

The Study on the Assistance Approach for Disaster Reconstruction

Final Report (Summary)

February 2015

Japan International Cooperation Agency (JICA)

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Chapter 1 Outline of the study

1-1. Background and purpose of the study

(1) Background of the study

Fukko Coordination Centers in Miyagi, Iwate, and Fukushima prefectures have been giving intermediary support within each prefecture as the Reconstruction Assistance Program financed by the subsidy from the Ministry of Internal Affairs and Communications since 2012. They have been playing a background role in the support of the reconstruction assistance operations in the affected area. JICA also started to assign community reconstruction facilitators in Higashimatsushima city, Miyagi prefecture from August 2011 in cooperation with this Reconstruction Assistance Program.

The area affected by the Great East Japan Earthquake (GEJE) is extensive, and its geographical and topographical characteristics of the region are extremely varied. Because of such complexities, the cross-regional reconstruction progress has not been well organized or analyzed. As a result, the common understanding of the reconstruction from the GEJE has not been shared, and it has been causing the impression like the situation seems to be in a black box. Also, regarding the assistance from outside, discussion on what could be effective has not proceeded.

Considering these circumstances, it is indispensable to extract meaningful lessons from the reconstruction process as studying in a cross-regional way and share them domestically and internationally. Without such attempts, we cannot disseminate and handover the lessons as the common asset of humankind from generation to generation.

(2) Issues to be addressed

The GEJE caused great damages in the areas that were already looking for new means of regional development by the community's own efforts and autonomous local interactions with other areas due to the necessity of taking action for the depopulation and aging problems even before the earthquake. This caused the two conflicting needs of a long-term perspective of actualizing the sustainable regional development planned before the disaster and a short-term perspective of resolving the confusion by early recovery from the damage of the disaster.

Is it possible to actualize the reconstruction from the disaster along with the regional circumstances and needs by combining both sustainable reconstruction and early recovery? It is required to verify the possibility by collecting the cases of reconstruction activities and efforts that are currently conducted.

To continue and advance the reconstruction assistance in Tohoku and to prepare for disasters in other regions in the future, it is highly necessary to share the experience

among different regions and organize the assistance approaches for regional reconstruction from now.

(3) Purpose of the study

This study aims to collect and organize the cases of reconstruction processes developed in affected areas, and to verify how to actualize the recovery that is corresponding to the region's circumstances and their needs. The results would be broadly shared both internationally and domestically on the occasion of the World Conference on Disaster Risk Reduction (WCDRR) to be held in Sendai in March, 2015. Furthermore, the lessons regarding the assistance approach and the reconstruction process in disaster affected areas would be further extended to the rest of the world in the long run.

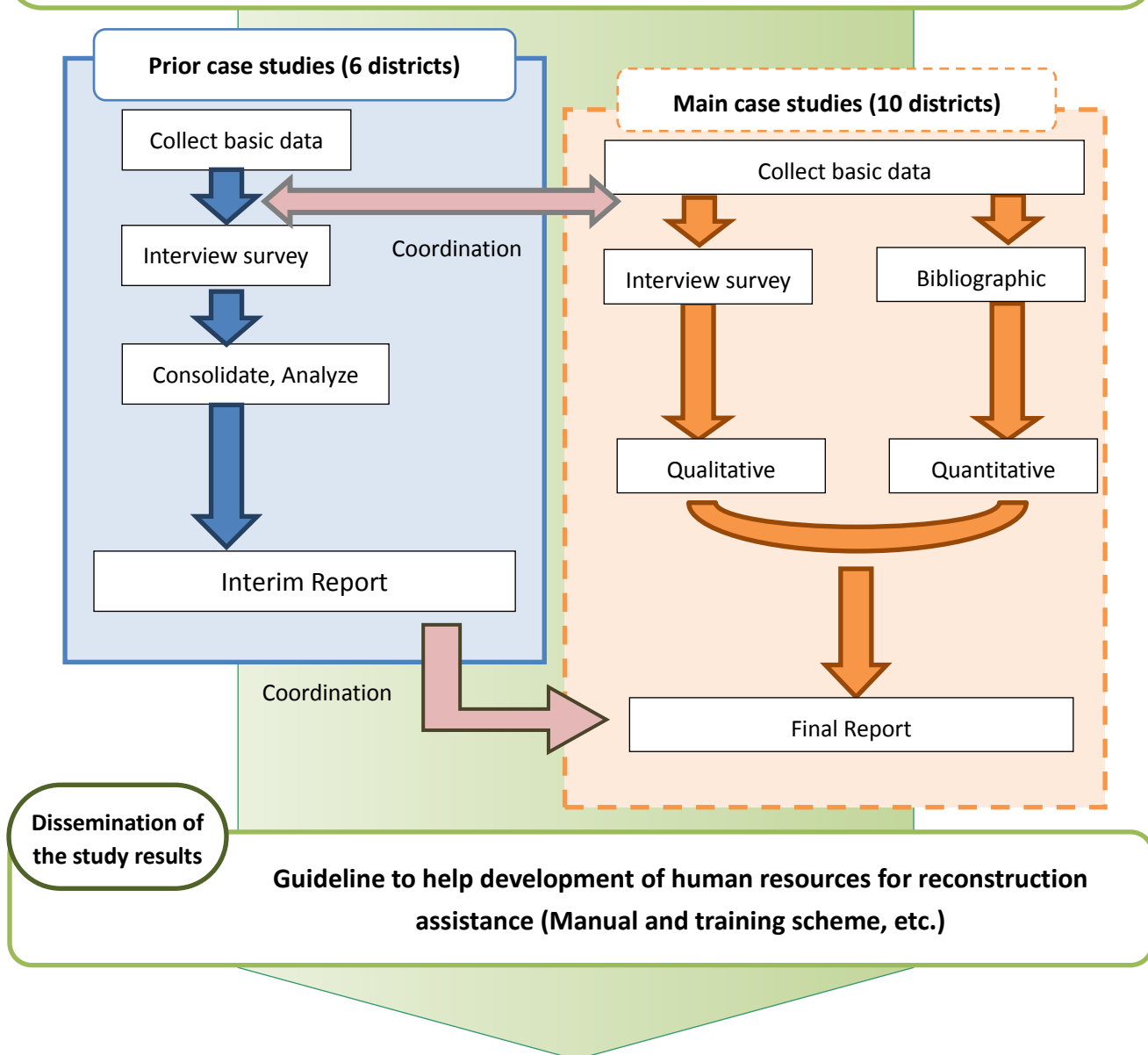
1-2. Study framework

This report concluded the results from the prior case studies conducted in 2013 targeting six districts, and the main case studies conducted in 2014 targeting ten districts.

The studies were conducted on the premise of the awareness of the issue as below.

Awareness of the issue

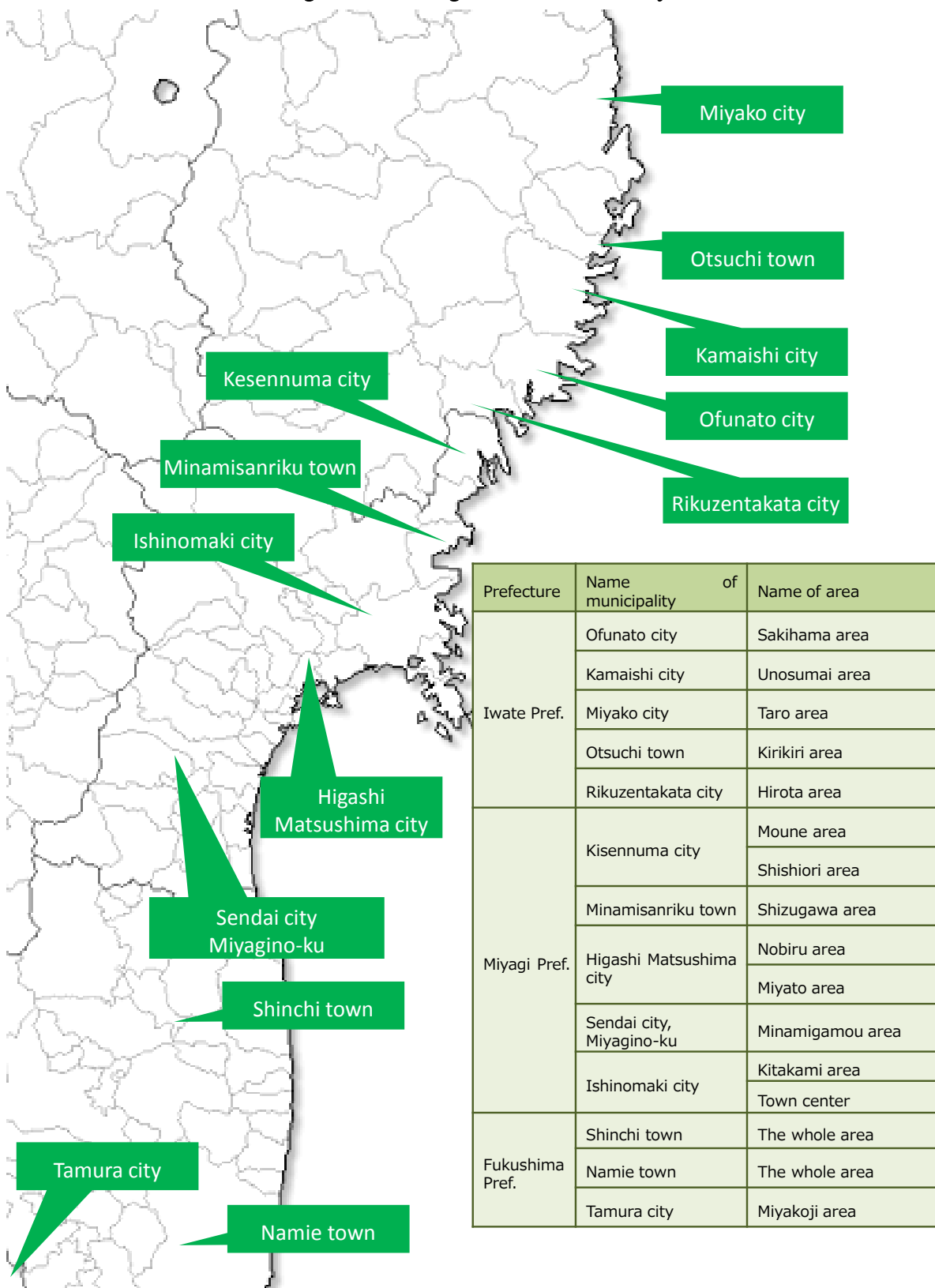
- (1) Cross-regional consolidation and information sharing regarding the reconstruction of the GEJE may not be enough.
- (2) Reconstruction process in each region can be unclear regarding community organizations, issues specific to regions, and relationship with the external assistance, etc..
- (3) It should be beneficial for future disaster recovery if we could consolidate the reconstruction process and means of involving people and organizations, and visualize the lessons.



1-3. Target areas of the study

The target areas of the study are as shown in the chart below.

Figure I-1: Target areas of the study



1-4. Study method

As for the study method, two methods described below were used for understanding the regional information.

- (1) Collection of documents on the administration and people involved in each area.
- (2) Interview survey by visiting organizations engaged in reconstruction assistance and community autonomy utilizing questionnaires.

1-5. Study period

The interview survey was conducted to the organizations in each area shown below.

Table I-1: Interview dates

Prefecture	District	Organization	Date (year/month/date)
Iwate Pref.	Sakihama, Ofunato city	Iwate Community Support Center	2014/1/20
		Sakihama Reconstruction Council	2014/1/20
	Unosumai, Kamaishi city	Kamaentai	2014/1/17
		Unosumai Area Town Reconstruction Conference	2014/1/25
		Kamaishi City Hall	2014/1/17
	Taro, Miyako city	Taro Area Town Construction Conference	2014/10/22
	Kirikiri, Otsuchi town	Kirikiri Area Reconstruction Conference	2014/10/23
	Hirota, Rikuzentakata city	Hirota Area Community Promotion Conference	2015/1/7
Miyagi Pref.	Moune, Kesennuma city	Moune Area Disaster Prevention Group Movement Association	2014/9/24
	Shishiori, Kesennuma city	Kobe Town Construction Study Institute	2014/6/14
		Shishiori Area Town Construction Conference	2014/9/19
	Shizugawa, Minami Sanriku town	Shizugawa Area Town Construction Conference	2014/10/7
	Nobiru, Higashimatsushima city	Nobiru Area Reconstruction Conference	2013/12/2
		Nobiru Town Construction Conference	2013/11/25
		Nobiru Civic Center	2013/11/25
		Higashimatsushima City Hall	2014/1/10
	Miyato, Higashimatsushima city	JICA Community Reconstruction Facilitators	2014/7/2
		Miyato Area Community Promotion Conference	2014/8/7
	Minamigamou, Sendai city	NPO Urban Design Works	2013/11/21
		Minamigamou Reconstruction Dept./Minamigamou neighborhood association	2013/11/22

Prefecture	Area	Subject of the study	Implementation date (year/month/date)
Miyagi Pref.	Kitakami, Ishinomaki city	NPO PARCIC	2014/1/9
		JIA	2014/1/9
		WE ARE ONE KITAKAMI	2014/1/9
	City center, Ishinomaki city	Ishinomaki Disaster Reconstruction Support Conference	2014/12/8
		Compact City Ishinomaki/ Machinaka Sosei Conference	2015/1/8
Fukushima Pref.	The whole area of Shinchu town	NPO Miraito	2014/1/27
	The whole area of Namie town	NPO Shinmachi Namie	2014/7/8
		Waseda University	2014/8/13
		Namiemachi Town Hall	2014/10/30
	Miyakoji, Tamura city	NPO Costar	2014/10/1
		Tamura City Hall	2014/11/11

1-6. Study team

This study was conducted as a joint study by establishing a working group by the International Research Institute for Disaster Science (Tohoku University) and JICA Tohoku Branch Office, as well as the Fukko Coordination Center in Miyagi, Iwate, and Fukushima Prefecture, with authorization by the Advisor Council and the Study Supervisory Board consisting of external experts related with subjects concerned.

As for the interview in each area, the Fukko Coordination Center in each prefecture arranged interviews of the organizations and conducted interviews in cooperation with JICA Tohoku Branch Office.

Chapter 2 Characteristics of the target areas and reconstruction process

From the results of the interviews conducted in the 16 districts, an outline is shown below with a focus on the relationship between the reconstruction process and the change in the community autonomy function and the community conference as the chart II-1.

Table II-1: General conditions of the districts

Prefecture	District	General conditions confirmed from the interviews
Iwate Pref.	Sakihama, Ofunato city	Although the damage was extreme, the reconstruction meeting was held in the early stage by the neighborhood council with the support from a NPO that had been supporting the area before the disaster. <u>Collective relocation was discussed in the Sakihama reconstruction meeting without the intervention from the local government</u> and the relocation site was decided by the community. Currently, they are working on the fishing hut and running a web site, etc. Discussion on land use of the affected site is progressed.
	Unosumai, Kamaishi city	The area was extremely damaged and the community has dispersed. <u>Topics discussed among residents are mainly on the infrastructure reconstruction in each village.</u> Regional meeting function to discuss on broader common interests among the villages that had existed before the disaster stopped functioning, and the discussions are just focused on the infrastructure reconstruction even today.
	Taro, Miyako city	There was substantial damage in many areas in the city. Although <u>the community conference mechanism was established for the reconstruction plan</u> by the local government, it was dissolved after the plan was finalized. Since then any official community conference has not been held. Opinions are exchanged spontaneously by informal groups managed by volunteers from the residents.
	Kirikiri, Otsuchi town	The neighborhood associations were clearly divided into those damaged and those not damaged. Although the local government took the lead to establish a community conference organization to discuss the whole town reconstruction issues, the local residents have been insisting on <u>prioritizing the infrastructure reconstruction such as rebuilding houses for the past three years.</u>
	Hirota, Rikuzentakata city	Even though almost all the villages in the area were damaged, it was quick to form an agreement with the local people regarding the infrastructure reconstruction. This prompt community consensus came from that the villages are small, and <u>the autonomy with civic collaboration promoted by the local government managed by the community center had been active even before the disaster.</u>
Miyagi Pref.	Moune, Kesennuma city	The ratio of damaged households is high, although the villages are small in scale. <u>The community conference organization was established right after the disaster, and the relocation plan moving to the hilltop behind the village was decided before residents who lost houses moved into temporary housing.</u>
	Shishiori, Kesennuma city	Since this area is an urban area having many neighborhood associations, it has been difficult to formulate consensus among the residents suffering from the disaster. They have been continuing efforts to collect opinions from the residents even after <u>inviting a consultant who is an expert in town construction and submitting the town reconstruction plan from the residents.</u>

Prefecture	Area Name	General conditions confirmed in the interviews
Miyagi Pref.	Shizugawa, Minami Sanriku town	Since the neighborhood association had not been active before the disaster, a community conference was not established on the local people's own initiative. However, the community conference has proceeded smoothly without any expert support from outside due to the influence of the internal support from the local people as well as the fact that the local government was aiming to <u>run a conference that takes the whole town reconstruction issues into consideration from the beginning</u> .
	Nobiru, Higashimatsushima city	Since the whole area was damaged and the local people were dispersed outside the area, the community autonomy function was stopped for a while after the disaster. However, with many requests from people who stay in the tsunami affected site, <u>not only the infrastructure reconstruction but also the land use of the inundated zones have been discussed by the Community Autonomy Conference (Nobiru Town Construction Conference) that had been functioning before the GJE</u> .
	Miyato, Higashimatsushima city	The area has the strong fishing industry and aquaculture as livelihoods. <u>Discussing the town construction in the whole area was difficult</u> even though there had been a community autonomy conference before the disaster due to their different culture in each village and strong competitive consciousness towards the others.
	Minamigamou, Sendai city	The original neighborhood council was weak, but people have become united while living in the same temporary housing site, and such strong relationship played a role to initiate the community reconstruction meetings. Also, people's crisis awareness was raised since this area was excluded from the disaster hazard zone. Activities by young people and women started to be seen.
	Kitakami, Ishinomaki city	Even though <u>the community autonomy conference organization existing from before the disaster (Kitakami Area Town Construction Conference) has been discussing the infrastructure reconstruction</u> , overall discussion has been delayed since the agenda tends to be inclined to particular areas or themes as the organization's function had not been established well from the beginning.
	City center, Ishinomaki city	Since the Town Management Organization (TMO) founded from before the disaster has been basically continuing its function even for the reconstruction, not only the infrastructure reconstruction but also the whole town reconstruction issues are seamlessly and simultaneously discussed by a moderate cooperative body consisting of the locals (people, merchants, chamber of commerce and industry, NPO, etc.) and the local government and experts (university and consultants, etc.). The area's characteristic is highlighted in the importance of trade and tourism.
Fukushima Pref.	The whole area of Shintchi town	Community autonomy organization had been weak since the local government was well organized from before the disaster. <u>Infrastructure reconstruction was determined early by a conference led by the local administration</u> . An NPO was established by the locals and they developed the theme-based activities.
	The whole area of Namie town	Since the town center plans to open in April 2017, the town locals founded a town reconstruction conference led by the Machidukuri NPO Shinmachi Namie (led by the commercial and industrial association). They focus on preparation for the return and community support for the people dispersed outside the town. The administration has made progress on the "Town Reconstruction Plan" for after the return of the people.
	Miyakoji, Tamura city	Although the whole Miyakoji area is now open for the return, many people have not returned yet. The locals and the administration work together on the town construction along with the "basic living concept" newly made by the reconstruction support with the community support, and they encourage people to return to the area.

As for the individual study result of all the 16 districts, a detailed report is provided in the main report.

In the main report, the reconstruction process in each area is divided into five phases based on the chart below as the conclusion of the study result. The five-step phase is classified into *before the disaster*, *emergency stage*, *transition stage*, *emerging stage*, and *after these stages*.

Table II-2: Classification of the reconstruction phases

Reconstruction stage	Reconstruction phase	Factors of the reconstruction
—	Before the disaster	Situation before the GEJE.
1 st stage	Emergency stage	The period after the GEJE until the residents had started feeling the need of a place to discuss the whole town reconstruction issues by themselves.
2 nd stage	Transition stage	The period of establishing the space for discussing the whole <u>town reconstruction</u> issues by the residents after they had realized the needs for it.
3 rd stage	Emerging stage	The period of opinion gathering regarding the whole <u>town reconstruction</u> issues from the community, and consolidating it as the resident's wishes (preparation of request paper, etc.).
4 th stage	After these stages	After the locals' intention regarding the <u>town reconstruction</u> is consolidated.

“Town Reconstruction” means a design that is aware of the reconstruction of all the functions of a town including the reconstruction of software or non-structural aspects, such as self-help and mutual help mechanisms among the community and their livelihoods, not only limited to the hardware reconstructions such as rehabilitation of streets and parks and house reconstructions led by the government and local authorities after the disaster.

In this study, we check the progress of the town reconstruction in each area for the moment after three years since the disaster, to see in which phase they stand. Along with this, the influence of the change in the residents' awareness and approaches of the government and support in each area on the town reconstruction was also consolidated. Its results were organized as the following sample chart as an individual chart by area.

<Data used for the chart of the regional characteristics in the target areas>

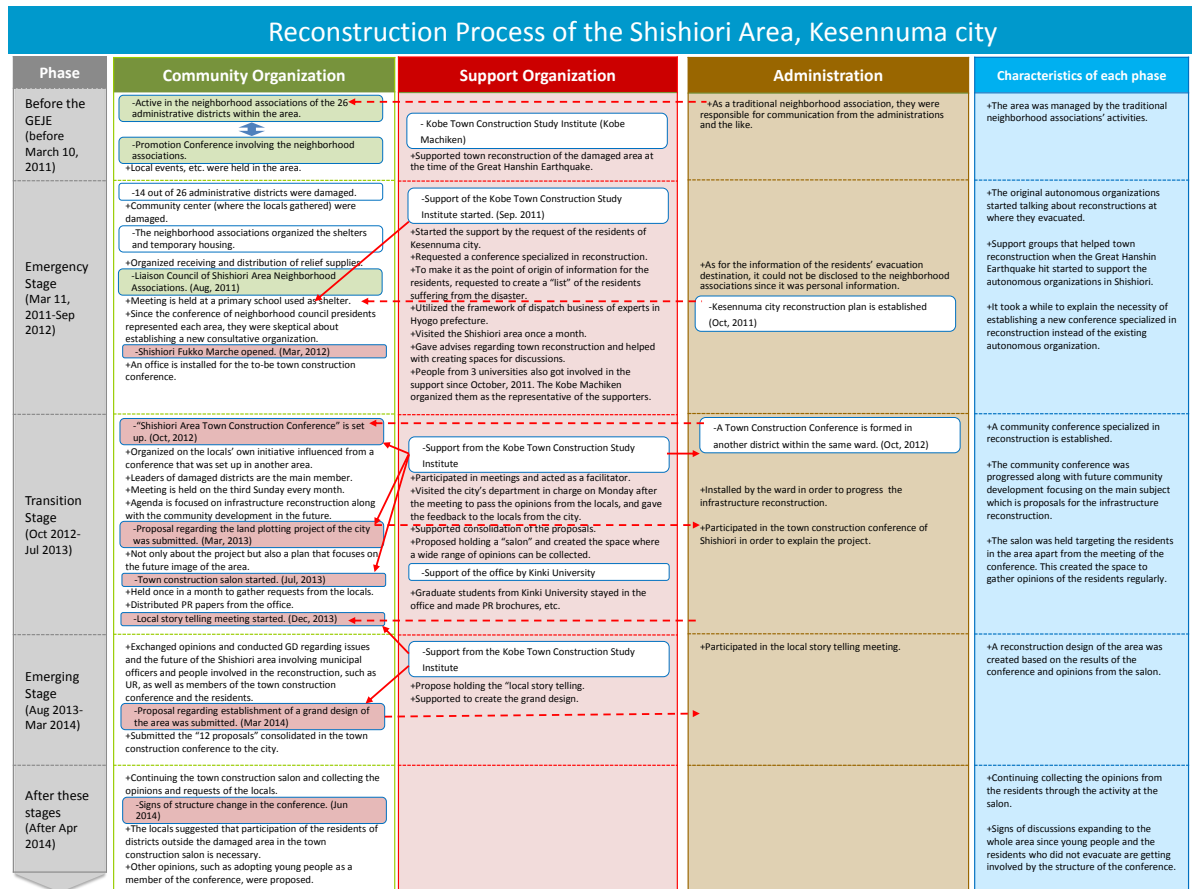
[National Census, 2010]

“Total Population”, “Number of households”, “Population ratio by age”, “Ratio by duration of residence”, “Ratio by workplace”, “Ratio by school location”

[Economic Census, 2012]

“Population ratio by industry”, “Ratio of number of offices by industry”

Figure II-1: Reconstruction process chronology



In the chronology of the reconstruction process, the study results from the subject areas were consolidated along with the main bodies (community organizations, support organizations, and the administration) and reconstruction phases shown in the Chart II-2 in time series. As for cases of a main body involved in another one, an “arrow” indicates the involvement.

Figure II-2: Chart of the regional characteristics

* The study on the assistance approach for disaster reconstruction by region

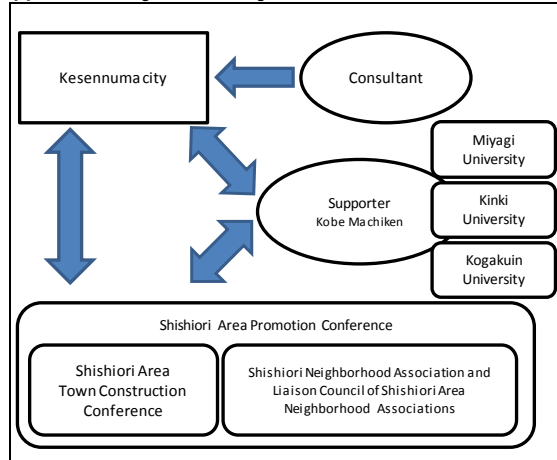
[1] The target area of the study

Name of the region	Shishiori area, Kesennuma city, Miyagi prefecture					
Regional range	The whole Shishiori area					
Damage status	Victims	Unknown	Ratio of damaged households	Unknown	Ratio of damaged offices	Unknown
Population and number of household before the GEJE	Population: 2,700, Number of household: 1,037 (National Census in 2010)					

[2] Area characteristics

National Census, 2010/ Economic Census, 2012)	
Population ratio by age	Ratio by duration of residence
under 19 14.6	under 9 years 27.8
age 20-34 10.8	10-19 years 10.8
age 35-64 39.3	over 20 years 46.1
over 65 35.3	From the time of birth 13.7
	Unknown 1.6
Population ratio by industry	Ratio by workplace
Primary 1.9	Home 20.4
Secondary 32.9	Within the municipality 74.3
Tertiary 65.2	Outside the municipality 5.3
Others 0.0	
(See above)	
Community 8.5	Ratio by school location
Others 91.5	Within the municipality 95.6
	Outside the municipality 4.4
Ratio of number of offices by industry	
Primary 0.0	
Secondary 43.8	
Tertiary 56.3	
Others 0.0	
(See above)	
Community 0.0	
Others 100.0	

[3] Relations among the involved organizations



[4] Major Activity Situation

Stages	Community Organizations	Support Organizations	Administration Organizations												
				2011	2012	2013									
Before the GEJE	Active in the neighborhood associations of the 26 administrative districts within the area.	Supported town reconstruction of the damaged area at the time of the Great Nanto Earthquake.	As a traditional neighborhood association, they were responsible for communication from the administrations and the like.	1	2	3	4	1	2	3	4	1	2	3	4
Emergency stage	14 out of 26 administrative districts were damaged. The neighborhood associations organized the shelters and temporary housing.	Started the support by the request of the residents of Kesennuma-shi. Requested a conference specialized in reconstruction.	Kesennuma-shi reconstruction plan is established												
Transition stage	Organized on the locals' own initiative influenced from a conference that was set up in another area. Held once in a month to gather requests from the locals.	Participated in meetings and acted as a facilitator. Visited the city's department in charge on Monday after the meeting to pass the opinions from the locals, and gave the feedback to the locals from the city.	Installed by the ward in order to progress the infrastructure reconstruction.												
Emerging stage	Exchanged opinions and conducted GD regarding issues and the future of the Shishiori area involving municipal officers and people involved in the reconstruction, such as UR, as well as members of the community development	Supported to create the grand design.													
After these stages	Continuing the community development salon and collecting the opinions and requests of the locals.														

The chart of the regional characteristics shows the change in the areas in time series that is consolidated in the reconstruction process chronology, as well as relations among the main bodies involved in the reconstruction support, and statistics of the target areas gained from the statistical study.

Chapter 3 Results of the study

3-1. Overview of community governance

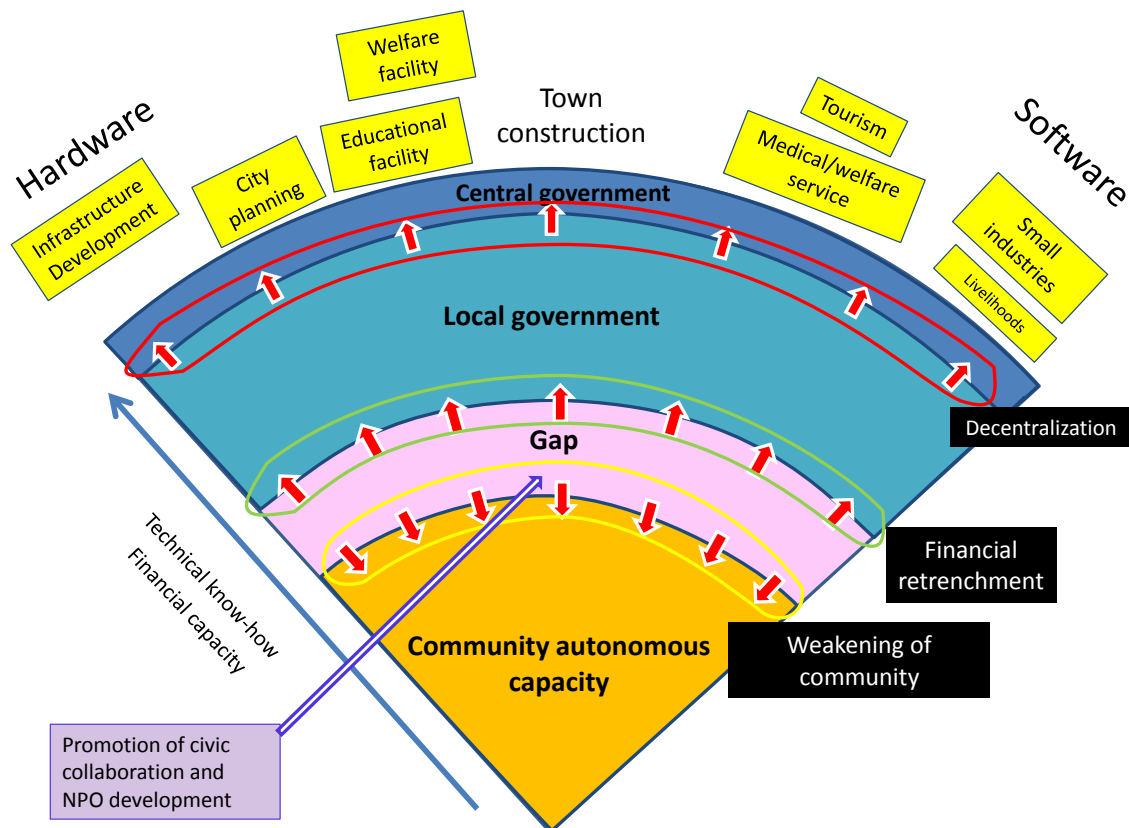
(1) Relations between Actor and Theme in Community Governance

When looking at the overview of community governance in our country schematically, the community autonomy is responsible for the all-around (not limited to fields/issues) issues based on everyday regional needs, while the community is also coordinating with the other regional operational functions such as the local and central governments with financial and technical capabilities.

Regional challenges/needs vary from the hardware maintenance of community building and infrastructure to the software measures of health/welfare or business operation/industry. Each region has extremely diverse themes in the regional needs. Community, local government and central government are corresponding to these diverse fields/issues while complementing each other.

Regarding the relationship above, the following figure shows the relationship between actor and theme of community governance schematically in each of the districts.

Figure III-1: Overview of Community Governance



(2) Classification of Regional Communities

In general, in the rural areas, the community-based groups (community autonomous bodies) are dominant, and in the city areas, it is said that association-based groups (thematic organizations) are dominant. In other words, there remain cooperative production relationship in communities in the rural areas, and community governance is more likely to be managed by community autonomous bodies such as residents' associations/neighborhood associations. Furthermore, in the city areas, residents tend to have more liberal lifestyle, and due to their stronger tendency of emphasis on individual interests rather than the community relationship, community governance is likely to be managed by thematic organizations.

Figure III-2: Form of Governance by Regional Characteristics

	City Area	Rural Area
Image		
Basic autonomous body	Bureaucratic, maintained population	Flexible, risk of disappearance
Strength of community	Lowering of residents' association participation rate	Decrease in population, lack of human resources
Social characteristics	<ul style="list-style-type: none"> Community of consumption/living Individualism Liberal 	<ul style="list-style-type: none"> Production community Group mentality Republican
Advantageous civic activity	Association-based group = NPO = thematic organization	Community-based group = residents' association/neighborhood association = community autonomy body
Gap correspondence	NPO assistance ⇒ strengthening of regional community (example: Sendai city)	Civic collaboration/participation ⇒ strengthening of community autonomy capacity (example: Ofunato city, Sakihama)
Community governance	Centered on thematic organizations	Centered on community autonomy bodies

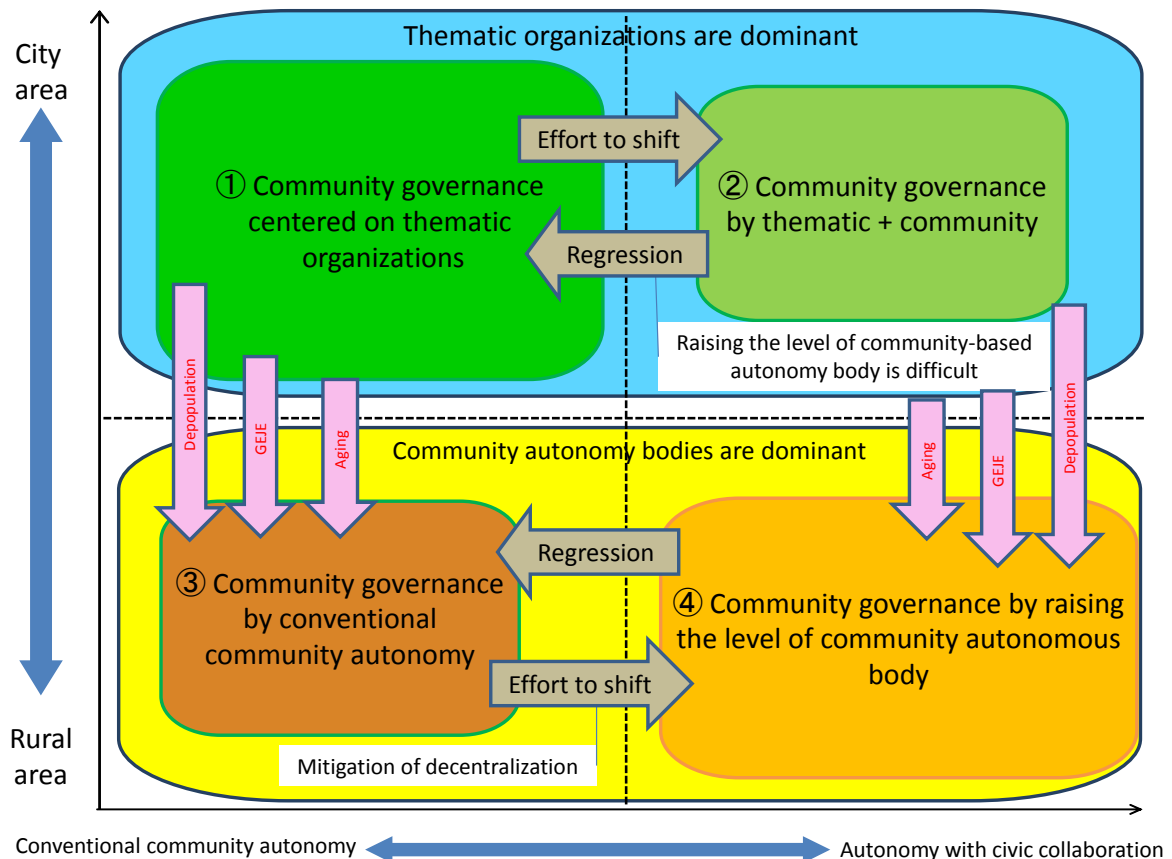
However, regardless of the difference in city/rural areas, the community autonomous bodies are faced with challenges of aging/lack of successors, and for thematic organizations, there are the challenges of lack of funds and unstable organizational management. In order to establish sustainable regional governance realized by community autonomous bodies and thematic organizations covering the shortcomings/challenges of one another, it is highly important to establish a mechanism

to maintain the ownership of community residents taking into considerations the dominant community governance corresponding to the regional characteristics.

(3) Classification of Community Governance

If the above is the premise, when considering the advancement of further decentralization, activities such as the following figure will become necessary particularly for sustainable community governance.

Figure III-3: Assistance Approach by Regional Characteristics



In other words, in the city areas, there is a tendency that community autonomous bodies such as residents' associations are relatively weak compared to thematic organizations such as NPOs. And, in the city areas, the maintenance/improvement of community autonomous bodies is very difficult. As a result, even if the area is aiming autonomy with civic collaboration, it is anticipated that there is a strong tendency to lean towards community governance centered on thematic organizations.

On the other hand, the rural areas are pressured by the need to strengthen the corresponding capabilities of community autonomous bodies, and there have been efforts to shift to autonomy with civic collaboration in many of the local governments. In raising the level of dominant community autonomous bodies in the local areas, going beyond simple community activities (lifelong study, hobby/exchange), it needs a shift to a more

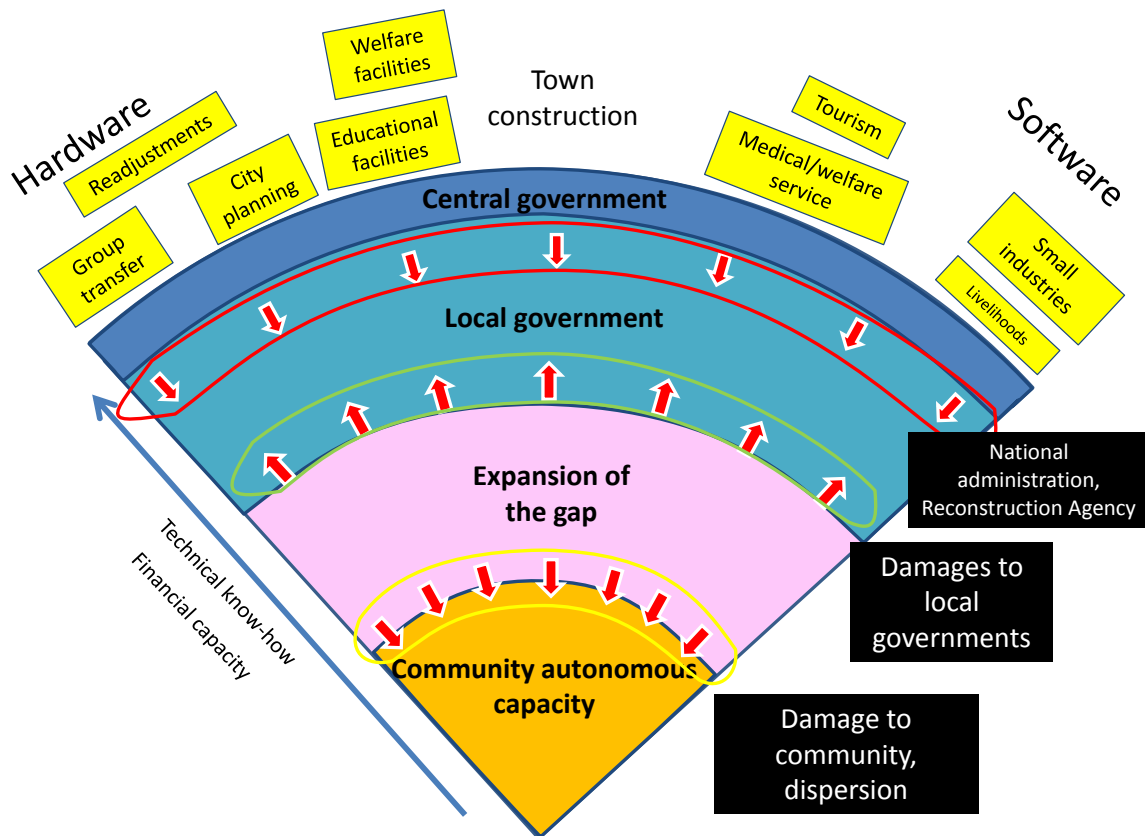
all-around community autonomy including management and maintenance of public facilities. However, the challenge here is that in attempting to expand the functions and role of community autonomous bodies, there is a lack of human resources due to depopulation, aging, and decrease in population.

3-2. Types of reconstruction assistance

(1) The Impact on Community Governance of the GEJE

As described above, there had been already a gap between local governments and community regarding community governance from before the earthquake. However, with impact from the GEJE, the local governments got damages in the office facilities and staffs, and communities also got damages in the autonomous capability. Consequently, it can be said that the gap has further widened between the two.

Figure III-4: Damage to Community Governance due to the Earthquake



In order to recover from the damage of the disaster on community governance and to fill the gap enlarged by the disaster between the local governments and communities, it has been made obvious through interviews that the external and/or internal reconstruction assistance in each of the districts have played various roles. Right after the disaster, not only did it lower the autonomous capacity of communities, but it also lowered the correspondence capabilities of local governments and local NPOs. To fill this gap, the

central government complimented local government functions and emergency assistance such as rescue medical assistance and supply of goods and personnel was provided to communities. After a while, for the hardware reconstruction operations and development of plans, the short-term reconstruction assistance was carried out by outside NPOs and experts from universities. In line with the above, reconstruction assistance with the long-term perspective is also necessary, and the community assistance to reconstruct community governance particularly in the weakened community level affected by the disaster has become necessary.

(2) Thematic Assistance and Community Assistance

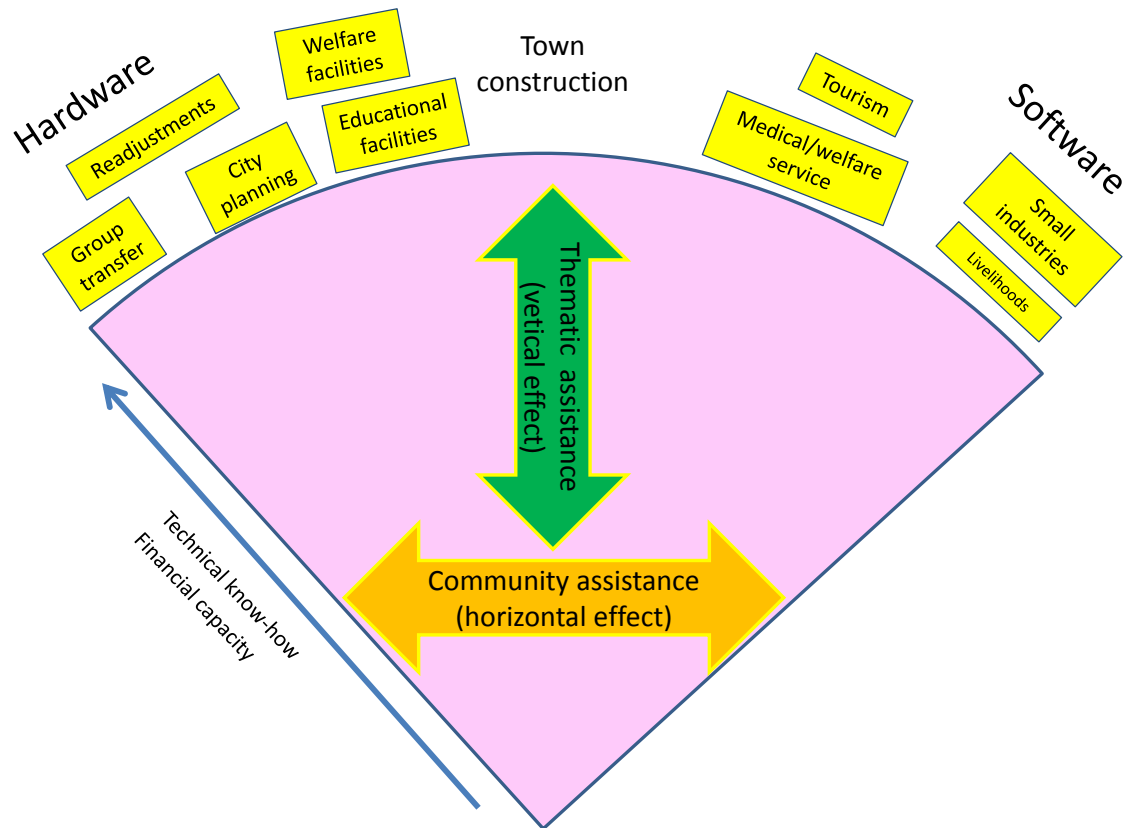
Based on the results of the interview, when classifying the reconstruction assistance organizations (people) of each district, it can be divided into two types, *thematic assistance* and *community assistance* as shown in the following figure of III-2.

The community assistance carries out a more comprehensive regional assistance on the community level responsible for correspondence based on all-around (not limited to fields/issues) everyday regional needs, while thematic assistance offers assistance in specific themes carried out by specialists and NPOs. In reconstruction assistance, it is thought that the two types of assistance should be carefully applied considering the situation of the region and the expertise of the persons/organizations engaged in the assistance. Or, when selecting target area, persons/organizations that consider providing assistance in a region have to recognize their own capacity and choose the target area taking into account the regional characteristic. The table III-1 summarizes the characteristics of community assistance and thematic assistance.

Table III-1: Characteristics of Assisting Organizations

	Thematic Assistance	Community Assistance
Intention	Realization of an ideal society and activities	Reconstruction centered on regional communities
Assisting field	Technical	Comprehensive
Relationship between assistor and community autonomous body	Independent in general	Strong coordination, internalized
Assistance form	Business entrusting	Staff deploying
Activity principle	<ul style="list-style-type: none"> ▪ Importance on advanced/proactive activities ▪ Working with leaders 	<ul style="list-style-type: none"> ▪ Importance on fairness ▪ Working for the weak/quiet
End of assistance	<ul style="list-style-type: none"> ▪ Developing local actors (such as NPOs) ▪ Continuing assistance depending on financial resource/theme availability 	<ul style="list-style-type: none"> ▪ Independence of community autonomous bodies ▪ Immigration/localization of assistor

Figure III-5: Classification of Reconstruction Assistance



(3) Relationship between Characteristics of Regions and Reconstruction Assistance

Based on classification of community governance in section 3-1 (3), we should think about how to apply these two types of assistance. In the city areas where the population is relatively large and where the ratio of engagement in tertiary industry is high, the thematic assistance by experts on specific themes is thought to be more effective. If the large population is expected to be maintained even in the future and support from local government can also be expected, the community governance can be sustainably executed by thematic assistance organizations such as NPOs collaborating with community autonomous bodies.

On the other hand, in the rural areas that have strong community ties in livelihoods, it is thought that the community assistance that revives vitality of the community as a whole is more effective. However, in implementing the community assistance, the receptor (community autonomous bodies) must be recognized/supported as the representative institution in the community that is fully functioning in terms of gathering opinions from residents. If such prerequisites are not met, the community assistance is difficult.

As described above, although there is a need to pay attention to the prerequisites when implementing assistance, in general, it is thought that the application possibility/validity

is high for the thematic assistance in the city areas and for the community assistance in the rural areas.

3-3. Classification of target areas based on regional characteristics and community governance

(1) Classification by Community Governance

The community autonomous bodies previously mentioned is classified into two types, *conventional community autonomy* and *autonomy with civic collaboration*.

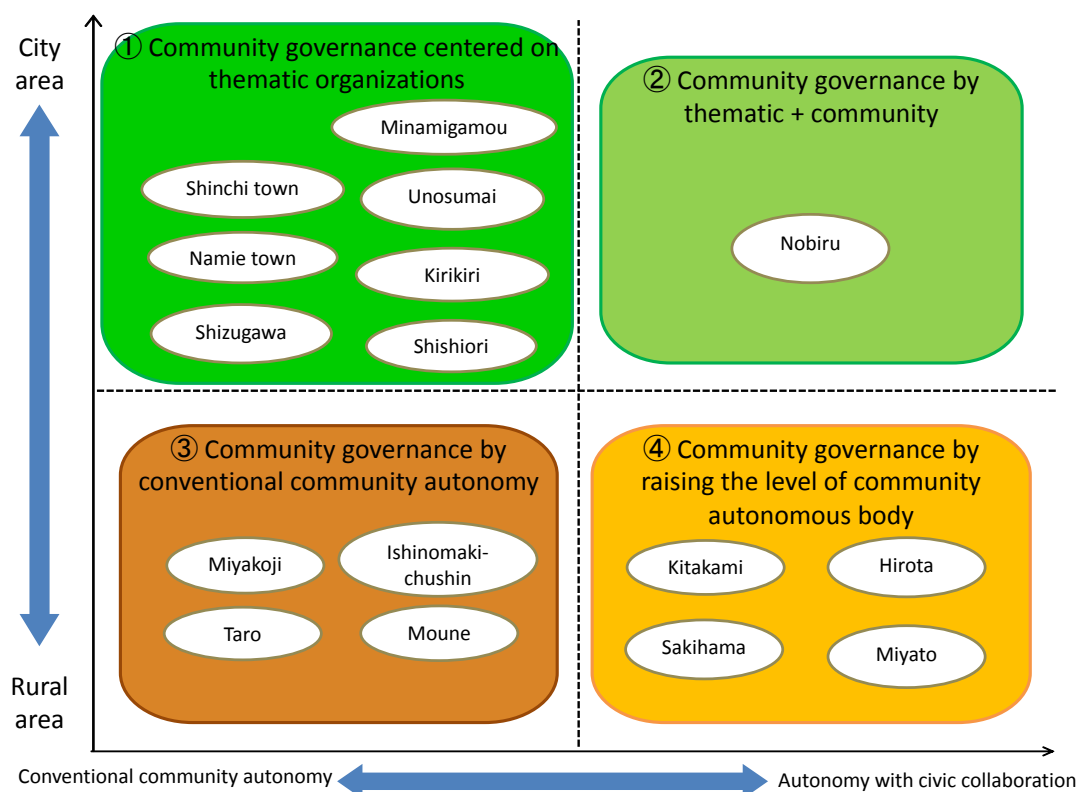
The conventional community autonomy is based on the indigenous community ties, but it refers to organizations such as residents' associations and neighborhood associations set artificially by the local government as a cooperative and coordinating function in the community. The autonomy with civic collaboration, influenced by the "new public commons" claiming for importance of public services cooperating with regional actors, is a type of community autonomy where the community functions as a part of the public services based on the local ordinances. In course of setting up the autonomy with civic collaboration, a new comprehensive community autonomous organization in the region is often established deriving from the conventional neighborhood associations.

(2) Dual Classification of Regional Characteristics and Community Governance

There exists community governance that is dominant depending on the regional characteristics of the city/rural area, and in some of the regions, it was confirmed that there were regions where change of the community governance had been initiated before the GEJE. The following four-quadrant figure is plotting the status of community governance in the target areas.

In the rural area, community governance by community autonomous bodies is relatively dominant and has more sustainability. In these areas, there is a need for strengthening the community governance by community autonomous bodies, and a higher demand for the community assistance. On the other hand, in the city area, community governance by thematic organizations is dominant. In these regions, rather than a comprehensive correspondence to regional challenges, a specific correspondence to challenges with the thematic assistance is anticipated to have higher validity.

Figure III-6: Classification of Community Governance in the Target Areas of the Study

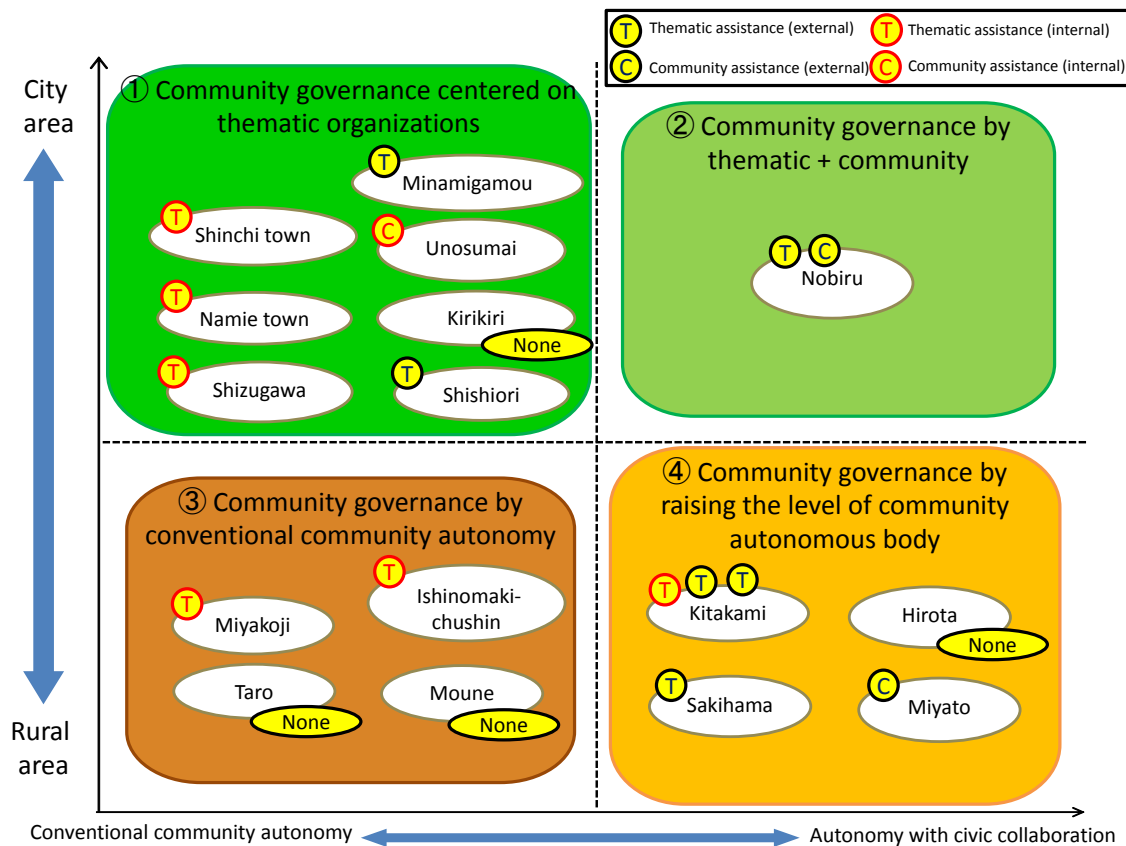


3-4. Overview of reconstruction assistance in the regional classification

In section 3-3, from the relationship between regional characteristics and reconstruction assistance, the view of “*city areas need the thematic assistance while rural areas need the community assistance*” was presented to have high validity in application. Now, we confirm what kind of assistance there actually was in each of the target areas.

The figure below shows what assistance type was applied in the target areas on the four-quadrant figure. The symbols of “C” and “T” shows each of the community assistances and the thematic assistances, and the letters in red shows internal assistance and letters in black are external assistance.

Figure III-7: Overview of Reconstruction Assistance in Target Areas



3-5. Process on the community reconstruction meetings

We are looking at how community reconstruction meetings were carried out in each of the areas. The point to note here is that there are two major themes of (A) infrastructure reconstruction and (B) town reconstruction. The community reconstruction meetings related to (A) infrastructure reconstruction are to intensively discuss the infrastructure reconstruction planned in respective areas such as collective relocations and land readjustments, and participants are basically limited to the affected citizens involved in the projects. Officials from the local government and relevant supporters may also attend the meetings, but the purpose is the realization of infrastructure reconstruction per se. On the other hand, community reconstruction meetings related to (B) town reconstruction are to discuss regional reconstruction in a more comprehensive manner such as the land use of the disaster hazard zones inundated by the tsunami. Furthermore, the discussions are not limited to the affected citizens and infrastructure reconstruction participants, but to discuss reconstruction widely regarding the overall region.

Table III-2: Overview of Community Conferences of the Target Areas of the Study

Region	Autonomy	Name of Area	Community Reconstruction Meeting Body			
			Classification	Period	Leading Role	Name
①City area	Conventional	Shinchi town	Infrastructure reconstruction	July 2011	Government	Shinchimachi Reconstruction Planning Committee
			Town construction	Unconfirmed	-	-
		Shizugawa	Infrastructure reconstruction	October 2012	Government	Shizugawa Area Town Construction Conference "Upland Transfer" Subcommittee
			Town construction	October 2012	Government	Shizugawa Area Town Construction Conference "Industry Regeneration"/"Park" Subcommittee
		Unosumai	Infrastructure reconstruction	June 2012	Citizen	Unosumai District Thinking about Readjustments
			Town construction	December 2012	Government	Unosumai Area Town Construction Conference
		City center, Ishinomaki	Infrastructure reconstruction	December 2011	Citizen + government	Compact City Ishinomaki/ Town Creation Council
			Town construction	December 2011	Citizen + government	Compact City Ishinomaki /Town Creation Council
		Kirikiri	Infrastructure reconstruction	October 2011	Government	Kirikiri Regional Reconstruction Council
			Town construction	June 2012	Government	Kirikiri Area Town Construction Conference
		Minamigamou	Infrastructure reconstruction	-	-	-
			Town construction	January 2012	Citizen	Minamigamou Reconstruction Subcommittee
		Shishiori	Infrastructure reconstruction	October 2012	Citizen	Shishiori Area Town Construction Conference
			Town construction	July 2013	Citizen	Town Construction Salon
		Namie town	Infrastructure reconstruction	Unconfirmed	-	-
			Town construction	March 2012	Citizen	Namie Reconstruction School
②City area	Civic collaboration	Nobiru	Infrastructure reconstruction	November 2012	Citizen + government	Nobiru Town Construction Conference Upland Transfer Subcommittee
			Town construction	July 2012	Citizen	Nobiru Town Construction Council Reconstruction Subcommittee
③Rural area	Conventional	Taro	Infrastructure reconstruction	October 2011	Government	Taro District Reconstruction Town Construction Examination Group
			Town construction	Unconfirmed	-	-
		Moune	Infrastructure reconstruction	April 2011	Citizen	Disaster Prevention Group Transfer Operation Association
			Town construction	Unconfirmed	-	-
		Miyakoji	Infrastructure reconstruction	Unconfirmed	-	-
			Town construction	October 2013	Citizen + government	Miyakoji Town Basic Living Initiative Council

Region Classification	Autonomy	Name of Area	Community Reconstruction Meeting Body			
			Classification	Period	Leading Role	Name
④ Rural area	Civic collaboration	Sakihama	Infrastructure reconstruction	January 2012	Citizen	Disaster Council Victims Liaison
			Town construction	June 2011	Citizen	Sakihama Reconstruction Council
		Miyato	Infrastructure reconstruction	January 2012	Citizen	Miyato District Reconstruction Town Construction Committee
			Town construction	April 2013	Citizen + government	Miyato Town Construction Conference
		Kitakami	Infrastructure reconstruction	June 2012	Government	Kitakami Town Construction Committee
			Town construction	Unconfirmed	-	-
		Hirota	Infrastructure reconstruction	August 2011	Citizen	Hirota District Community Promotion Council
			Town construction	September 2012	Citizen	Hirota District Community Center

(1) Content of Community Reconstruction Meeting (Infrastructure Reconstruction and Town Construction)

Regarding the relationship between infrastructure reconstruction and town construction, the following are several patterns that have been confirmed.

Pattern 1: (A) Community Reconstruction Meeting Related to Infrastructure Reconstruction Only

A district where housing reconstruction of disaster victims is the top priority and the local government promotes the housing reconstruction proactively. Meetings for town reconstruction had not been initiated since a comprehensive community autonomy function related to the lateral theme of town construction did not exist in these areas. Needs related to much broader interests such as the land use were confirmed to be sprouting, and it is anticipated that the meeting agenda will be extended to more comprehensive town reconstruction issues.

Pattern 2: Transition from (A) Infrastructure Reconstruction to (B) Town Reconstruction

Community reconstruction meetings had been focusing on infrastructure reconstruction in the same way as pattern 1, but have developed into a comprehensive town reconstruction. The trigger for the need of discussion of town reconstruction varies, but it has been decided that it will move towards comprehensive town reconstruction.

Pattern 3: Districts without Meetings related to (A) Infrastructure Reconstruction

In the two districts of Fukushima Prefecture and Minamigamou, community reconstruction meetings related to infrastructure reconstruction are not taking place.

Pattern 4: (B) Town Reconstruction Preceded (A) Infrastructure Reconstruction

Districts where comprehensive town reconstruction discussions began before community reconstruction meetings related to infrastructure reconstruction took

place. Comprehensive petitions were formulated to submit to the city by creating forums for comprehensive discussions involving people other than infrastructure reconstruction participants. Later, it has changed to providing forums for discussions divided into on-site reconstruction and relocation to upland.

Pattern 5: (A) Infrastructure Reconstruction and (B) Town Reconstruction Started Simultaneously

A subcommittee method was taken from the start of the establishment of preliminary town reconstruction council initiated by the local government. While establishing a subcommittee specializing in infrastructure reconstruction, subcommittees on other themes such as industry regeneration and park facilities were also established in parallel.

(2) Ownership by Community

It can be said that the city area was strongly influenced by the government. In the city area, community autonomous bodies are weak, and it is thought that there are no frameworks to progress the community consensus smoothly. On the other hand, in the rural areas, there were many cases with community-driven reconstruction process. There were also exceptions such as Taro and Kitakami, but in the regions where the original community autonomous body was strong, it is thought that there were many cases where community reconstruction meeting bodies were established by the citizen's initiatives.

Next, looking at the areas with the autonomy with civic collaboration, the community reconstruction meetings have been established in most of the districts initiated by residents. Furthermore, most of the areas have frameworks for not only the infrastructure reconstruction but also the comprehensive town reconstruction initiated by residents with intentions for comprehensive community governance.

3-6. Assistance approach for disaster reconstruction

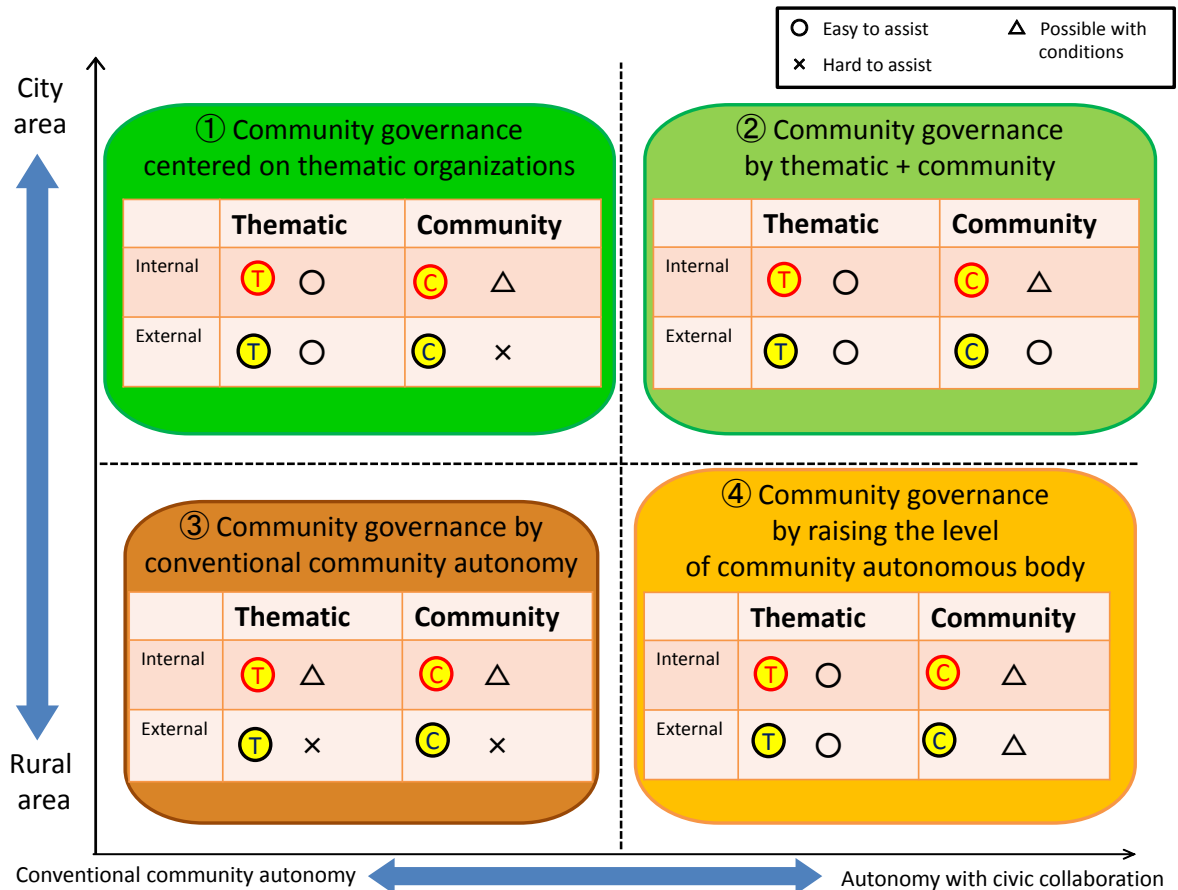
As described above, we have confirmed how the reconstruction assistance and the community reconstruction meeting process were developed in each area. In this section, based on the status confirmed in the interviews by district, we generalize reconstruction process as much as possible. However, the confirmed instances cannot cover all of the reconstruction assistant classifications, or each of the instances would not have sufficient representativeness. We should note that it is merely a tentative assumption that includes situational considerations.

(1) The Easiness of Entering Reconstruction Assistance by Regional Characteristics

In general, the thematic assistance for city areas and the community assistance for rural areas were assumed to be dominant in terms of community governance. But

various assistance forms were confirmed in fact. Based on reconstruction assistance confirmed in each of the districts, as a trial, on a four-quadrant classification based on regional characteristics and autonomy methods, reconstruction assistance can be classified regarding the easiness of entering.

Figure III-8: Easiness of Entering Assistance by Assistance Classification



In the city areas, the thematic assistance can enter the area more smoothly; on the other hand, the community assistance faces difficulty unless autonomy with civic collaboration has progressed. Among the rural areas, in the districts of conventional community autonomy, any reconstruction assistance is difficult to implement, and in particular, no instance of external assistance was confirmed. In the districts of autonomy with civic collaboration, the community assistance rather than the thematic assistance was supposed to be more appropriate, but actually there were many cases of thematic assistance specialized in specific needs such as livelihood regeneration and housing reconstruction that are the urgent needs of local citizens. And, many of those cases of the thematic assistance gradually have shifted into the community assistance as strengthening the relationship with community autonomous bodies. Overall, the community assistance whose assistance achievements are hard to verify in the short-term, struggles to enter the region in many cases.

(2) The Utilization of Regional Resources

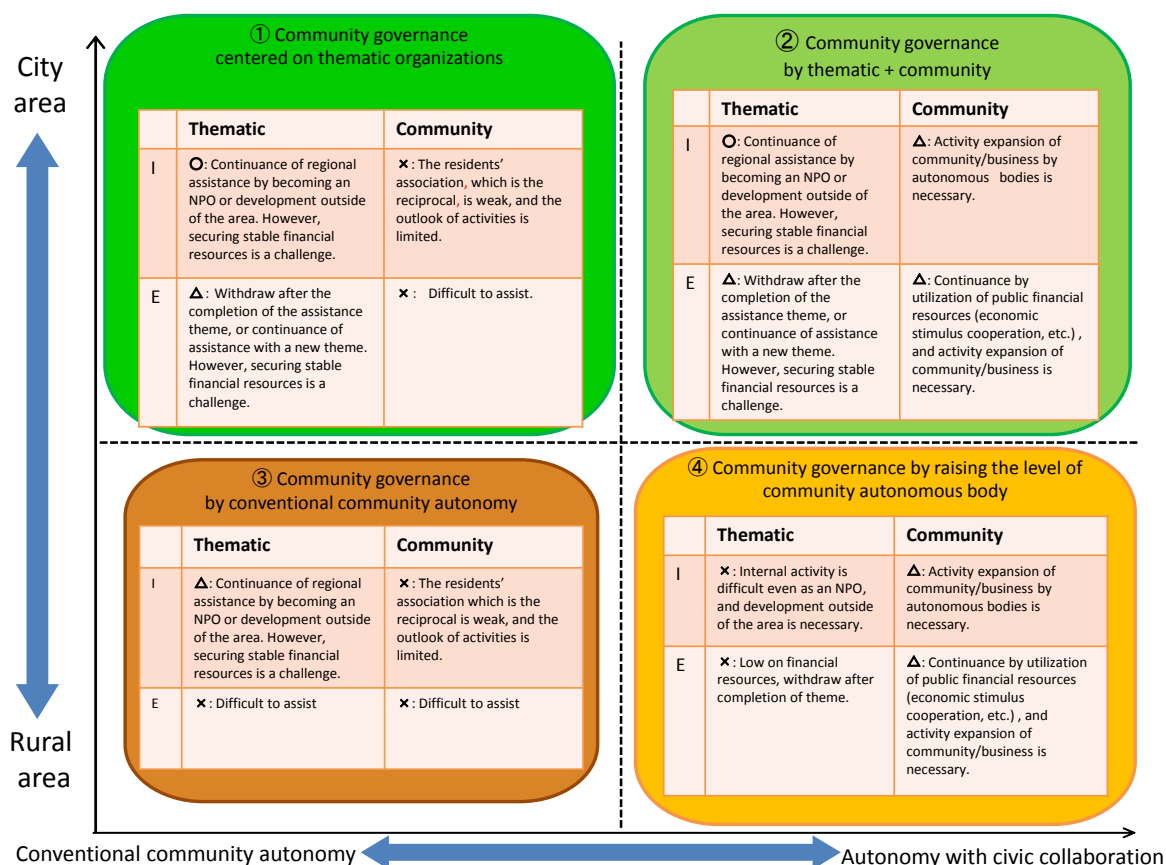
In the revitalization of affected areas, without advantages in terms of location such as being near a big city, just rebuilding houses is not sufficient. Creation of jobs and regional activities in the area or nearby is necessary. Furthermore, in order to slow down the depopulation and aging, creation of activities within the region that can attract population inflow is necessary. To do so, the utilization of regional resources such as fisheries, fertile soil, forest, landscape, remains, human resource, traditional art, culture, and historic sites that can be the source for livelihoods and industries are necessary.

In the city areas, there are many commuters working outside and problems regarding the utilization of regional resources are less likely. However, in the rural areas where the industries and livelihoods strongly connected with the region are dominant, there are cases in which competition among residents occurs in utilizing regional resources and maintaining fairness is a challenge. Furthermore, in the rural regions, the intention for sharing regional resources is strong, and there were cases where other residents showed intolerance against individuals or NPOs for privately utilizing regional resources, even if they were younger capable residents in the same region. As a result, population inflow cannot be expected, and it may lead to the increase of difficulty in the maintenance of community governance.

(3) Termination of Reconstruction Assistance

For external assistance, in general, the assisting entity withdraws after finishing reconstruction assistance or continues to be involved in the region with new activities other than reconstruction assistance. In case of withdrawing, it is important to figure out who would take over the remaining challenges in what manner. While community autonomous bodies would take over them in some cases, different thematic organization would take over them in other cases. In case of handing over to thematic organizations, if regional entities such as NPOs can be newly established by local residents, we can expect the assistance can terminate effectively. However, when handing over the activities to a thematic organization, securing stable financial resources will be difficult. Based on the interview results, the general termination patterns are illustrated in the following figure III-9.

Figure III-9: Challenges Related to Sustaining Results at the End of Assistance



(4) Findings for Reconstruction Assistance

The findings that have been confirmed can be highlighted as below.

- Regarding the community governance, it is necessary to recognize the difference depending on the regional characteristic. While thematic organizations play the key roles for community governance in city areas, community autonomous bodies do so in rural areas.
- Particularly in the rural regions, understanding the progress on the autonomy with civic collaboration is highly necessary.
- Assistance strategy should be based on the anticipation for future states in the city/rural area using not only statistical data, but the demographic before and after the earthquake, future population, and estimated changes in the regional structure.
- In formulating relationship of trusts with local residents, the achievement-oriented thematic assistance is easier when entering the region rather than the community assistance.
- However, in the thematic assistance, attention must be paid to secure fairness particularly in the rural areas, and the relationship with community autonomous bodies will be important.

- In the thematic assistance, securing sustainability is difficult if not in the city area. On the other hand, in the community assistance, it is highly necessary to reform community autonomous bodies to attract young people and outsiders for sustaining the assistance effects.
- For establishing and maintaining trust relationship with the local community, community reconstruction meetings should not be only for infrastructure reconstruction, but also for comprehensive town reconstruction involving citizens who are not participating in infrastructure reconstruction.
- In particular, in utilizing regional resources in the rural area, the understanding of the local people is indispensable.

(5) Reconstruction Assistance Corresponding to Reconstruction Stages

Reconstruction assistance in each stage can be summarized to be shown in the table below.

Table III-3: Reconstruction Assistance by Reconstruction Stage

Reconstruction stage		Reconstruction assistance	
		Community assistance	Thematic assistance
Emergency stage (one year after the earthquake)	Evacuation shelter or Temporary housing	<ul style="list-style-type: none">▪ Formulating relationships with citizens in such ways as shelter operation assistance▪ Attitude of waiting for the initiative by citizens	<ul style="list-style-type: none">▪ Understanding regional characteristic
	Conveying basic policies to the government	(It is difficult for the assistor to be involved)	<ul style="list-style-type: none">▪ Assistance for encouraging initiatives from citizens▪ Assistance of gathering opinions from citizens
	Responding to the government reconstruction plans	<ul style="list-style-type: none">▪ Backyard assistance for briefing/conference by the government (to smoothen the relationship between the government and citizens)▪ Attitude of waiting for the initiative of citizens	
	Securing meeting place	<ul style="list-style-type: none">▪ Encouraging community to manifest needs towards the government, CSR, etc.	
Transition stage (two years after the earthquake)	Designing community meetings	<ul style="list-style-type: none">▪ Assistance for examining community conference bodies① Institutional design for newly challenging reconstruction issues② Involving citizens not participating in infrastructure reconstruction	<ul style="list-style-type: none">▪ Specification of target groups of assistance (such as infrastructure reconstruction targets)
	Launching community meeting organization	<ul style="list-style-type: none">▪ Creating systems that encourage a wider participation from young people, women, and children▪ Activation of conferences as a secretariat	<ul style="list-style-type: none">▪ Alternative planning or detail designing as an advisor

Reconstruction stage		Reconstruction assistance	
		Community assistance	Thematic assistance
Dawning stage (three years after the earthquake and after)	Activating community meetings in full-scale	<ul style="list-style-type: none"> ▪ Assistance of community conference <ol style="list-style-type: none"> ① An all-around community autonomy assistance not specializing in infrastructure reconstruction. It handles themes that are not related to infrastructure reconstruction (utilization of local resources, formation of communities, etc.) ② Involving citizens who do not/cannot participate in infrastructure reconstruction 	<ul style="list-style-type: none"> ▪ Assistance of community conference <ol style="list-style-type: none"> ① Assistance for the community conference on high priority issues ② Assistance of documentation and materialization of community conference results ③ Coordination with the community assistance or stepping forward to initiate the community assistance themselves
	Community conference regarding community governance outside of infrastructure reconstruction	<ul style="list-style-type: none"> ▪ Assistance in forming an action plan initiated by citizens ▪ Reformation assistance of all-around autonomy organizations 	<ul style="list-style-type: none"> ▪ Excavation of new regional needs and technical advise ▪ Introduction of other instances
	Shift to the community governance after infrastructure reconstruction	<ul style="list-style-type: none"> ▪ Implementation of local activities initiated by citizens ▪ Assistance on basic ordinance formulation for town construction 	<ul style="list-style-type: none"> ▪ Realization assistance of new activities

Chapter 4 Further actions for reconstruction assistance

(1) Challenges of Town Reconstruction from Now

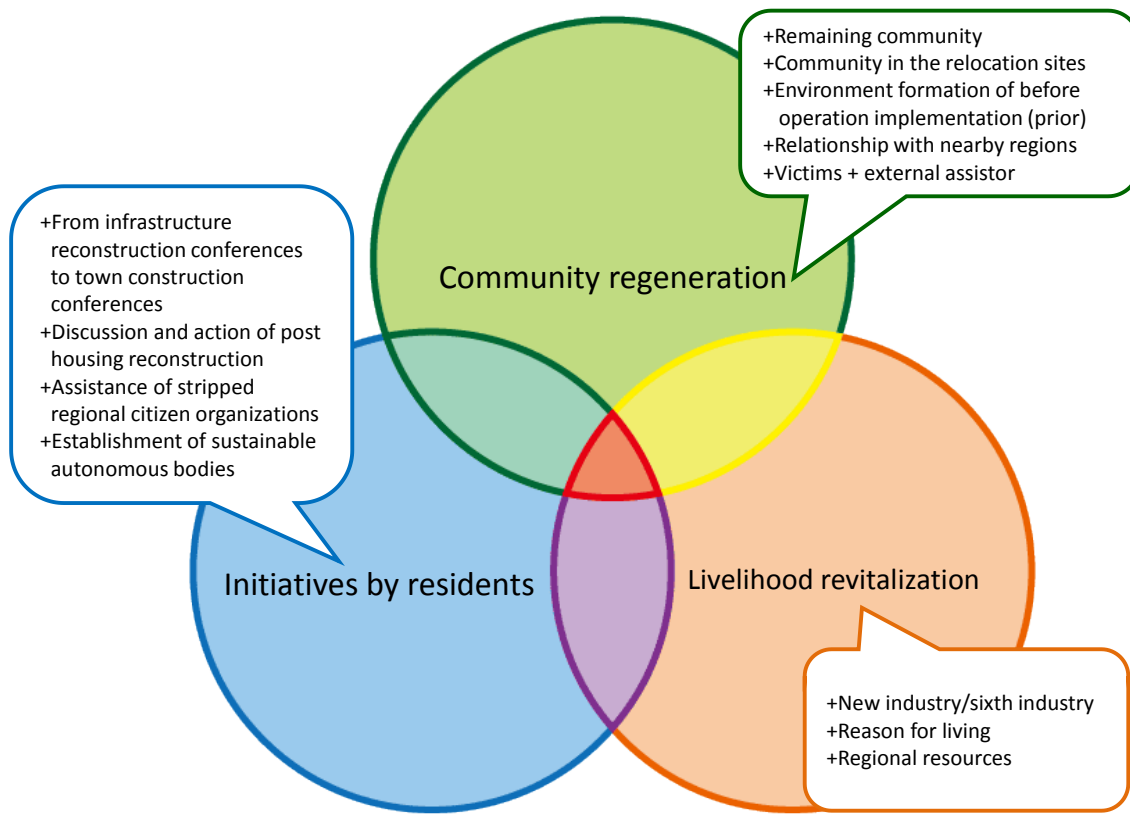
Referring to the results of this study, after affected areas have spent four years since the GEJE, *community regeneration*, *initiatives by residents*, and *livelihood revitalization* can be raised as the current biggest issues for reconstruction.

With the transfer of citizens such as collective relocations in the affected areas, the communities continue to get smaller and become dispersed. New communities need to be reconstructed at the relocation sites or within the remaining households. Now that the plans for public housing or new housing at the relocation site are set and *new neighbors* have become concrete, community regeneration is one of the challenges from now. In particular, we have to carefully consider how to maintain/form the system of reconciliation and mutual help among residents while taking into accounts the fairness among residents and the inclusion of women, persons with disabilities, and senior citizens.

In the four years after the GEJE, all efforts have been exerted into clearing debris and rehabilitating destructed infrastructures, and in these efforts, the government took the lead. However, in such examples as the community regeneration, the challenge from now is to make the regional actors more active to play the leading role. Therefore, regarding initiatives by residents, those living in the regions must create opportunities to solve problems on their own. Livelihood revitalization is also essential for the people to settle and to conduct sustainable regional community governance.

Regarding these three challenges, the progress status of regions differs largely depending on the reconstruction process so far. In addition, in the stages of reconstruction from the disaster, it is assumed that each of these challenges was considered as independent. However, when looking at the reconstruction from now, each of the challenges relates to one another and impacts one another. The following figure shows the three challenges schematically.

Figure IV-1: the challenges one must face for reconstruction



The three challenges are all important regional challenges, but particularly in the rural areas where there is a lack of human resources, how to collaterally, rather than separately, fulfill the challenges will become an important key in regional community governance. Finding out the overlaps among plural challenges would facilitate further reconstruction since such overlaps should imply the important conditions to achieve a well-balanced reconstruction among those challenges.

(2) Sharing Reconstruction Lessons

Assuming that the challenges of town reconstruction in the Tohoku can be shared with the rural revitalization nationwide, assitors were gathered from all over the nation including assitors of the GEJE with overseas experience for a workshop that took place on January 31, 2015 in Sendai to derive needed common activities, points to remember, and challenges.

The lessons of disaster reconstruction are extremely diverse in terms of regional characteristics and individual situations, and there is no uniform solution to be easily mimicked. However, with using classification of community assistance and classification of regional governance based on this study as a common tool for understanding, the participants shared their experience smoothly.

As an item confirmed as a result of the workshop, even though the circumstantial and

fundamental differences between reconstruction assistance and rural revitalization were recognized, the three challenges in reconstruction were all common. Furthermore, it has been confirmed that the attitudes and perspectives putting importance on fairness and objectivity derived from the Japan Overseas Cooperation Volunteers experience can lead to the well-balanced assistance of the three challenges.

(3) Training of Human Resources from Now

The purpose of this study is to give feedbacks to the on-site assistance practices with showing the reconstruction assistance process, while considering the possibility to further develop a manual or training for reconstruction assistance human resources. Furthermore, as its effectiveness was confirmed in the workshop implemented as a trial, there is a need to continuously realize opportunities to connect the people in reconstruction assistance with each other in the disaster affected areas.

Furthermore, with setting up an information platform or reconstruction human resource bank, and with providing training programs that educate regional human resources, it would be possible to properly supply the expertise for assistance of reconstruction in the future in the world, and we can also expect to play a large role in rural revitalization that has become increasingly common in Japan.