

Reinforcement of housing safety net functions

1. Outline of Studies and Activities

1.1 Strengthening the housing safety net (SN) function in normal times

Event	Subject	Research	Reflection of results
<p>Increase in public housing stock entering the renewal period</p> <p>June 2006 Enactment of Basic Act for Housing</p> <p>Increase in the number of people requiring consideration for securing housing</p> <p>Increase in vacant houses in private housing, etc.</p> <p>April 2017 Revision of the Housing Safety Net Act</p>	<p>■ It is impossible to rebuild all of the public housing stock that is entering the renewal period</p> <p>■ The “Comprehensive Utilization Plan for Public Housing Stock” system was established, but the following issues remain:</p> <ol style="list-style-type: none"> 1. Appropriate estimation methods for public housing requirements have not been established 2. A method for comprehensively evaluating stock performance and determining utilization methods has not yet been established <p>■ While it is difficult to expand the amount of public housing, the number of vacant houses in private housing is increasing</p> <p>■ Accurate supply of public housing and effective use of private housing are necessary, but the following issues remain:</p> <ol style="list-style-type: none"> 1. Medium- to long-term estimation method for those requiring consideration for securing housing has not been established. 2. Methods for long-term management planning for public housing stock based on demand and role sharing with the private sector have not been established. 3. There are no standards for using private housing as housing SN. 	<p>Goal: Accurate management of public housing stock</p> <p>■ Comprehensive Project on Social Stock (2002-2004) [Management technology for public housing stock]</p> <ol style="list-style-type: none"> 1 Method for estimating the required amount of public housing at the planning target point 2① Evaluation criteria for basic performance of existing public housing 2② Method for setting the target maintenance level for the entire stock 2③ Method for determining the utilization method of each residential building in each housing complex <p>Goal: Strengthen housing safety net functions in conjunction with the utilization of private housing</p> <p>■ Comprehensive Project on Safe Residence (2015-2017) [Strengthening SN in conjunction with the utilization of private sector stock]</p> <ol style="list-style-type: none"> 1 Method for estimating the number of households requiring consideration to secure housing from a medium- to long-term perspective 2① Leveling of project volume, such as reconstruction and abolition of public housing stock 2② Method for formulating a long-term utilization plan for public housing stock in conjunction with the utilization of private housing 3 Proposed living standards, etc. to be secured when utilizing the private housing stock as SN housing 	<p>[Program development]</p> <p>○ Support program for setting the target amount of public housing supply related to the formulation of basic housing plans (prefectural plans)</p> <p>[Reflection in guidelines, etc.]</p> <p>○ Guidelines for formulating plans to extend the lifespan of public housing, etc. (March 2009)</p> <p>[Program development]</p> <p>◎ Estimated number of households requiring consideration to secure housing PG</p> <p>[Reflection in guidelines, etc.]</p> <p>○ Guidelines for formulating plans to extend the lifespan of public housing, etc. (Revised) (August 2016)</p> <p>[Reflection in notification standards]</p> <p>○ Registration standards for shared rental housing that does not deny housing to people who require special consideration (public notice standards)</p>

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1.2 Supporting housing reconstruction in times of disaster and speeding up the supply of temporary housing and reconstruction housing

Event	Subject	Technical Support ■ Research	Reflection of results
<p>March 2011 Great East Japan Earthquake</p> <p>April 2016 Kumamoto Earthquake</p> <p>July 2018 Heavy Rain in Western Japan</p> <p>Prolonging the supply of disaster public housing during large-scale disasters</p>	<p>■ Occurrence of a large number of victims (elderly people who have difficulty rebuilding their homes on their own) due to large-scale disasters over a wide area</p> <p>■ Many local governments are small or medium sized, and there is a lack of staff know-how and manpower related to the supply (construction) of disaster public housing</p> <p>■ In the event of a large-scale disaster, it is necessary to quickly supply temporary housing and disaster public housing by utilizing stock, but the following issues remain:</p> <ol style="list-style-type: none"> 1. There is a strong need to use disaster-affected housing as rental temporary housing (repair type), but the judgment criteria have not been established 2. Judgment criteria for supplying stock as leased disaster public housing have not been established 	<p>Facilitation of housing recovery</p> <p>Technical support for facilitating the supply of public housing for disaster victims (since 2011)</p> <p>Direct support for the provision of disaster public housing in disaster-affected municipalities</p> <ol style="list-style-type: none"> 1 Understanding the intentions of disaster victims regarding housing reconstruction and setting the target amount of public housing for disaster victims 2 Selection of sites for provision of disaster public housing, preparation of basic plans, etc. <p>■ Research on housing reconstruction for nuclear power plant accident evacuees (2011-)</p> <ol style="list-style-type: none"> 1 Consideration of the required amount of disaster public housing for Fukushima Prefecture nuclear power plant evacuees 2 Consideration of cooperative measures between housing reconstruction and welfare (living support, etc.) <p>Acceleration of housing recovery</p> <p>■ PRISM (2018-2020) Early preparation of temporary and reconstruction housing</p> <ol style="list-style-type: none"> 1 Draft criteria for determining continuity of use by renovating damaged buildings while living in them 2 Draft selection criteria for stock-type rental reconstruction housing (disaster public housing) 	

1.1 Strengthening housing safety net functions during normal times

(1) Research on management technology for public housing stock (2002-2004)

[Background/Issues] Due to the financial difficulty in rebuilding all of the large stock of public housing that is reaching the point of renewal, a comprehensive improvement project based on the “Comprehensive Utilization Plan for Public Housing Stock” was established, but the following issues remain: i) In determining how to utilize the stock, an appropriate method for estimating the required amount of public housing stock has not yet been established; ii) A method for comprehensively evaluating the performance of the stock and determining how to utilize it (other than through comprehensive improvement projects) has not yet been established.

[Research Outline and Results Implementation] We conducted research in response to the above-mentioned issues in order to achieve appropriate management of the public housing stock. The results were reflected in the “Guidelines for Formulating Plans to Extend the Lifespan of Public Housing, etc.” (March 2009, Housing General Development Division, Housing Bureau, Ministry of Land, Infrastructure, Transport and Tourism (MLIT)).

(2) Research on strengthening housing safety net functions in conjunction with private sector stock utilization (2015-2017)

[Background/Issues] With the increasing number of low-income earners, elderly people, and others who require special consideration to secure housing, it is difficult to quantitatively expand public housing, which has played a central role in the housing safety net (hereinafter also referred to as “SN”). On the other hand, the number of vacant private rental houses and other properties is consistently on the rise. For this reason, it is necessary to strengthen the housing SN function through the integration of appropriate management of public housing stock and effective utilization of private stock, but the following challenges remain: i) A method for estimating the number of people who need consideration for securing housing over the medium to long term has not been established; ii) A management method for public housing stock that takes into account the division of roles with private rental housing, etc. has not been established; and iii) A method for converting private stock (vacant houses) into housing. There are no standards for use as housing that supports safety nets (SN).

[Research Outline and Results Implementation] In order to strengthen the residential SN function, we conducted research that addressed the above issues. The results are based on the “Guidelines for Formulating Plans to Extend the Lifespan of Public Housing (Revised)” (August 2016, Housing General Development Division, Housing Bureau, MLIT) and the “Revised Housing Safety Net Act” (April 2017). This has been reflected in the registration standards (notification standards) for shared housing, which does not deny housing to people who require special consideration.

1.2 Support for housing reconstruction in the event of a disaster and speeding up the supply of temporary housing and reconstruction housing

(3) Technical assistance and related research for facilitating the supply of public disaster housing (2011-2018)

[Background/Issues] In the Great East Japan Earthquake, Kumamoto Earthquake, and West Japan Torrential Rain Disaster, it was necessary to supply a large amount of disaster public housing for victims who had difficulty recovering their houses on their own. However, most of the affected municipalities were small to medium sized, and lacked staff know-how and manpower related to the construction of disaster public housing.

[Summary] Conducting a survey under the direct control of the national government, we directly supported the initial response to the supply of public disaster housing in the affected municipalities. Support was provided to ascertain the intentions of disaster victims regarding housing reconstruction, set targets for the supply of disaster public housing, select sites for the

supply of disaster public housing, and create basic plans. In addition, related research was conducted in conjunction with technical assistance.

(4) Research on early preparation of temporary and reconstruction housing (2018-2020)

[Background/Issues] In the event of an unprecedented large-scale disaster such as an earthquake directly under the Tokyo metropolitan area or an earthquake in the Nankai Trough, new utilization of the huge stock of vacant houses is necessary to realize early stabilization of housing for disaster victims while reducing the cost of countermeasures. However, the following issues need to be addressed: i) There is a high need to promptly repair and renovate damaged buildings (minor damage, small-scale damage, etc.) and continue using them as rented temporary housing (repaired type), but the criteria have not yet been established; and ii) The criteria for supplying the stock as rented disaster public housing have not yet been established.

[Research Outline and Results Implementation] A study was conducted to address the above issues for the early preparation of temporary/reconstruction housing in the event of a large-scale disaster. The results will be compiled in a standard for stock utilization-type rented disaster public housing, etc., and disseminated to local governments in cooperation with MLIT (Housing Bureau).

2. Main Research Results

2.1 Reinforcement of housing safety net functions during normal times

(1) Research on management technology for public housing stock

A methodology was developed to enhance the planning content of the existing “Comprehensive Utilization Plan for Public Housing Stock” for appropriate management of the public housing stock (Figure-1). The research results were reflected in the “Guidelines for Formulation of Longevity Plans for Public Housing” (March 2009, Housing Comprehensive Improvement Division, Housing Bureau, MLIT) from the following perspectives.

- ① Introduction of a mechanism for estimating the demand for public housing at the target (end) of the plan that takes into account the entire rental market.
- ② Establishment of a system to evaluate the performance of all stock and determine its optimum utilization.
- ③ Establishment of a policy for the development of apartment complexes from a regional perspective, including the demand and linkage with community development, and the introduction of a system to determine how to utilize each residential building based on this policy.

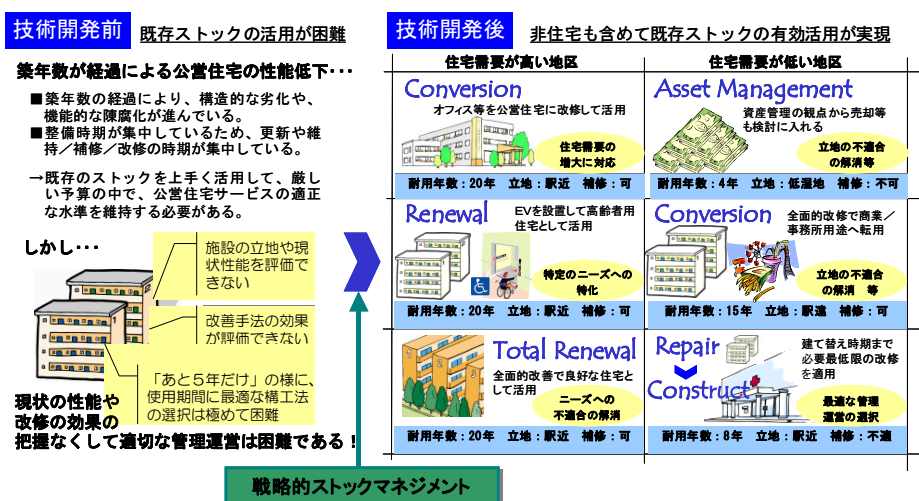


Figure-1 Effects of technological development on the optimum utilization of public housing stock

(2) Research on strengthening housing SN functions in conjunction with private stock utilization

In order to strengthen the housing SN function by linking the use of public housing and private housing, we conducted the following research and attempted to implement it in society.

- ① To grasp the demand that is the premise of the plan in the medium to long term, we developed a program for estimating the number of households requiring consideration for housing security as of every five years from 2015 to 2045 for all areas of local governments or at the regional level. The program was distributed to local governments through the Housing Bureau of the Ministry of Justice.
- ② From the perspective of reducing the rent burden on tenants, etc., we conducted a study on the living standards that should be ensured when private stock was used as “shared housing” (house size according to the resident capacity, exclusive living areas, etc.) (Table-1). The results were reflected in the registration (notification) standards for rental housing, which does not refuse housing to people who require special consideration, based on the “Revised Housing Safety Net Act.”
- ③ In order to realize management of the public housing stock from a long-term perspective, we compiled a planning method that stipulates the target service period for each housing complex and residential building and the long-term utilization policy (details and timing of implementation of reconstruction, abolition of use, planned repair, improvement, etc.) based on the local demand, housing location, housing performance, etc.
- ④ In addition, we organized and presented technical ideas for the creation of a housing safety net plan (a plan to promote the supply of rental housing for people requiring consideration for securing housing) through the integration of stock management of public housing (strategic utilization through reconstruction and improvement, rented public housing, etc.) and the utilization of vacant houses in private rental housing.

Table-1 Proposed occupancy levels for shared rental housing

	For single person	For single-parent households
Living area level	<p>•The living area level according to the number of residents is as follows: Living area level (m²) = 15 m² × A^{*1} + 10 m²</p> <p>*1 A: Maximum occupancy for single person</p>	<p>•The living area level according to the number of residents is as follows: Living area level (m²) = 22 m² × B^{*2} + 10 m²</p> <p>*2 B: Maximum occupancy for single-parent households</p>
Private room	•One room per person, 9 m ² or more (including storage)	•One room per household, 12 m ² or more (including storage)
Common areas	<p>•A kitchen, dining room, and living room (can also be used as a dining room) shall be set up.</p> <p>•A toilet, bathroom (shower room is acceptable), dressing room, and washroom shall be set up at one location for every five residents.</p>	<p>•A kitchen, dining room, living room (can also be used as a dining room), and study room shall be set up.</p> <p>•A toilet and washroom shall be set up for every three households, and a bathroom and changing room shall be set up for every four households.</p>

2.2 Support for housing reconstruction in the event of a disaster and speeding up the supply of temporary housing and reconstruction housing

(3) Technical support and related research for facilitating the supply of disaster public housing

In a survey conducted directly under MLIT to facilitate housing reconstruction in municipalities affected by the Great East Japan Earthquake, the Kumamoto Earthquake, and the 2018 West Japan Heavy Rains, technical support was provided in cooperation with the Building Research Institute (the Housing Research Department was mainly in charge of Fukushima Prefecture during the Great East Japan Earthquake and Hiroshima Prefecture during the heavy rains in western Japan). The content of support varied according to the needs of each affected municipality, but the following (1) and (2) were mainly implemented. Technical assistance enabled smooth and early preparation of disaster public housing (Photos 1 and 2).



Photo-1 Disaster public housing for evacuees from the nuclear power plant accident in the Great East Japan Earthquake, Aizuwakamatsu City, Fukushima Prefecture

- ① Grasping the intentions of disaster victims regarding housing reconstruction (preparation of survey sheets and analysis of survey results) and setting targets for the supply of disaster public housing based on these intentions.
- ② Evaluation of candidate sites for supplying disaster public housing, and preparation of volume studies and basic plans to determine the number of units that can be supplied at candidate sites.

In addition, when providing support for the supply of disaster public housing for Fukushima Prefecture's nuclear power plant evacuees, we conducted research on how to link housing and welfare, such as setting a framework for considering the amount of supply needed and providing living support to disaster public housing tenants.



Photo-2 Disaster public housing for victims of the Kumamoto earthquake (Uto City, Kumamoto Prefecture)

(4) Research on early preparation of temporary and reconstruction housing

In order to quickly prepare temporary and reconstruction housing in the event of an unprecedented large-scale disaster such as an earthquake directly under the Tokyo metropolitan area or a Nankai Trough earthquake, it is necessary to utilize existing stock, including buildings with minor or small-scale damage. To this end, ① a draft standard for judging the continuity of use of damaged buildings through renovation, etc. while living in them, and ② a draft standard for the development of stock-type rented reconstruction housing (disaster public housing) were prepared. We plan to disseminate this information to local governments in cooperation with the Housing Bureau of MLIT.

3. List of Related Reports and Technical Documents

- 1) “Development of Asset Management Technology for Housing, Infrastructure and Building Stocks,” NILIM Project Research Report No. 4, January 2006
- 2) “Development of Strategic Management Technology for Rental Housing and Residential Functions Supporting Regional Habitation,” NILIM Project Research Report No. 62, January 2019
- 3) “Proposal for housing standard of shared houses utilizing existing housing stock,” NILIM Research Report No. 61, December 2018
- 4) “Study on Plan for Facilitating Provision of Publicly Operated Housing after the Great East Japan Earthquake – Cases Examples of Basic Plan for Publicly Operated Housing,” NILIM Technical Note No. 846, April 2015
- 5) “Study on Plan for Facilitating Provision of Publicly Operated Housing after the Great East Japan Earthquake – Study on Measures to Grasp Wishes for Publicly Operated Housing,” NILIM Technical Note No. 946, December 2016

4. Future Outlook

The number of single elderly persons is expected to increase, the income outlook for young and child-rearing households is uncertain, and the number of low-income single-parent households and young adults is expected to progress. In addition, due to the economic impact of Covid-19, some people have emerged who are in danger of losing their housing due to layoffs and employment adjustments, etc. There are concerns that if the impact is further prolonged, the number of people in danger of losing their housing will increase. In order to strengthen the housing safety net function, it is necessary to improve the method of identifying and estimating the number of people in need of housing security, practice more appropriate management of the public housing stock, and continue to conduct research to promote the supply of private rental housing that does not refuse to accommodate people in need of housing security (increase the number of registered units).