

# **Part II**

## **Trend in MLIT Policies**

# Chapter 1

## Initiatives towards Restoration and Reconstruction from the Great East Japan Earthquake

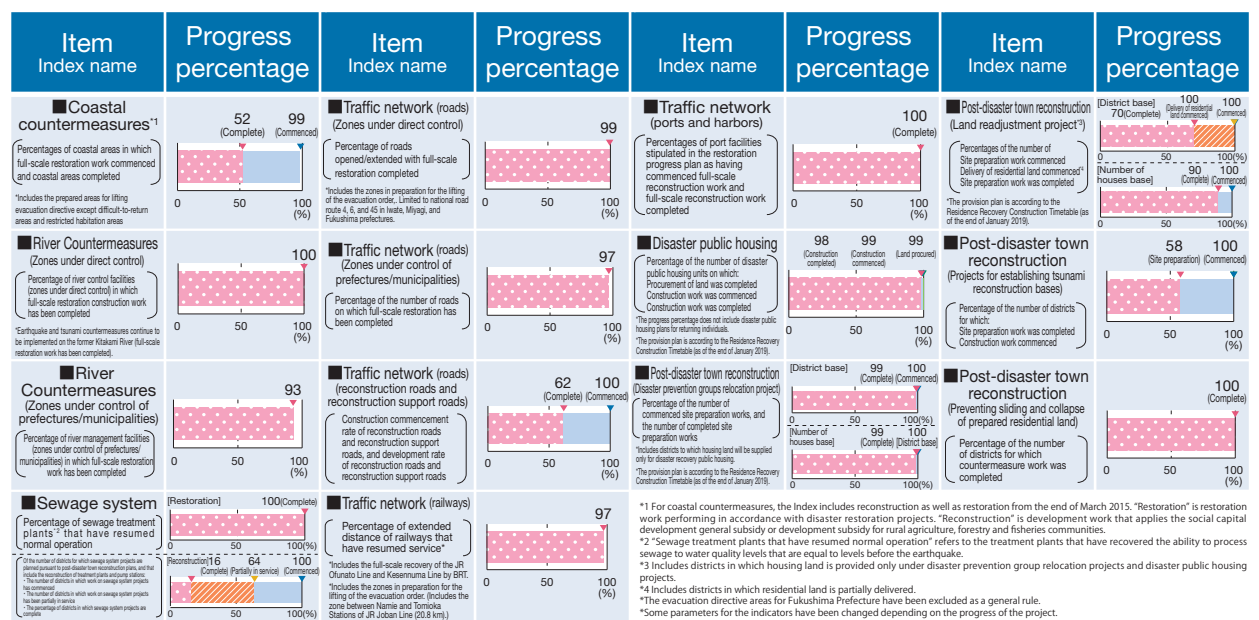
### Section 1 Current Status and Measures Towards Restoration and Reconstruction

Accelerating restoration from the Great East Japan Earthquake is one of the top priorities of the MLIT. Although the number of refugees has decreased from the initial 470 thousand individuals at the time of the earthquake, around 48 thousand people<sup>Note 1</sup> currently lead lives in evacuation in approximately 997 municipalities<sup>Note 2</sup> throughout 47 prefectures. Although the restoration of infrastructure for everyday life, reconstruction of houses, and revitalization of industry and livelihoods are progressing steadily, it is necessary to provide detailed support to cope with the diversifying needs of the regions and individuals concerned. The MLIT will come together as a united body through the Regional Development Bureau, the District Transport Bureau, the Japan Meteorological Agency, and the Japan Coast Guard, etc., to take measures at their respective work sites by the completion of the recovery period in 2020.

Restoration and reconstruction of basic infrastructure such as ports and roads, and reconstruction of houses is progressing steadily and we will continue to ensure we promote these measures. Furthermore, we will provide indirect support, such as by maintaining and securing public transportation and promoting tourism in the disaster-affected areas. In particular, as the promotion of tourism is important for the restoration of livelihoods in disaster-affected areas, we have been engaging in careful and detailed initiatives to encourage people to visit Tohoku, such as initiatives to eradicate rumors, according to the situation in each prefecture. We are providing support as necessary to establish special reconstruction and revitalization zones, etc., for the recovery and reconstruction of Fukushima.

Figure II-1-1-1

Status of Progress Towards Full-scale Restoration and Reconstruction of Public Infrastructures (as of the end of January 2019)



Source) MLIT

**Note 1** 47, 892 individuals. As of April 9, 2019. Reconstruction Agency study.

**Note 2** As of April 9, 2019. Reconstruction Agency study.

## Section 2

## Steady Recovery and Reconstruction of Infrastructure and Transportation

**(1) Outline**

For the public infrastructure under the jurisdiction of the MLIT, we are steadily working toward transitioning to full-scale restoration and reconstruction based on the project plan and progress schedule. We will continue our endeavors now and in the future to achieve a full recovery of northeastern Japan as soon as possible, while staying mindful of requests from other disaster-stricken areas.

**(2) Coastal Countermeasures**

Restoration and reconstruction work for coastal levees has begun in 664 districts and had been completed in 400 districts, of the shores of the 670 districts until the end of March 2019. The approximately 40 km of national construction area (including the section for which the national government will cover disaster recovery) had been completed along its entire length at the end of March 2017. During construction, whenever possible we are incorporating structural modifications so that the effects of the levees will persistently demonstrate their capabilities, even when they are struck by tsunamis. In Iwanuma City and Yamamoto Town, Miyagi, we have constructed the coastal levees integrated with levees and vegetation planted. We also actively use disaster waste for coastal levee material, while paying careful attention to the surrounding landscape and natural environment during reconstruction.

**(3) River Countermeasures**

Full-scale restoration work to secure pre-earthquake safety levels has been completed for the affected river management facilities in zones managed by the national government. Building on this, we are implementing the necessary earthquake and tsunami countermeasures, and aim to complete them by the end of FY2021. In addition, full-scale restoration work has been completed in approximately 90 percent of locations in zones under control of prefectures/municipalities.

**(4) Sewage System**

With regard to wastewater treatment plants, all 124 damaged plants have now been restored (excluding three plants within the Fukushima evacuation order area and two plants that have been decommissioned). Also, in regards to the 984 km of sewer pipes affected by the disaster, 915 km was fully restored as of the end of March 2019. We will continue to work in accordance with the reconstruction plan and aim for the earliest possible restoration and reconstruction.

**(5) Countermeasures against Sediment Disasters**

We will push ahead with countermeasures against sediment disasters in Iwate, Miyagi and Fukushima prefectures, where sediment disasters occurred at the time of the Great East Japan Earthquake.

**(6) Roads**

(1) In regard to expressways, the Joban Expressway, which was fully opened to traffic on March 1, 2015, is frequently used. The Joban Expressway also encourages companies to move in the area along this expressway in Hamadori, Fukushima, which generates employment in this area. Work on the conversion of parts of the Joban Expressway into a four-lane highway and the addition of lanes is expected to be completed within the Reconstruction and Revitalization Period. Additional interchanges (Okuma IC and Futaba IC) were scheduled for development in June 2015, and Okuma IC was opened on March 31, 2019. (2) In regard to the national highways that are under direct control of the MLIT, full-scale reconstructions were basically completed by the end of FY2012. Furthermore, the major disaster areas were reconstructed based on the restoration plan, including the bridges on national road route 45 and other structures. (3) In regard to the reconstruction of roads/support roads, to contribute to the post-disaster reconstruction of afflicted areas, the goal is to complete reconstruction as soon as possible using the Project Promotion Process (PPP), which makes use of the private sector's technological skills. Projects were planned for a total of 550 km of roads and support roads, including the section opened after the Great East Japan Earthquake. Over 90% (503 km) of the roads have opened or have moved a step forward toward reopening. In FY2018, the entire Tohoku-Odan Expressway (Kamaishi– Hanamaki) with a total length of the approximately 80 km was opened.

## (7) Railroads

Of the railways that were damaged by the Great East Japan Earthquake, the Sanriku Railway resumed full operations in April 2014, the Ishinomaki Line in March 2015, and the Senseki Line in May 2015. Regarding the Ofunato Line and the Kesennuma Line, the BRT<sup>Note</sup> has been operating as a temporary restoration measure to secure public transportation, and acceptance of full-scale restoration by BRT was agreed for the Ofunato Line in December 2015 and for Kesennuma Line in March 2016.

As for the Yamada Line, JR East and relevant parties, including local government bodies, agreed to transfer the management of the line from JR East to Sanriku Railway in February 2015. Restoration work began in March 2015, and the line was reopened on March 23, 2019, as the Sanriku Railway Rias Line. As a result, the only railway line with zones where service is still suspended is Japan Railways East Japan Joban Line.

With regard to the Joban Line, the policy to resume operations for the entire line in the future was decided in March 2015. In March 2016, the goal became to open the entire line by the end of FY2019. Of the sections that were not operating, the section between Haranomachi and Odaka stations reopened in July 2016, the section between Soma and Hamayoshida stations reopened in December 2016, the section between Odaka and Namie stations reopened in April 2017, and the section between Tomioka and Tatsuta stations reopened in October 2017. In addition, the goal is to open the remaining section between Namie and Tomioka Stations by the end of FY2019.

## (8) Ports/Harbors

With regard to ports and harbors, the breakwaters at the ports of Soma and Kamaishi, and disaster restoration of major port facilities, was completed in FY2017. Port/harbor facilities that are foundational to the economic recovery, such as quay walls and breakwaters, have been repaired. The Japan Coast Guard plans to complete the restoration of the incomplete 3 (as of March 2019) of the 158 aids to navigation that were damaged by the Great East Japan Earthquake, in concert with the restoration of ports, harbors and breakwaters.

Meanwhile, maintenance of the sea area landfill sites of the Sendai Shiogama and Ishinomaki ports zone and the Ibaraki and Hitachi-Naka ports zone is underway in order to advance the disposal of disaster waste produced by the Great East Japan Earthquake. In addition to the landfill disposal conducted since FY2012, we began providing international distribution terminals in Sendai-Shiogama Sendai Port District in FY2017 for use as port facilities needed for the formation of distribution centers and energy-import centers supporting the economies of the disaster-affected areas. We are also working with private business operators to maintain facilities such as quay walls and breakwaters in the Port of Onahama and other areas.

## Section 3

## Promoting Post-Disaster Town Reconstruction and Securing Stability of Residency

To give the disaster victims a prospect as to when they will be able to secure a residence, we are working on the promotion of post-disaster town reconstruction and securing the stability of residency, taking into account the “Residence Recovery Construction Timetable” that organizes the prospects for the provision of building lots for private residences and the completion of disaster public housing based on reports from local governments. As the reconstruction projects progress full-scale in the disaster affected areas, we need to compensate for the lack of personnel and know-how in the disaster affected municipalities to help the projects progress smoothly.

For these reasons, in addition to supporting the progress of projects by providing personnel support to disaster affected local governments, implementing procurement methods for relieving the burden of procurement operations in disaster affected local governments, and utilizing the Urban Renaissance Agency, we also disseminate information by providing technical support through notifications regarding procedures for the efficient execution of reconstruction projects and by posting the “Reconstructive City Development Index”, an online website for compiling support initiatives.

### (1) Promoting Post-disaster Town Reconstruction

For post-disaster town reconstruction, various projects are being carried out, such as the Disaster Prevention Group Relocation Project, which helps people whose homes are in zones considered unsuitable for residence, and the Disaster

**Note** Abbreviation for Bus Rapid Transit, meaning a bus transportation system that is faster and more punctual than regular route buses by operating buses on bus-only roads.

Urban Area Land Recovery and Readjustment Project, which supports comprehensive town building by combining work on public facilities, such as building sites and roads, with site reconstruction work on tsunami disaster-affected urban areas, as well as the preparation of building sites for relocation to higher ground.

As of the end of March 2019, the Disaster Prevention Group Relocation Project had secured the consent of the Minister, which is a statutory procedure required for starting the project, for all 330 districts in which implementation of the project was planned under the Residence Recovery Construction Timetable; all districts have started site preparation work and 329 districts have completed such work. As for Disaster Urban Area Land Recovery and Readjustment Project, project approval was obtained and construction work started in all 50 districts under the Residence Recovery Construction Timetable, and 44 of those districts have completed site preparation work.

## (2) Securing Stability of Residency

For victims who are able to build or obtain housing on their own, interest rates are lowered for disaster recovery housing loans provided by the Japan Housing Finance Agency. Disaster recovery housing loans are also provided to victims who only suffered damage to real estate. Pre-existing loans are given up to five-year extensions on payments and payment deadlines, and interest rates are lowered for such loans when the borrowers meet certain criteria.

Victims who face difficulties in building or obtaining housing on their own are being provided public housing (disaster public housing) by local governments. In addition to distributing grants to offset the cost of maintenance in these facilities and expenses resulting from lowering rent for victims, we are devising special arrangements concerning the requirements for occupant qualification and assignment of housing facilities.

Moreover, in response to the Fukushima No. 1 Nuclear Power Plant accident, we plan to secure stability of residency for refugees residing in evacuation order areas (evacuees or returnees) by implementing similar measures as disaster victims when moving into disaster public housing.

Figure II-1-3-1 Development Status of Disaster Public Housing (March 31, 2019)

Prefecture	Procuring of land	Design started	Construction started	Construction completed	Overall plan
Iwate Prefecture	5,833 houses 216 districts	5,833 houses 216 districts	5,727 houses 214 districts	5,672 houses 210 districts	5,833 houses
Miyagi Prefecture	15,823 houses 443 districts	15,823 houses 443 districts	15,823 houses 443 districts	15,823 houses 443 districts	15,823 houses
Fukushima Prefecture	8,122 houses 190 districts	8,027 houses 188 districts	7,917 houses 184 districts	7,867 houses 183 districts	8,122 houses <sup>Note</sup>

(Note) - The plan number is from the Residence Recovery Construction Timetable (as of the end of March 2019).

- Regarding Fukushima's disaster public housing, the overall plan is not finalized for disaster public housing for returnees from evacuation due to the nuclear disaster.

(Source) MLIT

## Section 4 Securing Local Public Transportation and Promoting Tourism

### (1) Securing Local Public Transportation

In regards to local public transportation, which suffered damage from the Great East Japan Earthquake, we are implementing exceptional measures, such as mitigating the auxiliary requirements for the Regional Public Transportation Securement, Sustentation, and Improvement Projects to support the securing and maintaining of local public transportation systems, such as buses, and to share taxis in disaster affected areas. Specifically, these measures support the securing and maintaining of inter-regional mainline bus transportation networks, as well as community bus transportation for daily commutes between evacuation shelters, temporary housing, remaining settlements, and hospitals, shops, and public agencies.

### (2) Reviving Tourism

The number of international tourists slumped due to the effects of the Great East Japan Earthquake. In order to restore the number to previous levels, we have set a target of 1.5 million guest nights for international visitors in total in the six prefectures of the Tohoku region by 2020. Following on from their efforts in 2017, the Japan Tourism Agency and the Japan National Tourism Organization (JNTO) conducted intensive promotion of the Tohoku Region, including dissem-

inating information that highlights the appeal of the Tohoku region via global media, inviting media and travel agents from each market to the region, conducting joint advertising campaigns, and encouraging online travel agents to send tourists to the region, as a global destination campaign aimed at major overseas markets and featuring the Tohoku Region.

In addition, initiatives to attract tourists from overseas by capitalizing on the effects of the rapid increase in inbound tourism to Japan, in order to accelerate the recovery of disaster-affected regions through tourism, are supported by the Subsidy for Tohoku Tourism Revival established in FY2016. Initiatives include providing more fulfilling activities during tourists' stay (e.g. experiential programs conducted according to proposals made by the local communities), and creation of an environment suitable for receiving foreign travelers.

As a result, according to the Overnight Travel Statistics Survey by the Japan Tourism Agency, the total number of guest nights for international visitors in 2018 in the six prefectures of the Tohoku region (preliminary figure) was 1.214 million nights. The number increased by 25.6% from the previous year, which shows large growth compared to the 8.4% increase for the whole of Japan.

Furthermore, to facilitate the earliest possible recovery of Fukushima Prefecture to the greatest possible extent, including domestic tourism, we are supporting tourism-related businesses that contributed to the efforts for disaster recovery and reputation damage control, such as domestic promotions and a project to revive educational travel implemented by the prefectural government.

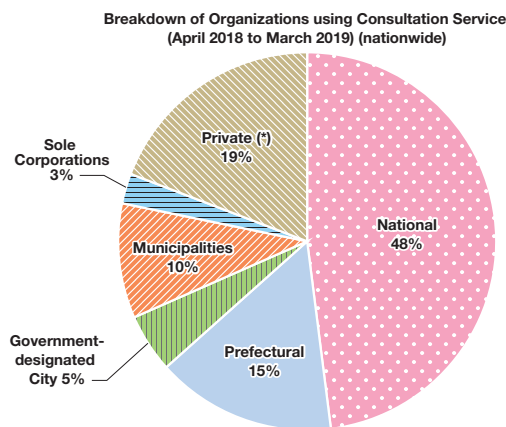
## Section 5 Ensuring the Smooth Execution of Reconstruction Projects

The restoration/reconstruction projects for the disaster areas are moving forward steadily and the home rebuilding/town reconstruction is basically progressing according to the "Residence Recovery Construction Time Table".

The MLIT has been taking necessary measures to assist the smooth execution of reconstruction projects by cooperating with the institutions concerned and related industries in "Restoration Acceleration Meetings" (held 9 times since March 2013) and the "Council to Secure Execution of Reconstruction Projects" (held 9 times since December 2011). In order to set predetermined prices that reflect current market prices, the unit price of design work for public works in the three affected prefectures has been raised seven times since April 2013, and reconstruction production rates, which are based on construction works conducted, and the reconstruction coefficient were introduced.

Furthermore, the MLIT is also working on measures to ensure smooth execution of projects for public building construction, such as disaster public housing, schools, government offices, and hospitals. These measures include the reflection of current market prices and the actual status of construction sites at predetermined prices, such as by continuing the special measure on standard construction expenses for disaster public housing and promoting the use of the construction and repair cost estimation method developed by the MLIT for the reconstruction of public buildings, as well as by providing individual consultation with care at the public buildings construction inquiry desk.

Figure II-1-5-1 Consultation at Public Buildings Construction Inquiry Desk (Nationwide Total)



Content of Consultation	Total Number of Consultations (nationwide)	Total Number of Consultations (Tohoku jurisdiction)
Planning and budget measures	305	72
Order and implementation (design, quantity survey, bidding process and construction administration)	1,102	55
Conservation	704	79
Other	181	12
<b>Total</b>	<b>2,292</b>	<b>218</b>

Inquiries on consultations should be directed to the public buildings construction inquiry desk on the MLIT website or to [hqt-eizensoudan@gxb.mlit.go.jp](mailto:hqt-eizensoudan@gxb.mlit.go.jp).

\* Private: Private orderers, design offices, construction business operators, etc.

Source) MLIT

## Section 6 Reconstruction and Revitalization of Fukushima

After the Tokyo Electric Power Fukushima No. 1 Nuclear Power Plant accident, the number of people instructed to evacuate from the evacuation zones was approximately 23,000 individuals<sup>Note 1</sup> (according to studies by the Cabinet Office), while the total number of refugees in Fukushima Prefecture, including self-imposed evacuees, climbed to approximately 40,000 individuals<sup>Note 2</sup> (according to studies by Fukushima Prefecture). Evacuation directives have been lifted in most restricted residential zones and zones that are ready for the lifting of the directives. It is necessary to promote the creation of an environment conducive to return and further deepen strategies to support return and support for new lifestyles, as well as to expand initiatives aimed at rebuilding businesses, livelihoods and lives, and achieving self-sufficiency.

In areas where return has been deemed to be difficult, a system of plans has been established under the Revised Act on Special Measures for the Rebirth of Fukushima, which was promulgated and enacted in May 2017, to promote the rebuilding and recovery of Special Reconstruction and Revitalization Zones, with the aim of lifting evacuation orders and making resettlement possible within about five years. In 2018, Iitate and Katsurao villages became subject to reconstruction plans for Special Reconstruction and Revitalization Zones, joining Futaba, Okuma, Namie, and Tomioka towns, and work has begun in those areas. The MLIT is working to restore and reconstruct infrastructures in accordance with the Timetable and to revive tourism. In addition, within the framework of the amended Act on Special Measures for the Rebirth of Fukushima, measures are taken so that we can carry out infrastructure improvement projects on behalf of municipalities and provide support for the establishment of new downtown areas in Special Reconstruction and Revitalization Zones, so that allowing people to live in them.

## Section 7 Building Tsunami-resistant Communities by Learning from the Great East Japan Earthquake

Based on the lessons learned from the Great East Japan Earthquake, in December 2011 the Law for Tsunami Disaster Prevention District Building was established and put into effect. This law is based on the thinking that even when a maximum level tsunami occurs, people's lives are the number one priority, and the promotes building districts that are well fortified against tsunami disasters with the concept of multiple defenses that combine structural and non-structural measures.

The MLIT provided technical advice related to the enactment of the aforementioned law to support local governments in building communities resistant to tsunamis, published guidance documents regarding the settings for tsunami flood suppositions, and is providing technical support, including consultation for inquiries related to tsunami flood suppositions.

As of the end of March 2019, 36 prefectures had announced tsunami flood suppositions for maximum class tsunamis. Furthermore, tsunami disaster prone areas have been designated in twelve prefectures, and of these, Izu City in Shizuoka Prefecture has been designated a special disaster prone area. Plans (promotion plans) have been created to generally promote the creation of tsunami disaster caution zones in 12 municipalities.

In the disaster affected areas, 24 districts are proceeding with recovery efforts using the Law concerning the Construction of Tsunami-resistant Communities, like making city planning decisions regarding the Tsunami-resistant Urban District Forming Facility by Building a Housing Complex (as of the end of March 2019).

In addition, in order to further promote the building of tsunami-resistant communities that can cope with various tsunami, we set up the Support Team for Tsunami-Resistant Communities in December 2018 as a cross-department, one-stop service providing consultation and proposals.

Going forward, we must take into consideration the characteristics of the entire region and using the existing public facilities to combine 'structural' measures like sea embankments with 'non-structural' measures like evacuation drills to further proactively advance the construction of tsunami-resistant communities to protect the lives of citizens.

**Note 1** As of April 1, 2019.

**Note 2** As of April 2019.