

The Process of Drawing up Reconstruction Plans in Extensive Disaster-hit Areas Including Community Relocation and Challenges in the Implementation of Plans

Through Reconstruction Planning Support in Minami-Sanriku Town, Miyagi Prefecture, Devastated by the Great East Japan Earthquake

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Introduction

In damage recovery efforts for the Great East Japan Earthquake, the main issues have been **how to coordinate public and private entities for effective distribution of limited resources**. Local municipalities affected by natural disasters are required to draw up a reconstruction plan for the recovery of their affected area on their own. However, due to the extraordinary circumstances of the Great East Japan Earthquake in which damage was **extended over several prefectures**, "the **diversity of localities** affected compared to small or medium sized earthquake-struck areas" and "the **difficulties in coordinating many entities**, such as national, prefectural and local governments, civic groups and private organizations for **consensus-building**" became the challenges for recovery from the damage. In addition, since the Great East Japan Earthquake was an unprecedented disaster, efforts to develop support systems related to reconstruction subsidies and projects have been slow in progress. The **affected local municipalities had no choice but to draw up a reconstruction plan for their recovery on their own before the support systems were made clear**.

This study summarizes "the **transition of the roles of national, prefectural and municipal governments**" and "changes in issues hampering the reconstruction plan development processes by local governments", focusing on Minamisannriku-cho, Miyagi Prefecture, where the author has been engaged in supporting activities for reconstruction planning as a quasi-resident adviser since one month after the earthquake. The study also clarifies the position of town and city reconstruction projects, particularly for residential reconstruction projects, including community relocation.



Damage

Town hall & Disaster Management Center

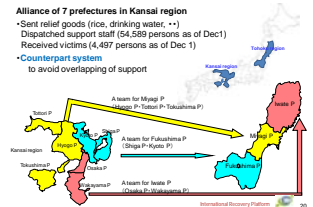


The town hall was hit by the tsunami. Facilities were badly damaged and workers (30persons) dead or missing.
Basic data of residents and maps flowed to the sea

Disaster area municipalities	Count Missing sectors	Workers	Disaster area municipalities	Count Missing sectors	Workers
Iwate Prefecture			Miyagi Prefecture (cont.)		
Rikuzentakata-C	68	261	Osaki-C	2	700
Onuma-C	1	367	Watai-T	1	161
Kamaishi-C	4	362	Namiyama-T	4	97
Otsuchi-T	32	136	Shichigahama-T	1	110
Yamada-T	2	184	Onagawa-T	1	105
Miyagi Prefecture			Minamisannriku-T	30	188
Sendai-C	5	9,446	Fukushima Prefecture		
Ishinomaki-C	46	846	Sumai-C	2	214
Kesennuma-C	2	520	Minamisonohe-C	1	427
Natori-C	5	314	Namia-T	1	126
Moruma-C	4	151	Total of 19 cities	226	14,732

C: City, T: Town
International Recovery Platform

Support among local governments



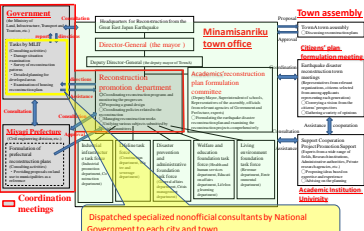
Alliance of 7 prefectures in Kansai region
 - Sent relief goods (rice, drinking water, ...)
 - Dispatched support staff (54,589 persons as of Dec 1)
 - Received victims (4,497 persons as of Dec 1)
 - Counterpart system to avoid overlapping of support

- Support staff members dispatched from outside damaged areas who received transfer orders to work as municipal staff played a significant role. As persons in charge of reconstruction project planning and local development as well, those who had work experience in civil engineering technology and land readjustment project have played important roles.
 - Officers of Urban Renaissance (UR) Agency have taken responsibility for construction project planning of restoration public housing and land readjustment projects.
 - The government has dispatched specialized consultants in city planning and civil engineering to each municipality to support operations of representative departments of reconstruction projects for municipalities.

Establishment of a reconstruction planning system for small coastal municipalities having poor administrative functions

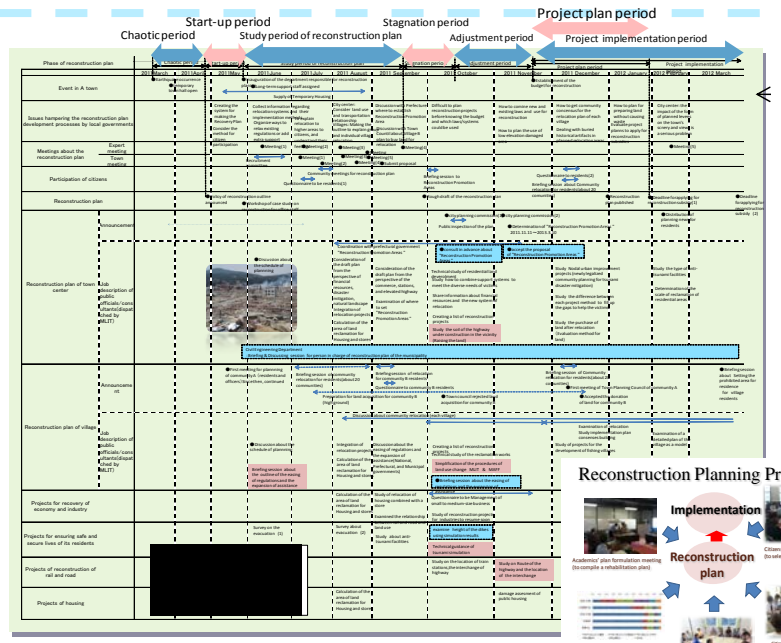
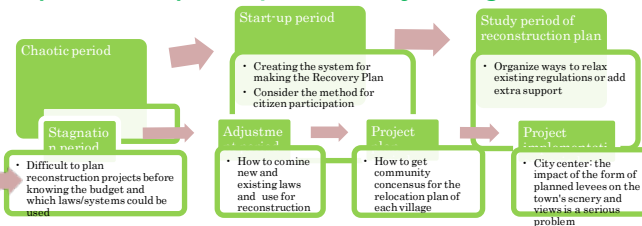
Transition of the roles of national, prefectural and municipal governments

Minamisannriku town Organization Chart of Reconstruction Planning



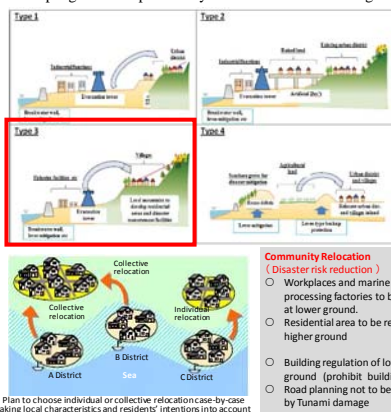
The government has dispatched specialized consultants in city planning and civil engineering to each municipality to support operations of representative departments of reconstruction projects for municipalities, and a concept of land use zoning for land behind levees has been suggested to municipalities while showing a concept of multiple-layered protection and deciding levee heights in order to reduce tsunami damages.
 Prefectures have suggested in their reconstruction plan a policy for local development with reduced disaster which is a base of reconstruction projects for municipalities. In addition, they have adjusted reconstruction project for roads and ports managed by the prefectures between municipalities and coordinated application forms of municipalities relating to reconstruction funding such as damage assessment and reconstruction subsidy application as well as served as liaisons between governments.

Changes in issues hampering the reconstruction plan development processes by local governments



Reconstruction policy

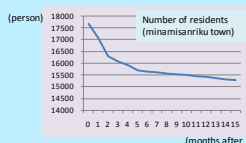
Example guidelines provide by the Reconstruction Design Council



Challenges of Recovery process in light of the diversity of regionality

Necessity of adjusting the scale of a reconstruction project according to the current relocation of evacuees to outside the affected municipality

- Coast town population outflow to surrounding inland cities
- Residents over 65years old are over 30%
- Smart shrinking recovery planning and only necessary development is important for "Sustainable recovery"



Necessity of a different community relocation plans according to local characteristics of the affected community

- how to build a consensus for the reconstruction project
- many communities have formed "keyyakukou", or an association consisting of households within the shared property
- the gap between the existing rules for relocation and residents' living environments should be considered.
- What should be the use of the vacant land in low laying area where residential use is forbidden. (To keep people from rebuilding in dangerous areas in the future for long term Disaster risk reduction)

Need to balance value of regional characteristics and importance of quick recovery

The important viewpoint in considering the relation between housing reconstruction and industrial recovery

- 81% of respondents desire to have jobs within the town (Results of Town People's Questionnaire by Minamisannriku Town)
- Employment is one of most important issue.

