The long-term implications of compensation schemes for community rehabilitation: The Kusaki and Sameura dam projects in Japan

“Livelihoo Rehabilitation of Involuntarily Resettled People by Dam Construction Projects: Cases in Asia
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Kyoko Matsumoto, Yu Mizuno, Erika Onagi
Department of International Studies, Graduate School of Frontier Sciences, University of Tokyo, Japan
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◆ Objective
◆ Compensation policies and systems of resettlement in Japan
◆ Case Studies: Kusaki Dam and Sameura Dam projects
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Background

✓ In Japan, a number of dam projects were undertaken during the reconstruction and economic development that took place after World War II.

✓ After the war and until the early 1960s there was no general rule or standard for providing compensation for submerged properties.

✓ The developing countries face a very similar socio-economic environment to Japan in the 1970s, and there are number of emerging problems in involuntarily resettlement.

✓ The full effects of the involuntary resettlement associated with these projects often spanned several decades

✓ Few studies have examined the long-term consequences of the resettlement.
Objectives

✓ To provide direction for the implementation of effective compensation schemes for infrastructural development in developing countries.

✓ This study focuses on **how the compensation schemes have influenced community rehabilitation and individual lives over a long period of time.**
### Japanese compensation policies (1)

<table>
<thead>
<tr>
<th>Year</th>
<th>The Guidelines on Standard for Compensation Losses Associated with the Acquisition of Land for Public Purposes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1962</td>
<td>to stipulate principles of compensation for loss of land and property in financial terms only.</td>
</tr>
<tr>
<td></td>
<td><em>The Memorandum on the Implementation of the Guidelines on Standards for Compensation for Losses Associated with the Acquisition of Land for Public Purposes</em></td>
</tr>
<tr>
<td></td>
<td>➔ Only Property rights were subject to compensation, BUT there was a provision for restoration of livelihoods, job placement or guidance where required.</td>
</tr>
</tbody>
</table>
Japanese compensation policies (2)

1967

*The Guidelines on Standards for Public Compensation Associated with the Implementation of Public Works Projects*

→ The loss of public facilities including schools, public offices, railroads were compensated.
Japanese compensation policies (3)

<table>
<thead>
<tr>
<th>Year</th>
<th>Law/measure</th>
</tr>
</thead>
</table>
| 1972 | *The Law Concerning Special Measures on Biwako Integrated Development Project*  
→ Upper municipalities bear the expenses of downstream municipalities. |
| 1973 | *The Law Concerning Special Measures in Water Resources Areas*  
→ improvement of welfare and stability of livelihoods in the affected area. |
| 2001 | *Revised Land Expropriation Law*  
→ mandatory for livelihood restoration for resettled individuals in any area of public works. |

The level of compensation for livelihood rehabilitation has been gradually reshaped and resolved the increasing conflicts between developers and resettled individuals.
Case 1: Kusaki dam
Case 1: Kusaki dam (Azuma village)

Resource: Ministry of Land, Infrastructure, Transport and Tourism
Case 1: Kusaki Dam

- 1st multi-purpose dam constructed on the Watarase River (Built in 1976).
- Resettled Households: 221,
- Affected community: Azuma
- Main industry: Stone cutters, forestry
## Resettlement Negotiation (1)

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1958</td>
<td>The pilot investigation for the dam construction by Ministry of Construction was began.</td>
</tr>
<tr>
<td>1963</td>
<td><em>The affected community increasingly raised protests against the dam construction.</em></td>
</tr>
</tbody>
</table>

- The Alliance for Construction Resistance was established.
- Committee for the dam construction by Azuma village was formed as a focal point for the Water Resources Development Public Corporation.
- Special Committee for dam construction by Village Assembly was formed to study the issues related to dam construction and to implement provisions.
Resettlement Negotiation (2)

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1965</td>
<td>Village changed their attitude <em>from completely opposed to opposed with conditions</em></td>
</tr>
<tr>
<td>1968</td>
<td>The investigation of land boundaries was began.</td>
</tr>
<tr>
<td>1970</td>
<td>Proposed the standards for individual compensation</td>
</tr>
</tbody>
</table>
| 1971 | • Concluded the agreement on the individual compensation  
    • Began negotiation for public compensation and concluded the public compensation. |
Compensation Schemes

◆ **The Alliance for Construction Resistance played a key role in the negotiation.**
  - to input into the preconstruction aspects of project (e.g. field visits, study provisions for rehabilitation)
  - to set up the minimum target for the negotiation, especially compensation pertained to the weak.
     → gradually identify their requests and consolidate their target for compensation

◆ **Public compensation was settled first before the individual compensation**

◆ **Non-financial and financial compensations** were conducted (e.g. the land grant from the government, provision of alternative transportation)
Case 2: Sameura dam

Sameura (Okawa/Kochi)
Case 2: Sameura dam

Resource: Sameura dam user’s council
Case 2: Sameura dam

- Built in 1973 as a part of water resource development plans for the Yoshino River,
- Affected community: Okawa village, Tosa and Motoyama town
  (Okawa was most significantly affected by the project)
- Resettled Households: 352
- Main industry: mining, forestry
## Resettlement Negotiation

<table>
<thead>
<tr>
<th>Year</th>
<th>Events</th>
</tr>
</thead>
</table>
| 1962 | • The villagers from Okawa and Tosa jointly passed a resolution in opposition to the dam construction and established the Alliance for Construction Resistance.  
• Okawa village constructed a new public office within the dam site as a symbol of protest. |
| 1964 ~ 65 | Tosa and Motoyama agreed the on-site investigation  
**Repeated requests to halt construction by Okawa village** |
| 1966 | • Okawa village finally agreed to inquiry about dam construction.  
• Okawa dam committee and dam owners started discussion about the standard of compensation. |
| 1967 | **Individual compensation was concluded.** |
| 1968 | Okawa village finally agreed to public compensation. |
Compensation schemes

◆ Cash compensation equivalent to the material loss was paid.

◆ Individual compensation was finalized before the negotiation for the public compensation.
# Compensation schemes

<table>
<thead>
<tr>
<th>Kusaki dam (Azuma village)</th>
<th>Sameura dam (Okawa village)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public compensation</strong></td>
<td><strong>Public compensation</strong></td>
</tr>
<tr>
<td>Village managed housing</td>
<td>Roads</td>
</tr>
<tr>
<td>Forestry roads</td>
<td>Pool facility</td>
</tr>
<tr>
<td>Alternative housing land</td>
<td>Communication facilities</td>
</tr>
<tr>
<td>Public construction</td>
<td>Public construction</td>
</tr>
<tr>
<td>Pool and public facilities</td>
<td>Alternative housing land</td>
</tr>
<tr>
<td>Village bus</td>
<td>Financial support</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Individual compensation</strong></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Financial compensation on properties</td>
<td>Financial compensation on properties</td>
</tr>
<tr>
<td>Financial supports for driving licenses</td>
<td></td>
</tr>
<tr>
<td>National forests offered to stone cutters for stone exploitation</td>
<td></td>
</tr>
</tbody>
</table>

- Non-financial and financial compensation were conducted in Kusaki dam.

Yu, Mizuno (2012)
<table>
<thead>
<tr>
<th></th>
<th>Kusaki (Azuma village)</th>
<th>Sameura (Okawa village)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1965 Dec. 24th</td>
<td>People in Azuma change its attitude from opposition to agreement with conditions.</td>
<td>Okawa accepted developer's entry to investigate lands.</td>
</tr>
<tr>
<td>1966 Mar. 6th</td>
<td></td>
<td>Okawa dam committee and dam owners started discussion about the standard of compensation.</td>
</tr>
<tr>
<td>1967 July 17th</td>
<td></td>
<td>Dam owners obtained acceptance to build a dam from villages and prefectures.</td>
</tr>
<tr>
<td>1967 Aug. 7th</td>
<td></td>
<td></td>
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<tr>
<td>1967 Oct. 27th</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1968 Jul. 19th</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1969 July 7th</td>
<td></td>
<td></td>
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<tr>
<td>1971 Feb. 15th</td>
<td></td>
<td></td>
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<tr>
<td>1971 June 1st</td>
<td></td>
<td></td>
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<tr>
<td>1971 June 16th</td>
<td></td>
<td></td>
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<tr>
<td>1971 Sep. 10th</td>
<td></td>
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</tr>
</tbody>
</table>

**New village plan and public compensation**

**Public and Individual compensation**

**Individual compensation**

**New village plan Public compensation**

Resources: 草木ダム被害者連合対策委員会 (1973), 水資源開発公団 (1979)
Lessons Learned (1)

To mitigate/avoid negative impacts on community rehabilitation and individual lives over a long period of time;

1. It is important to show the best available and applied flexible compensation measures for livelihood rehabilitation in advance.

2. It is important to include a safety net for the weak to reduce the emotional strain on the resettled individual and to contribute to community preservation.
Lessons Learned (2)

3. It is important to conduct the public/individual negotiation for compensation through transparent structural negotiation units in timely manner. (e.g. negotiation of individual compensation that took place prior to determining the public compensation package)

4. It is best to communicate the livelihood rehabilitation measures in the early stages of planning and to prepare the redevelopment plan in the area.
Lessons Learned (3)

5. It is important to have open discussion between developers and affected people/community and to learn from other dam projects throughout the negotiation.

( Kusaki case: The villagers gradually saw the resettlement and dam construction as a “new opportunity“ for development in the area)
Future Study

✓ A plan to carry out to examine the long-term effect on resettled individuals who move to new towns and cities.

Since those who move to cities are often forced to convert to a new job. These resettled individuals may have different perspectives when it comes to compensation measures compared to those who remain near their original village.
References (1)

- Government of Japan (1951b). Tone Tokutei Chiiki Sougou Kaihatsu Keikaku [Comprehensive Development Plan at Tone Specific Area]. Tokyo, Japan.
- Government of Japan (1962b). Memorandum on the implementation of the guidelines on standards for compensation for Losses Associated with the acquisition of land for public purposes [Koukyou Youchi no Shutoku tomonau Sonshitsu Hoshou Kijun Youkou no Shikou ni tsuite]. Tokyo, Japan.
References(2)

References (3)

Thank you!

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