

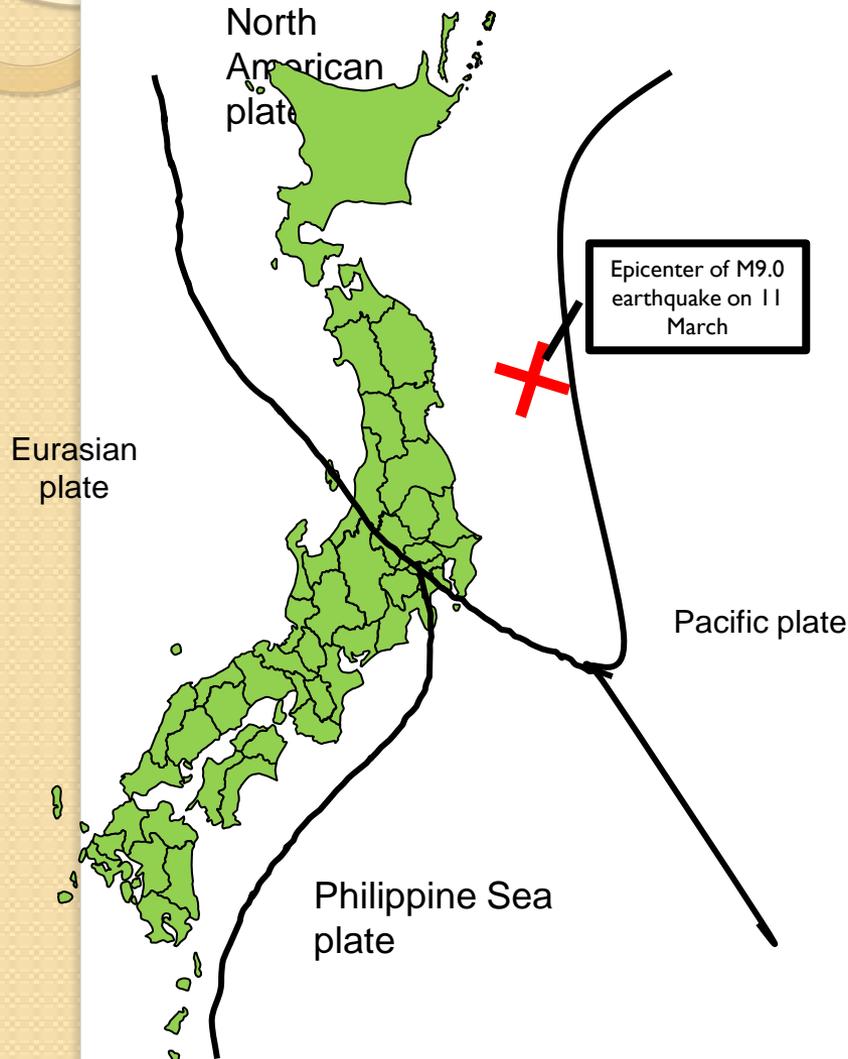
# **Employment Policy in Areas Devastated by the Great East Japan Earthquake**

**December 5, 2011  
The Special Session  
by the Japanese Government**

**Yoshio Maki  
Senior Vice-Minister for Health, Labor and Welfare, Japan**

# Level of damage from the Great East Japan Earthquake disaster

- A 9.0-magnitude earthquake with an epicenter off the Sanriku coast occurred at 14:46 on Friday, 11 March 2011. Centered around the Tohoku region, large-scale damage was caused by the earthquake and tsunami.
- It was the largest earthquake ever recorded in Japan. On a global scale, it was the 4<sup>th</sup> largest earthquake since 1900.



Human casualties	
The dead	15,829 people
The disappeared	3,724 people
The injured	5,943 people

Damage to buildings	
Full collapse	118,809 houses
Half collapse	184,661 houses
Partial collapse	609,394 houses

(Based on the investigation of the National Police Agency as of 27 October)

Status of support for disaster victims	
Evacuees (in the whole country)	71,358 people

(Based on the investigation of the Reconstruction Headquarters in response to the Great East Japan Earthquake, as of 26 October)

# “Japan As One” Work Project, Phase 1

~Japan will together support your work and livelihood~ (The 1<sup>st</sup> step of the Conference on the Promotion of Employment Support and Job Creation for Disaster Victims)

## 1. Basic Guidelines

5 April 2011



- ① To create employment opportunities for disaster victims through restoration projects and to utilize companies and resources affected by the disaster
- ② By fully taking into consideration the desires of the disaster victims and local companies, to enable the disaster victims to gain employment in areas outside the disaster areas if they wish, thus supporting their work and livelihood as a whole country

## 2. Emergency comprehensive measures taken provisionally

### Steady job creation through reconstruction projects

#### ○Promotion of reconstruction projects

- To restore infrastructure, clear rubble, construct provisional housing and repair and rebuild houses affected by the disaster

#### ◎Expansion of the Project on Job Creation in Priority Areas and the Emergency Job Creation Project

- To add “earthquake disaster response area” to the areas covered by the Project on Job Creation in Priority Areas
- To abolish one-year restriction on the employment period

#### ◎Measures to prioritize the employment of people from the local areas

- To promote securing orders from local construction companies for restoration projects provisionally carried out
- To request that private employers submit job offers for restoration projects to the public employment security offices
- To offer incentives through the provision of employment subsidies for companies hiring the unemployed affected by the disaster

### Setting up of a system to match the disaster victims and jobs

#### (1) Strengthening the matching function of disaster victims and jobs in the affected areas

##### ○Creation of the “Japan As One” Job Council

With the leadership of the Prefectural Labour Bureaus, to set up councils comprised of local governments, outpost agencies of the Japanese government, and relevant organizations, by prefecture

##### ○Expansion of the “Japan As One” Hello Work functions

- To provide on-site counseling services to the evacuation areas
  - To provide support for those engaged in agriculture, forestry, and fisheries and self-employed workers
  - To flexibly expand and conduct occupational training
- #### ○Provision of employment support in areas affected by the disaster

- To hold joint company information sessions targeting disaster victims
- To request that industry organizations explore companies actively hiring disaster victims

#### (2) Strengthening the matching functions for disaster victims and jobs outside the affected areas

- To provide information on how to secure housing and livelihoods in the local areas
- To secure job opportunities for those engaged in agriculture, forestry, and fisheries and self-employed workers

### Maintaining and securing the employment of disaster victims

#### ◎Expansion of Employment Adjustment Subsidies

- To expand the exceptional cases currently implemented in the 5 prefectures to areas in further need

- To take new exceptional measures for companies outside the affected areas but having close business relationships with those in the affected areas

#### ○Assistance for the management reconstruction of small and medium businesses

#### ○Prevention of the cancellation of new graduates’ job offers

- To implement strategies for preventing the cancellation of job offers of new graduates
  - Assistance for the employment of students affected by the disaster by expanding the subsidies for employers hiring them

- Employment by the local governments through the Project on Job Creation in Priority Areas

- To explore and publicly announce companies hiring new graduates in the affected areas

#### ○Measures against dismissals, rejection of the extension of contracts, and termination of the contracts of dispatched workers

## 3. Dissemination of information to disaster victims through effective public relations activities

# “Japan As One” Work Project, Phase 2

~Japan will together support your work and livelihood~ (The 1<sup>st</sup> step of the Conference on the Promotion of Employment Support and Job Creation for Disaster Victims)

27 April 2011



## Comprehensive measures based on the supplementary budget and revised legislation

**Steady creation of employment through reconstruction projects (an economic impact of 2,544 billion yen and jobs created for 200,000 people)**

**Assistance for disaster victims' new employment (An economic impact of 15.8 billion yen, and 60,000 people's employment supported.)**

**Maintaining employment and securing stability in life for the disaster victims. (An economic impact of 1,736.9 billion yen is generated. Specifically, 1,460,000 people's employment is supported, and stability in life is provided for 430,000 people.)**

- ◎**Promotion of reconstruction projects**
  - Disaster restoration work on public civil engineering facilities (rivers, seacoasts, roads, ports, sewage lines, etc.), airports, public housing, water supply systems, industrial water supply systems, and waste disposal facilities
  - Improvement of disaster public housing and repair work on public civil engineering facilities
  - Support for the restoration of agricultural land/facilities, coastal forests/forest land, fishing ports/boats, and aquaculture facilities
  - Disaster restoration work on facilities for medical care, nursing care, children, disabled people, and vocational capability development
  - Disaster restoration work on school facilities
  - Emergency restoration of the administrative functions of municipalities
  - Restoration of fire-fighting facilities
  - Construction of temporary housing
  - Disposal of disaster waste (clearing of rubble, etc.)
- ◎**Expansion of the Job Creation Fund Projects**

Increase the funds for the project on job creation in priority areas and expand them.

- ◎**Provision of subsidies for companies that hire disaster victims**
  - To set up subsidies related to the hiring of the unemployed affected by the disaster (“Employment Development Subsidies for Disaster Victims”).
- Expansion of vocational training**
  - Expanding public vocational training in areas related to construction, etc.
  - Exempting fees of vocational training for graduates and employed people.
- Fully enforce disaster prevention measures for reconstruction work**
- Conduct on-site counseling services at evacuation centers and develop employment opportunities according to the needs for disaster victims**
  - Strengthen the Public Employment Security Offices' on-site counseling services on employment, and increase the number of special staff promoting the development of job opportunities.
- Support across a wide area for those seeking jobs**
  - Increase the budget on the expenses for having job interviews and relocating to outside the affected areas.
- Employment support for new graduates in the affected areas**

- ◎**Expansion of the Employment Adjustment Subsidies**
  - When businesses are closed during the special eligible period (1 year), employers are eligible for a maximum 300 days of subsidies payments.
  - Extension of the provisional measures (persons insured for a period of less than six months are eligible.)
- Exemption of various insurance premiums**
  - Exemption of various insurance premiums, including medical insurance, elderly care insurance, labour insurance, and welfare pension insurance.
- ◎**Support for management reconstruction of small and medium enterprises, farmers and fishermen, and operators in the environmental health industry.**
- ◎**Expansion of the extended payments of employment insurance benefits**
  - Further extending the number of days for the payments of employment insurance benefits, in addition to the present case-by-case extended payments of employment insurance benefits (60 days).
- Facilitating claiming reimbursement of unpaid wages and making speedy payments**
  - Increase the budget, and simplify application procedures.

**The impact of job creation and support for employment through the Countermeasures Phase 2. An economic impact of a total of 4,296.6 billion yen is generated. Jobs are created for around 200,000 people. Over 1,500,000 people's employment is supported.**

# “Japan As One” Work Project, Phase 3



~Japan will together support your work and livelihood~ (The 3<sup>rd</sup> step of the Conference on the Promotion of Employment Support and Job Creation for Disaster Victims)

25 October 2011

## Budget measures to support employment recovery

**Job creation through the revival and reconstruction of the local economy and industries (5.7 trillion yen; jobs to be created for 350,000 people)**

※ Measures, implemented under Phases 1 and 2 to secure temporary employment and provide support for stable livelihoods will continue to be strongly promoted.

**Integrated support for industrial development and employment (0.4 trillion yen; jobs to be created for 150,000 people)**

**Training of personnel who contribute to reconstruction and support for placing disaster victims in stable jobs (100 billion yen; 70,000 people's employment is supported.)**

### ◎ Entrepreneurial support

- Establishment of a subsidy program for the construction of the production bases for component and raw materials and growth areas
- Continuation and expansion of financial support for small and medium enterprises (SMEs)
- Expansion of the scope of disaster restoration work, to include common facilities including SME unions.

### ◎ Business sophistication and the establishment of knowledge and innovation bases

- Promotion of the concept of the Special Reconstruction Zone for the creation of innovative medical devices

### ◎ Support for agriculture, forestry, and fisheries industries

- Early recovery and reinforcement of agricultural land and facilities, sea ports and the function of fishing grounds
- Improved support for the resumption of agriculture, forestry, and fisheries businesses and promotion of the sixth industry
- Establishment of sustainable forestry management
- ◎ Support for tourism industry
  - Dissemination of information for the prevention of harmful rumor and strengthening of tourism campaigns
  - Establishment of a new tourism style

through Sanriku Fukko (Reconstruction) National Park (tentative name) project.

### ◎ Community-building by promoting an integrated community care system

- Reconstruction of an integrated community care system
- Construction of bases to support children through the community
- Recovery of “Kizuna (connections with people)” based on social inclusion

### ◎ Establishment of the Great East Japan Earthquake Subsidy

### ◎ Promotion of infrastructure improvement through disaster recovery and reconstruction

### ◎ Promotion of environment and new energy projects

- Promotion of the introduction of facilities using woody biomass
- Improvement of research development bases for renewable energy
- ◎ Utilization of ICT
- ◎ Measures against damages brought by the nuclear power plant accident (promotion of a decontamination project)

### ◎ Promotion of comprehensive employment recovery in the affected areas

- ① Promotion of reconstruction, sophistication, and establishment of new businesses
- ② A project to provide them with employment support (**Business Reconstruction Type Employment Creation Project**) is created for businesses expected to be key in creating employment in the affected areas in the future and hiring disaster victims, in line with industrial policy, such as stated in ①.
- ③ Establishment of a project (**an employment creation project characterized by lifelong commitment to work, employee involvement, and generational transfer**) in which the local government commissions private companies to implement a project which can be a model for employment

### ◎ Expansion of the Job Creation Fund for employment creation

### ◎ Measures related to corporate taxes in relation to the setting up of the Special Reconstruction Zone System (tentative name)

- Establishment of a tax system to promote the establishment of new companies by making newly established companies free from taxation for 5 years
- Exemption of a certain amount of corporate taxes from disaster victims' salaries

### ◎ Employment creation and support for job placement based on a strategy of diversifying agricultural management

### ◎ Promotion of training

- Expansion of public vocational training in the areas contributing to the reconstruction of the affected areas and of growth.
- Support for local SMEs' training
- Training of experts responsible for the recovery and reconstruction of the affected areas in cooperation with the community and industry including professional training colleges

### ◎ Improvement and strengthening of support through Hello Work

- Improved support for new graduates
- Improved support for job placement for persons with disabilities
- Expansion of the Subsidy for Disaster Victims' Employment Development
- Reinforcement of the function and system of Hello Work offices in the affected areas

### ◎ Securing proper working conditions and prevention of industrial accidents in the reconstruction work

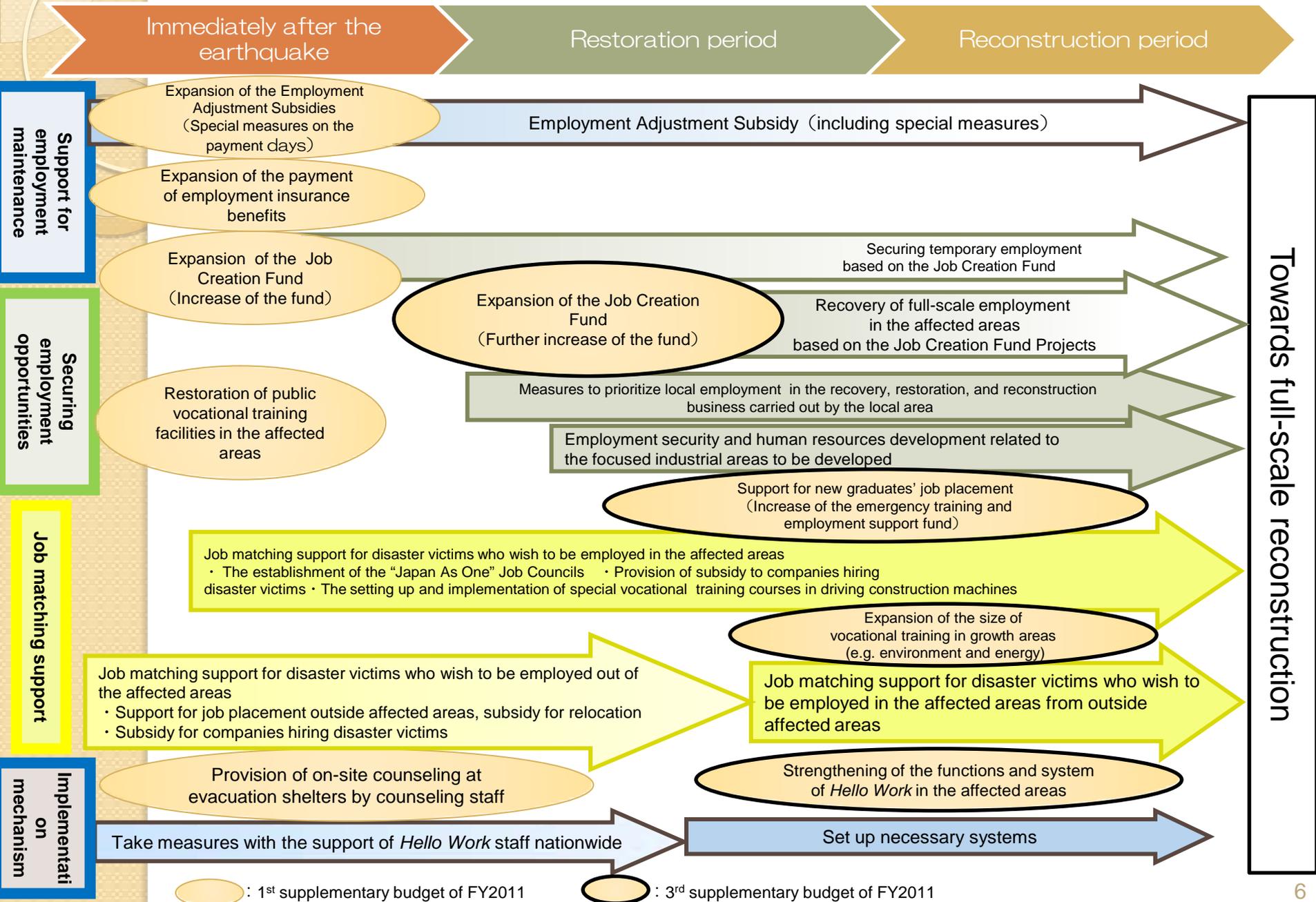
### ◎ Extension of the payment of employment insurance benefits

- 90-day extension implemented in the coastal areas of the affected 3 prefectures of Iwate, Miyagi, and Fukushima

**Employment created and supported for about 580,000 people in Phase 3**

**A total of 6.1 trillion yen (Jobs created for about 500,000 people and employment supported for about 70,000 people.)**

# Image and timeline of employment support



# Safety and Health Measures for the Recovery and Reconstruction Work following the Great East Japan Earthquake

○ Various measures are being taken in order to prevent industrial accidents and reduce the impact of hazardous materials, such as asbestos, on health during the disposal of a massive amount of rubble and recovery and reconstruction work.

## Patrolling the Affected Areas

- Starting in April 2011, the Ministry of Health, Labour and Welfare, Labour Bureaus, and Labour Standards Inspection Offices, are conducting, on a continuous basis, safety and health patrols of the affected areas where rubble is disposed, to give instructions on the use of protectors, such as anti-dust masks, safe working methods, and the full enforcement of preventative measures against heat stroke in the summer.
- In Iwate Prefecture (Miyako, Kamaishi, and Rikuzentakata), Miyagi Prefecture (Kesenuma, Onagawa, Ishinomaki, and Sendai), and Fukushima Prefecture (Iwaki), group guidance is given on the following points to companies subcontracted to dispose of rubble: ① the full implementation of safety and health education and ② the provision of an instruction on the full enforcement of the usage of anti-dust masks and demonstrations on how to wear them.

## Prevention of Exposure to Asbestos

- In order to prevent asbestos from being released from rubble and health effects during the recovery and reconstruction work in the affected areas, the following measures are being implemented:
  - Free distribution of anti-dust masks by the Labour Standards Inspection Offices
  - Distribution of leaflets on how to properly wear those masks
  - Demonstration of how to wear the masks by expert advisers
  - Implementation of safety and health patrols at the sites of rubble disposal
  - Measurement of airborne asbestos concentration at sites where buildings are demolished
  - Strengthening of measures against ship scrapping (insulating working places and using powered masks)

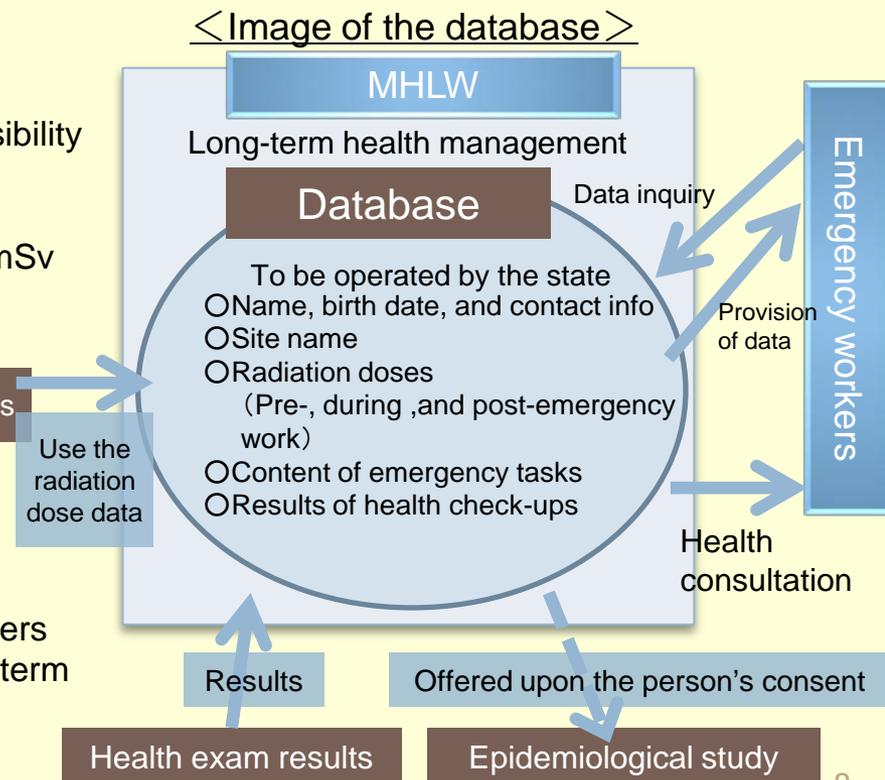
# Response to the Accident at TEPCO Fukushima Daiichi Nuclear Power Plant

## —Health Measures for Reconstruction Workers—

- The government is taking all possible means to manage the health of personnel working on the restoration of TEPCO Fukushima Daiichi Nuclear Power Plant under a difficult environment where a risk of radiation exposure exists.
- ※ The upper radiation exposure dose limit established for the present emergency work was raised to 250 mSv (normally 100 mSv) from the standpoint of the impact on health (March 14). As the situation subsequently returned to normal, the limit has been lowered to 100 mSv for new emergency workers except in cases when they need to respond to emergency situations, such as trouble at the water injection facilities for cooling nuclear reactors (November 1).

### Measures taken by the Ministry of Health, Labour and Welfare for the health of nuclear power plant workers

- Instructions given to TEPCO
  - To immediately implement the measurement and assessment of external and internal exposure doses of workers
  - To submit “task reports” on tasks in which workers have the possibility to be exposed to radiation of 1 mSv or more per day
  - To remove workers whose radiation level exceed 200mSv from emergency work and to prevent those with radiation levels of 100mSv or more from being further exposed for the next 5 years
  - To support the dispatch of medical teams and place doctors on a 24-hour schedule in cooperation with the Ministry of Education, Culture, Sports, Science and Technology
  - To advise taking corrective measures and giving strict instructions in cases that violate the Industrial Safety Act
- Long-term health management, including after the nuclear power plant workers leave jobs
  - A database is constructed to track the radiation doses of all workers involved in emergency work for the long term and implement long-term health management



# Significance of Putting Together Lessons Learned

- The employment policy at the time of natural disasters should be implemented as soon as possible. But the importance of employment policy is often overlooked. Moreover, it cannot be said that most governments have paid sufficient attention to the employment measures concerning natural disaster response in the region.
- In order to implement measures in a smooth and effective manner, it is deemed necessary to gather broad experience and know-how on employment services, job creation, vocational training, etc.
- It is the responsibility of the Japanese Government to announce the importance of employment and labour policy at the time of natural disasters, by providing know-how and experience.
- Compiling Lessons Learned from policies taken in the Asia and the Pacific region could produce a very useful document for the States and ILO.
- The 15<sup>th</sup> ILO Asia and the Pacific Regional Meeting is the best occasion to compile and disseminate such lessons learned.