

Chapter 8 Collaboration and Posterity

Section 2 Mutual Administrative Collaboration with Various Governmental Bodies

Many employees of local governments were casualties of the Great East Japan Earthquake, and this together with severe damage to government buildings plunged local administrations into dysfunction. Even under these circumstances, disaster-affected municipalities were required to rapidly process a huge volume of work as the first steps were taken toward recovery and reconstruction. The recovery and reconstruction effort meant that the municipalities affected by the disaster had to undertake projects in fields and on a scale that they had never experienced before, and securing manpower and staff with specialized knowledge became an urgent task.

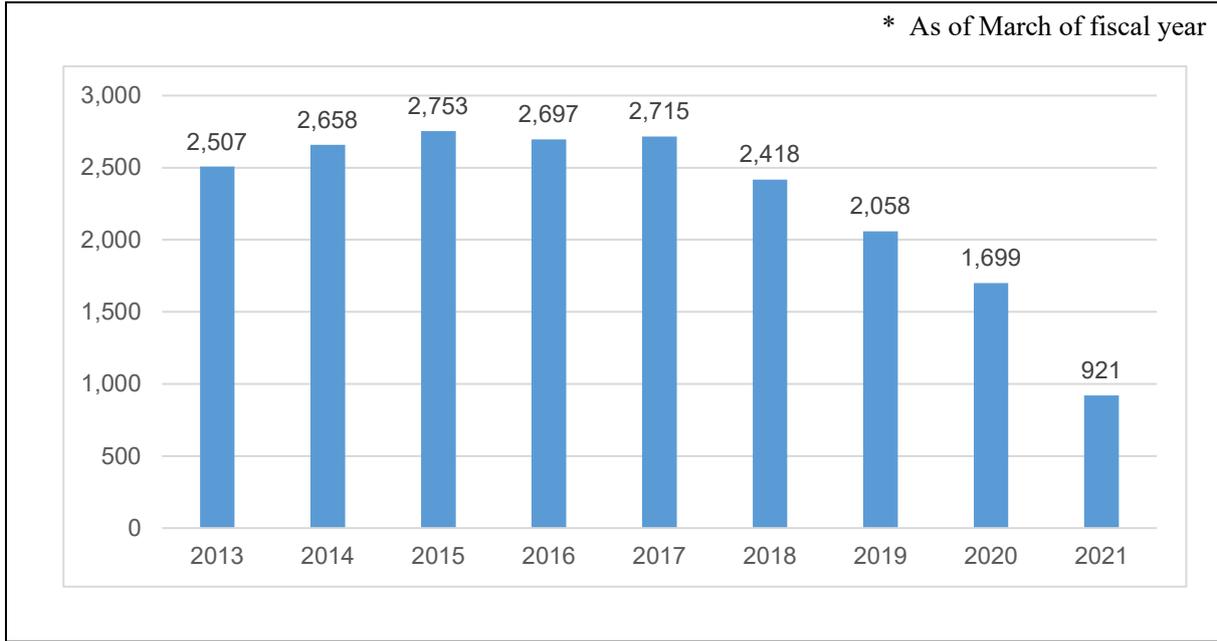
1. Measures to secure human resources in disaster-affected areas

At the time of the Great East Japan Earthquake, local governments throughout the country dispatched support staff to disaster-affected municipalities not only for short-term assignments but also on a mid- to long-term basis, and for the disaster-affected municipalities themselves, accurately grasping the dispatch staff count and support operations and securing the necessary number of workers for the work that needed to be done became a challenge.

Need for support staff peaked at 2,753 persons in FY 2015. Although the need has gradually decreased since then, more than 900 people were still needed as of FY 2021.

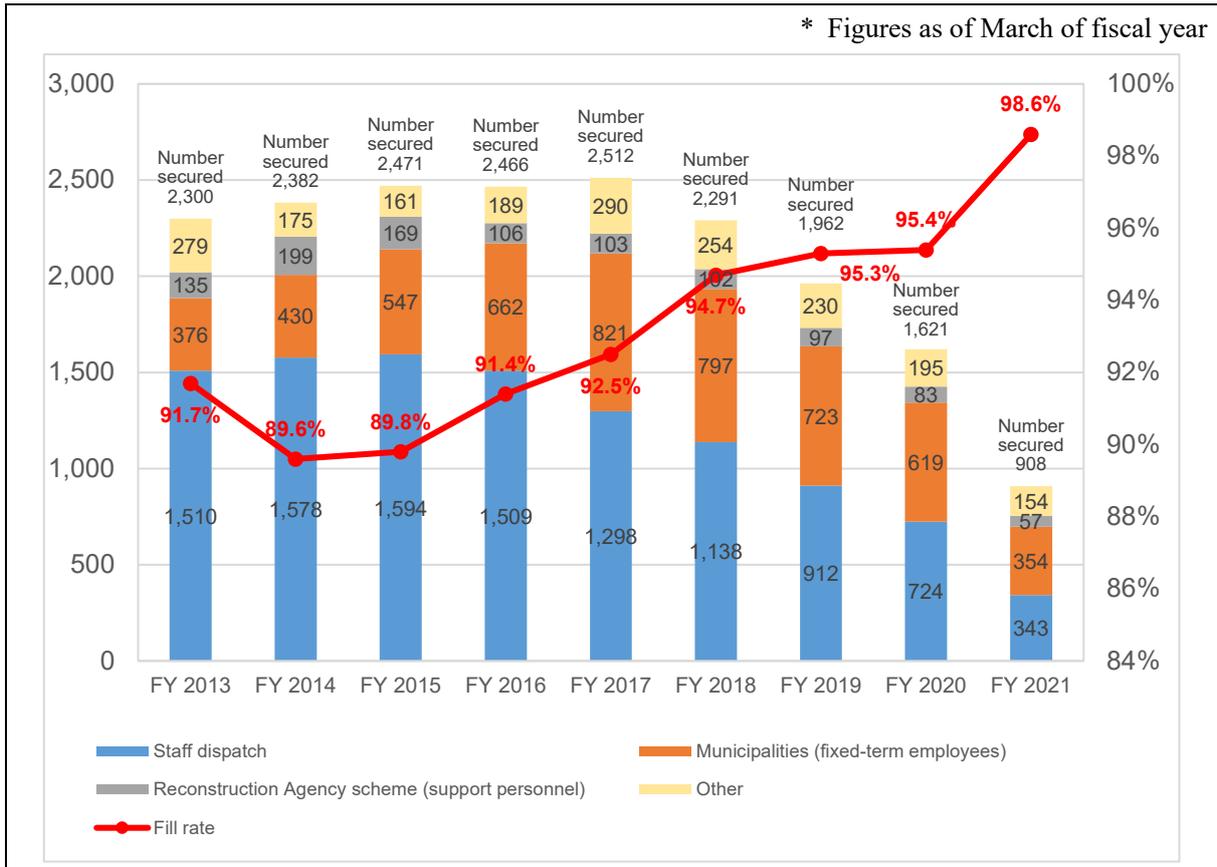
On the other hand, the number of support workers that were actually secured peaked at 2,512 in 2017 and then gradually declined. As of fiscal 2021, a total of 908 people were working as support staff. Between 2013 and 2015, the fill-rate for staffing needs remained at around 90%, but it gradually increased to a record high of 98.6% in fiscal 2021.

Figure 8-2-1 Required support staff count in municipalities in the three disaster-affected prefectures



Source) Compiled by the Reconstruction Agency, based on Iwate Prefecture “Human Resources Securement Situation in Disaster-affected Municipalities (In Connection with the Great East Japan Earthquake and Tsunami) in FY 2021” and same for other fiscal years, Miyagi Prefecture “Staff Shortage Situation in 12 Coastal Cities and Towns in FY 2021” and same for other fiscal years, and Fukushima Prefecture “Situation of Staff Dispatch Needed in Connection with the Great East Japan Earthquake in FY 2021” and same for other fiscal years (as of March of each fiscal year).

Figure 8-2-2 Change in support staff count over time



Source) Compiled by the Reconstruction Agency, based on Iwate Prefecture “Human Resources Securement Situation in Disaster-affected Municipalities (In Connection with the Great East Japan Earthquake and Tsunami) in FY 2021” and same for other fiscal years, Miyagi Prefecture “Staff Shortage Situation in 12 Coastal Cities and Towns in FY 2021” and same for other fiscal years, and Fukushima Prefecture “Situation of Staff Dispatch Needed in Connection with the Great East Japan Earthquake in FY 2021” and same for other fiscal years (as of March of each fiscal year).

(1) Securing support staff, etc. (efforts of host LPEs)

In addition to accepting support staff from other municipalities, the disaster-affected municipalities secured human resources by periodically recruiting and hiring fixed-term staff themselves and by having private companies loan them employees for a certain period of time. When seeking to hire fixed-term employees, the disaster-affected municipalities initially thought to hire their own former staff members, but there were many cases where former employees of local government who had extensive knowledge of operations in the disaster-stricken municipalities were already active in other industries, so it was necessary to devise new ways of securing personnel.

In concrete terms, these were some of the approaches taken:

- Establishing a scheme for recruiting civil servants who were about to retire in the prefecture or municipality in question and introducing them to disaster-affected municipalities so that former civil servants with experience and know-how who were willing to work as support staff in disaster-affected municipalities could be hired as fixed-term employees
- With the cooperation of the Tokyo Metropolitan Government, holding recruitment information sessions for fixed-term staff positions in the three disaster-affected prefectures and inviting applications from people throughout the Tokyo Metropolitan Area
- Utilizing a system that allowed employees of private companies or semi-public corporations of municipalities to accept temporary positions as fixed-term employees or part-time special employees while remaining employed by the private company

These and other efforts contributed to the securement of support staff.

1) Fixed-term employees

The number of fixed-term employees hired by local public entities in disaster-affected areas for recovery and reconstruction purposes peaked at 1,749 in fiscal 2016. Of them, 954, or about 55%, were employed by prefectures and 795, or about 45%, were employed by municipalities. By type of occupation, the largest percentage (about 59%) were involved in general administrative work (including land-related clerical work), followed by civil engineering at about 25% and construction at about 5%¹.

As of April 1, 2022, a total of 664 people were serving as fixed-term employees, among which 365, or about 55%, were employed by prefectures, and the remaining 299, or about 45%, were employed by municipalities. By occupation, the largest percentage (about 64%) were involved in general administrative work (including land-related clerical work), followed by civil engineering at about 19% and construction at about 2%².

¹ Ministry of Internal Affairs and Communications, “Overview of the results of the FY 2016 survey on the employment status of fixed-term employees in connection with the Great East Japan Earthquake (as of October 1, 2016)” (February 24, 2017)

² Ministry of Internal Affairs and Communications, “[Summary] Overview of the results of the survey on the status of employment of fixed-term employees by local public entities in disaster-affected areas (as of April 1, 2022)” (November 14, 2022)

Figure 8-2-3 Status of employment of fixed term employees by local public entities in disaster-affected areas (as of October 1, 2016)

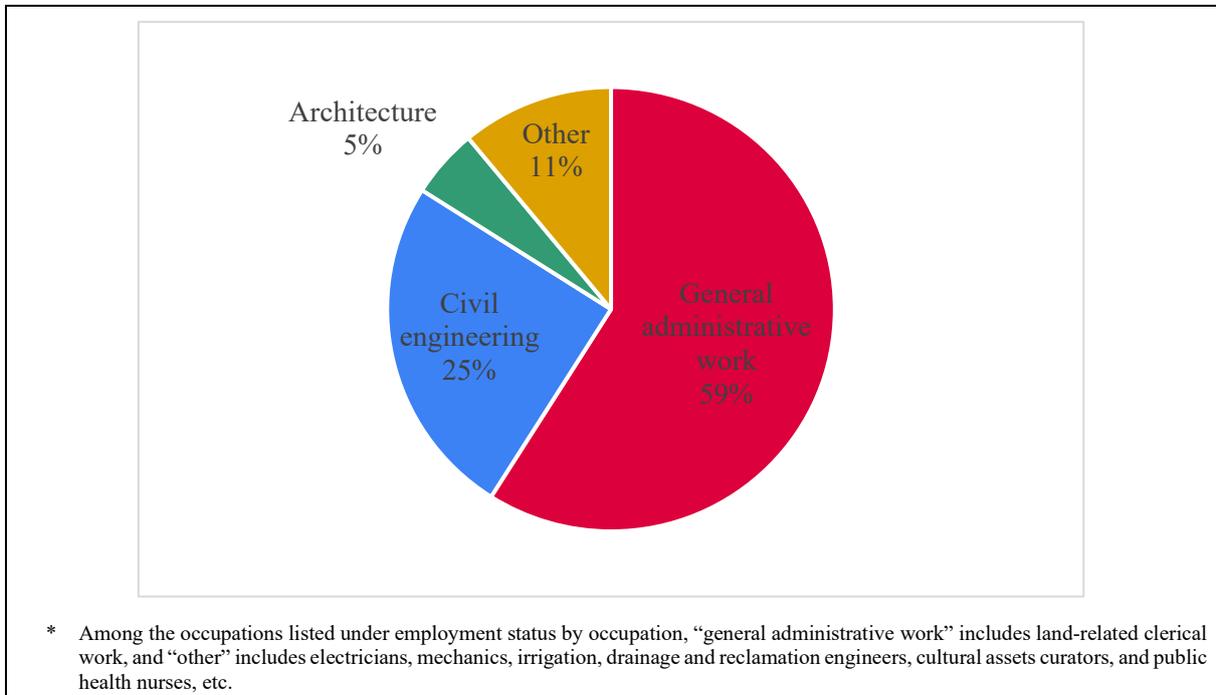
	岩手県			宮城県			福島県			三県合計		
	合計	県庁	市町村	合計	県庁	市町村	合計	県庁	市町村	合計	県庁	市町村
一般事務	302	168 (61)	134	416	170 (22)	246	316	176 (4)	140	1,034	514 (87)	520
土木	157	128 (48)	29	196	122 (72)	74	86	64 (14)	22	439	314 (134)	125
建築	19	9 (5)	10	35	9 (9)	26	37	29 (4)	8	91	47 (18)	44
その他	35	1 (0)	34	69	18 (16)	51	81	60 (15)	21	185	79 (31)	106
合計	513	306 (114)	207	716	319 (119)	397	520	329 (37)	191	1,749	954 (270)	795

※ 職種別在職状況における職種のうち、「一般事務」は用地関係事務を含み、「その他」は電気、機械、農業土木、文化財技師、保健師等の職である。

※ () 内の人数は、同一県内における派遣（例 岩手県庁から県内各市町村への派遣）に係る人数で内数である。

Source) Ministry of Internal Affairs and Communications, “Overview of the results of the FY 2016 survey on the employment status of fixed-term employees in connection with the Great East Japan Earthquake (as of October 1, 2016)”
https://www.soumu.go.jp/main_content/000467819.pdf (browsed July 25, 2023)

Figure 8-2-4 Percentage breakdown of fixed term employees at local public entities in disaster-affected areas by occupation (as of October 1, 2016)



Source) Compiled by the Reconstruction Agency, based on Ministry of Internal Affairs and Communications “Overview of the FY 2016 survey on the employment status of fixed-term employees in connection with the Great East Japan Earthquake (as of October 1, 2016)”

2) Dispatch from private companies, etc.

The number of employees dispatched by private companies and hired as local government employees in disaster-stricken municipalities reached a peak of 63 in FY 2015. Of them, 19, or about 30%, were employed by prefectures and 44, or about 70%, were employed by municipalities. By occupation, the largest percentage (about 59%) were involved in general administrative work (including land-related clerical work), followed by civil engineering at about 11% and architecture at about 8%³.

As of FY 2022, these positions were still held by 18 people. One is an employee of a prefecture, and the other 17 are municipal employees. By occupation, 17 people are employed in general administrative work (including land-related clerical work) and one person is employed in other work⁴.

Figure 8-2-5 Status of dispatch of employees of private companies, etc. to local public entities in disaster-affected areas (as of October 1, 2015)

	岩手県			宮城県			福島県			三県合計		
	合計	県庁	市町村	合計	県庁	市町村	合計	県庁	市町村	合計	県庁	市町村
一般事務	16	1	15	15	0	15	6	4	2	37	5	32
土木	1	0	1	6	0	6	0	0	0	7	0	7
建築	2	1	1	0	0	0	3	2	1	5	3	2
その他	4	3	1	2	0	2	8	8	0	14	11	3
合計	23	5	18	23	0	23	17	14	3	63	19	44

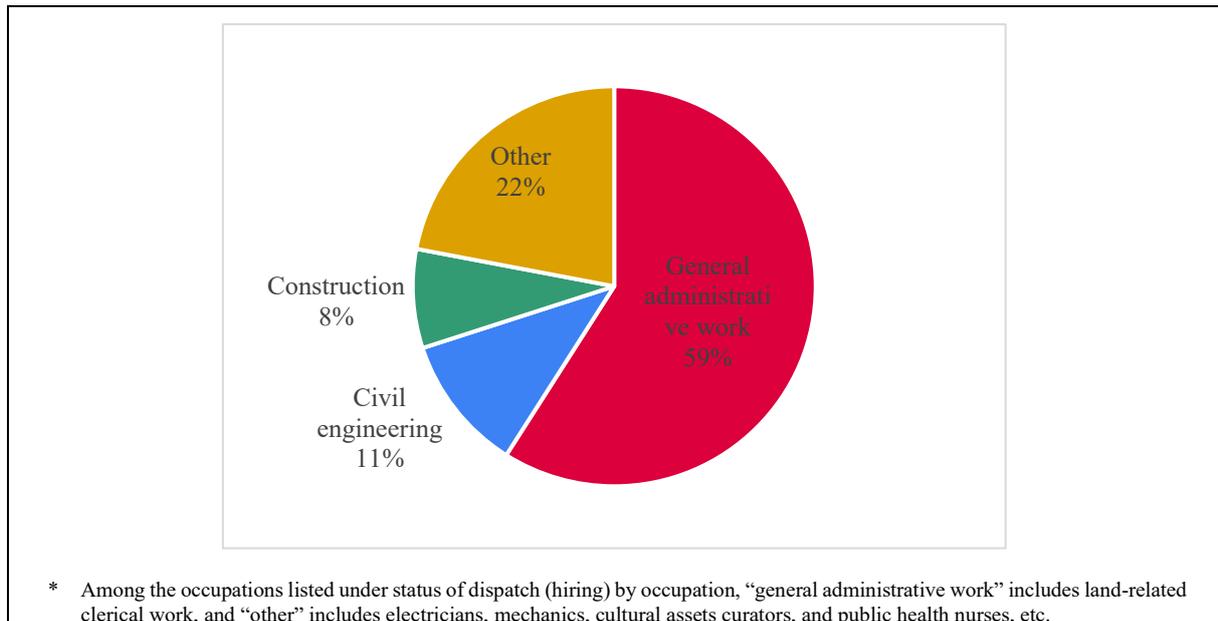
※ 職種別派遣（採用）状況における職種のうち、「一般事務」は用地関係事務を含み、「その他」は電気、機械、文化財技師、保健師等の職である

Source) Ministry of Internal Affairs and Communications, “Overview of the FY 2015 survey on the status of dispatch (hiring) of employees of private companies in connection with the Great East Japan Earthquake (as of October 1, 2015)” https://www.soumu.go.jp/main_content/000399917.pdf (browsed July 25, 2023)

³ Ministry of Internal Affairs and Communications, “Overview of the FY 2015 survey on the status of dispatch (hiring) of employees of private companies in connection with the Great East Japan Earthquake (as of October 1, 2015)” (February 19, 2016)

⁴ Ministry of Internal Affairs and Communications, “Overview of the results of the survey on the status of hiring of employees of private companies by local public entities in disaster-affected areas (as of April 1, 2022)” (November 14, 2022)

Figure 8-2-6 Percentage breakdown of employees of private companies dispatched to disaster-affected areas by occupation
(As of October 1, 2015)



Source) Compiled by the Reconstruction Agency, based on Ministry of Internal Affairs and Communications, “Overview of the FY 2015 survey on the status of dispatch (hiring) of employees of private companies in connection with the Great East Japan Earthquake (as of October 1, 2015)”

(2) Dispatch of support staff, etc. (efforts of supporting LPEs)

1) Securing support staff (system for mid- and long-term dispatch of staff to disaster-affected municipalities by the Ministry of Internal Affairs and Communications, Japan Association of City Mayors, and National Association of Towns and Villages)

The Ministry of Internal Affairs and Communications, in cooperation with the Japan Association of City Mayors and the National Association of Towns and Villages, promoted the dispatch of support staff to disaster-affected municipalities through a mid- to long-term dispatch system (dispatch based on the provisions of Article 252-17 of the Local Autonomy Act) in which dispatch requests are issued to local governments nationwide after announcing the work that needs to be done and the number of workers required, and measures were taken to use the special local allocation tax for recovery from earthquake disaster to cover all expenses involved in accepting dispatched workers under the Local Autonomy Act.

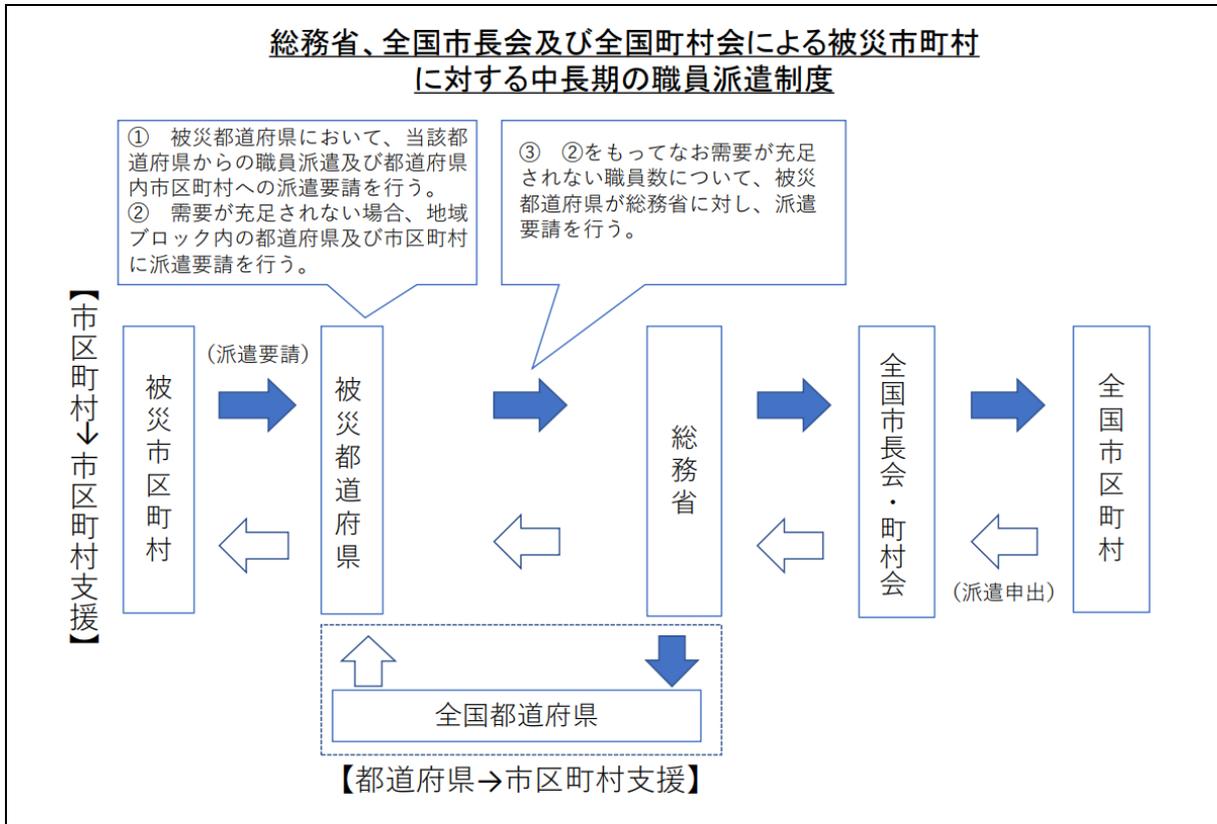
The local public entities that dispatched workers to the disaster-affected areas found innovative ways of securing dispatch staff, such as hiring fixed-term employees and reappointing staff, or collaborating with neighboring municipalities or other municipalities within the prefecture to dispatch personnel on a rotating basis⁵.

In addition, the Ministry of Internal Affairs and Communications publicized the recruitment status of fixed-term employees in the disaster-affected municipalities on its website and provided support such as measures for using the special local allocation tax for recovery from earthquake disaster to cover all

⁵ Ministry of Internal Affairs and Communications “■ Examples of innovative efforts to dispatch employees to local public entities in areas affected by the Great East Japan Earthquake”

expenses involved in hiring support staff.

Figure 8-2-7 Overview of system for mid- and long-term dispatch of staff to disaster-affected municipalities by the Ministry of Internal Affairs and Communications, Japan Association of City Mayors, and National Association of Towns and Villages



Source) Ministry of Internal Affairs and Communications, “System for mid- and long-term dispatch of staff to disaster-affected municipalities by the Ministry of Internal Affairs and Communications, Japan Association of City Mayors, and National Association of Towns and Villages”

https://www.soumu.go.jp/main_content/000722255.pdf (browsed July 25, 2023)

2) Results thus far

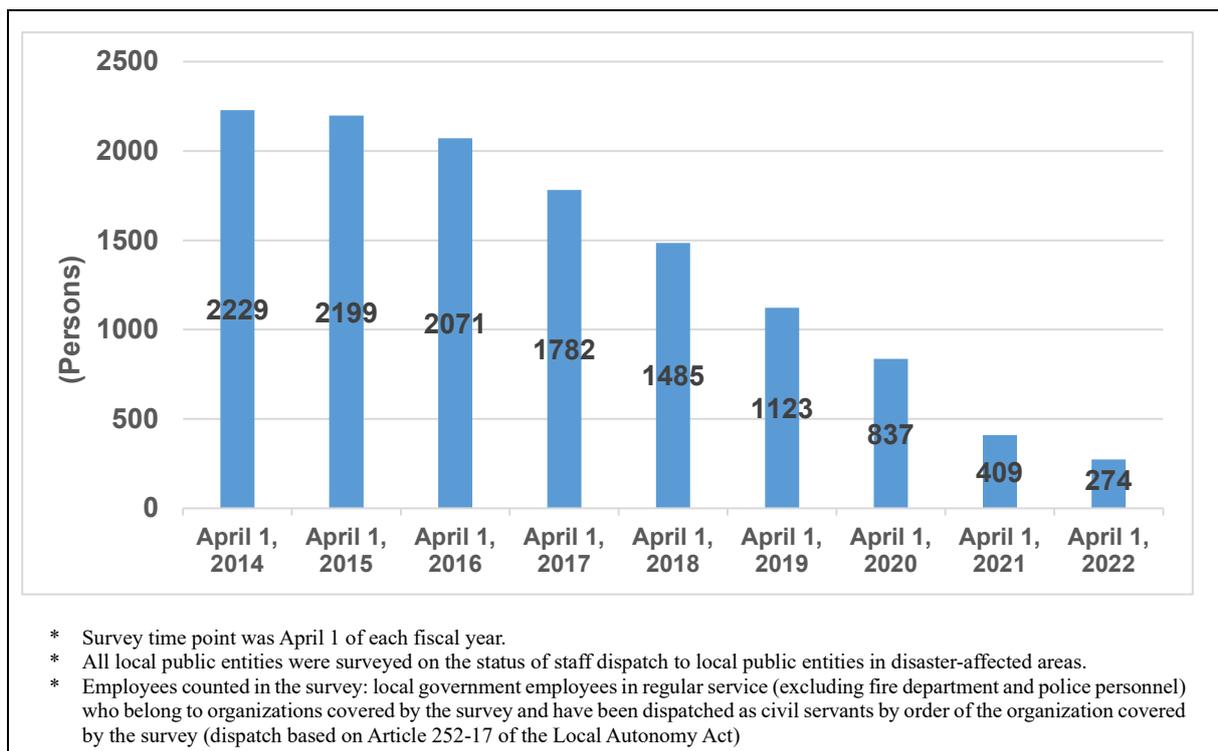
The disaster-affected municipalities have been able to secure large numbers of support personnel by utilizing the “system for mid- and long-term dispatch of staff to disaster-affected municipalities by the Ministry of Internal Affairs and Communications, Japan Association of City Mayors, and National Association of Towns and Villages,” etc.

The cumulative total of public employees dispatched to the disaster-affected areas eventually climbed to 97,932 (by the end of fiscal 2021). As of April 1, 2022, the number of dispatch staff serving disaster-affected municipalities stood at 274 with reduction of more than 30% year-on-year. The has been decreasing annually since April 1, 2014.

A breakdown by type of personnel dispatched as of April 1, 2022 shows that 115 (or about 42%) were in general administrative work (including land-related clerical work), 124 (or about 45%) in civil engineering, 8 (or about 3%) in architecture, and 27 (or about 10%) in other occupations⁶.

A breakdown of the dispatched support staff by employer of origin shows that most (44,856 persons, or about 46%) were dispatched by municipal governments. The next largest number, 37%, were dispatched by prefectural governments, followed by about 17% by designated cities. In the breakdown of dispatch destinations, most of the dispatched support staff (52,620 persons) were sent to municipalities in Miyagi Prefecture.

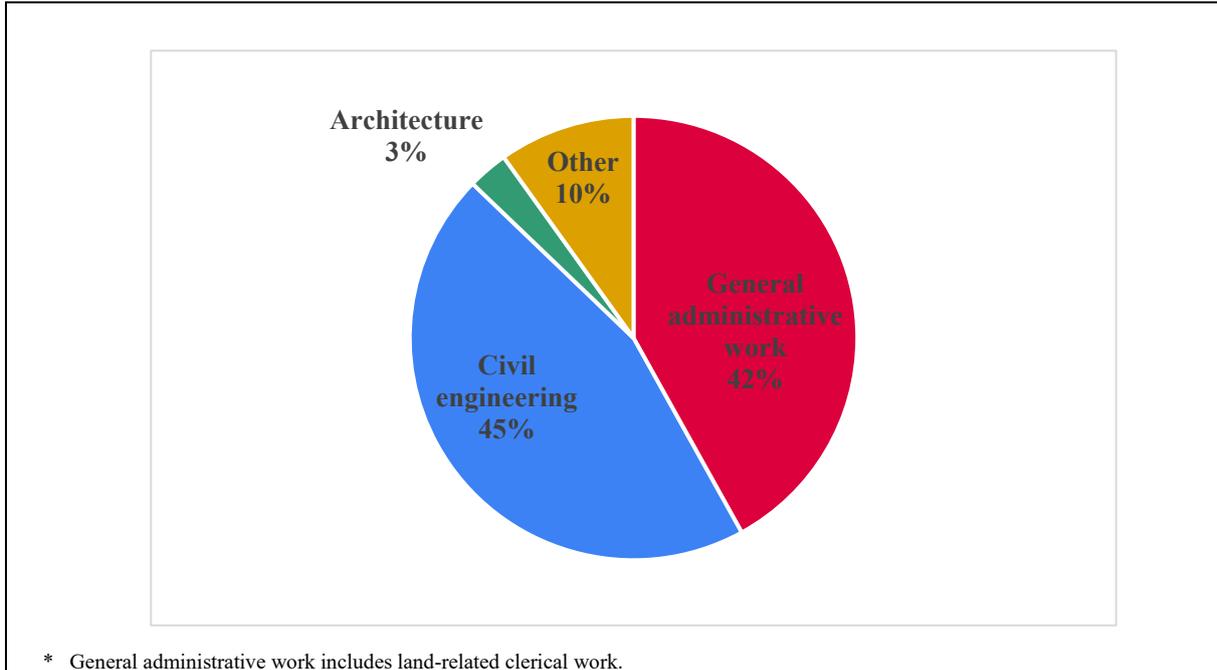
Figure 8-2-8 Changes in the number of dispatched personnel over time



Source) Compiled by the Reconstruction Agency, based on Ministry of Internal Affairs and Communications “[Summary] Overview of the results of survey on the status of mid- to long-term dispatch of local government employees to local public entities in disaster-affected areas (as of April 1, 2022)” (November 14, 2022) and Ministry of Internal Affairs and Communications “[Summary] Overview of the results of survey on the status of mid- to long-term dispatch of local government employees to local public entities in disaster-affected areas (as of April 1, 2021)” (November 11, 2021)

⁶ Ministry of Internal Affairs and Communications “[Disaster Category ①] Overview of results of survey on status of mid- to long-term dispatch of local government employees to local public entities in areas affected by the Great East Japan Earthquake (as of April 1, 2022)” (November 14, 2022)

Figure 8-2-9 Occupations of dispatched employees (as of April 1, 2022)



Source) Compiled by Reconstruction Agency, based on Ministry of Internal Affairs and Communications “[Disaster Category ①] Overview of the results of survey on the status the status of mid- to long-term dispatch of local government employees to local public entities in areas affected by the Great East Japan Earthquake (as of April 1, 2022)” (November 14, 2022)

Figure 8-2-10 Cumulative number of dispatched workers (March 11, 2011 to March 31, 2022)

		派遣先				合計
		岩手県内	宮城県内	福島県内	その他	
派遣元	都道府県	7,485	17,711	10,560	957	36,713
	指定都市	4,548	10,421	1,260	134	16,363
	市町村	12,038	24,488	7,484	846	44,856
	合計	24,071	52,620	19,304	1,937	97,932

※ 派遣先の「その他」は、青森県内、茨城県内及び千葉県内の合計である。青森県、茨城県及び千葉県並びに各県内市町村については平成28年4月1日から平成31年3月31日までの派遣は調査対象外とし、平成31年4月1日から令和4年3月31日までは派遣は行われていなかった。
 ※ 累積派遣人数には、地方自治法により派遣された者以外の者も含む。

Source) Ministry of Internal Affairs and Communications, “[Disaster Category ①] Overview of the results of survey on the status of mid- to long-term dispatch of local government employees to local public entities in areas affected by the Great East Japan Earthquake (as of April 1, 2022)” (November 14, 2022) https://www.soumu.go.jp/main_content/000844439.pdf (browsed July 25, 2023)

3) Devising innovative support methods

Local governments and others who dispatched support staff used innovative methods to make the support they provided more effective for disaster-affected municipalities. Specific examples are introduced below.

a. “Holistic administrative support” whereby staff members from multiple departments are dispatched together (Nagoya City)

In March 2011, Nagoya City established the Disaster Area Support Headquarters, headed by the mayor, and provided support to the disaster-affected areas by collecting information and dispatching staff. In particular, the city decided to dispatch three advance teams to the coastal areas of Iwate Prefecture, which were hit hard by the tsunami, and to provide full support to Rikuzentakata City, which had suffered devastating damage to its administrative functions.

When dispatching support staff, instead of sending people from individual departments, the city provided “holistic administration support” by dispatching a full complement of staff from multiple departments, such as public-facing clerks, civil engineers, and finance department employees. In FY 2011, a total of 144 workers were dispatched to provide health guidance, survey damaged houses, and formulate reconstruction plans, etc., and since FY 2012, as work has transitioned from the emergency response phase to the reconstruction phase, 96 workers have been dispatched to engage in reconstructive urban development, such as land readjustment and collective relocation for disaster prevention.

b. Support adapted to local conditions (Tokyo Metropolis)

Immediately after the disaster, the Tokyo Metropolitan Government sent an advance team to Iwate and Miyagi prefectures to check the extent of the damage and decide where to send staff. In April, local offices were opened in each of the three prefectures in the Tohoku region as general contact points for the Tokyo Metropolitan Government, and these offices served as bases for assessing the need for staff dispatch, coordinating with local public entities affected by the disaster, and supporting dispatched staff. With the exception of the fire department and the police, as of April 1, 2020, approximately 2,400 staff members were dispatched from the various departments of the Tokyo Metropolitan Government to the three affected prefectures to support medical and nursing care, and approximately 4,300 staff members were dispatched to support recovery and reconstruction work.

Since FY 2012, selection of dispatched personnel has begun with public advertisement to recruit candidates, who are then screened on the basis of written submissions and interviews. The open recruitment system makes it possible to select human resources that are highly motivated to work on reconstruction, and it satisfies the need for the kind of mid- to long-term support that the disaster victims wish for.

c. Utilization of former government employees

A system was constructed under which the Ministry of Internal Affairs and Communications compiled a list of former municipal employees who were willing to work in the disaster-affected areas and provided it to the disaster-affected municipalities, which then used it to recruit staff. In FY 2014, a total of 204 people were registered in this system, among which 45 were former government employees hired

to work on reconstruction, and by FY 2021, there were still six people registered in the system⁷.

d. Securing staff through hiring of fixed-term employees in dispatching municipalities

In some cases, efforts have been made to secure support staff by hiring fixed-term staff in dispatching municipalities. In order to respond to the shortage of technical staff in the disaster-affected areas, the Tokyo Metropolitan Government introduced and implemented a new scheme in which, in addition to dispatching their current employees, they utilized a “fixed-term employee system” to hire people with experience at government agencies or private companies as ordinary fixed-term employees and dispatch them to the disaster-affected municipalities under the Local Autonomy Law. These employees were civil engineers and architects, and they were hired to perform ordering, design, estimation, and construction supervision related to civil engineering and construction work in the disaster-affected municipalities of three prefectures in the Tohoku region. The fixed term for which they worked was one year with the option of renewal every year (maximum of 5 years), and by August 2017, a total of 182 persons had been dispatched.

⁷ Quoted from Reconstruction Agency, “Current State of Reconstruction” (June 6, 2022) https://www.reconstruction.go.jp/topics/main-cat1/sub-cat1-1/20220606_genjou.pdf (browsed July 25, 2023)

4) Difficulties faced by the support staff and how they were handled by the dispatching municipalities and host municipalities

Some of the things that support staff felt anxious about when being dispatched to the disaster-affected areas were “the nature of the work at the destination (possibility of inadequate handover from their predecessor),” “human relations in the workplace,” “residential living environment (housing, medical institutions, and stores)” and “the living environment in the Tohoku region (whether they would be able to adapt to the environment).” While serving at the dispatch site, they also cited the following difficulties: “human relations immediately after assuming post,” “document filing methods, clerical rules, and system that differ from those of the dispatching local government,” “how to spend days off (lack of entertainment options),” “having no acquaintances nearby,” and “worrying about securing food and going to the hospital in case of illness.”

Some dispatching municipalities had prepared for such difficulties in advance by “providing a sufficient explanation of the conditions of dispatch (in the case of public recruitment, stating the conditions clearly in the application guidelines),” “having the candidate meet with a government-employed public health nurse during the period before the assignment (except for in the case of public recruitment),” “health management using a check sheet,” and “on-site visits with the employee to be dispatched.” In addition, the host municipalities also provided such care as “encouraging persons in charge of personnel to allow support staff to consult them about their problems,” “having support staff participate in mental health care training sessions held by the prefecture,” and “actively involving dispatched staff in events, community activities, local functions, and festivals in order to promote good communication.”

Furthermore, as support for the support staff, some host municipalities covered moving expenses and offered rentals of housing, cars, and studless tires. Some dispatching municipalities also provided support for moving expenses, covered hotel charges involved in the handover of work responsibilities, paid car rental fees, or covered the cost of returning to the office of origin to make reports⁸.

⁸ Cited from Reconstruction Agency, “Report of FY 2019 Survey on Securing and Utilizing Support Staff in Disaster-affected Municipalities” (March 2020)
<https://www.reconstruction.go.jp/topics/main-cat3/material/200929hisaitihoukoku.pdf> (browsed July 25, 2023)

(3) Other ongoing personnel dispatch

1) Reconstruction Agency scheme

At the time of the Great East Japan Earthquake, local governments across the country dispatched support staff to the affected municipalities, and the affected municipalities also responded to the disaster by hiring fixed-term staff, etc., but when a shortage of staff persisted in spite of these efforts, the Reconstruction Agency established a system in FY 2013 in which part-time national government employees were publicly recruited and stationed in the affected municipalities. This was referred to as the “Reconstruction Agency scheme.” On October 1, 2014, at the peak, 204 people were providing assistance to disaster-stricken municipalities under this scheme, and as of April 1, 2022, 46 people were still active in this capacity.

At present, disaster-affected municipalities are still struggling to secure technical staff and other human resources, and in addition, in the areas affected by the nuclear disaster, it is expected that there will be a need for many new types of workers due to the resumption of farming. For this reason, the Reconstruction Agency is making efforts to improve the accuracy of human-resources matching by making information on the recruitment of support staff widely available to organizations to which large numbers of experts belong, and by specifying the positions for which there are personnel shortages and updating disclosed information in real time.

2) Dispatch of national government employees

Personnel exchanges had been conducted between the national government and local governments even before the Great East Japan Earthquake, based on the Decentralization Promotion Plan (May 29, 1998 Cabinet decision), which stipulates that “Under the principle of promoting mutual and equal exchanges, personnel exchanges shall be promoted while giving consideration to eliminating the adverse effects of being stationed at an exchange post long-term.”

After the Great East Japan Earthquake, the national government dispatched relatively young officials who knew how the national system worked and had knowledge of the decision-making process, as well as specialized knowledge of urban development projects, including land readjustment, to fill positions such as deputy mayors and deputy town mayors, and this proved effective for the disaster-affected municipalities where more frequent direct communication with the national government regarding requests for reconstruction measures and systems, etc. became necessary.

In fact, large numbers of national government employees were dispatched to the disaster-affected municipalities in the three prefectures, as shown below. At the time, some also called for establishment of a mechanism that could match human resources experienced in reconstruction to specific municipalities in the event of a disaster in another region.

Figure 8-2-11 National government employees dispatched to disaster-affected municipalities (at the deputy city mayor and deputy town mayor levels)

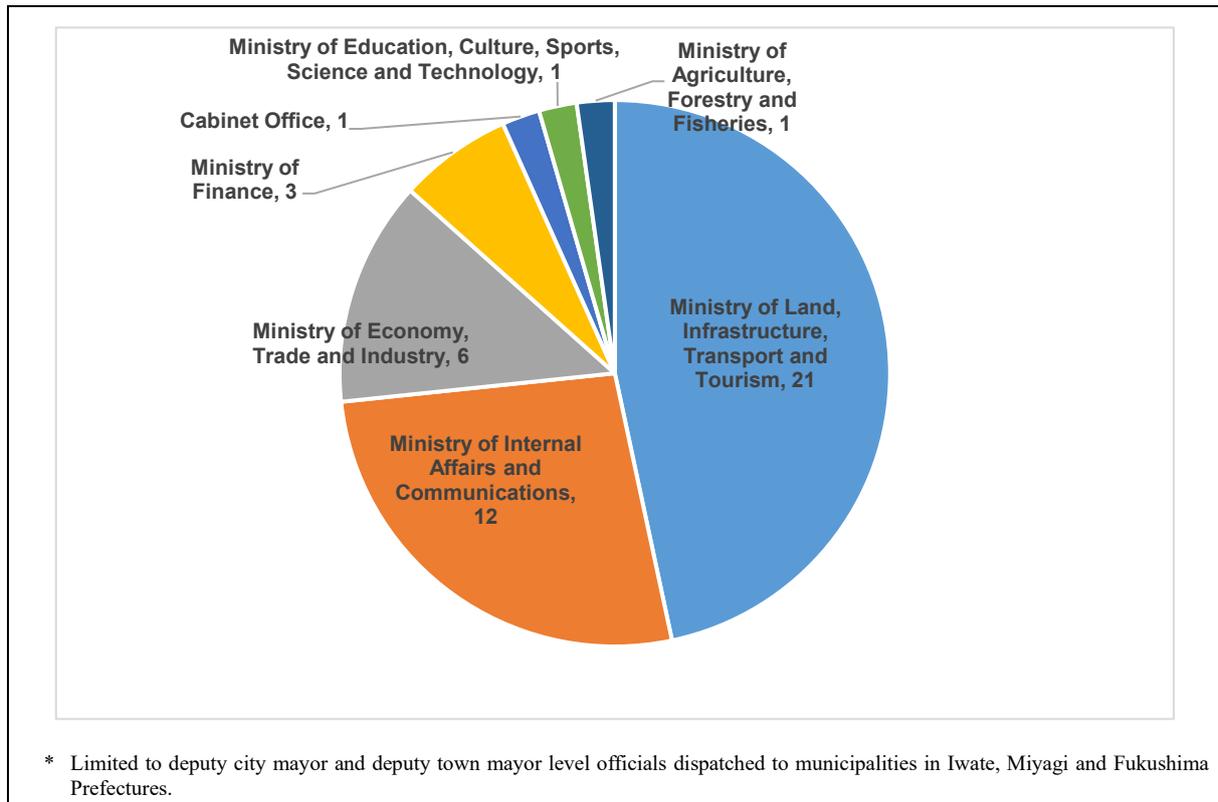
Iwate Prefecture	Deputy Mayor of Ichinoseki City	April 2012 to June 2015	Ministry of Land, Infrastructure, Transport and Tourism	Miyagi Prefecture	Deputy Mayor of Ishinomaki City	February 2012 to June 2016	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Ichinoseki City	July 2015 to June 2018	Ministry of Land, Infrastructure, Transport and Tourism	Miyagi Prefecture	Deputy Mayor of Ishinomaki City	July 2017 to March 2019	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Ichinoseki City	July 2018 to March 2021	Ministry of Economy, Trade and Industry	Miyagi Prefecture	Deputy Mayor of Osaki City	July 2011 to March 2014	Ministry of Land, Infrastructure, Transport and Tourism
Iwate Prefecture	Deputy Mayor of Oshu City	April 2015 to March 2017	Ministry of Internal Affairs and Communications	Miyagi Prefecture	Deputy Mayor of Osaki City	July 2014 to June 2018	Ministry of Land, Infrastructure, Transport and Tourism
Iwate Prefecture	Deputy Mayor of Hanamaki City	April 2019 to March 2021	Ministry of Education, Culture, Sports, Science and Technology	Miyagi Prefecture	Deputy Mayor of Osaki City	July 2018 to March 2021	Ministry of Land, Infrastructure, Transport and Tourism
Iwate Prefecture	Deputy Mayor of Kamaishi City	June 2011 to March 2013	Ministry of Land, Infrastructure, Transport and Tourism	Miyagi Prefecture	Deputy Mayor of Osaki City	April 2021 onward	Ministry of Land, Infrastructure, Transport and Tourism
Iwate Prefecture	Deputy Mayor of Kamaishi City	April 2012 to June 2014	Ministry of Finance	Miyagi Prefecture	Deputy Mayor of Tome City	April 2016 to March 2018	Ministry of Land, Infrastructure, Transport and Tourism
Iwate Prefecture	Deputy Mayor of Kamaishi City	July 2015 to June 2016	Ministry of Finance	Miyagi Prefecture	Deputy Mayor of Natori City	April 2018 to March 2021	Ministry of Land, Infrastructure, Transport and Tourism
Iwate Prefecture	Deputy Mayor of Kamaishi City	April 2019 to March 2021	Ministry of Internal Affairs and Communications	Fukushima Prefecture	Deputy Mayor of Tamura City	July 2022 onward	Ministry of Economy, Trade and Industry
Iwate Prefecture	Deputy Mayor of Kamaishi City	April 2021 onward	Ministry of Land, Infrastructure, Transport and Tourism	Fukushima Prefecture	Deputy Mayor of Town of Furudono	April 2020 to March 2022	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Miyako City	July 2011 to March 2015	Ministry of Internal Affairs and Communications	Fukushima Prefecture	Deputy Mayor of Tamura City	October 2013 to March 2016	Ministry of Economy, Trade and Industry
Iwate Prefecture	Deputy Mayor of Miyako City	July 2016 to June 2018	Ministry of Economy, Trade and Industry	Fukushima Prefecture	Deputy Mayor of Tamura City	July 2016 to June 2019	Ministry of Economy, Trade and Industry
Iwate Prefecture	Deputy Mayor of Town of Yamada	April 2015 to 2018	Ministry of Agriculture, Forestry and Fisheries	Fukushima Prefecture	Deputy Mayor of Tamura City	July 2019 to June 2022	Ministry of Economy, Trade and Industry
Iwate Prefecture	Deputy Mayor of Town of Yamada	April 2018 to March 2021	Ministry of Finance	Fukushima Prefecture	Deputy Mayor of Minamisoma City	April 2011 to March 2013	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Ofunato City	April 2012 to June 2016	Ministry of Land, Infrastructure, Transport and Tourism	Fukushima Prefecture	Deputy Mayor of Minamisoma City	April 2013 to March 2016	Ministry of Internal Affairs and Communications

Iwate Prefecture	Deputy Mayor of Town of Otsuchi	October 2011 to March 2013	Ministry of Land, Infrastructure, Transport and Tourism	Fukushima Prefecture	Deputy Mayor of Minamisoma City	April 2016 to March 2018	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Town of Otsuchi	April 2013 to March 2016	Ministry of Land, Infrastructure, Transport and Tourism	Fukushima Prefecture	Deputy Mayor of Minamisoma City	April 2018 to March 2020	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Rikuzentakata City	(August 1, 2011 to July 2015)	Cabinet Office	Fukushima Prefecture	Deputy Mayor of Minamisoma City	April 2020 onward	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Rikuzentakata City	August 2015 to March 2017	Ministry of Land, Infrastructure, Transport and Tourism	Fukushima Prefecture	Deputy Mayor of Town of Hanawa	August 2011 to July 2013	Ministry of Internal Affairs and Communications
Iwate Prefecture	Deputy Mayor of Rikuzentakata City	April 2017 to March 2020	Ministry of Land, Infrastructure, Transport and Tourism	Fukushima Prefecture	Deputy Mayor of Fukushima City	April 2016 to February 2018	Ministry of Land, Infrastructure, Transport and Tourism
Iwate Prefecture	Deputy Mayor of Rikuzentakata City	April 2020 onward	Ministry of Land, Infrastructure, Transport and Tourism	Fukushima Prefecture	Deputy Mayor of Fukushima City	July 2022 onward	Ministry of Land, Infrastructure, Transport and Tourism
Miyagi Prefecture	Deputy Mayor of Kesenuma City	May 2012 to March 2015	Ministry of Land, Infrastructure, Transport and Tourism	Total		45	
Miyagi Prefecture	Deputy Mayor of Kesenuma City	April 2015 to June 2018	Ministry of Land, Infrastructure, Transport and Tourism				
Miyagi Prefecture	Deputy Mayor of Kesenuma City	July 2018 to June 2022	Ministry of Land, Infrastructure, Transport and Tourism				

* Limited to deputy city mayor and deputy town mayor level officials dispatched to municipalities in Iwate, Miyagi and Fukushima Prefectures.

Source) Compiled by the Reconstruction Agency, based on Cabinet Office, "Status of Personnel Exchanges Between the National and Local Governments" (FY 2011 to FY 2022)

Figure 8-2-12 National government employees dispatched to disaster-affected municipalities (cumulative total by ministry or agency)



Source) Compiled by the Reconstruction Agency, based on Cabinet Office, “Status of Personnel Exchanges Between the National and Local Governments” (FY 2011 to FY 2022)

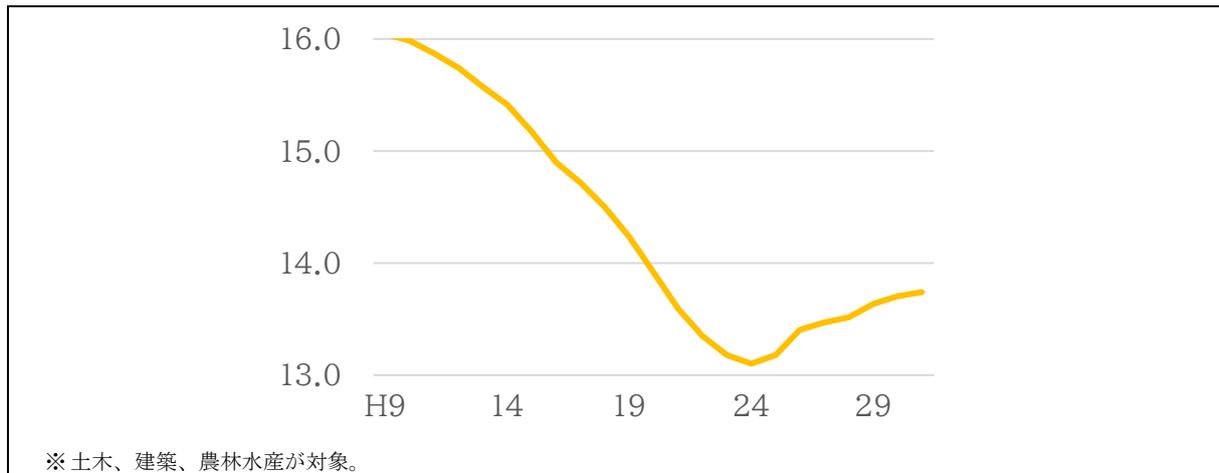
3) Issues that arose in project and policy implementation, and how they were handled

Disaster-affected municipalities made various efforts to secure human resources, such as the “counterpart method” of mutual aid, which paired a disaster-affected municipality with a supporting municipality, but with the passage of time since the disaster, it became difficult in some cases to secure the necessary numbers of people in various occupations.

In particular, shortages of technical staff have become serious, especially in small municipalities, due to the retirement of the large numbers of people who joined the workforce during Japan’s economic bubble of the 1980s and the decrease in public works projects. A situation developed in which the high level of need that the disaster-affected municipalities had for the dispatch of technical staff that could approach the work of recovery and reconstruction from the standpoint of specialized knowledge and experience was not being met.

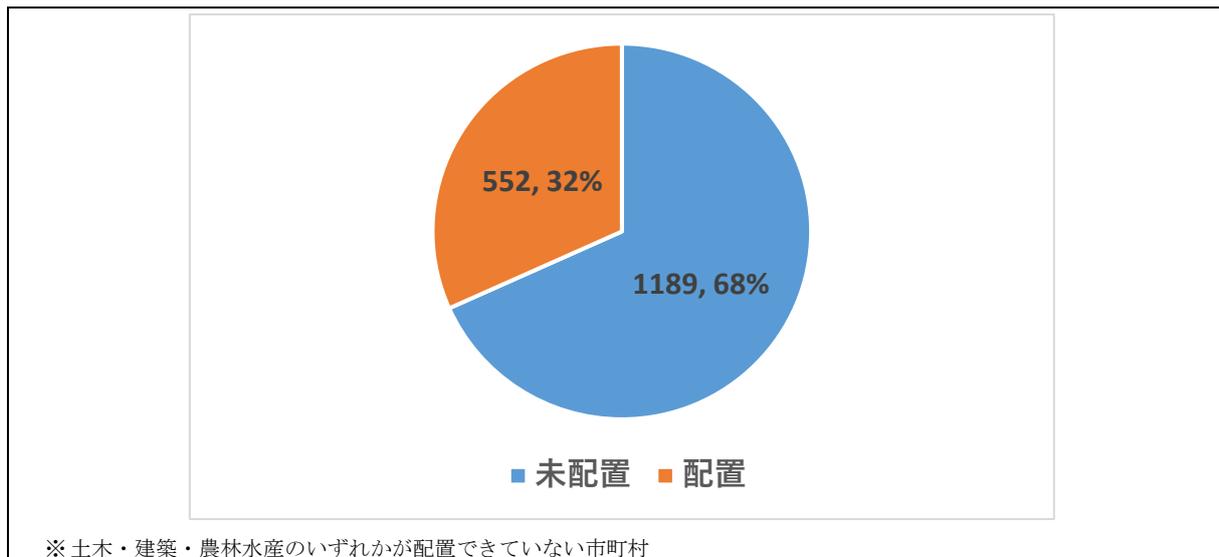
In order to respond to this situation, the Minister of Internal Affairs and Communications has been making efforts since 2016 to secure support staff by issuing letters every year to prefectural governors and municipal mayors requesting their cooperation, and has also issued notices every year in cooperation with the Japan Association of City Mayors and the National Association of Towns and Villages requesting local governments nationwide to dispatch staff to disaster-affected municipalities in the following fiscal year.

Figure 8-2-13 Change in the number of technical staff over time (Survey on Manpower Control in Local Public Entities)



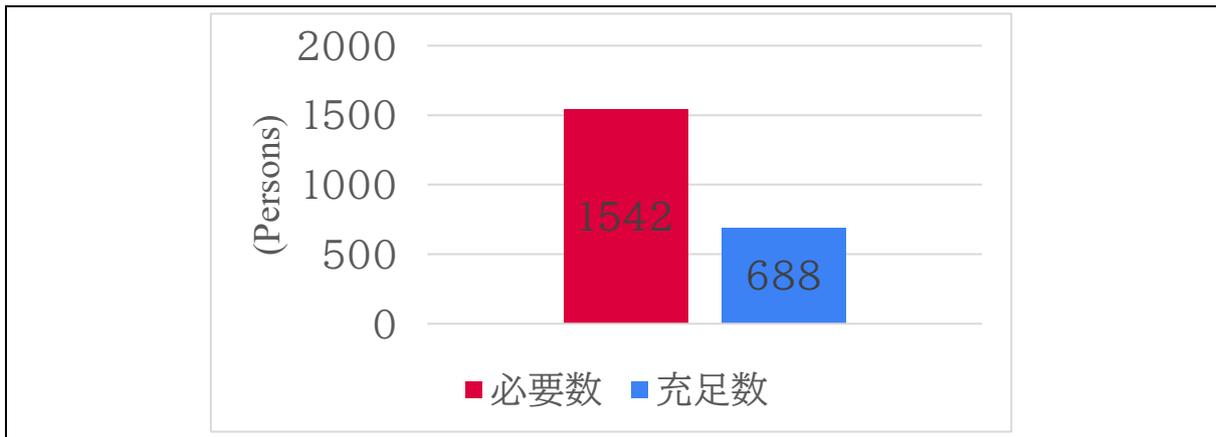
Source) Ministry of Internal Affairs and Communications, “Strengthening the System of Mid- and Long-Term Dispatch of Support Staff to Municipalities by Increasing the Number of Technical Personnel Dispatched” (May 6, 2020)
https://www.soumu.go.jp/main_content/000675150.pdf (browsed July 25, 2023)

Figure 8-2-14 Municipalities that were not able to fill technical staff positions (2019 Survey on Manpower Control in Local Public Entities)



Source) Ministry of Internal Affairs and Communications, “Strengthening the System of Mid- and Long-Term Dispatch of Support Staff to Municipalities by Increasing the Number of Technical Personnel Dispatched” (May 6, 2020)

Figure 8-2-15 Number of technical staff needed for mid- to long-term dispatch and number of positions filled (2019)



Source) Ministry of Internal Affairs and Communications, “Strengthening the System of Mid- and Long-Term Dispatch of Support Staff to Municipalities by Increasing the Number of Technical Personnel Dispatched” (May 6, 2020)

4) Lessons learned that will inform response to future large-scale disasters

The mid- to long-term dispatch scheme, which dispatches support staff from local public entities nationwide, has been effective not only in the Great East Japan Earthquake but also in large-scale disasters that have occurred since then. Moreover, in the case of the Great East Japan Earthquake, private companies were also proactive about dispatching not only general administrative staff but also technical personnel such as civil engineers, which proved effective.

In their assessment of the dispatch scheme, the three disaster-affected prefectures have cited the following issues:

- The types of workers that are needed change as reconstruction progresses, so more of an effort needs to be made to secure the types of human resources that meet the current needs.
- There is a lag between the time the request is issued by the affected municipality and the time the support staff is dispatched.
- There was a mismatch between the knowledge and experience of the dispatched personnel and the tasks they were put in charge of.
- Know-how is not passed along to the disaster-stricken municipalities because the support staff continuously remains in charge of the work.
- There was no written manual to smoothly support the acceptance of support staff.

On the positive side, some commented that the central government took the initiative in assessing the need for support staff in an integrated manner, and that the measures taken to cover the expense of bringing in the dispatch staff with the special local allocation tax for recovery from earthquake disaster reduced the burden on disaster-stricken municipalities and accelerated the dispatch of support staff.

The affected municipalities also cited the following issues with the dispatch scheme:

- Even before the Great East Japan Earthquake, there were agreements with other municipalities to provide mutual aid in the event of a disaster, but since most of them were neighboring municipalities, this mutual aid arrangement did not function well. It is important to conclude agreements with distant municipalities in anticipation of wide-area disasters.
- At first, workers were dispatched for a short period of a few weeks, but this gradually shifted to mid- to long-term dispatches that extended for several months to several years. The same municipalities that dispatched short-term staff were asked to send mid- to long-term support staff, but disparities in the number of positions filled began to emerge among municipalities.
- The counterpart system pairing the host municipality with the dispatching municipality was effective. A scheme of this type should be constructed in advance.

In response to these opinions, an expert panel pointed out the following⁹:

- Issues in the short- and mid- to long-term coordination of dispatched support staff should be clearly described as lessons learned¹⁰.
- The dispatch of support staff should be controlled by the central government or other organizations that can devise ways to optimize it overall¹¹.

⁹ Expert Panel for Reflection on the Past Decade of Reconstruction Policy for the Great East Japan Earthquake (3rd meeting), comments by the mayors of Miyako City, Iwate Prefecture, Town of Minamisanriku, Miyagi Prefecture, and Village of Kawauchi, Fukushima Prefecture

¹⁰ Expert Panel for Reflection on the Past Decade of Reconstruction Policy Following the Great East Japan Earthquake (3rd meeting), comment by panel member Imamura

¹¹ Expert Panel for Reflection on the Past Decade of Reconstruction Policy Following the Great East Japan Earthquake (3rd meeting), comment by panel member Fujisawa

- To prepare for future disasters, it will be important to consider which municipalities should collaborate with each other from the perspective of risk dispersion¹².

Etc.

Based on these lessons, it will be necessary to consider and implement appropriate support in the event of future large-scale disasters, taking into account the scale and mode of damage and referring to examples of support provided in the Great East Japan Earthquake.

In addition to preparing for future large-scale disasters, it will also be necessary to devote attention to securing and training technical staff for local public entities from the viewpoint of continuous maintenance and management of infrastructure in normal times. It will be important to establish a farsighted system in advance, including measures to secure technical staff with specialized knowledge, so that response to future large-scale disasters can extend from emergency measures to reconstruction. To prepare for recovery and reconstruction from large-scale disasters, the Ministry of Internal Affairs and Communications established the “Dispatch System for Technical Personnel to Support Recovery and Reconstruction”¹³ in FY 2020 to secure technical personnel for which there is a particularly high need, and efforts are being made to ensure that staff can be secured in the event of a large-scale disaster.

Because dispatching relatively young national government employees to disaster-affected municipalities at the deputy city mayor and deputy town mayor level to coordinate with the national government proved efficacious, it has been pointed out that it would be effective to establish a system to proactively create personnel matches between national government employees with expertise in reconstruction and disaster-affected municipalities.

¹² Expert Panel for Reflection on the Past Decade of Reconstruction Policy Following the Great East Japan Earthquake (3rd meeting), comment by panel member Akiike

¹³ Covers large-scale disasters that occurred in or after FY 2020

2. Ongoing support for administrative functions

(1) Status of damage to municipal government buildings, etc.

Main government buildings in 237 municipalities were damaged by the Great East Japan Earthquake, and 13 of these municipalities were forced to relocate their government buildings. In particular, government buildings were completely destroyed in Rikuzentakata City and the Town of Otsuchi in Iwate Prefecture, with 68 of 298 government employees killed or missing in Rikuzentakata City and 33 of 136 employees, including seven at the town mayor or section chief level, falling victim to the disaster in the Town of Otsuchi.

The damage to municipal government buildings caused difficulties in emergency disaster response activities (distribution of relief goods, etc.), data loss in the basic resident register, etc., and difficulties in administrative services (allocation of donations, etc.). Municipal government buildings house disaster response headquarters and serve as the base for emergency disaster response measures, and since they also function as the hub of resident services and the base for supporting evacuees and promoting reconstruction, there was an urgent need to secure temporary government buildings for immediate disaster countermeasures, as well as the bases of activity and manpower to continue administrative functions in municipalities whose government buildings were damaged.

Figure 8-2-16 Number of municipal government buildings damaged

震度6弱以上を 観測した都道府県	市町村 数	本庁舎が地震・津波により被災した市町村数							
		合計	(うち 津波被 害)	移転	(うち 津波被 害)	一部 移転	(うち 津波被 害)	移転 なし	(うち 津波被 害)
岩手県	34	22	6	2	2	2	1	18	3
宮城県	35	32	3	3	2	2	1	27	0
福島県	59	36	0	3	0	3	0	30	0
茨城県	44	34	1	3	0	5	0	26	1
栃木県	27	26	0	1	0	2	0	23	0
群馬県	35	18	0	0	0	0	0	18	0
埼玉県	64	31	0	1	0	0	0	30	0
千葉県	54	38	0	0	0	1	0	37	0
合計	352	237	10	13	4	15	2	209	4

※ 原子力発電所事故の影響による移転は含んでいない。また、「移転なし」の数字は被災程度による整理を行っていない値である。
 ※ (うち津波被害)の数字は本庁舎が津波による被災を受けた市町村である。

Source) Cabinet Office, "Overview of Measures Taken for Disaster Prevention: Plan for Disaster Prevention in Fiscal 2012 (Submitted to the 180th Session of the Diet (Ordinary Session))", p. 9

https://www.bousai.go.jp/kaigirep/hakusho/pdf/H24_honbun_1-4bu.pdf (browsed July 31, 2023)

(2) Subsidy for emergency restoration of municipal administrative functions

The Ministry of Internal Affairs and Communications provided support to municipalities whose main government buildings were severely damaged or no longer usable by subsidizing two-thirds of the expenses needed to restore functions on an emergency basis through the subsidy for the emergency restoration of municipal administrative functions.

To be eligible, municipalities had to be specified disaster-affected local public entities meeting the following requirements:

- municipalities whose main office buildings became unusable due to the Great East Japan Earthquake
- municipalities whose main office buildings were partially destroyed, inundated above floor level, or suffered other equivalent damage in the Great East Japan Earthquake and require urgent repair to restore their functions

The subsidies specifically covered the cost of the following:

- construction of a temporary government building (including renovation costs for using facilities other than the main office building as the office building and for emergency repairs of the main office building due to partial destruction, inundation above floor level, etc.)
- restoration and improvement of systems and networks necessary in order to provide support for disaster victims, such as the Basic Resident Registration System.

For this purpose, a budget of 5,869 million yen was appropriated in the FY 2011 supplementary budget, and measures were taken in accordance with the Act for Extraordinary Expenditure and Assistance to Cope with the Great East Japan Earthquake. In FY 2011, approximately 3.9 billion yen was provided to 59 municipalities in six prefectures affected by the disaster, and approximately 1.8 billion yen was carried over to FY 2012 and disbursed to 13 municipalities in five prefectures¹⁴. The temporary government buildings that were restored through the use of this subsidy became bases for the subsequent full-scale restoration effort and were effective in the prompt emergency restoration of the administrative functions of municipalities.

¹⁴ Cited from Ministry of Internal Affairs and Communications, “Review Sheet on Government Projects in FY 2012” (August 30, 2013).
https://www.soumu.go.jp/main_content/000246059.pdf (browsed July 25, 2023)