

Section 2 Measures based on disasters in 2019

2-1 Expansion of Targets of Emergency Repair of Houses by the Disaster Relief Act

Typhoon Faxai (1915), in addition to long-term power outage, damaged roofs of many houses with a storm wind and caused indoor inundation by rainfall associated with strong winds immediately after a typhoon which hindered the daily lives of those affected. On October 7, 2019, Mr. Abe, Prime Minister addressed, during party representatives' questions at the full House of Representatives, the fact that among partially damaged houses, those which were damaged sufficiently to hinder residents' daily livings, such as roofs, would be supported as part of a permanent system. The target scope of the emergency repair system under the Disaster Relief Act was expanded to ensure living stability for affected people.

The extent of damage to the houses is stated on the Disaster Affected Certificate. Based on the ratio of damage to roofs and walls of houses as compared to the whole house (damage ratio), they are classed into four categories, namely completely destroyed, large-scale half-destroyed, half-destroyed and partially damaged. This time, the system expanded the scope for emergency repair of houses under the Disaster Relief Act for those houses with a damage ratio of 10% or more and less than 20% among those partially damaged houses. The base amount peaked at 300,000yen for partially damaged houses while the maximum amount for half-destroyed was 595,000 yen based on example repair fees for half-destroyed and partially damaged houses. As for Typhoon Faxai (1915) cases, targeted households were judged on the application process of emergency repairs.

This system was enforced from August 28, 2019 (support starts from the Heavy Rain Event of August 2019 related to the rain front) and damage coverage under the Disaster Relief Act was invoked starting from a series of disasters from Typhoon Faxai to Typhoon Hagibis (including the heavy rain from October 24 to 26).

Expansion of Targets of Emergency Repair of Houses by the Disaster Relief Act

Completely destroyed (*)	Large-scale half-destroyed	Half-destroyed	Less than half-destroyed (partially damaged)
On the ratio of damage to roofs and walls of houses as compared to the whole house			
50% or more	40% or more, less than 50%	20% or more, less than 40%	Less than 20%

(*) Some completely destroyed houses which can be livable by the emergency repair can be targeted for support.

10% or more, less than 20%	Less than 10%
Targets of Emergency Repair of Houses (Expansion of Targets)	Outside targets of Emergency Repair of Houses

« Measuring factors for emergency repair »

- ✓ The roof is damaged up to the foundation.
- ✓ The floor requires exchanging.
(Excluding the exchange of Tatami.)
- ✓ The finishing material of outside wall falls behind (excluding the extend of peeling-off.)
- ✓ The repair of doors and windows (in case they are damaged to the extent of un-functioned.)

and others

Source: Cabinet Office

[Column]

Measures to Accelerate and Streamline Damage Certification Survey

Disaster Affected Certificates which are issued during disasters are essential basic materials to restore lives and homes of those affected. To issue them promptly, it is necessary to implement Damage Certification Survey promptly.

The Cabinet Office stipulates Guidelines for Operating Housing Damage Certification Criteria relating to Disasters in order for municipalities to implement Damage Certification Surveys promptly and appropriately which enables objective and fair assessment.

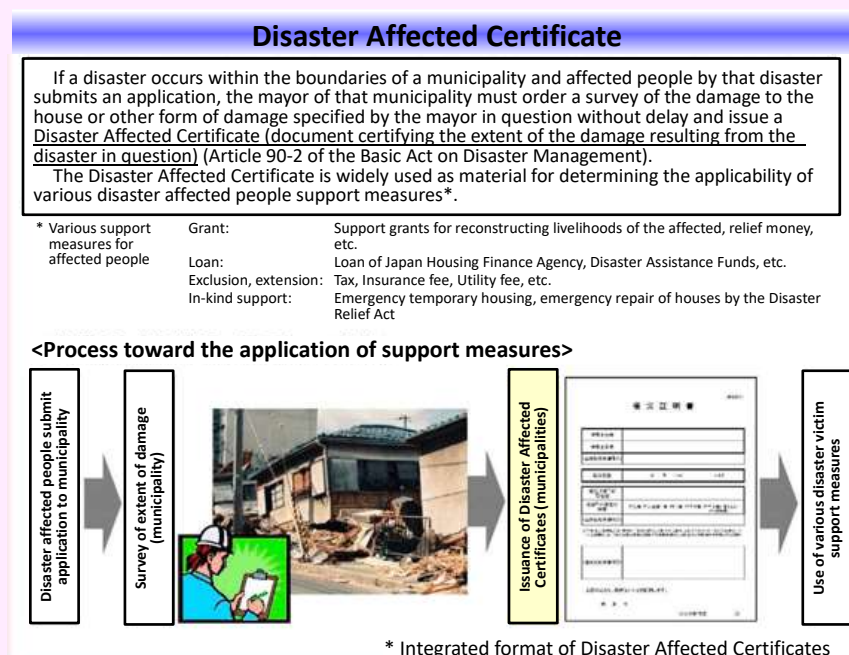
Additionally, in March 2018, to accelerate and streamline damage certification surveys, the guidelines were revised and simple judgement methods etc. such as photo-finish based on the experience and knowledge based on past major disasters were newly introduced.

In 2019, across Japan, consecutive wind and flooding including Typhoons Faxai and Hagibis, damaged innumerable houses. The Cabinet Office summarized the points of concern for the damage certification survey for each disaster and informed affected local authorities immediately after disasters (Reference <http://www.bousai.go.jp/oyakudachi/suigai.html>). Cabinet Office officers were deployed to hold workshops for the affected local authorities to keep everyone informed of the contents.

Since the targets of the emergency repair system by the Disaster Relief Act were expanded and those houses nearly half-destroyed or half-burned among those which were partially damaged would be supported based on the damage of Typhoon Faxai, the Study Group on Housing Damage Certification Criteria relating to Disasters chaired by Sakamoto Isao, Tokyo University Emeritus Professor reviewed the flow of survey and revised Guidelines for Operating Housing Damage Certification Criteria relating to Disasters in March 2020.

Moreover, the format of Disaster Affected Certificates was integrated into one for all local authorities after a request was made to integrate the same from local authorities that were deployed supporting staff during latest disasters, because significant differences in the format of Disaster Affected Certificates had hindered the prompt issuance of the same.

The government continues to collaborate with each local authority and strive hard to improve the lives of those affected.



Source: Cabinet Office

2-2 Support Package for Affected People

(1) Recovery support for Typhoon Faxai, Typhoon Hagibis and others

A series of major torrential rains and storm winds, including Faxai and Hagibis typhoons in 2019, left enormous damage in a widespread area centered on the Tohoku and Kanto-Koshinetsu Regions to lifelines like power and water and local industries such as agriculture during a harvesting period (See “Special Feature” Chapter 1, Section 1). Many citizens in affected areas were forced to remain as evacuees and spend days with anxiety. Carefully tended crops were inundated with muddy water, which also caused major damage to shops, factories and machinery. Many of those affected were working in agricultural, forestry and fishing industries and those in small- and medium-sized companies may have lost hope in the crisis at the prospect of having to restart their businesses.

Under these circumstances, the government works together to accelerate recovery measures. At the 2nd Major Disaster Management Headquarters held on October 14, Mr. Abe, Prime Minister gave instructions to set up a team to support the daily lives of those affected by Typhoon Hagibis carefully, promptly and vigorously. At the 10th Major Disaster Management Headquarters held on October 20, Mr. Abe, Prime Minister outlined a summary package to restore Lives and Livelihoods of the Affected, mainly by a life support team for the affected. On November 7, a package to restore Lives and Livelihoods of those Affected during Typhoons Faxai and Hagibis was developed, as part of measures to respond urgently to restore lives and livelihoods of affected parties. (Reference: http://www.bousai.go.jp/kohou/oshirase/pdf/r1typhoon19_shien_package.pdf)

This package, based on the needs of the affected and the features of each area, summarizes measures in four areas: (1) rebuilding lives, (2) rebuilding livelihoods, (3) emergency recovery from disasters and (4) rescue operation, to ensure the security of those affected and take consecutive financial actions for affected local authorities in striving for recovery. Measures such as rebuilding houses, support to small and middle companies and agriculture, forestry and fishing industries and smooth treatment of disaster recovery and waste were summarized. The Cabinet approved the use of contingency reserves (approx. 131.6 billion yen) on November 8 so that affected local authorities could take measures without worrying about how to fund them. As well as using contingency reserves for 2019, on January 30, 2020, the FY2019 supplementary budget (No. 1), including expenses for recovery and reconstruction from disasters and ensuring safety (2.3086 trillion yen) was approved. With this budget, the necessary measures to restore infrastructure, lives and livelihoods were taken.

Besides, on October 29, the Cabinet approved that Typhoon Hagibis (1919) be designated as a specified disaster, which is the second case after the Kumamoto Earthquake based on the Act on Reconstruction from Large-Scale Disasters. Based on this, the disaster recovery project is proceeding smoothly by direct-controlled rights representative at 15 rivers of 3 riverine systems and six local authorities with affected roads made a request.

Overview of the FY2019 supplementary budget (No. 1)

I Recovery and reconstruction from disasters and ensuring safety	2.3086 trillion yen
1. Acceleration of recovery and reconstruction from natural disasters	690.7 billion yen
<ul style="list-style-type: none">Disaster recovery project such as infrastructure [485.9 billion yen]Removal of Disaster Waste [45.6 billion yen]Group subsidy for small and medium-sized companies [19 billion yen]Reconstruction of agriculture greenhouse and machineries [17.5 billion yen]	
2. Powerful Promotion of Disaster Prevention and Mitigation and National Resilience	855.7 billion yen
<ul style="list-style-type: none">Flood control measures following Faxi and Hagibis typhoons, such as excavation of river channel and the raise of levees [243.7 billion yen]Inundation measures of internal water by developing rainwater harvesting facilities [67.3 billion yen]Resolution of missing link of the road [89.8 billion yen]Promotion of no utility pole policy [20.5 billion yen]Prevention from damage of high wave and other disasters [29.5 billion yen]Development of waste disposal facilities [48.3 billion yen]Development of citizens base such as SS with privately owned electrical power facility [17 billion yen]	
(Reference) Fiscal investment and loan (FY2019 additional supplementary budget) Acceleration of no utility pole policy, maintenance of electric distribution network [Development Bank of Japan: in a total, 500 billion yen]	
(Note) Besides, 1.1520 trillion yen was assured as the whole budget related with National Resilience including 3. Seismic reinforcement and enforcement of disaster prevention function for school facilities	
3. Ensuring safety and security of citizens	762.1 billion yen
<ul style="list-style-type: none">Ensuring stable operational system of the SDF [378.3 billion yen]Building strategic maritime security system [402 billion yen]Seismic reinforcement and enforcement of disaster prevention function for school facilities [96.4 billion yen]Seismic reinforcement and aging measures of correction facilities [14.8 billion yen]Enforcement of measures for livestock disease such as CSF and ASF [13.3 billion yen]	

(Abstract) compiled by the Cabinet Office using publicized materials by the Ministry of Finance

Support Package for the Life and Livelihood Restoration

November 7, 2019
Team to Support the Affected
People of the Typhoon Hagibis

1. Basic Principles

- Following a series of major torrential rains and windstorms, including Faxai and Hagibis typhoons in 2019, taking the needs of affected areas and characteristics of each area into consideration, the government will formulate urgent measures to support the restoration of affected people's lives and livelihoods and swiftly implement them using contingency reserves and other financial resources. The government will continue to allocate budgets, so that those affected can live with a sense of ease and the affected governments can promote restoration and reconstruction projects without worrying about funds.
- With affected municipalities, from viewpoint of the affected, the government will make the most efforts on urgent recovery of affected areas and restoration of citizens' lives and livelihoods.

2. Main Urgent Measures

(1) Rehabilitation of livelihoods

◆ Disposal of waste, debris, and sediment

- Target for the removal from living areas within the year –
- Support to the removal of waste and sediment from residents and towns by municipalities
- Coordination and support on wide-area disposal of disaster waste
- Early reconstruction support by dissolution support of half-destroyed houses by Typhoon Hagibis

◆ House reconstruction, etc. based on needs of affected people

- Ensuring the urgent temporary housings and collecting and providing information on available rooms
- Expansion of Targets of Emergency Repair of Houses
- Provision of grants for reconstructing livelihoods of the affected (at maximum, 3 million yen)

◆ Resolution of power and water outage

◆ Ensuring transportations for citizens

- Support for replacement bus for area railways and recovery of affected railways (grants rate. 1/2, etc.)

The Sanriku Railway, the erosion of ballast



◆ Consecutive support for affected people

- Mental care, commuting support, exclusion of tuition fees for the affected children, etc.
- Observation and counseling on daily lives for preventing from isolation of the elderly etc.
- Implementation of countermeasures for false invoice such as free consultation dials for consumers
- Financial support against special measures such as exclusion of insurance fees, etc.
- Enforcement of Collaboration among the Government, NPOs and Volunteers and promotion of physical support to affected areas

◆ Special financial support, etc. for affected people

- Expand the target of life and welfare fund loans, etc. to affected people

(2) Reconstruction of Livelihoods

◆ Support for SMEs – Establishment of a tailored support system –

- Group grants to areas in particular where there caused enormous damage (3/4 *1), Support to the copayment by no interest loan
- In addition to the above, provide generous support to prefectures invoked by the Disaster Relief Act by Collaborative subsidy for municipalities (at maximum 3/4) (*2)
- Reconstruction support by grants for sustainability support for small-sized company to individuals (2/3 *1)
- Support by grants for shopping districts based on damage

*1 For affected areas on the process of recovery from East Japan Earthquake, provide fixed support under certain conditions

*2 Considering that there are enormous and wide damages at prefectures outside target of group grants, for some prefectures, the support rate of national government has reduced under certain conditions (national government: prefecture government, 1:1→2:1)

Cases of equipment which was damaged by sediment Manufacturer (Miyagi Prefecture)



◆ Support to those affected were working in agricultural, forestry and fishing industries -for restarting their work as soon as possible-

- To handle inundation damage to fruits farms in a wider area, comprehensive measures are taken such as exchanging to saving fruits (530,000 yen/10a, etc.), control of nurseries (220,000yen/10a), measures for early bearing orchard (220,000yen/10a), ensuring support for replacement farms (520,000yen/10a) and others.
- Support to rice farmers, such as support of inundation damage to rice and support of removal of rice straw.
- Early recovery support for agriculture machinery, etc.
- Technical support by Ministry of Agriculture, Forestry and Fisheries of Japan, support advice team (MAFF – SAT)

The case of inundated apples (Nagano Prefecture)



◆ Measures to motivate tourism demand

- Support to discounts of travel and hotel fee at affected areas where booking cancellation occurs because of disasters (5,000 yen per person per night)
- Delivery of appropriate information of affected areas through SNS and media, etc.

◆ Special employment measures for affected areas

- Relaxation of conditions of Employment Adjustment Subsidy, the raise of subsidy ratio (Small and medium-sized companies 2/3→4/5, large companies 1/2→2/3), etc.
- Basic allowance (unemployment allowance) of employment insurance will be provided even if the companies are closed, etc. because of disasters.

(3) Urgent Recovery from the Disaster

◆ Recovery of Rivers, roads, etc. and prevention from secondary disaster

- Early measures for areas of sediment disasters where secondary disasters may occur
- The disaster recovery project for municipality-controlled rivers and roads which require high technologies are implemented by direct-controlled rights representative of national government
- Maintenance and recovery of affected rivers, etc.

Unnojuku Bridge, Tsumi City, Nagano Prefecture



◆ Acceleration of disaster recovery projects

- Prompt implementation of disaster assessment and disaster recovery projects
- Instruction and advice by the Technical Emergency Control Force (TEC-FORCE)

(4) Disaster Relief, etc.

◆ Emergency assistance such as temporary shelters

- Supply of food, drinking water, supplies that contribute to cold weather measures
- Provision of emergency temporary shelters, Urgent repairs of houses
- Provision of Disaster Condolence Grant

◆ SDF activities

Bathing support



Source: Cabinet Office website

(Reference: http://www.bousai.go.jp/kohou/oshirase/pdf/r1typhoon19_shien_package.pdf)

[Column]

Management of Disaster Recovery Construction for Earlier Recovery

While recent frequent disasters by earthquakes and torrential rains may exert enormous damage on public facilities, there are concerns over the difficulty in implementing disaster recovery projects or the time taken, due to fewer technical staff in municipalities and the lack of experience of disaster responses.

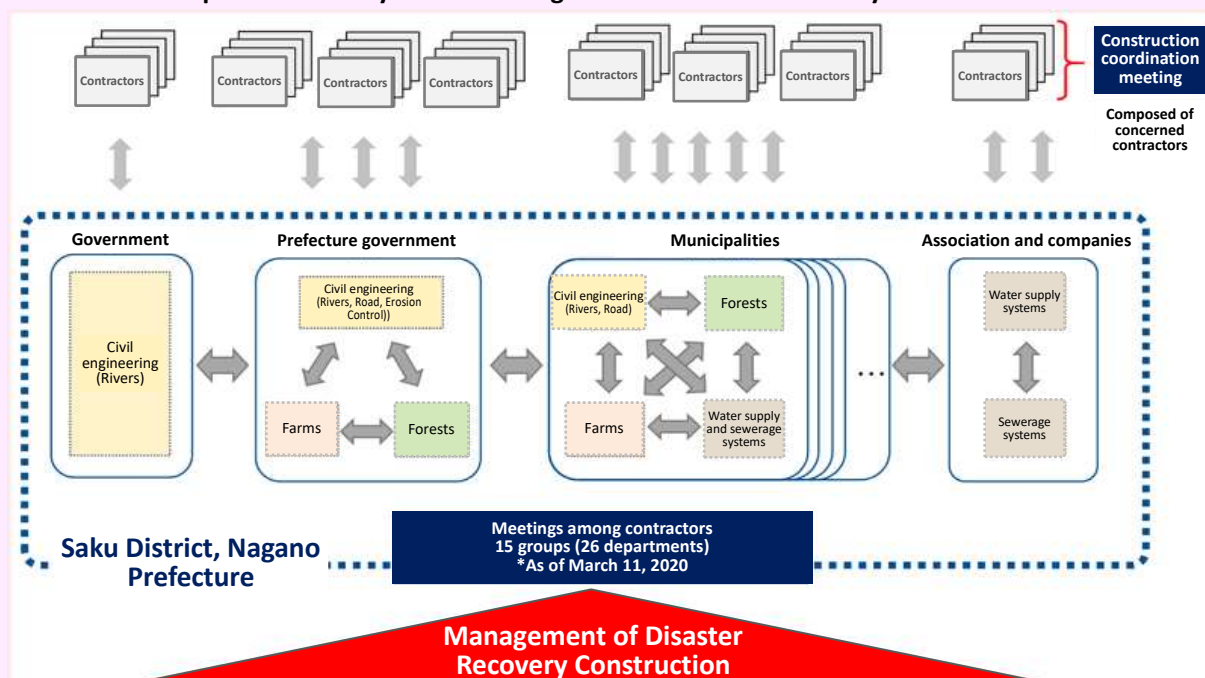
Following Typhoon Hagibis (1919), various types of recovery construction were required over wide areas in Nagano Prefecture. Within the Saku area in particular, over 600 various recovery projects were rolled out promptly and smoothly such as roads, rivers, bridges, water supply and sewerage systems, farm and forest roads and others ordered by 15 different groups, including the government, Nagano Prefecture, Saku City and others. Accordingly, four parties comprising Nagano Prefecture, Saku City, Nagano Prefecture Construction Technology Centre and Urban Renaissance Agency (UR) concluded an agreement, concluded contracts taking account of the respective roles of each party involved and tried to coordinate among contractees and with various types of recovery construction projects to complete these constructions, for which mutual coordination was required effectively and promptly (hereinafter referred as Management of Disaster Recovery Construction).

Management of Disaster Recovery Construction aims to arrange and solve problems at meetings among contractors and contractees while implementing construction and to do so overall smoothly and promptly.

The experts' suggestions* released in March 2018, stated that supporting systems to municipalities by private companies shall be developed to support the whole process, such as decisions of operational policy on disaster recovery, formation of disaster assessment applications and order, supervision and Management of Disaster Recovery Construction. The usage of the above Management of Disaster Recovery Construction can be expected to accelerate recovery from enormous disasters going forward.

*Suggestions on Municipalities Support Measures relating Disaster Management (Experts Panel on Municipalities Support Measures relating Disaster Management: The Ministry of Land, Infrastructure, Transport and Tourism, Water and Disaster Management Bureau, Disaster Prevention and Relief Division)

Implementation system of Management of Disaster Recovery Construction



(Tentative name) Disaster recovery support team (comprising Nagano Prefecture, Urban Renaissance Agency (CMR*) and Nagano Prefecture Construction Technology Centre) was set up to support cross-sectional coordination for various types of recovery construction projects occurring multiply

* CMR (Construction manager) is the person who concludes the contract with contractees and conduct part of or full of various management tasks ensuring technological neutrality.

Source: Urban Renaissance Agency