affected prefectures and reduce the number of suicides (actual number) from the previous year.” In FY 2019, versus nine suicides in the previous year, 16 people died by suicide, and the achievement rate was 56.3%. In FY 2020, versus 16 suicides in the previous year, five people died by suicide, and the achievement rate was 100% (the actual result was 100% for the previous year).

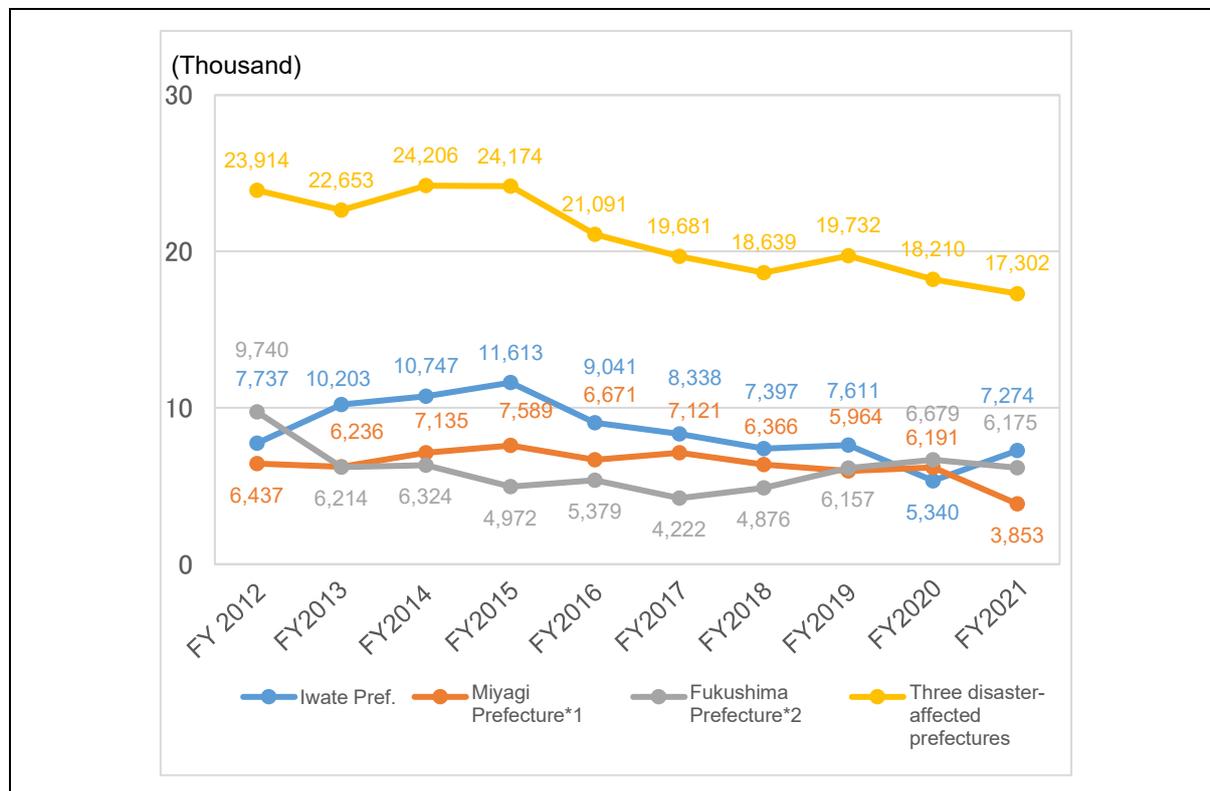
Figure 4-1-18 Support for mental care of disaster victims



Source) The Ministry of Health, Labour and Welfare materials

- Number of clients at mental care centers (by three prefectures)
The number of clients (actual number) has been gradually decreasing. The number of consultations (total number of cases) also peaked at 24,206 in FY 2014 and has been decreasing, but remained at a high level of 17,302 in FY 2021.

Figure 4-1-19 Number of consultations at mental care centers



Source) Compiled by the Reconstruction Agency

*1 In addition, part of the mental care support project was outsourced to Sendai City to provide consultation support (2,351 consultations in FY 2021).

*2 In addition, consultation support for evacuees living outside the prefecture was provided by the Japan Psychiatric Nurses Association and other organizations.

6. Support for children

(1) Health Support and Mental Care for Disaster-Affected Children

The Comprehensive Support Project for the Health and Livelihood of Children Affected by the Disaster (a project of the Ministry of Health, Labour and Welfare) is implementing the Children's Health Visit Project for areas affected by the nuclear disaster, in which families of children are visited and counseled on their physical and mental health; providing playground equipment and holding child-rearing events such as the installation of large playground equipment in children's houses; and the school lunch security program for child welfare facilities to support efforts to further ensure the safety and security of school meals provided by child welfare facilities. In addition, for the three disaster-affected prefectures, the government is implementing the consultation and support services for children who have lost their parents in which specialized personnel provide consultation and assistance for mental and physical care for children who have been affected by the disaster.

Figure 4-1-20 Comprehensive Support Project for the Health and Livelihood of Children Affected by the Disaster

被災した子どもの健康・生活対策等総合支援事業について
(復興庁所管・被災者支援総合交付金)

1. 事業概要
被災した子どもへの支援として、親を亡くした子ども等への相談・援助等の事業を実施する。

2. 交付対象事業

(1) 子ども健やか訪問事業 (原子力災害被災地域)
仮設住宅で長期の避難生活を余儀なくされている子どもや、長期の避難生活から自宅等に帰還した子どものいる家庭等を訪問し、心身の健康に関する相談などを行う。

(2) 遊具の設置や子育てイベントの開催 (原子力災害被災地域)
児童館や体育館などへ大型遊具等を設置するなどして、子どもがのびのびと遊べるような環境を整備する。

(3) 親を亡くした子ども等への相談・援助事業 (被災県 (岩手県・宮城県・福島県) 及び被災県内市町村)
専門の職員による被災した子どもに対する心と体のケアに関する相談・援助を実施する。

(4) 児童福祉施設等給食安心対策事業 (原子力災害被災地域)
児童福祉施設等が提供する給食の更なる安全・安心の確保のための取り組みを支援する。

3. 実施主体等

○実施主体：事業毎に設定
※ 市町村(指定都市及び中核市を除く。)が実施する場合は、都道府県を通じて補助
※ 各事業者が適当と認める関係機関への委託も可能

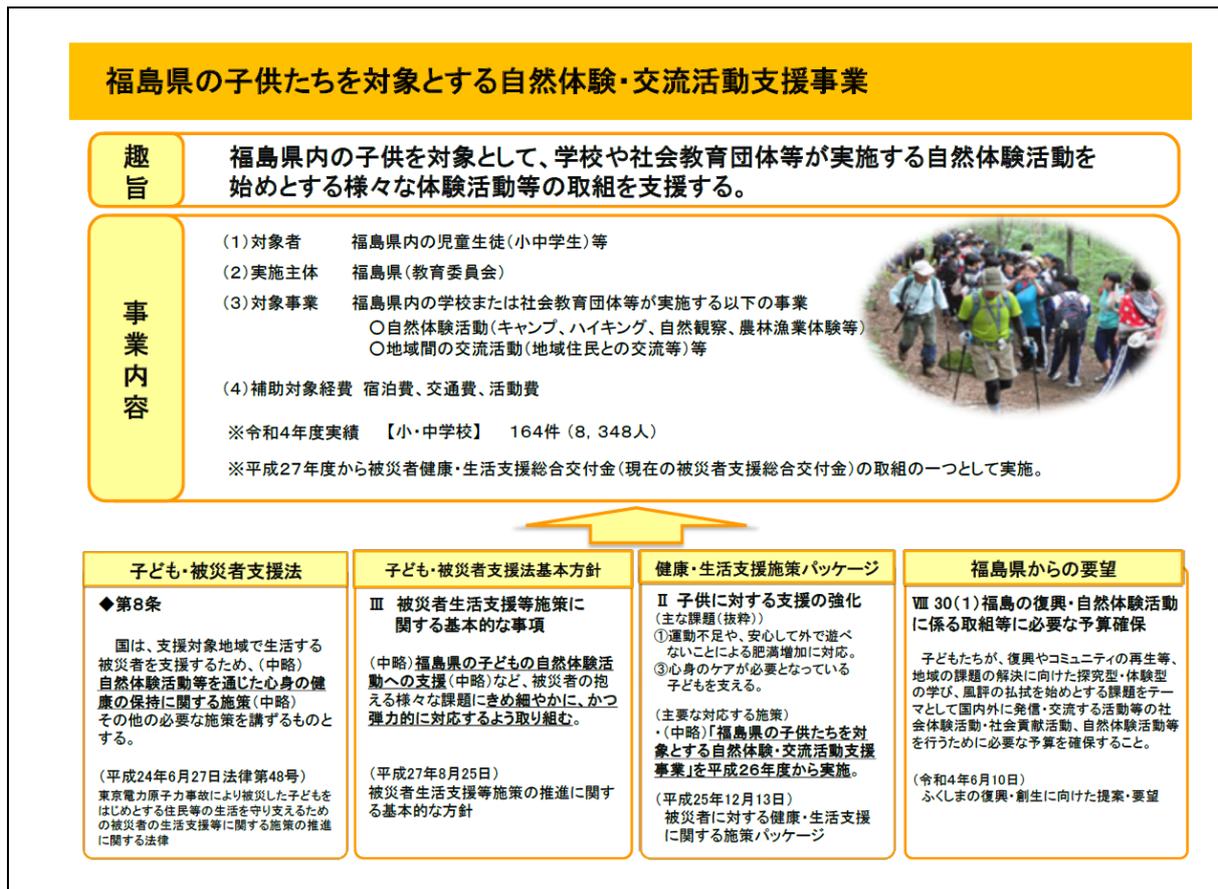
○補助率：定額

Source) The Ministry of Health, Labour and Welfare materials

(2) Support for nature experiences and exchange activities

The Support Project for Nature Experiences and Exchange Activities for Children in Fukushima Prefecture (Ministry of Education, Culture, Sports, Science and Technology Project) supports activities such as nature experience activities conducted by schools and social education-related organizations for children in Fukushima Prefecture. This project has been implemented since FY 2014. By FY 2022, 3,239 programs were implemented at elementary and junior high schools, 2,347 programs were implemented at kindergartens and nursery schools, and 53 programs were implemented at social education-related organizations (since FY 2015, this program has been implemented as one of the efforts of the General Subsidy for Support for Disaster Victims).

Figure 4-1-21 Support for nature experiences and exchange activities for children in Fukushima Prefecture



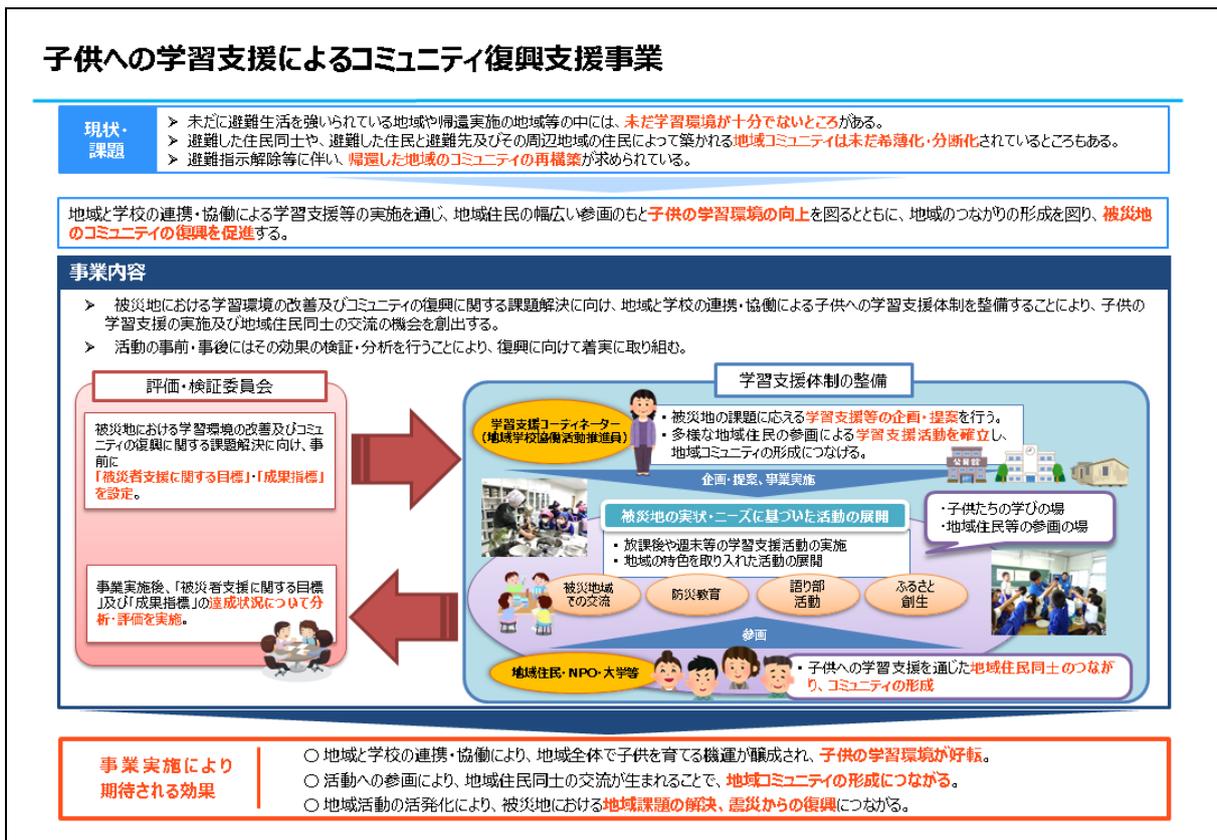
Source) The Ministry of Education, Culture, Sports, Science and Technology materials

(3) Supporting Children's Learning

The Community Reconstruction Assistance Project through learning support for children(a project of the Ministry of Education, Culture, Sports, Science and Technology) was started in FY 2016, and was added to the General Subsidy for Support for Disaster Victims in FY 2017. In FY 2017, it was the “Community reconstruction support project through learning support for children related to the reorganization of temporary housing.” In FY 2021, it was renamed the “Community Reconstruction Assistance Project through learning support for children.”

This project aims to improve the learning environment for children with the wide participation of local residents through the implementation of learning support through cooperation and collaboration between local communities and schools. It also promotes the reconstruction of communities in the disaster-affected areas through the formation of regional ties and implements activities that contribute to the reconstruction of communities in the disaster-affected areas, such as after-school and weekend learning support.

Figure 4-1-22 Community Reconstruction Assistance Project through learning support for children



Source) The Ministry of Education, Culture, Sports, Science and Technology materials

7. Other Efforts of Support for Disaster Victims

(1) Donations, etc.

1) Donations

As of the end of FY 2020, a total of 384.5 billion yen was donated by the four organizations of the Japanese Red Cross Society, Central Community Chest of Japan, Japan Broadcasting Corporation (NHK), and NHK Welfare and Cultural Foundation (“Japanese Red Cross Society, etc.”). (In the case of the Great Hanshin-Awaji Earthquake, which was the largest ever, donations totaled about 179.2 billion yen.)^{12,13}

Regarding the distribution of donations, the Japanese Red Cross Society and other organizations established the “Committee for Determining the Distribution Ratio of Donations” on April 8, 2011, which consists of academic experts, representatives of organizations accepting donations, and representatives of the disaster-affected prefectures, and decided on the distribution method (standard) of donations to each disaster-affected prefecture. In the first round of distribution by the Committee, the amount obtained by multiplying the following criteria by the number of eligible households and the number of eligible persons was distributed to each disaster-affected prefecture: “350,000 yen for deaths, missing persons, houses completely destroyed or burnt down,” “180,000 yen for partially destroyed or partially burned houses,” and “350,000 yen for households in areas in which nuclear power plant evacuation orders or shelter-in-place orders are issued”. Distribution Committees established by each disaster-stricken prefecture decided the distribution method, and municipalities distributed the funds.

As of the end of September 2022, approximately 99% of the donations made to the Japanese Red Cross Society and other organizations were distributed to disaster victims. The remittance from the Japanese Red Cross Society, etc., to each prefecture has been completed, and the undistributed portion is the portion in cases where the prefecture has reserved the amount, the distribution from the municipality to the disaster victims has not been completed, or there was an amount left over after distribution, etc.

Figure 4-1-23 Distribution of Donations to the Japanese Red Cross Society for the Great East Japan Earthquake

東日本大震災に係る日本赤十字社等義援金配付状況(令和4年9月30日現在)					
募金総額 (A)	配分				配付件数 (件)
	都道府県への送金額(B)	市町村への送金額(C)	被災者への配付額(D)	配付件数 (件)	
	対・募金総額(B/A)	対・都道府県への送金額(C/B)	対・市町村への送金額(D/C)		
3,845億円	合計	3,845億円	3,831億円	3,814億円	3,122,186
		100.0%	99.6%	99.6%	

(注) 平成23年3月14日から平成26年3月31日までの間に日本赤十字社、中央共同募金会、日本放送協会(NHK)及びNHK厚生文化事業団の4団体に寄せられた義援金と平成26年4月1日から令和3年3月31日にかけて日本赤十字社に寄せられた義援金(※)を合計したものです。

※ 日本赤十字社における同義援金の受付は令和3年3月31日で終了しました。

※ 日本赤十字社が受け付けた義援金の被災都府県への送金状況は、日本赤十字社ホームページもご参照ください。(https://www.jrc.or.jp/contribution/)

Source) Donations to the Japanese Red Cross Society for the Great East Japan Earthquake (as of September 30, 2022)
https://www.bousai.go.jp/2011daishinsai/pdf/gienkin_r40930.pdf (browsed July 25, 2023)

Donations were also accepted through the government of Japan (from Tuesday, April 5, 2011 to Sunday, March 31, 2024) through the donation windows of Mizuho Bank, MUFG Bank, SMBC, and Japan Post Bank (the Government Window for Great East Japan Earthquake Donations). As of the end of October 2022, approximately 4

¹² The sum of donations made to the Japanese Red Cross Society from March 14, 2011 to March 31, 2014 and donations made to the Japanese Red Cross Society from April 1, 2014 to March 31, 2021.

¹³ Hanshin-Awaji Reconstruction Headquarters, Prime Minister’s Office, Hanshin-Awaji Earthquake Reconstruction Journal (February 2000), p. 25

billion yen had been accepted, of which approximately 99% had been remitted to local governments. The distribution is based on the criteria determined by the Committee for Determining the Donation Distribution Ratio established by the Japanese Red Cross Society, etc. (proportional distribution according to the disaster situation).

In addition, based on the concern that the relief money provided to disaster victims suffering from double indebtedness might be seized by their creditors, preventing them from rebuilding their lives, the “Act on Prohibition of Seizure, etc. of Relief Money Related to the Great East Japan Earthquake” (Act No. 103 of 2011) stipulates that the right of a person to receive relief money related to the Great East Japan Earthquake cannot be transferred, pledged as collateral, or seized, and money received as relief money related to the Great East Japan Earthquake cannot be seized. In the event of the Great East Japan Earthquake, the Kumamoto Earthquake in 2016, the torrential rains in July 2018, the Boso Peninsula Typhoon in 2019, the East Japan Typhoon in 2019, and the torrential rains in July 2020, the law prohibiting the seizure of donations related to these disasters in light of the severity of the damage. In 2021, the Act on Prohibition of Seizure of Donations for Natural Disasters (Act No. 64 of 2021) was enacted to prohibit the seizure of donations for natural disasters in general. (See Chapter 2, Section 3, p. 40.)

2) Condolence money for disaster and condolence money for disaster-related disability

The Act on Payment, etc. of Disaster Condolence Money (Act No. 82 of 1973). Hereinafter referred to as the “Disaster Condolence Money Act”. The amount of payment is 5 million yen in the case of the death of the breadwinner and 2.5 million yen in the case of the death of others. As of March 31, 2022, 20,583 cases of disaster condolence money have been paid.

In this regard, at that time, the scope of the bereaved family receiving condolence money for disaster was defined as spouse, child, parent, grandchild or grandparent. On the other hand, in light of the social situation and changes in the way of families at that time in 2011, the “Act for Partial Amendment of the Act on Payment of Disaster Condolence Money” (Act No. 86 of 2011) was enacted to add siblings who lived with or shared the livelihood with the deceased person at the time of his/her death when there were no other bereaved family members in the area, and it was retroactively applied to the Great East Japan Earthquake. (See Chapter 2, Section 3, p. 38.)

However, pursuant to the provisions of the Act on Condolence Money for Disaster, consolation money for disability is provided to those who have suffered serious mental or physical disabilities (bilateral blindness, continuous nursing care required, amputation above elbow joint of both upper limbs, etc.) due to natural disasters. The amount of condolence money is 2.5 million yen for those who maintain their livelihood and 1.25 million yen for others. As of March 31, 2022, condolence money for disability was provided in 107 cases.

The financial burden of disaster condolence money and condolence money for disaster-related disability is 1/2 for the national government, 1/4 for prefectures, and 1/4 for municipalities.

As with donations, there was a concern that disaster victims with double debt problems might be prevented from rebuilding their lives by having their condolence money seized by creditors. Therefore, the Act for Partial Revision of the Act on Payment, etc. of Condolence Money for Disaster and the Act on Support for Reconstructing Livelihoods of Disaster Victims (Act No. 100 of 2011) prohibited seizure not only in the case of the Great East Japan Earthquake. (See Chapter 2, Section 3, p. 39.)

Figure 4-1-24 Status of provision of disaster condolence payments and other aid

(2) Status of provision of disaster condolence payments (according to a survey by the Cabinet Office, as of March 31, 2022)

	Number of payments	Among the disaster-affected three prefectures	Amount paid	Among the disaster-affected three prefectures
Disaster condolence money	20,583	20,374	61.25375 billion yen	60.55875 billion yen
Condolence money for disability due to disaster	107	103	177.5 million yen	171.25 million yen

* Disaster condolence money: This is paid to the bereaved families of those who died in a disaster.
 Condolence money for disability due to disaster: This is paid to those who have suffered serious mental or physical disability due to injury or illness caused by a disaster.

Source) The Reconstruction Agency, “Reconstruction Efforts and Related Systems ” (June 6, 2022), p. 10
https://www.reconstruction.go.jp/topics/main-cat1/sub-cat1-1/20220606_torikumitokanrenshoseido.pdf
 (browsed July 25, 2023)

3) Livelihood recovery support funds for disaster victims

Based on the provisions of the Act on Support for Reconstructing Livelihoods of Disaster Victims (Act No. 66 of 1998), the purpose of the Support System for Reconstructing Livelihoods of Disaster Victims is to support the reconstruction of livelihoods of those who have suffered significant damage to their infrastructure, such as the complete destruction of their housing due to a natural disaster, by making use of funds contributed by prefectures from the perspective of mutual aid, thereby contributing to the stabilization of the lives of residents and the prompt reconstruction of the disaster-affected areas.

Support Grants for Reconstructing Livelihoods of Disaster Victims are provided to the heads of households ① whose houses have been “completely destroyed” (totally destroyed households), ② whose houses have been partially destroyed or whose sites have been damaged and whose houses have been unavoidably dismantled (partially destroyed or damaged), ③ whose houses are expected to remain uninhabitable for a long time due to the continued danger of the disaster (long-term evacuated households), ④ whose houses have been partially destroyed and are difficult to live in unless large-scale repairs are made (large-scale partially destroyed households), and ⑤ whose houses have been partially destroyed and are difficult to live in unless large-scale repairs are made (medium-scale partially destroyed households; the Great East Japan Earthquake is not covered); the basic subsidy according to the degree of damage to the housing and the additional subsidy according to the method of rebuilding the housing are provided.¹⁴ Specifically, the basic support is 1 million yen for households in ①-③) and 500,000 yen for households in ④. Additional support is 2 million yen for construction and purchase, 1 million yen for repair, and 500,000 yen for lease (excluding public housing) (therefore, a maximum of 3 million yen will be provided).

As of March 31, 2022, basic support payments had been provided to 205,634 households and additional support payments to 156,867 households.

Figure 4-1-25 Status of provision of livelihood recovery support funds for disaster victims

(3) Status of provision of livelihood recovery support funds for disaster victims (according to a survey by the Cabinet Office, as of March 31, 2022)

	Number of households	Among the disaster-affected three prefectures	Amount paid	Among the disaster-affected three prefectures
Basic support funds	205,634	187,735	166.6 billion yen	153.1 billion yen
Additional support funds	156,867	141,965	212 billion yen	191.9 billion yen

* Support payments for the livelihood recovery of disaster victims: Provided to households whose residential homes were completely destroyed or whose living conditions suffered severe damage due to the disaster.
 Partial revision of the Great East Japan Earthquake Fiscal Aid Act raises the government subsidy rate from 50% to 80% as a measure limited to the Great East Japan Earthquake.
 In addition, the additional funds for local contributions (20%) will be fully covered by the special allocation tax increased in the second supplementary budget for FY 2011.

Source) The Reconstruction Agency, “Reconstruction Efforts and Related Systems ” (June 6, 2022), p. 10
https://www.reconstruction.go.jp/topics/main-cat1/sub-cat1-1/20220606_torikumitokanrenshoseido.pdf
 (browsed July 25, 2023)

¹⁴ This is a classification of affected households added by the Act for Partial Revision of the Act on Support for Reconstructing Livelihoods of Disaster Victims (Act No. 69 of 2020). The provisions after the enforcement of the Act are applicable to natural disasters that occurred on or after July 3, 2020.

Figure 4-1-26 Payment of Support Grants for Support System for Reconstructing Livelihoods of Disaster Victims

被災者生活再建支援制度に係る支援金の支給について						
(令和4年3月31日現在)						
年	対象災害	適用日	対象都道府県名	市町村名	支援金の支給状況	
					既支給世帯数	支援金支給額(千円)
H23	東日本大震災	3/11	青森県	全域適用	541	949,875
			岩手県	全域適用	23,182	45,220,625
			宮城県	全域適用	124,390	218,909,500
			福島県	全域適用	40,163	80,835,875
			茨城県	全域適用	9,808	18,645,750
			栃木県	全域適用	883	2,049,250
			千葉県	全域適用	73	137,875
		埼玉県	加須市(旧大利根町及び旧北川辺町の区域)、久喜市	6,338	11,342,000	
		東京都	板橋区	24	36,750	
		3/12	新潟県	十日町市、津南町	124	207,375
			長野県	栄村	108	216,000
			合計		205,634	378,550,875

Source) Payment of Subsidies for the Support System for Reconstructing Livelihoods of Disaster Victims (Excerpt) (The latest version is available at the following URL)

<https://www.bousai.go.jp/taisaku/seikatsusaiken/pdf/sienkin.pdf> (browsed July 25, 2023)

Support Grants for Reconstructing Livelihoods of Disaster Victims are to be paid by Support Corporations for Reconstructing Livelihoods of Disaster Victims provided for in the Act on Support for Reconstructing Livelihoods of Disaster Victims from funds contributed by prefectures. The subsidy rate of the national government's subsidy for rebuilding the lives of disaster victims is 1/2. Under the "Act for Partial Revision of the Act on Special Financial Assistance and Subsidies in Response to the Great East Japan Earthquake" (Act No. 87 of 2011), a measure was added to the Act on Special Financial Assistance and Subsidies to Deal with the Great East Japan Earthquake (Act No. 40 of 2011) to raise the subsidy rate of the national government from 1/2 to 4/5 for the Great East Japan Earthquake, including the subsidy already paid. (See Chapter 2, Section 3, p. 16.)

As with disaster condolence money, there was a concern that disaster victims with double debt problems might be prevented from rebuilding their lives by having their condolence money seized by creditors. Therefore, the Act for Partial Revision of the Act on Payment, etc. of Condolence Money for Disaster and the Act on Support for Reconstructing Livelihoods of Disaster Victims prohibited seizure not only in the case of the Great East Japan Earthquake. (See Chapter 2, Section 3, p. 39.)

In addition, measures were taken to expedite the procedures for the payment of support grants for rebuilding the lives of disaster victims. Furthermore, procedures were revised to ensure that housing damage due to liquefaction received appropriate damage assessments reflecting actual conditions. Details are as follows:

a. Streamlining procedures for financial support for the livelihood recovery of disaster victims

In order to expedite the issuing of damage certificates, which are used to make decisions regarding the application of various disaster victim support programs, including financial support for the livelihood recovery of disaster victims, the necessary housing damage assessment process was simplified. The simplified methods for assessing damage communicated to affected local governments included:

- ① Identifying houses washed away by the tsunami as "completely destroyed" using aerial or satellite imagery.
- ② Declaring all houses within areas identified as tsunami-flooded zones, where surveys showed that flooding had generally reached up to the ceiling of the first floor, as "completely destroyed."
- ③ Utilizing simple methods, such as visual inspections combined with sketches or diagrams, to assess damage. These simple methods were shown to public organizations in disaster-affected areas.

To further expedite the provision of financial support for the livelihood recovery of disaster victims, it was communicated to affected local governments that:

- ① If a photograph clearly showed the collapse of a house, applications could be submitted with the photograph

alone, without requiring a damage certificate.

- ② For cases where an entire area was devastated by the tsunami and households were classified as requiring long-term evacuation, support payments could be made even without a damage certificate.

These were shown to local governments in the disaster-affected areas.

Additionally, to strengthen the administrative capacity for processing financial support payments, the government requested an increase in the number of corporate personnel involved in the payment process and actively sought cooperation from prefectural governments to support disaster-affected municipalities.

b. Measures to address liquefaction damage

The Great East Japan Earthquake caused widespread housing damage due to liquefaction in areas such as Chiba and Ibaraki Prefectures. Based on concerns that the existing survey and assessment methods for housing damage did not reflect the realities of liquefaction-related damage of this earthquake, the assessment criteria were revised after gathering on-site observations and consulting with academic experts. Specifically, criteria were added for assessments based on tilting of structures integrated with their foundations and floors, as well as subsidence of residential foundations and related components.

On the other hand, under the Act on Support for Reconstructing Livelihoods of Disaster Victims, the application period for basic support funds is limited to 13 months from the date of the disaster and for additional support funds to 37 months; however, based on the provisions of the Act, prefectural governors can extend the application period. The following table shows the extension of the application period based on the status of issuance of disaster certificates and the progress of reconstruction of livelihoods.

Figure 4-1-27 List of Deadlines for Application of Support Grants for Reconstructing Livelihoods of Disaster Victims of the Great East Japan Earthquake (as of April 1, 2023)

* Underlined municipalities: municipalities within the application deadline

List of Deadlines for Application for Disaster Relief Under the Act on Support for Reconstructing Livelihoods of Disaster Victims (as of April 1, 2023)						
* Underlined municipalities: municipalities within the application deadline						
Disaster name	Location of occurrence		Date of occurrence (Effective date)	Basic support funds		
				Basic support funds	Additional support funds	
Great East Japan Earthquake	Aomori Pref.	Hachinohe City	March 11, 2011	April 10, 2019	April 10, 2019	
		Other than the above		April 10, 2018	April 10, 2018	
	Iwate Pref.	Rikuzentakata City	March 11, 2011	April 10, 2020	April 10, 2022	
		Miyako City, Yamada Town, Otsuchi Town, Kamaishi City, Ofunato City		April 10, 2020	April 10, 2021	
		Noda Village		April 10, 2018	April 10, 2021	
		Ichinoseki City		April 10, 2020	April 10, 2020	
		Hanamaki City		April 10, 2018	April 10, 2020	
		Kitakami City and Oshu City		April 10, 2019	April 10, 2019	
		Tanohata Village		April 10, 2018	April 10, 2019	
		Other than the above		April 10, 2017	April 10, 2018	
		Miyagi Pref.		Sendai City, Ishinomaki City, Kesennuma City, Shiogama City, Tagajo City, Higashimatsushima City, Shichigahama Town, Onagawa Town, Minamisanriku Town	March 11, 2011	April 10, 2018
	Natori City		April 10, 2020	April 10, 2018		
	Other than the above		April 10, 2018	April 10, 2018		
	Fukushima Pref.	<u>Minamisoma City</u>	March 11, 2011	April 10, 2023	April 10, 2024	
		Hirono Town		April 10, 2022	April 10, 2023	
		<u>Naraha Town, Tomioka Town, Okuma Town, Futaba Town, Namie Town, Iitate Village</u>		April 10, 2024	April 10, 2024	
		Iwaki City		April 10, 2021	April 10, 2023	
		<u>Soma City</u>		April 10, 2020	April 10, 2024	
		Shinchi Town		April 10, 2020	April 10, 2023	
		Nihonmatsu City and Motomiya City		April 10, 2020	April 10, 2022	
		Fukushima City, Koriyama City, Kawauchi Village, Katsurao Village		April 10, 2021	April 10, 2021	
		Shirakawa City and Tamura City		April 10, 2020	April 10, 2021	
		Sukagawa City, Date City, Kori Town, Kunimi Town, Kawamata Town, Otama Village, Kagamiishi Town, Tenei Village, Nishigo Village, Izumizaki Village, Yabuki Town, Ishikawa Town, Tamagawa Village, Miharu Town, Ono Town		April 10, 2020	April 10, 2020	
		Aizuwakamatsu City, Inawashiro Town, Aizubange Town, Yukawa Village, Aizumisato Town, Nakajima Village, Tanagura Town, Yamatsuri Town, Samegawa Village, Hirata Village, Asakawa Town, Furudono Town		April 10, 2019	April 10, 2019	
		Other than the above		April 10, 2018	April 10, 2018	
		Kamisetsu City		April 10, 2018	April 10, 2021	
		Mito City, Hitachi City, Hitachiota City, Kitaibaraki City, Toride City, Hitachinaka City		April 10, 2019	April 10, 2020	
		Ibaraki Pref.		Ishioka City, Kasama City, Itako City, Naka City, Inashiki City, Hokota City	March 11, 2011	April 10, 2018
	Tsuchiura City, Koga City, Yuki City, Ryugasaki City, Shimotsuma City, Joso City, Takahagi City, Ushiku City, Tsukuba City, Kashima City, Moriya City, Hitachiomiya City, Chikusei City, Bando City, Kasumigaura City, Sakuragawa City, Namegata City, Tsukubamirai City, Omitama City, Ibaraki Town, Oarai Town, Shirosato Town, Tokai Village, Miura Village, Ami Town, Kawachi Town, Tone Town		April 10, 2018	April 10, 2018		
	Daigo Town, Yachiyo Town, Goka Town, Sakai Town		April 10, 2017	April 10, 2017		
	Utsunomiya City and Nasukarasuyama City		October 10, 2016	April 10, 2018		
	Other than the above		April 10, 2017	April 10, 2017		
	Chiba Pref.		Chiba City, Choshi City, Funabashi City, Narita City, Sakura City, Asahi City, Narashino City, Yachiyo City, Inzai City, Sosa City, Katori City, Yamatake City	March 11, 2011		April 10, 2017
Noda City, Mobara City, Kashiwa City, Abiko City, Kanzaki Town			April 10, 2016			April 10, 2016
Other than the above			April 10, 2015			April 10, 2015
Saitama Prefecture	Kazo City and Kuki City		March 11, 2011	April 10, 2013		April 10, 2014
Tokyo	Itabashi-ku		March 11, 2011	April 10, 2012		April 10, 2014
Niigata Pref.	Tokamachi City and Tsunan Town	March 12, 2011	October 11, 2012	April 11, 2014		
Nagano Pref.	Sakae Village	March 12, 2011	October 11, 2012	April 11, 2014		

(Source) Prepared by the Reconstruction Agency based on information from the Disaster Prevention Bureau, Cabinet Office

4) Disaster relief funds

Disaster relief funds are available to provide loans to persons who have been injured or have suffered damage to their residences or household goods due to a targeted disaster (a natural disaster to which Article 2, Paragraph 1 of the Disaster Relief Act is applied to one or more municipalities within a prefecture) in order to contribute to rebuilding their lives. The maximum amount of the loan is set at 1.5 million yen to 3.5 million yen depending on the injury or damage to the residence.

In the case of general disasters, the interest rate is 3% (with the revision of the law in 2018, the interest rate for

disasters occurring on or after April 1, 2019 was set at a rate specified by an ordinance not exceeding 3% per annum), and the repayment period is 10 years (including a grace period of three or five years.). The exemption from repayment is limited to cases where it is recognized that the borrower has become unable to repay due to death or severe disability (in the 2019 revision of the law, exemption requirements were added to those for cases where a decision to commence bankruptcy proceedings or civil rehabilitation proceedings was made). In the case of the Great East Japan Earthquake, the following special measures are taken under the provisions of the Act on Special Financial Assistance and Subsidies to Deal with the Great East Japan Earthquake.

- ① Redemption period extended to 13 years (grace period also extended to six or eight years).
- ② The normal interest rate of 3% is reduced to no interest with a guarantor and to 1.5% without a guarantor.
- ③ In addition to the requirement for exemption from reimbursement, a case where a person who was granted a grace period for payment of reimbursement due to insolvency or near insolvency is still insolvent or near insolvency 10 years after the final payment due date and is unlikely to be able to pay reimbursement is added.

As of September 30, 2021, 29,719 disaster relief funds totaling 52,520,290,000 yen were provided under these special provisions.

On the other hand, since disaster relief loans are intended for heads of households whose income is less than a certain amount, there are still people who are unable to get out of poverty and find it difficult to be reimbursed by contract even after a period has passed since the earthquake. As a result, in FY 2024, the repayment date to municipalities from those who provided loans in 2011 is scheduled to arrive. At present, there are many cases in which the repayment of disaster relief funds from disaster victims to municipalities is in arrears, and each municipality has a problem in collecting them.

At the time of the Great Hanshin-Awaji Earthquake in 1995, the amount of disaster relief loans was about 2.5 times larger than that of the Great East Japan Earthquake, partly because there was no support fund for rebuilding the lives of disaster victims under the Act on Support for Reconstructing Livelihoods of Disaster Victims.¹⁵ The repayment period for disaster relief funds from the Great Hanshin-Awaji Earthquake was 10 years. Even if local governments granted a grace period for the payment of refunds to disaster victims, they were required to reimburse the national government for the loan funds they borrowed from the national government (it was possible to make a special provision for postponement of performance based on the Claim Management Act). However, because a considerable amount of money remained unreimbursed even after 10 years had passed, the Ordinance for Enforcement of the Act on Condolence Money for Disasters was amended in January 2006 to make it clear that the Great Hanshin-Awaji Earthquake met the requirement for a special contract to postpone payment under the Claim Management Act if a municipality granted a grace period for payment of reimbursement¹⁶. During this period, the local governments concerned worked hard to collect debts, and the percentage of unrepaid debts was 9.3% as of December 2018. Efforts to collect debts have progressed, but the handling of the unredeemed 12.3 billion yen remains an issue. In order to overcome this situation, the Disaster Condolence Money Act was amended by Diet member legislation in 2019 to exempt low-income earners from repayment under certain conditions, such as that their income is equivalent to that of public assistance.¹⁷ In September 2021, Kobe City, with the approval of the city assembly, waived approximately 1 billion yen in unredeemed claims for small amount redeemers who were not exempt from repayment or for persons with difficulty in contacting such persons as those whose residence was unknown or those who had moved out of Japan.

Municipalities affected by the Great East Japan Earthquake will be required to further strengthen their efforts to

¹⁵ The amount and number of disaster relief funds were approximately 52.5 billion yen and approximately 30,000 (as of the end of September 2021) for the Great East Japan Earthquake, while they were approximately 132.6 billion yen and approximately 57,000 for the Great Hanshin-Awaji Earthquake.

¹⁶ Deferral of implementation for five years in 2006 and three years each in 2011, 2014, 2017 and 2020.

¹⁷ As of the end of March 2021, the status of disaster relief fund receivables following the Great Hanshin-Awaji Earthquake was as follows.

- Total loan amount: approx. 132.6 billion yen (including approx. 88.4 billion yen at national expense)
- Redeemed amount (national expense): Approx. 75.1 billion yen
- Exempt amount (national expenses): Approx. 5.1 billion yen
- Unredeemed amount (national expense): Approx. ¥8.2 billion
- Expected amount of exemption: Approx. 6.6 billion yen (approx. 1.6 billion yen will be redeemed)

collect debts in preparation for the arrival of FY 2024, when the due date for repayment to municipalities is due from those who provided loans in 2011.

Figure 4-1-28 Status of Reimbursement of Disaster Relief Funds for the Great East Japan Earthquake

東日本大震災に係る災害援護資金償還状況（全体）

令和3年9月30日時点

	支払期日 到来件数 (A)	滞納 件数 (B)	滞納件数 の割合 (B/A)	滞納金額 (C)	貸付総金額 に占める 滞納金額の 割合 (C/D)	貸付総件数	貸付総金額 (D)
青森県	42件	4件	9.5%	309万円	2.6%	51件	1億1750万円
岩手県	943件	253件	26.8%	1億6928万円	5.6%	1,168件	30億2560万円
宮城県 (仙台市を除く。)	7,911件	3,123件	39.5%	16億5408万円	9.4%	8,869件	175億7417万円
仙台市	14,385件	5,538件	38.5%	23億3203万円	10.0%	15,137件	233億5771万円
福島県	2,996件	928件	31.0%	4億7217万円	8.0%	3,168件	58億7774万円
茨城県	822件	190件	23.1%	1億0382万円	6.3%	862件	16億4973万円
栃木県	28件	4件	14.3%	331万円	5.6%	30件	5861万円
千葉県 (千葉市を除く。)	357件	52件	14.6%	5775万円	7.6%	384件	7億5913万円
千葉市	18件	0件	0.0%	0円	0.0%	19件	3840万円
東京都	25件	7件	28.0%	267万円	5.1%	26件	5260万円
長野県	5件	0件	0.0%	0円	0.0%	5件	910万円
合計	27,532件	10,099件	36.7%	47億9820万円	9.1%	29,719件	525億2029万円

(注1) 支払期日到来件数(A)：措置期間経過後の最初の支払期日が来た債権の件数であり、完済件数を含む。免除、破産免責、民事再生免責の件数は除く。

(注2) 滞納件数(B)：支払期日到来件数(A)のうち、調査時点において、支払期日に償還すべき金額が支払われていないものの件数の合計。少額償還決定したもののうち、当該少額償還計画の取決めに伴って支払期日に償還すべき金額が支払われていないものの件数も含む。

(注3) 滞納件数の割合：支払期日到来件数(A)に占める滞納件数(B)の割合。

(注4) 滞納金額：支払期日到来したもののうち、調査時点において、支払期日に償還すべき金額が支払われていないものの元金の合計額。少額償還決定したもののうち、当該少額償還計画の取決めに伴って支払期日に償還すべき金額が支払われていない金額を含む。

Source) “Status of Reimbursement of Disaster Relief Funds for the Great East Japan Earthquake” (as of September 30, 2021), p. 2, Disaster Prevention Bureau, Cabinet Office
<https://www.bousai.go.jp/2011daishinsai/pdf/shokan04.pdf> (browsed July 25, 2023)

(2) Efforts based on the Houterasus Special Measures for Earthquake Disaster Act

1) Overview

According to the “Act on Special Provisions for Services of the Japan Legal Support Center for Assistance to Victims of the Great East Japan Earthquake” (“Houterasus Special Measures for Earthquake Disaster Act”), which came into force in April 2012, free legal consultations by lawyers were provided to people who lived in areas covered by the Disaster Relief Act at the time of the disaster, regardless of their financial resources, as well as reimbursement of expenses for representation and documentation. The Act expired in March 2021 after two extensions (April 2015 and April 2018).

Local offices were established in two locations in Iwate, three locations in Miyagi, and two locations in Fukushima, and over 400,000 cases of earthquake legal consultation assistance were provided over nine years.

2) Developments immediately after the earthquake

On March 12, 2011, the day after the earthquake, the “Great East Japan Earthquake Response Headquarters” was established within the Houterasus (Japan Legal Support Center) Headquarters, and after ascertaining the situation of human and property damage at each regional office in the Tohoku region and elsewhere, and confirming the system of work such as court-appointed defense counsel, consideration was started on how to support the victims in the future. The situation of damage was serious, extensive, and widespread, and it was considered necessary to provide various kinds of legal information related to disaster victim support first of all; from March 23, about two weeks after the earthquake, the provision of information by telephone to disaster victims was successively started in cooperation with the Houterasus and related organizations. In addition, at the end of March of the same year, the government started to provide legal consultations by visiting evacuation shelters and providing civil legal assistance services.

In May 2011, normal operations of the Houterasus Support Dial service were resumed at the call center (Sendai City) that was damaged by the earthquake, and in November of the same year, the Earthquake Damage Houterasus Dial (now the Houterasus Disaster Dial) was opened to enhance the provision of information to disaster victims.

Immediately after the disaster, the Japan Federation of Bar Associations, the Japan Federation of Judicial Scriveners Associations, local bar associations, etc., also started consultation meetings and other activities nationwide, based on the experiences of past major disasters such as the Great Hanshin-Awaji Earthquake, and strengthened cooperation with the Houterasus, etc., to actively make recommendations to the national government on problems faced by disaster victims and their requests for improvement.

Figure 4-1-29 The Houterasus, Great East Japan Earthquake Consultation Examples Q & A Collection



Source) Houterasus White Paper 2020, p. 20

https://www.houterasus.or.jp/houterasus_gaiyou/kouhou/kankoubutsu/hakusyo/hakusyusyo-reiwa2.files/r2tokusyu1.pdf (browsed July 25, 2023)

3) Establishment of Local Offices in Disaster-affected Areas

As part of the development of the legal support system, the Houterasu established a “Special Office for Support for Disaster Victims” in order to realize the establishment of branch offices in the disaster-affected areas, and proceeded with the selection of candidate locations for branch offices in the disaster-affected areas, coordination and negotiations with the Ministry of Justice, the JFBA, bar associations in the disaster-stricken areas, local governments, etc. In October 2011, about six months after the earthquake, the first branch office in the disaster-affected areas was opened, the Houterasu Minamisanriku in Miyagi Prefecture. Then, Houterasu Yamamoto (December of the same year) and Houterasu Higashimatsushima (February 2012) were established in the same fiscal year, and the Houterasu Otsuchi (March of the same year) was established in Iwate Prefecture, and the activities of local offices in the disaster-affected areas gradually began. By March 2013, a total of seven local offices were established in Iwate, Miyagi, and Fukushima Prefectures. The branch offices in the disaster-affected areas were located in the Pacific coastal areas, which were severely damaged by the tsunami, and in areas where many victims of the Fukushima nuclear power station accident live.

The Legal Support Center was established on April 10, 2006, based on the Comprehensive Legal Support Act (Act No. 74 of 2004), which was enacted in response to the written opinion of the Judicial System Reform Council. At that time, Japanese society was changing from a so-called “pre-regulation society” (a society in which the activities and interests of individuals and companies are adjusted mainly through regulations and guidance by the government) to a so-called “post-relief society” (a society in which each citizen acts freely on his/her own responsibility as a basic principle, and where disputes and conflicts of interest arise as a result, a society in which the law, which is the rule of society, is used proactively for resolution). In response to this change in society, the Houterasu was established with the aim of realizing a society in which the information and services necessary for the resolution of disputes by law can be received. On October 2, 2006, the service (Houterasu Support Dial service) began at offices and call centers nationwide.

Figure 4-1-30 Local Houterasu Offices in Disaster-affected Areas



Source) Houterasu White Paper 2020, p. 22
https://www.houterasu.or.jp/houterasu_gaiyou/kouhou/kankoubutsu/hakusyo/hakyusyo-reiwa2.files/r2tokusyu1.pdf
 (browsed July 25, 2023)

4) Introduction of Earthquake Legal Aid Services

One of the major barriers to promoting support for disaster victims was the financial resources requirement. At first, free legal consultations were provided at evacuation shelters and other places under the civil legal aid service, and requirements for use included income and assets below certain standards depending on the family's situation. Therefore, at the time of receiving legal consultations, it was necessary to inquire about the income and family situation of disaster victims under severe conditions. This placed a heavy burden on both the victims to be heard and the staff of the local offices in the affected areas, and was a major obstacle to the provision of legal assistance.

The Houterasu Special Measures for Earthquake Disaster Act enacted on March 23, 2012 and enforced on April 1 of the same year resolved these problems and enabled victims to receive legal assistance more smoothly. As a result, the Houterasu newly launched the Disaster Legal Assistance Service, and legal consultations are now available free of charge to anyone who had a residence in the disaster-stricken area at the time of the disaster, regardless of their financial resources.

5) Houterasu

At that time, when considering support for victims in disaster-affected areas, there was a problem of how to provide legal support to victims in areas where transportation infrastructure was not already in place, or where transportation infrastructure had collapsed due to the earthquake and transportation means were scarce. Therefore, it was decided to deploy mobile consultation vehicles that can be used for in-car consultations at all branch offices in the affected areas. The inside of the vehicles is equipped with chairs and tables for face-to-face consultation.

The vehicle was named "Houterasu" and was used as a mobile consultation area for local offices in the disaster-affected areas, as well as a promotional vehicle to inform disaster victims and related organizations about the Houterasu. In particular, it played an active role as a means of outreach for people who did not have transportation to local offices in disaster-affected areas or who could not come for consultation due to old age or physical conditions.

Figure 4-1-31 Houterasu



Source) Houterasu White Paper 2020, p. 23-24
https://www.houterasu.or.jp/houterasu_gaiyou/kouhou/kankoubutsu/hakusyoy/hakusyuo-reiwa2.files/r2tokusyul.pdf (browsed July 25, 2023)

6) Yorozu Consultation and Cooperation with Relevant Organizations

Diverse consultation needs related to legal issues were anticipated in the disaster-affected areas, including registration, administrative procedures, social welfare and taxes. Therefore, in cooperation with local governments, the Consumer Affairs Agency, the National Consumer Affairs Center of Japan, and other related professional associations (judicial scriveners, tax accountants, architects, land and house surveyors, social insurance and labor consultants, administrative scriveners, social welfare specialists), it was decided to start “Yorozu Counseling” at local branch offices in the disaster-affected areas by specialists. As a result, local offices in the disaster-affected areas can provide one-stop services based on the cooperation of related professional associations. This Yorozu consultation also served as an opportunity for disaster victims who hesitated to consult with the Houterasu because they were confused about whether their problems were legal or not.

In addition, several branch offices in the disaster-affected areas, such as Houterasu Minamisanriku, provided counseling on women’s problems as a collaborative project with the Gender Equality Bureau of the Cabinet Office, and Legal Terrace Otsuchi also provided counseling at the Iwate Prefecture Mental Care Center, which is operated by Iwate Medical University.

7) Extension of the Houterasu Special Measures for Earthquake Disaster Act

The deadline for the Act on Special Measures for the Great East Japan Earthquake was extended two times because the number of cases of providing legal assistance for the Great East Japan Earthquake had been hovering around 50,000 a year, because the statute of limitations on claims for compensation for nuclear damage was extended under the Houterasu Special Measures for Earthquake Disaster Act, and disputes related to claims for compensation for damages were allowed even after the extension, and because there was a risk that legal problems associated with relocation to higher ground or removal from temporary housing would become apparent.

8) Budgetary scale

FY 2012 2.05 billion, FY 2013 210 million, FY 2014 900 million, FY 2015 440 million, FY 2016 600 million, FY 2017 590 million, FY 2018 610 million, FY 2019 610 million, and FY 2020 570 million.

9) Application results

Since the start of operations in FY 2012, earthquake legal consultation assistance has reached a peak of 54,765 cases in FY 2018, exceeded 40,000 cases every year until FY 2020, and reached 456,754 cases by FY 2020. In addition, there were 10,578 cases of earthquake proxy assistance and 173 cases of earthquake document preparation assistance.

Figure 4-1-32 Changes in the number of cases of earthquake legal consultation assistance and earthquake agency assistance

地 方 事 務 所	震災法律相談援助										震災代理援助									
	平成 24年度	平成 25年度	平成 26年度	平成 27年度	平成 28年度	平成 29年度	平成 30年度	令和 元年度	令和 2年度	平成 24年度	平成 25年度	平成 26年度	平成 27年度	平成 28年度	平成 29年度	平成 30年度	令和 元年度	令和 2年度		
札幌	0	2	0	3	2	0	1	0	0	1	8	0	1	0	0	1	0	0		
函館	2	3	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
旭川	3	0	0	1	0	0	0	0	0	4	0	0	0	0	0	0	0	0		
釧路	0	0	0	0	1	2	0	0	0	0	1	0	0	0	1	0	0	0		
青森	160	167	148	229	262	413	517	475	338	2	3	3	0	0	0	0	0	1		
岩手	7,424	8,916	9,299	9,489	9,225	9,463	9,135	8,777	8,402	74	37	27	20	23	20	11	4	3		
宮城	18,675	19,789	20,636	21,050	20,263	20,119	20,808	20,568	18,888	323	203	113	89	51	30	30	15	13		
秋田	10	3	1	0	3	4	2	2	1	0	0	0	0	0	0	0	0	0		
山形	235	452	234	126	68	21	27	8	15	119	1,087	957	413	111	51	42	33	600		
福島	9,564	10,583	11,237	12,930	11,591	11,208	10,947	11,112	10,982	390	174	279	231	106	62	30	22	27		
茨城	4,555	5,802	6,711	7,420	8,150	8,858	9,864	7,329	6,263	45	19	10	4	6	3	1	2	1		
栃木	1,387	1,955	2,519	2,619	2,595	2,576	2,723	1,997	1,628	3	4	3	3	2	0	0	0	0		
群馬	1	5	4	3	0	0	4	1	0	0	4	1	3	0	0	0	0	0		
埼玉	44	15	12	9	6	6	4	1	5	1	10	6	2	0	1	0	2	1		
千葉	164	310	332	380	505	504	401	364	315	7	0	1	0	0	0	0	0	0		
東京	258	80	64	58	37	32	64	56	14	1,694	366	24	1,260	144	45	92	13	3		
神奈川	60	12	4	1	6	4	1	1	0	5	3	1	0	0	0	1	0	0		
新潟	306	248	299	220	255	194	250	238	241	1	314	329	74	20	4	0	1	2		
富山	4	3	0	0	0	2	0	0	0	0	1	0	0	0	0	0	0	0		
石川	2	0	0	4	0	0	0	0	0	0	0	0	1	0	0	0	0	0		
福井	4	2	0	0	0	0	2	0	0	11	1	0	0	0	0	1	1	0		
山梨	14	5	4	1	0	1	1	2	0	1	1	1	0	0	0	0	2	0		
長野	1	0	0	2	0	3	0	0	0	1	0	0	0	0	0	0	0	0		
岐阜	3	1	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
静岡	2	3	2	2	3	0	0	0	0	0	2	1	0	0	0	0	0	0		
愛知	1	4	0	7	1	6	1	0	0	0	1	0	1	1	0	0	0	0		
三重	4	1	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0		
滋賀	3	2	0	0	1	0	2	0	0	1	1	0	0	0	0	0	0	0		
京都	28	6	3	2	3	5	2	0	0	0	0	0	1	0	0	1	0	0		
大阪	14	9	1	1	1	0	0	2	1	2	2	0	0	1	0	2	0	1		
兵庫	6	5	2	3	1	0	0	0	1	3	2	5	1	1	0	0	0	0		
奈良	0	0	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	0		
和歌山	1	0	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0		
鳥取	0	7	2	2	0	0	0	1	1	0	5	1	3	0	0	0	0	0		
島根	0	0	2	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0		
岡山	8	2	0	0	2	1	0	0	0	3	0	0	0	0	0	0	0	0		
広島	11	8	5	8	3	1	1	3	0	6	3	7	5	0	0	0	4	1		
山口	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0		
徳島	1	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0		
香川	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0		
愛媛	1	0	0	0	0	3	0	2	0	0	0	0	0	1	1	0	1	0		
高知	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
福岡	0	0	3	1	3	1	0	0	0	0	0	18	13	4	0	0	0	25		
佐賀	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0		
長崎	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0		
熊本	3	0	2	1	0	0	0	1	1	1	0	0	1	0	0	0	0	0		
大分	9	5	4	1	2	0	0	0	0	0	11	12	0	0	0	0	0	0		
宮崎	1	3	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0		
鹿児島	3	5	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0		
沖縄	8	5	8	1	4	6	8	0	2	1	1	2	0	0	1	4	0	0		
全国合計	42,981	48,418	51,542	54,575	52,995	53,433	54,765	50,944	47,101	2,699	2,267	1,802	2,126	471	219	216	100	678		

Source) Houterasu White Paper 2020, p. 162

https://www.houterasu.or.jp/houterasu_gaiyou/kouhou/kankoubutsu/hakusyoh/hakusyoh-reiwa2.files/r2tokusyu1.pdf
(browsed July 25, 2023)

Figure 4-1-33 Changes in the number of cases of earthquake documentation assistance

(件)

地 方 事 務 所	震災書類作成援助									
	平成 24年度	平成 25年度	平成 26年度	平成 27年度	平成 28年度	平成 29年度	平成 30年度	令和 元年度	令和 2年度	
札幌	0	0	0	0	0	0	0	0	0	
函館	0	0	0	0	0	0	0	0	0	
旭川	0	0	0	0	0	0	0	0	0	
釧路	0	0	0	0	0	0	0	0	0	
青森	0	0	0	0	0	0	0	0	0	
岩手	0	0	0	0	0	0	0	0	0	
宮城	4	2	2	37	26	14	0	0	0	
秋田	0	0	0	0	0	0	0	0	0	
山形	0	0	0	0	0	0	0	0	0	
福島	2	6	5	5	1	6	0	36	4	
茨城	0	0	0	0	0	0	0	0	0	
栃木	0	1	0	0	0	0	0	0	0	
群馬	0	1	0	0	0	0	0	0	0	
埼玉	0	1	0	0	0	0	0	0	0	
千葉	1	0	0	0	0	1	0	0	0	
東京	0	0	0	0	0	0	0	0	0	
神奈川	0	0	0	0	0	0	0	0	0	
新潟	0	0	0	0	0	0	0	0	0	
富山	0	0	0	0	0	0	0	0	0	
石川	1	1	0	0	0	0	0	0	0	
福井	0	0	0	0	0	0	0	0	0	
山梨	0	0	0	0	0	0	0	0	0	
長野	0	0	0	0	0	0	0	0	0	
岐阜	0	0	0	0	0	0	0	0	0	
静岡	0	0	0	0	0	0	0	0	0	
愛知	0	0	0	1	0	0	0	0	0	
三重	0	0	1	0	0	0	0	0	0	
滋賀	0	0	0	0	0	0	0	0	0	
京都	0	0	0	0	0	0	0	0	0	
大阪	0	0	0	0	0	0	0	0	0	
兵庫	0	0	0	0	0	0	0	0	0	
奈良	0	0	0	0	0	0	0	0	0	
和歌山	0	0	0	0	0	0	0	0	0	
鳥取	0	0	0	0	0	0	0	0	0	
島根	0	0	0	0	0	0	0	0	0	
岡山	0	0	0	0	4	8	0	0	0	
広島	0	0	0	0	0	0	0	0	0	
山口	0	0	0	0	0	0	0	0	0	
徳島	0	0	0	0	0	0	0	0	0	
香川	0	0	0	0	0	0	0	0	0	
愛媛	0	0	0	0	0	0	0	0	0	
高知	0	0	0	0	0	0	0	0	0	
福岡	0	1	1	0	0	0	0	0	0	
佐賀	0	0	0	0	0	0	0	0	0	
長崎	0	0	0	0	0	0	0	0	0	
熊本	0	0	0	0	0	0	0	0	0	
大分	0	0	0	0	0	0	0	0	0	
宮崎	0	0	0	0	0	0	0	0	0	
鹿児島	0	0	0	0	0	0	0	0	0	
沖縄	0	0	0	0	0	0	0	0	0	
全国合計	8	13	9	43	31	29	0	36	4	

Source) Houterasu White Paper 2020, p. 163
https://www.houterasu.or.jp/houterasu_gaiyou/kouhou/kankoubutsu/hakusyo/hakyusyo-reiwa2.files/r2tokusyu1.pdf
 (browsed July 25, 2023)

10) The following can be raised as lessons learned in preparing for future large-scale disasters:

It took about one year for the enactment and enforcement of the Houterasu Special Measures for Earthquake Disaster Act. In order to promptly provide legal support to victims of large-scale disasters, a new system of free legal consultation for victims of large-scale disasters, “Legal Consultation Assistance for Disaster Victims,” was established under the Act for Partial Revision of the Comprehensive Legal Support Act promulgated on June 3, 2016. Starting with the Kumamoto Earthquake in 2016, the system was applied to the heavy rain in July 2018 (western Japan), Typhoon No. 19 in 2019, and the heavy rain in July 2020.

11) Comparison of systems available during disasters

Figure 4-1-34 Comparison of systems available during disasters

資料 6-2

災害時に利用できる制度の比較

令和3年3月31日現在

業務	情報提供業務	民事法律扶助業務		震災法律援助業務
		一般法律相談援助	被災者法律相談援助	震災法律相談援助
根拠法令条文	総合法律支援法 成立日：平成16年5月26日 (法律第74号) 施行日：平成16年6月2日 (第30条1項1号)	総合法律支援法 成立日：平成16年5月26日 (法律第74号) 施行日：平成16年6月2日 (第30条1項2号)	総合法律支援法の一部を改正する法律（改正総合法律支援法） 成立日：平成28年5月27日 (法律第53号) 施行日：平成28年7月1日 (第30条1項4号)	東日本大震災の被災者に対する援助のための日本司法支援センターの業務の特例に関する法律 成立日：平成24年3月23日 (法律第6号) 施行日：平成24年4月1日 失効日：令和3年3月31日 (第1条)
サービスの概要	①解決に役立つ法制度や相談窓口等の情報提供（電話やメール等）、ホームページに災害特設ページを設け、災害に関するQ&A等を掲載 ②法テラス災害ダイヤルにて情報提供 ③東日本大震災の被災地に開設した被災地出張所にて、「よろず相談」を実施	経済的に余裕のない方などが法的トラブルに遭った際に、無料で法律相談を行う。	政令で指定された一定の大規模災害により被災された方に対し、災害発生から最長で1年間、無料で法律相談を行う。	東日本大震災に際し、災害救助法が適用された区域に平成23年3月11日に居住していた方に対し、無料で法律相談を行う。
利用者の条件	特になし	収入や資産（現金・預貯金）が一定額以下であること	・大規模災害が発生した日に、政令で定められた被災地に住所、居所、営業所又は事務所を有していた方 ・資力は問わない	・東日本大震災に際し災害救助法が適用された市町村（東京都を除く）に平成23年3月11日に住居や営業所等があった方 ・資力は問わない
無料法律相談の対象		刑事事件を除く全て	刑事事件を除く全て	刑事事件を除く全て
適用災害	①サポートダイヤル：全ての災害 ②法テラス災害ダイヤル：東日本大震災、平成28年熊本地震、平成30年7月豪雨、令和元年台風第19号、令和2年7月豪雨 ③よろず相談：東日本大震災	全ての災害	・平成28年熊本地震 ・平成30年7月豪雨 ・令和元年台風第19号 ・令和2年7月豪雨	東日本大震災
弁護士・司法書士による援助が必要な場合	業務	代理援助／書類作成援助		震災代理援助 震災書類作成援助
	サービスの概要	弁護士・司法書士費用等の立替え		弁護士・司法書士費用等の立替え
	利用者の条件	以下のいずれにも該当する方 ・収入や資産（預貯金・不動産等）が一定額以下であること ・勝訴の見込みがないとはいえないこと ・民事法律扶助の趣旨に適すること		・東日本大震災に際し災害救助法が適用された市町村（東京都を除く）に平成23年3月11日に住居や営業所等があった方 ・資力は問わない
	代理援助／書類作成援助の対象	【代理援助の対象】 ・民事・家事・行政に関する裁判所の手続（民事裁判等手続に先立つ和解の交渉で特に必要と認められるものを含む） 【書類作成援助の対象】 ・訴状等の民事裁判上の書類		【代理援助の対象】 震災に起因する事件の以下の手続 ・民事・家事・行政に関する裁判所の手続（民事裁判等手続に先立つ和解の交渉で特に必要と認められるものを含む） ・ADR機関の手続 ・行政不服審査などの行政手続 ・民事裁判等手続に先立つ和解の交渉（東京電力(株)に対する請求書提出等） 【書類作成援助の対象】 震災に起因する事件の以下の書類 ・訴状等の民事裁判上の書類 ・ADR手続上の書類 ・行政不服手続上の書類 ・東京電力(株)に対する請求書等
立替費用の返済	原則として事件の開始時から毎月返済		事件の終結後から毎月返済	

Source) Houterasu White Paper 2020, p. 152

https://www.houterasu.or.jp/houterasu_gaiyou/kouhou/kankoubutsu/hakusyo/hakyusyo-reiwa2_files/r2tokusyu1.pdf

(browsed July 25, 2023)

12) 10 years of history (including responses to subsequent large-scale disasters)

Figure 4-1-35 Houterasu Disaster Response Timeline

年	月・日	内 容
平成23年	3月11日	東日本大震災発生
	3月12日	理事長を本部長とする東日本大震災対策本部発足
	3月23日	日本弁護士連合会並びに東京三弁護士会と共催で電話による情報提供を開始(以降順次、仙台弁護士会(4月11日)、日本司法書士会連合会(4月18日)、岩手弁護士会(5月23日)とも共催で実施)
	3月31日	避難所等において、民事法律扶助制度による巡回法律相談開始
	9月21日	被災者対応のため業務方法書を改正(民事法律扶助制度の特例措置)、法務大臣認可
	10月2日	・被災地出張所「法テラス南三陸」を開所(以降、平成25年3月までに更に6か所の被災地出張所を開所) ・各出張所で「よろず相談」を順次開始
	10月3日	被災者を対象とした民事法律扶助制度の特例措置開始(平成24年3月31日まで)
	11月1日	コールセンターに法テラス災害ダイヤル(震災 法テラスダイヤル、被災者専用フリーダイヤル)を開設
	11月22日	「東日本大震災相談事例Q & A集」を10万部発行
平成24年	3月29日	東日本大震災の被災者に対する援助のための日本司法支援センターの業務の特例に関する法律(法テラス震災特例法)公布
	4月1日	・法テラス震災特例法施行(平成27年3月31日まで) ・法テラス震災特例法による被災者を対象とした資力を問わない無料法律相談等(東日本大震災法律援助業務)を開始
平成27年	3月31日	法テラス震災特例法が改正され、有効期限の延長が決定(平成30年3月31日まで)
平成28年	4月14日	平成28年熊本地震発生 これを受け、平成28年熊本地震に関するQ & A等を掲載した特設ページをホームページに開設(4月18日)
	5月14日	法テラス災害ダイヤルを平成28年熊本地震被災者も利用可能とし、情報提供を開始
	6月3日	・総合法律支援法の一部を改正する法律(改正総合法律支援法)公布 ・大規模災害の被災者に対する資力を問わない無料法律相談(被災者法律相談援助事業)が創設される
	7月1日	・改正総合法律支援法により被災者法律相談援助事業が施行 ・政令により平成28年熊本地震に同事業が適用され、業務開始(平成29年4月13日まで)
平成29年	7月5日～ 7月6日	平成29年7月九州北部豪雨発生 これを受け、平成29年7月九州北部豪雨に関するQ & A等を掲載した特設ページをホームページに開設(7月11日)
平成30年	3月30日	法テラス震災特例法が改正され、有効期限の2度目の延長が決定(令和3年3月31日まで)
	6月28日～ 7月8日	平成30年7月豪雨発生 これを受け、平成30年7月豪雨に関するQ & A等を掲載した特設ページをホームページに開設(7月11日)
	7月14日	・政令により平成30年7月豪雨に被災者法律相談援助事業が適用され、業務開始(令和元年6月27日まで) ・法テラス災害ダイヤルを平成30年7月豪雨被災者も利用可能とし、情報提供を開始
	9月6日	平成30年北海道胆振東部地震発生 これを受け、平成30年北海道胆振東部地震に関するQ & A等を掲載した特設ページをホームページに開設(9月14日)
令和元年度 (平成31年度)	9月9日	令和元年台風第15号日本上陸(千葉県) これを受け、令和元年台風第15号に関するQ & A等を掲載した特設ページをホームページに開設(9月24日)
	10月12日	令和元年台風第19号日本上陸(伊豆半島) これを受け、令和元年台風第19号に関するQ & A等を掲載した特設ページをホームページに開設(10月15日)
	10月18日	・政令により令和元年台風第19号に被災者法律相談援助事業が適用され、業務開始(令和2年10月9日まで) ・法テラス災害ダイヤルを令和元年台風第19号被災者も利用可能とし、情報提供を開始
令和2年度	7月3日～ 7月31日	令和2年7月豪雨発生 これを受け、令和2年7月豪雨に関するQ & A等を掲載した特設ページをホームページに開設(7月10日)
	7月14日	・政令により令和2年7月豪雨に被災者法律相談援助事業が適用され、業務開始(令和3年7月2日まで) ・法テラス災害ダイヤルを令和2年7月豪雨被災者も利用可能とし、情報提供を開始
	3月31日	・法テラス震災特例法の失効により、東日本大震災法律援助の新規申込み受付終了 ・被災地出張所「法テラス大槌」「法テラス東松島」「法テラス山元」「法テラス南三陸」「法テラス二本松」を閉鎖

Source) Houterasu White Paper 2020, p. 151

https://www.houterasu.or.jp/houterasu_gaiyou/kouhou/kankoubutsu/hakusyosyo/hakyusyo-reiwa2.files/r2saigaitaiou.pdf
(browsed July 25, 2023)

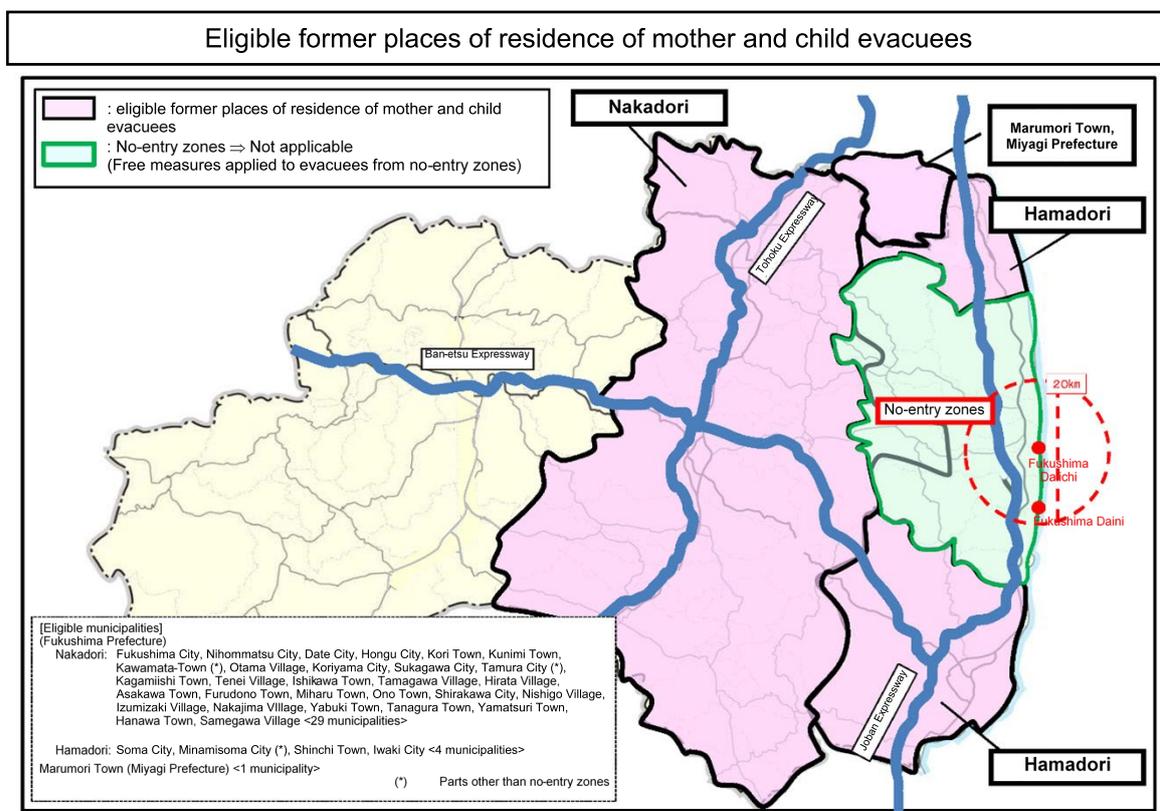
2) Free expressway access for mother and child evacuees due to nuclear power station accident

Even in areas outside the aforementioned “1) Measures for free expressway use for evacuees from restricted areas due to the nuclear power station accident,” there are mother and child evacuees who are forced to live double lives after being evacuated due to the nuclear power plant accident. Therefore, measures for free expressway use are being implemented in order to support the movement to reunite with their families. Mother and child evacuees, etc., who were living in Hamadori or Nakadori in Fukushima Prefecture (excluding the no-entry zone, etc.) or Marumori Town in Miyagi Prefecture when the nuclear accident occurred, and who were forced to live a double life after evacuating to other areas were the subjects of this measure, with driving between the nearest interchanges to the municipality they had evacuated from to the municipality they evacuated to made free of charge based on a certificate issued by the municipality they had evacuated from. To FY2020, 2,306 such certificates were issued.

This measure started on April 26, 2013, and is being implemented by extending the period every year. It was implemented as a measure of “support for mobility” based on Article 9 of the Act on Support for Child Disaster Victims (Act No. 48 of 2012). Until FY 2020, it was implemented by utilizing benefit promotion projects (non-physical projects) of the general grant for social infrastructure development (reconstruction framework). However, in response to the fact that the hard projects of the same grant in the earthquake and tsunami stricken areas were abolished at the end of FY 2020 in the basic policy for reconstruction after the Reconstruction / Revitalization Period, it has been continued to be funded by the General Subsidy for Support for Disaster Victims since FY 2021.

In addition, in order to ensure appropriate use in accordance with the purpose of the system, the certificate of free measure is renewed after confirming eligibility for use every fiscal year.

Figure 4-1-37 Former place of residence of mother and child evacuees: scope of coverage



Source) Reconstruction Agency, the Ministry of Land, Infrastructure, Transport and Tourism Press Release “Extension of the Period of Free Highway Access for Mother and Child Evacuees due to the Nuclear Power Plant Accident” (January 31, 2023)

(4) System for reconstruction assistance personnel

1) Overview

In the Great East Japan Earthquake, the residents of the disaster-affected areas were forced to live in temporary housing for a long period of time or were forced to move to higher ground collectively due to the enormous damage caused by the earthquake and tsunami, and there were concerns about the sustainability of the communities in the disaster-affected areas.

Therefore, in the reconstruction from the earthquake, it was important to carry out community-based reconstruction, and human resource support for community reconstruction was essential.

In addition, the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake (decided by the Reconstruction Headquarters of the Great East Japan Earthquake on July 29, 2011) called for the deployment of Reconstruction Assistants who will be engaged in a wide range of activities to safeguard and care for victims and revitalize communities while living in the affected areas.

In the Ministry of Internal Affairs and Communications, the disaster-affected local governments commissioned human resources from inside and outside the disaster-affected areas as reconstruction support staff, and provided support through a special allocation tax so that the disaster-affected local governments could, if necessary, engage in efforts to rebuild communities in the disaster-affected areas, while having them live in the disaster-affected areas for a certain period of time and engage in community cooperation activities such as safeguarding and caring for residents and community revitalization activities in their villages. In addition, they conducted surveys of advanced and excellent examples, and provided information to local governments.

The Guidelines for Promotion of Support Personnel for Reconstruction formulated by the Ministry of Internal Affairs and Communications on January 6, 2012 provide examples of regional cooperation activities associated with reconstruction, including support for the lives of residents (improvement of living and residential environment, explanation on administrative procedures, etc.), safeguarding and caring for residents (communication and coordination among disaster-affected communities living separately in temporary housing, such as patrols of residents living in temporary housing, conversation partners, general consultation on health and livelihood support from residents during patrols, guidance of appropriate consultation desks, etc.), support for regional revitalization (support for the resumption of community activities such as local events and traditional performing arts, support for the implementation of exchange projects with cities, support for sales of local products and other efforts to promote local consumption of local produce), and engagement in agriculture, forestry, and fisheries.

The special allocation tax measure for “support for regional revitalization activities, etc.”* in the earthquake-stricken and tsunami-disaster-affected areas will end in FY 2025.

* Activities engaged in by reconstruction support staff other than “support for disaster victims such as mental care.”

Figure 4-1-38 System for reconstruction assistance personnel



Source) the Ministry of Internal Affairs and Communications materials

2) Achievements

a. Number of support staff

FY 2011: 8 persons and 1 organization; FY 2012: 78 persons and 7 organizations; FY 2013: 181 persons and 13 organizations; FY 2014: 452 persons and 21 organizations; FY 2015: 492 persons and 25 organizations; FY 2016: 444 persons and 27 organizations; FY 2017: 364 persons and 27 organizations; FY 2018: 355 persons and 25 organizations; FY 2019: 291 persons and 26 organizations; FY 2020: 262 persons and 24 organizations

b. Status of efforts

Efforts in FY 2015, when the number of support staff was the largest, are as follows.

Figure 4-1-39 Status of “Reconstruction Support Personnel” Initiatives in FY 2015

団体名	人数	活動内容等
岩手県(県事業)	35名	被災地の観光再生に係る観光推進業務に従事。
岩手県大船渡市	85名	仮設住宅団地管理等の行政事務サポート、コミュニティ活動支援に従事。
岩手県北上市	1名	県内の農林水産物の販路拡大のため、PR活動に従事。
岩手県釜石市	13名	仮設住宅の見守りや、水産業の6次化推進活動に従事。
岩手県大槌町	62名	応急仮設住宅住民の見守り支援、団地内コミュニティの活性化活動に従事。
岩手県山田町	2名	観光の復興、交流人口拡大、コミュニティの維持活動に従事。
岩手県岩泉町	15名	被災コミュニティの支え合いの場の構築や観光コンテンツの整備等に従事。
岩手県田野畑村	1名	6次産業化・地産地消、産業振興を通じたコミュニティ支援に従事。
岩手県野田村	11名	新たなコミュニティ形成のためのサロン活動の実施・拡充等に従事。
宮城県(県事業)	65名	地域の歴史の伝承や、コミュニティのケア活動に従事。
宮城県石巻市	5名	6次産業化・地産地消、産業振興を通じたコミュニティ支援に従事。
宮城県気仙沼市	25名	自治組織の維持・活性化につながる業務に従事。
宮城県多賀城市	4名	地域課題、資源を掘り起こす活動に従事。
宮城県東松島市	8名	仮設住宅コミュニティの運営支援活動に従事。
宮城県丸森町	2名	地域の魅力の発信や、イベント開催、環境美化活動に従事。
福島県(県事業)	69名	被災者の生活支援等に従事。
福島県相馬市	3名	観光イベントを中心とした地域おこし活動に従事。
福島県田村市	12名	高齢者の家に定期訪問や、地域事業の再開を支援する活動に従事。
福島県伊達市	2名	観光施設の企画立案業務に従事
福島県富岡町	10名	県外避難者の支援、交流イベントの開催等に従事
福島県川内村	3名	新たに開設した商業施設の開設準備、販路拡大の支援等に従事
福島県大熊町	19名	県外避難者の支援、町民主体の地域コミュニティの運営支援等に従事
福島県双葉町	9名	ニーズを知るために聞き取り調査活動に従事。
福島県浪江町	28名	避難者の家に個別訪問や、地域の情報を発信する活動に従事。
長野県栄村	3名	生活支援ボランティア推進のための体制づくりに従事。

Source) the Ministry of Internal Affairs and Communications materials

(5) Reconstruction and the Gender Equality Team

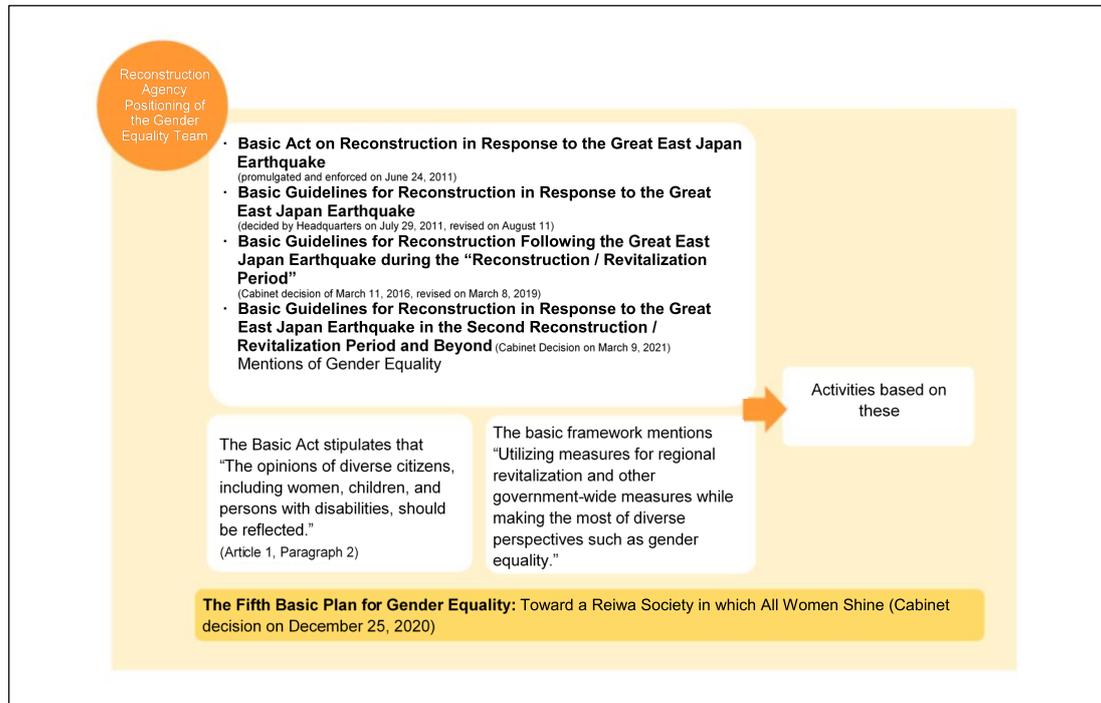
1) Positioning in the Basic Guidelines for Reconstruction and the Basic Plan for Gender Equality

- The Basic Act on Reconstruction in Response to the Great East Japan Earthquake (Act No. 76 of 2011) stipulates that “appropriate role sharing and mutual cooperation between the national government and local governments, as well as mutual cooperation and cooperation among local governments across the country, should be ensured, and the wishes of residents in the disaster-affected areas should be respected, as well as the opinions of diverse citizens, including women, children, and persons with disabilities, should be reflected. In this case, consideration should be given to the fact that some local governments are unable to fully perform their functions due to the disaster.” The Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake (Decided by the Great East Japan Earthquake Reconstruction Headquarters on July 29, 2011 and revised on August 11 of the same year) states, “From the perspective of gender equality, we will promote the participation of women in all places and organizations of reconstruction. At the same time, we will realize a symbiotic society in which all people, including children and the disabled, can live comfortably,” and “The secretariats of the Great East Japan Earthquake Reconstruction Headquarters and the Local Response Headquarters shall establish a system to promote gender equality in the reconstruction process.”
- In the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake during the “Reconstruction / Revitalization Period” approved by the Cabinet on March 11, 2016, it is stated that “the active role of women as leaders and the participation of diverse players such as NPOs will become even more important for supporting disaster victims, maintaining and forming communities, reviving industries and livelihoods, and creating a ‘New Tohoku’. We will further promote gender equality in the reconstruction process by expanding the participation of women in all areas and organizations of reconstruction, and will continue to work on public-private partnerships.”
- In the Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake in the Second Reconstruction / Revitalization Period and Beyond (Cabinet decision of March 9, 2021), it is stated that “We will revitalize communities and create sustainable and vibrant local communities by making the best use of diverse perspectives, including gender equality, and by utilizing government-wide measures, including measures for regional revitalization.”
- In the Fourth Basic Plan for Gender Equality (approved by the Cabinet on December 25, 2015), a new item on “reconstruction,” which was not included in the Third Plan, was added to Category 11 “Establishment of Disaster Prevention and Reconstruction Systems from the Perspective of Gender Equality.” In addition, the Fifth Basic Plan for Gender Equality (approved by the Cabinet on December 25, 2020) included an item on “reconstruction” in Sector 8 “Promotion of gender equality in disaster prevention, reconstruction and environmental issues,” following the Fourth Plan.

2) System development in the government

On September 20, 2011, a Gender Equality Unit was established in the Secretariat of the Great East Japan Earthquake Reconstruction Headquarters, and a Gender Equality Unit was also assigned to the field. On February 10, 2012, when the Reconstruction Agency was established, these became the current Gender Equality Team and the Gender Equality Section of the Iwate, Miyagi, and Fukushima Reconstruction Bureaus.

Figure 4-1-40 Positioning of the Gender Equality Team



Source) Reconstruction Agency materials

3) Efforts on Gender Equality

In order to ensure that the perspective of gender equality, including diverse perspectives such as women, children, the disabled, and the elderly, is further adopted in the field of reconstruction, the Ministry has been collecting and publicizing examples of initiatives related to gender equality in the reconstruction from the Great East Japan Earthquake and carrying out activities to disseminate the perspective of gender equality in the affected areas.

a. Preparation and publication of case studies

In order to make use of diverse perspectives including gender equality in reconstruction efforts in the disaster-affected areas, we collected examples of women being active and examples of supporting women in the disaster-affected areas, and published "Reconstruction from the Perspective of Gender Equality: Reference Case Studies" (119 cases as of the end of March 2023) on community development, job development, health development, development of belonging, human resource development, information dissemination, and other fields to serve as a reference for local governments and people working in various areas. The first edition was published in November 2012 (26 editions by March 2023).

In June 2013, "Case Studies on Entrepreneurship by Women and Securing Employment Opportunities for Women" was published, which describes the history and innovations of four projects in the disaster-affected areas that were started by women and provided employment opportunities for women.

In addition, since October 2020, points for common activities that lead to solving problems have been extracted and classified from various perspectives, such as women, children, the disabled, and the elderly, from various materials related to efforts in disasters such as the Great Hanshin-Awaji Earthquake, the Niigata Chuetsu

Earthquake, and the Kumamoto Earthquake, in addition to reference case studies, and compiled and published as “Activity Points for Reconstruction from Diverse Perspectives” (35 points as of the end of March 2022).

Utilizing these measures, the government sought to disseminate the perspective of gender equality in the affected areas through symposiums and training.

Figure 4-1-41 Case Studies of the Reconstruction and the Gender Equality Team



Source) Reconstruction Agency, “Reconstruction from the Perspective of Gender Equality: Reference Case Studies (Integrated Version)” (October 26, 2022)

<https://www.reconstruction.go.jp/topics/main-cat1/sub-cat1-16/20130626164021.html> (browsed July 25, 2023)

b. Activities to promote the perspective of gender equality in disaster-affected areas

Since FY 2011, information on the importance of the perspective of gender equality in reconstruction has been disseminated from time to time by sponsoring conferences and reconstruction symposiums organized by the national government and disaster-affected local governments.

Symposiums, panel discussions, workshops, and other events have also been held, lectures have been delivered at workshops, and lecturers have been dispatched to events organized by other organizations, and posters and panels have been exhibited.

[Examples of events]

- July 13, 2012: Support Seminar for Women’s Entrepreneurship in Disaster-affected Areas in Sendai “A chance to turn your awareness into work! Toward Reconstruction and Community Development” (organized by the Cabinet Office, the Reconstruction Agency, and the Sendai Gender Equality Foundation)
- December 13, 2014 Panel discussion on “Women’s Activism Accelerates Reconstruction!” organized by the Reconstruction Agency and Fukushima Gender Equality Center
- March 18, 2015 Asia-Pacific Economic Cooperation/United Nations World Conference on Risk Reduction Public Forum “Women’s Participation in Disaster Recovery: From the Perspective of Regional Economic Revitalization” (organized by the Ministry of Foreign Affairs, Cabinet Office and the Reconstruction Agency)
- September 5, 2015 Workshop “You can do it starting tomorrow!” Reconstruction Support from the Perspective of Gender Equality (organized by the Reconstruction Agency)
- January 21, 2017 Symposium “Reconstruction from the Kumamoto Earthquake-Focusing on Community Revitalization in the Future” (organized by the Reconstruction Agency and the Cabinet Office)
- Lecture at Iwate Gender Equality Festival
- Planning of Iwate Gender Equality Supporter Training Course from FY 2016 to FY 2022
- “Thinking about the future of Tohoku from the perspective of gender equality” at the 2019 “New Tohoku” meeting and “Understanding Unconscious Bias” at the same meeting in 2020

[Examples of dispatching lecturers and exhibiting posters and panels]

Figure 4-1-42 Examples of dispatching lecturers for gender equality

男女共同参画センターで講演

■事業名：男女共生講座「復興庁男女共同参画班の取組み」

■日時：平成25年11月30日（土）13：30～15：00

■会場：福島市男女共同参画センター ウィズ・もとまち

■主催：福島市男女共同参画センター

<http://www.city.fukushima.fukushima.jp/soshiki/3/>

■参加者等：福島市民30人

■内容：男女共同参画班の取組みを紹介するとともに、『男女共同参画の視点からの復興～参考事例集～（第4版）』の中からまちづくりや仕事づくりなどの分野において、女性が活躍している事例などを紹介した。福島市男女共同参画基本計画と復興計画を読み合い、意見交換を行った。最後に、各人の被災体験を語り合う中で、防災・復興における男女共同参画の視点の必要性をあらためて確認した。



Source) Activities of the Reconstruction Agency Gender Equality Team

https://www.reconstruction.go.jp/topics/main-cat10/sub-cat10-2/20140523_danjokatsudo.pdf (browsed July 25, 2023)

Figure 4-1-43 Case Studies of the Reconstruction and the Gender Equality Team



男女共同参画の視点で復興を

Reconstructing Earthquake Disaster from Gender Equality Perspectives

復興庁男女共同参画班は、「東日本大震災復興基本法」および「東日本大震災からの復興の基本方針」に基づき、男女共同参画の視点から復興の促進を図っています。復興に男女共同参画の視点を取り入れられるよう、引き続き取り組んでいきます。

Gender Equality Division of Reconstruction Agency is promoting reconstruction from gender equality perspectives based on "Basic Act on Reconstruction in Response to the Great East Japan Earthquake" and "Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake". We would like to continuously implement diffusing gender equality perspectives to the process of reconstruction.

復興における男女共同参画の法的位置づけ

How Gender Equality is Legally Defined in Earthquake Disaster Reconstruction

東日本大震災復興基本法 (関連部分を抜粋)
Basic Act on Reconstruction in Response to the Great East Japan Earthquake
(基本理念)(Basic Principles)
第二条 東日本大震災からの復興は、次に掲げる事項を基本理念として行うものとする。
Article 2 The reconstruction in response to the Great East Japan Earthquake will be implemented based on the following basic principles:
二 国と地方公共団体との適切な役割分担及び相互の連携協力並びに全国各地の地方公共団体の相互の連携協力が確保されるとともに、被災地域の住民の意向が尊重され、あわせて女性、子ども、障害者等を含めた多様な国民の意見が反映されるべきこと。
(ii) The appropriate allocation of roles and mutual collaboration between the national government and local governments as well as mutual collaboration between local governments shall be assured, and the opinions of the residents in the disaster-affected regions shall be respected and the opinions of a wide range of people including women, children and disabled persons shall be taken into account.

東日本大震災からの復興の基本方針 (主要なもののみ抜粋)
Basic Guidelines for Reconstruction in Response to the Great East Japan Earthquake
1 基本的考え方 Basic Concept
(ix) 男女共同参画の観点から、復興のあらゆる場・組織に、女性の参画を促進する。
(ix) From the standpoint of gender equality, women's participation will be promoted in all reconstruction process.
7 復興支援の体制等 Structure of the Government for Reconstruction and the follow-up mechanism of the Guidelines.
(1) 復興対策本部・現地対策本部の役割 Roles of the Reconstruction Headquarters and its response offices located in the disaster areas.
(iii) 「東日本大震災復興対策本部」及び「現地対策本部」の事務局に、復興過程における男女共同参画を推進する体制を設けるものとする。
(iii) A function of promoting gender equality in the reconstruction process will be established in the secretariat of "Reconstruction Headquarters" and its "Response Offices".

復興への男女共同参画視点の浸透

Diffusing Gender Equality into Reconstruction Process

ワークショップ、セミナーの開催、ポスター展示など



男女共同参画の視点をもって行われている復興取組事例の収集・公表
Collection and Publication of Reconstruction Action from Gender Equality Perspectives

『男女共同参画の視点からの復興～参考事例集～』を復興庁HPで公表



復興庁男女共同参画班 検索

Source) Reconstruction Agency materials

c. Approach to Local Governments

On December 15, 2011, the Cabinet Office and the Great East Japan Earthquake Reconstruction Headquarters jointly lobbied the three disaster-affected prefectures to reflect the diverse perspectives of women, children, young people, the elderly, and the disabled in the reconstruction efforts of local governments, and also requested that municipalities be informed of this.

In addition, on June 19, 2012, the Ministry compiled the status of gender equality in the formulation of reconstruction plans in municipalities in the disaster-affected areas and published the results. Furthermore, the areas cooperated with the Cabinet Office's "Survey on Efforts for Gender Equality in Reconstruction from the Great East Japan Earthquake" (May 2013).

In May 2013, the Gender Equality Bureau of the Cabinet Office prepared and published the "Guidelines for Disaster Prevention and Reconstruction from the Perspective of Gender Equality" as guidelines for local governments to implement disaster prevention and reconstruction systems in normal times.

d. Survey on Reconstruction and Gender Equality

In FY 2016 and FY 2020, the Reconstruction Agency conducted a survey of local governments in the three disaster-affected prefectures on the proportion of women in committees established for the formulation of reconstruction plans and on examples of incorporating the perspective of gender equality in reconstruction plans, and published the results.

In FY 2020, responses were received from 92 (70.8%) of the 127 municipalities in Iwate, Miyagi, and Fukushima Prefectures, as well as in the three prefectures.

Of the 25 local governments that have formulated reconstruction plans, seven (28.0%) said that their reconstruction plans give consideration to the perspective of gender equality, and 17 (68.0%) said that their reconstruction plans are in cooperation with the Gender Equality Department. The Committee for the Formulation

and Promotion of Reconstruction Plans had 798 members, of whom 132 (16.5%) were women. As examples of efforts that reflect diverse perspectives in the formulation of reconstruction plans, it was reported that meetings were held to exchange opinions with women's groups and high school students, and cooperation with universities and local NPOs was also reported.

In addition, 33 (42.3%) of the 78 local governments that have formulated (or plan to formulate) plans for gender equality answered that they had plans for reconstruction. Specifically, "Based on the experience of the Great East Japan Earthquake, the Government will promote women's participation in local activities such as voluntary disaster prevention organizations, including women's participation in decision-making processes in disaster prevention," "In the process of reconstruction and regional revitalization, the government will promote initiatives that reflect diverse opinions, and aim to create an environment in which women can play an active role and men and women can participate in regional activities in a balanced manner," and "total participation in local residents' autonomy."

In addition, the following cases were reported as initiatives incorporating the perspective of gender equality.

- Residents' representatives selected from the residents' association, fire brigade, PTA, etc., compiled reconstruction urban development plans based on the district plan proposed to the city and the results of opinion exchange meetings for all residents.
- Since the formulation of the Gender Equality Plan, universities, companies and NPOs have participated in the council to evaluate and verify projects.
- A wide variety of people, including academic experts, lawyers, architects, employees of the Social Welfare Council, and welfare commissioners, were assigned to be members of the Disaster Public Housing Development Investigation Committee.
- In order to increase the number of female members of the Disaster Prevention Council, the Center for Gender Equality held training sessions in cooperation with universities.