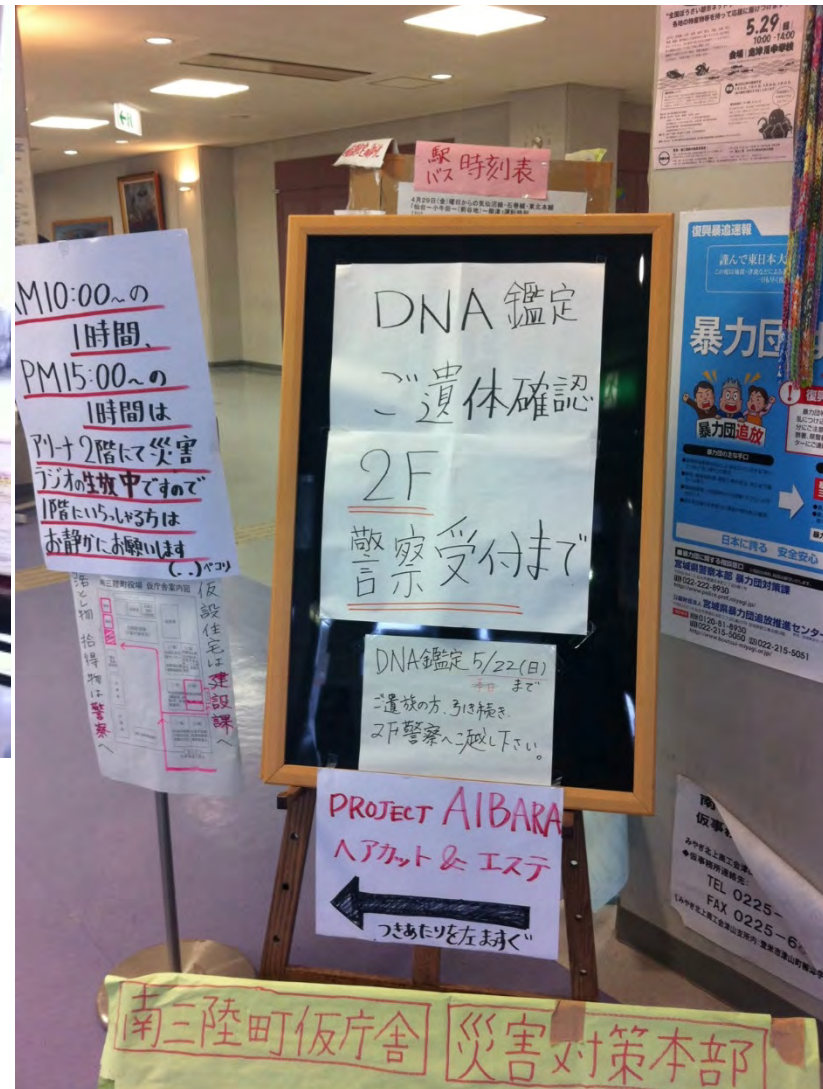


**Research on Employment and Labour Measures in the Post-  
Great East Japan Earthquake Recovery Process  
Summary of Findings and Lessons**





# Earthquake M7.4, 22 November 2016, Japan

Safari ファイル 編集 表示 履歴 ブックマーク ウィンドウ ヘルプ

TV Live - NHK WORLD - English

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### NHK WORLD TV Live

PopOut

8:14 NHK WORLD 館山 Simultaneous interpretation Domestic broadcast

午前7時13分 30cm

福島・宮城に津波

TSUNAMI! Subchannel or Radio2

Tsunami! Evacuate!

福島など津波観測 M7.4震度5弱

中継 宮城 石巻

3号機燃料プール 冷却再開

観測された津波

仙台港 午前8:03 1m40cm

BREAKING NEWS

TSUNAMI WARNING IN EFFECT

NHK NEWSLINE

the port of Soma in Fukushima Prefecture at 7:06 AM and a 80 centimeter tsunami at Sendai at 7:25 AM.

### GRAND SUMO Highlights

Day 9

<http://www3.nhk.or.jp/nhkworld/en/live/>

# The Great East Japan Earthquake (2011)

## Earthquake

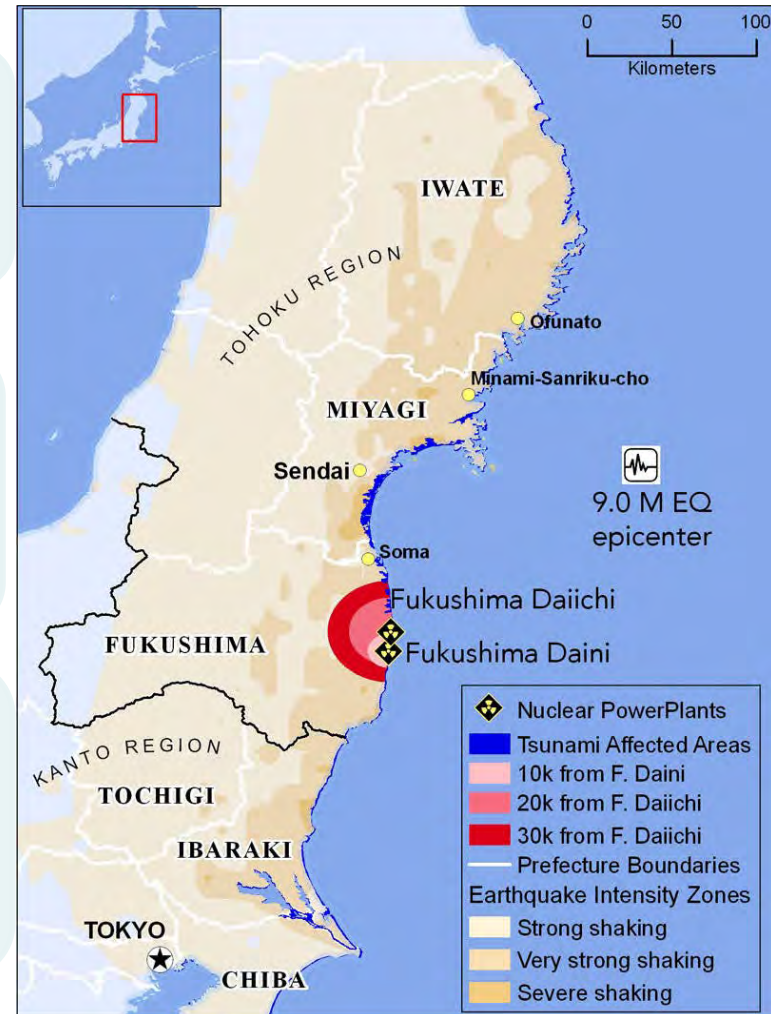
- 11 March 2011, 14:46 JST
- Magnitude 9.0 (the largest in Japan)

## Tsunami

- Reached the height of 40.5 metres (133 ft) in Miyako, Iwate Prefecture

## Damages and losses

- 15,884 deaths, 2,636 missing, appx. 270,000 evacuees (as of 10 February 2014)
- Damaged stocks in the disaster-hit areas: 16 – 25 trillion JPY (195 – 305 billion USD)



# Outline of the Presentation

- 1) Impacts on Employment
- 2) Response Efforts by the Government
- 3) Response Efforts by the Private Sector
- 4) Lessons Learnt

# 1) Impacts on Employment

- 840,000 jobs were affected in Japan.
- 210,000 people left their jobs, of which more than 40% were those in Iwate, Miyagi and Fukushima.
  - Among those workers affected by the disaster, those who left the job accounted for 3.7% in the country and 7.5% in the three affected prefectures.
  - 35.9% temporarily left a job across Japan, and 57.8% in the three affected prefectures.
- In the three prefecture, the most severely affected sectors are fishery (76.7%), entertainment (51.9%), manufacturing (51.4%), hotels and restaurants (50.2%) and transportation (45.2%).

## 2) Recovery Efforts: Government

### **Ex ante measures**

- Pre-existing social protection system functioned as a safety net for disaster-affected people and contributed to protecting existing jobs.
- The existing measures were flexibly utilised. The eligibility requirements have been relaxed, and the duration of the implementation and the coverage were extended.
  - *Employment insurance system*
    - Insurance coverage is compulsory in Japan for any business hiring more than one worker.
    - FY 2010: About 730,000 people were covered. (In Jan. 2012, 58.8% of the beneficiaries were women.)
  - *Employment adjustment subsidy programme*
    - The programme was established after the 2008 Lehman Crisis.
    - The programme provided subsidies which cover part of temporary-leave allowance or salaries of workers.
    - SMEs were especially benefitted from this programme.

## 2) Recovery Efforts: Government

### Ex post measures

- 'Japan as One' Work Project
  - Speedy implementation
    - The Project started on 5 April 2011.
  - Inter-ministerial framework
    - MHLW lead an inter-ministerial committee.
    - The committee included the Cabinet Office and five line-ministries.
  - Phased approach
    - The Project with three phases allowed to modify the recovery policy in accordance to different needs at different recovery stages.



"Japan as One" Work Project

Japanese Ministry of Health,  
Labor and Welfare



# 'Japan as One' Work Project

2011  
March

Phase 1	Comprehensive Emergency Measures		
<b>Budget:</b> No budgetary provision  <b>No. of beneficiaries:</b> Unknown	Major Measures		
	<b>●Steady job creation through reconstruction projects</b> -Addition of "Cash for Work" to the prioritized areas for job creation -Prioritization of the employment of local people	<b>●Setting up a system to match the disaster victims and jobs</b> -Establishment of the Japan as One Job Council	<b>●Maintaining and securing employment of disaster victims</b> -Expansion of Employment Adjustment Subsidy

Phase 2	Creation, Maintaining and Securing Employment		
<b>Budget:</b> 4,296 billion JPY <b>No. of beneficiaries:</b> -200,000 people (Job Creation) -1,500,000 people (Employment Support)	Major Measures		
	<b>●Steady job creation through reconstruction projects</b> -Promotion of reconstruction projects -Expansion of Job Creation Fund Projects	<b>●Assistance for disaster victims' new employment</b> -Expansion of subsidies to the companies hiring disaster victims	<b>●Security of employment and stable life for disaster victims</b> -Further expansion of Employment Adjustment Subsidy -Support for management reorganization of SMEs, farmers and fishermen -Extension of duration of employment insurance benefit

Phase 3	Further Promotion of Creation of Long-Term and Stable Jobs		
<b>Budget:</b> 6.1 trillion JPY  <b>No. of beneficiaries:</b> -500,000 people (Job Creation) -700,000 people (Employment Support)	Major Measures		
	<b>●Job Creation through Revival and Reconstruction of Local Economy and Industries</b> -Establishment of the Great East Japan Earthquake Subsidy -Support for entrepreneur -Promotion of environment and new energy projects	<b>●Integrated Support for Industrial Development and Employment</b> -Promotion of the Comprehensive Employment Recovery Program in the Affected Areas (e.g., Business Reconstruction Type Employment Creation Project) -Measures related to corporate taxes in Special Reconstruction Zone	<b>●Training of Personnel contributing to Reconstruction and Support for Placing Disaster Victims in Stable Jobs</b> -Promotion of human resource development -Improvement and strengthening of support through the Hello Work -Extension of duration of employment insurance benefit

2011  
October

## 2) Recovery Efforts: Government

- Emergency employment creation initiatives
  - Provided income
  - Provided opportunities for beneficiaries to experience other types of work and helped them expand their career aspiration
  
- The issue of “job mismatch”
  - Labour shortages in construction and fishery sectors
    - The shortage of workers in construction leading to a delay in reconstruction

## 2) Recovery Efforts: Government

- Support for SMEs
  - Ex.) *SME Group Subsidy*
  - Assistance for SMEs to restart business operations
  - Target beneficiaries: SMEs sharing common production, processing and retail facilities
  - The early release of the support was useful to kick-start business operations.
- Assistance for companies located outside the disaster-affected areas in Tohoku is also crucial.
  - Minimising impacts of the disaster to other parts of the country
  - Enhancing rapid establishment of operations and jobs

## 2) Recovery Efforts: Private Sector Actors

- Shifting from individual voluntarism to corporate social responsibility (CSR) and social entrepreneurship
  - Social businesses
    - Designed to deliver goods and/or services addressing particular needs in communities and provide sustainable business models
    - E.g.) The Tohoku Roku Project in Miyagi: Promoting local agriculture through opening a noodle shop, bakery and restaurant that serve local products. 60% of the employees with persons with disabilities.
  - Civil funds
    - Generating micro credits from private donators (often individuals) for livelihoods recovery efforts (e.g. micro-enterprises in aquaculture) in disaster-affected areas

### 3) Recovery Efforts: Private Sector Actors

- Assistance through profit services (NOT through CSR activities)
  - E.g.) Yahoo! Japan
    - Assisted companies and producers in disaster-affected areas by setting up online shopping services. The marketing services help them expand their market by accessing customers on a nation-wide basis.
    - Established a branch office in Ishinomaki City, and its local offices offered services to local companies and producers set up online stores, since IT literacy was low in the disaster-affected areas.



### 3) Recovery Efforts: Private Sector Actors

- Roles of NPOs at the local level
  - Assisting community members in “deciphering” governments’ documents, reaching available and appropriate governmental support
  - Facilitating community participation in planning and decision making for reconstruction
- Roles of social network services (e.g. facebook, twitters)
  - Providing skills and resources “match-making” among aid-providers and aid-seekers
  - Connecting individuals dynamically, regardless of public affiliations

## 4) Lessons learnt

- Social safety mechanisms such as employment insurance and employment adjustment subsidies were proven to be effective and useful to secure jobs of disaster-affected workers in Japan. Developing a comprehensive social security system leads to building disaster resilient society.
- Placing a labour ministry or agency in charge of the employment strategy allowed it to champion a job-based recovery with inputs from the intra-sectoral committee.

## 4) Lessons learnt

- Detail data and information on damage, economic structure and demographic trends need to be quickly collected and analysed to formulate effective measures.
- Data needs to be disaggregated by gender and data on people with disabilities should be available so that interventions can attend specific needs of various social groups.

## 4) Lessons learnt

- The overall framework and concrete measures on employment need to be formulated in phases so that employment recovery strategies can attend different needs emerging at response, recovery and reconstruction phases in post-disaster society.
- Disaster affected people need an easy access to their work place if they are to resume their jobs.

## 4) Lessons learnt

- Quick information dissemination on policy direction, overall framework and measures by the government is a key factor for employers or self-employed to determine how best to restart their business operations.
- Early recovery of business operation in key industries in neighbouring but not severely affected areas can become a driving force for recovering the local economy.



Sign indicating a direction to a temporary vendor shop selling fuel and reconstruction materials, Minami-sanriku, Japan, 29 May, 2011



- Make a recovery process **inclusive** to attend needs of women, the elders, the disabled and the informal sector workers
- ✓ The vulnerable social group with greater needs
  - Disaster-related death – 90% are those of 70 y.o above
  - “Mismatch” in the labour market – disadvantaged women
  - Livelihoods and employment a major challenge
  - More severe damages in the informal sector
- ✓ Hard to find and reach the group
  - Few data on the vulnerable populations (e.g. the disabled, elders, migrant workers, as well as those in the informal sector) available
  - **Silent populations:** “Our need is not a priority”, Survivors’ guilt  
*Shinsai Shogaisha* (“Disaster PwD”), Great Hanshin-Awaji Earthquake, 1995 – The issue surfaced 16 years later.
  - Few agencies dedicated to the elders
  - Very few assistance efforts on their employment and livelihoods