

What urban vision should we have for Tokyo when reconstructing after a natural disaster?

Urban Reconstruction Principles, Goals and Basic Policies

If an earthquake hits directly the capital...

If a natural disaster or the like causes damage...

This summarizes the forms Tokyo's urban reconstruction will take a following disaster.



The urban reconstruction principles, goals and basic policies mentioned in this document will be used to implement programs and refine its reconstruction guidelines and plans when Tokyo suffers damage from natural disaster—such as an earthquake, torrential rain, a windstorm or volcanic eruption—or the like.

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Introduction

The Tokyo Metropolitan Government created its *Grand Design for Earthquake Disaster Reconstruction*¹ in May 2001. This document explains the government’s reconstruction principles, goals and basic policies in case of a disaster such as earthquake directly hitting the capital as part of the preparations for prompt, systematic urban reconstruction². It also provides information about the administration’s post-disaster urban development guidelines to Tokyo residents.

Learning from the lessons of catastrophe that have occurred since 2001 around the country and obtaining suggestions from Tokyo residents and academic experts, the metropolitan government has compiled new urban reconstruction principles, goals and basic policies³.

These basic policies mentioned in this document will be used to implement programs and refine its reconstruction guidelines and plans when Tokyo suffers damage from natural disaster—such as an earthquake, torrential rain, a windstorm or volcanic eruption—or the like.

¹ Predicting the potential damage from a disaster such as earthquake directly hitting the capital, the metropolitan government created preliminary reconstruction principles, goals and basic policies—as well as wide-area infrastructure and urban development plans and realization of strategies—that will be drawn up following a disaster.

² The reconstruction measures section of the metropolitan government’s March 2016 *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual* for government employees provides information about reconstruction procedures and implementation systems in the wake of a disaster such as an earthquake directly hitting the capital, and provides the following definitions:

- “Urban reconstruction” refers to measures devised to produce urban spaces endowed with new values and qualities that exceed the previously existing standards.
- “Restoration” means restoration to nearly the same condition as before.

³ Reconstruction in four areas—the urban, housing, livelihoods, and industry—is described in the *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual*, and these basic policies apply to urban reconstruction from among those areas.



1

Urban reconstruction principles

- A safe and relaxing city
- A city selected by people around the world
- A city that achieves sustainable development
- A city of mutual aid and cooperation

Reconstruction must be tackled promptly and systematically to ensure that diverse kinds of people can lead rich, secure, fulfilling lives, and play an active part and take on challenges. At the same time, it must make it possible for the Tokyo area—one of the world’s leading metropolises—and Tokyo, its nucleus, to continue flourishing as a city.

With that in mind, we will approach reconstruction based on the idea of becoming the kind of city described below.

1-1 | A safe and relaxing city

We will construct earthquake-resistant buildings, giving priority to disaster-affected areas. In addition, we will improve such things as roads and rivers, especially to secure and effectively use open spaces such as parks that both enrich the community and serve as centers for disaster prevention activities when one occurs.

Moreover, we will find ways to create energy infrastructure needed to ensure stable energy supply and business continuity. By building resilient urban facilities and structures, we will create a safe and relaxing city that is free of the threat and destruction of disasters.



Areas with close-set wooden houses have been eliminated in attractive, urban residential areas.

Source: Tokyo Metropolitan Government’s September 2017 *Grand Design for Urban Development*⁴

⁴ This publication describes an administrative plan that lays out the urban vision Tokyo should pursue, and basic policies and concrete measures for urban development towards its realization in September 2017.

1-2 | A city selected by people around the world

During the course of Tokyo's reconstruction, we will maximize our use of the robust infrastructure stock, and concentrate sophisticated urban functions in our safe and relaxing city further extending it to promote the active exchange of people, goods and information globally. Tokyo is aiming to become a city of choice for the people from whole world by enhancing the brand power of Tokyo where new values are constantly created.



Young foreign students and researchers gather to create innovations in the Tama area.

Source: Tokyo Metropolitan Government's *Grand Design for Urban Development*^{4 (p.5)}



Central part of the ward area with a high-quality living environment

Source: Tokyo Metropolitan Government's *Grand Design for Urban Development*^{4 (p.5)}

1-3 | A city that achieves sustainable development

In addition to employing cutting-edge technology to reconstruct Tokyo, we will adopt long-term perspectives to carry out urban development, incorporating the concept of eco-friendliness (Environment), contribution to society (Social), city management (Governance), so-called “ESG⁵”. At the same time, we will protect greenery, protect communities and protect people, and enhance the unique appeal of Tokyo. In this way we will endeavor to achieve sustainable urban development in Tokyo.



Central part of the ward area where a network of beautiful seasonal greenery and water is built in a rich environment

Source: Tokyo Metropolitan Government's *Grand Design for Urban Development*^{4 (p.5)}



On Tokyo's islands, many people enjoy local “treasures” that have been refined.

Source: Tokyo Metropolitan Government's *Grand Design for Urban Development*^{4 (p.5)}

⁵ Refer to the column “Towards Achieving Sustainable Urban Development — ESG and SDGs —” in part 2 of the glossary in section 3 of the reference notes (p. 23 of this publication).

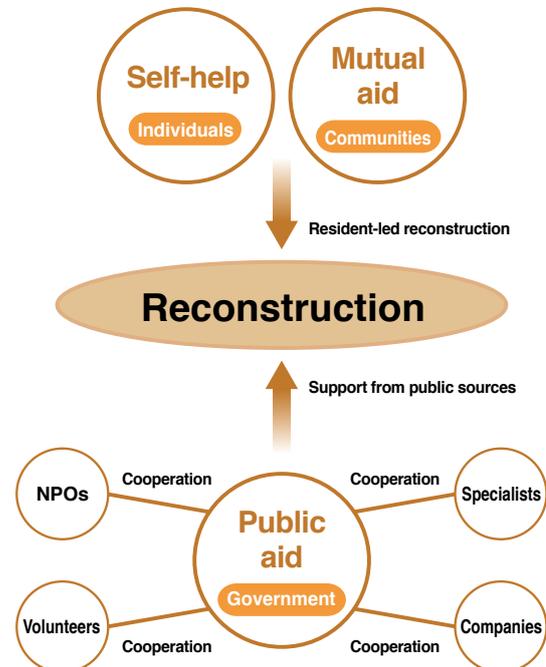
1-4 | A city of mutual aid and cooperation

Through community reconstruction⁶ efforts in which the disaster victims help each other out and greater community solidarity created through the urban reconstruction process, we will create schemes that tie in with overall urban reconstruction.

We will carry out these efforts by cooperating self-help, mutual aid, and public aid, and strive to make Tokyo a city in which every person shines.

We will also cooperate with the national government and the governments of wards, municipalities and neighboring prefectures to carry out reconstruction that takes the entire Tokyo area into consideration.

Resident-led reconstruction and support provided through public aid



Source: Reconstruction process section of the March 2016 *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual*



⁶ The reconstruction process section of the March 2016 *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual* for Tokyo residents proposes cooperative community reconstruction involving cooperation among numerous Tokyo residents and organizations. The manual describes the reconstruction procedures and implementation systems that should be formulated in the wake of a disaster such as an earthquake directly hitting the capital.

2

Urban reconstruction goals

Realizing a highly developed mature city that is relaxing and full of vitality and free of the threat and destruction of disasters

This is the goal we aspire to based on our urban reconstruction principles.

“Free of the threat and destruction of disasters” refers to our resolve to create the city anew in a way that minimizes future damage, even if Tokyo is again hit by a natural disaster—such as an earthquake, torrential rains, windstorm or volcanic eruption—or the like.

Additionally, “a highly developed mature city that is relaxing full of vitality” refers to the urban development goals in the *Grand Design for Urban Development*.

This goal reflects our resolve to achieve greater growth as Japan’s leading city, as well as one of the leading cities of the world—an advanced metropolis that appeals to people the world over and is full of hope and vitality—so that Tokyo continues to develop sustainably.



Central part of the ward area where international business activities are taking place

Source: Tokyo Metropolitan Government’s *Grand Design for Urban Development*⁴ (p.5)

3

Basic urban reconstruction policies

- Areas targeted for urban reconstruction
- Urban reconstruction policies
- Cooperating on reconstruction in other sectors
- Cooperating urban reconstruction among diverse constituents
- Urban reconstruction period

We will use the following basic policies to strengthen Tokyo through urban reconstruction while maintaining its urban functions to ensure that government and economic activities—as well as the activities of society as a whole—are not halted when natural disasters such as earthquakes, torrential rain, windstorms and volcanic eruptions or the like occur.

3-1 | Areas targeted for urban reconstruction

The number one goal of urban reconstruction is to recover from the damage, so our main focus will be on disaster-affected areas.

However, there may be cases in which we pursue new urban development even when the damage from a disaster is slight. In some instances, we may also need to review community development in relation to adjacent reconstruction projects, even in an area where no damage occurred. Further, we also need to consider urban development from a wide perspective, such as building a network of urban facilities that needs to cover wide areas, or preventing disorderly urbanization. With these things in mind, we will also consider urban development methods that encompass the Tokyo area.

Areas targeted for urban reconstruction will basically be those that natural disasters or the like have damaged



① Realizing the urban vision outlined in the *Grand Design for Urban Development*^{4 (p.5)}

We will strive to realize the urban vision outlined in the *Grand Design for Urban Development*^{4 (p.5)}, not only in ordinary times but also during the reconstruction process after a disaster. We will also endeavor to realize the *Policy for Improvement, Development and Preservation of City Planning Areas (Master Plan for City Planning Areas)*⁷.

While doing so, we will bear in mind future population numbers and other projections, as well as land use guidelines, as described in the *Grand Design for Urban Development*^{4 (p.5)}.



② Making the city even more strong by flexibly revising plans

Massive earthquakes and the tsunami that accompany them—as well as sediment disasters and flood damages that accompany torrential rains—have caused serious damage in Japan in recent years, including the destruction of buildings. And according to the metropolitan government's *Damage Estimates in Tokyo due to an Earthquake directly hitting Tokyo* (published on April 18, 2012), will cause fires to break out in areas of close-set wooden houses. This will burn down buildings and cause substantial damage.

We are working on a long-term and systematic plan and promote various disaster-prevention urban development that can respond precisely to disasters that cause massive damage, including an earthquake directly hitting the capital and large-scale flood damage.

Meanwhile, there are concerns that the same level of damage may occur after a future disaster if we only achieve the current *Master Plan for City Planning Areas*⁷. In such instances, we will undertake reviews that also consider future population numbers and other projections—as well as revised land use guidelines—while pursuing the urban vision described in the *Grand Design for Urban Development*^{4 (p.5)}, and revise the *Master Plan for City Planning Areas*.

During the course of those reviews, we will aim for even greater resiliency by studying responses to the various natural disasters that might occur in relevant areas. That includes floods that occur individually as well as compound disasters such as flood damage that occurs when a typhoon overlaps with an earthquake.

⁷ In accordance with Article 6, paragraph 2 of the City Planning Act, this is the basic urban planning policy that prefectures specify from a cross-jurisdictional standpoint. The December 2014 decision is the most recent, but we are now considering revisions based on the *Grand Design for Urban Development*^{4 (p.5)}. Please refer to part 1 about city planning areas in the glossary in section 3 of the reference notes (p. 22 of this publication).

**Urban development
in ordinary times**

① Urban Vision That Tokyo Should Pursue in the 2040s

*Grand Design for Urban Development*⁴ (p.5)



Working to realize the urban
vision we should pursue

② Basic Policies for City Planning (master plan)

*Master Plan for City Planning Areas*⁷ (p.11) (Tokyo Metropolitan Government)

*Master Plan for City Planning (municipalities)*⁸ (p.13)



Bearing basic policies in mind

③ Specific urban planning

④ Various types of urban development plans



Working to realize the plans

⑤ Urban development project, regulations and induction

Construction related to roads, eliminating utility poles, parks,
rivers, waterworks and sewers

**Realizing the
Urban Vision That
Tokyo Should
Pursue**

**Reconstruction and urban development
after a disaster occurs**

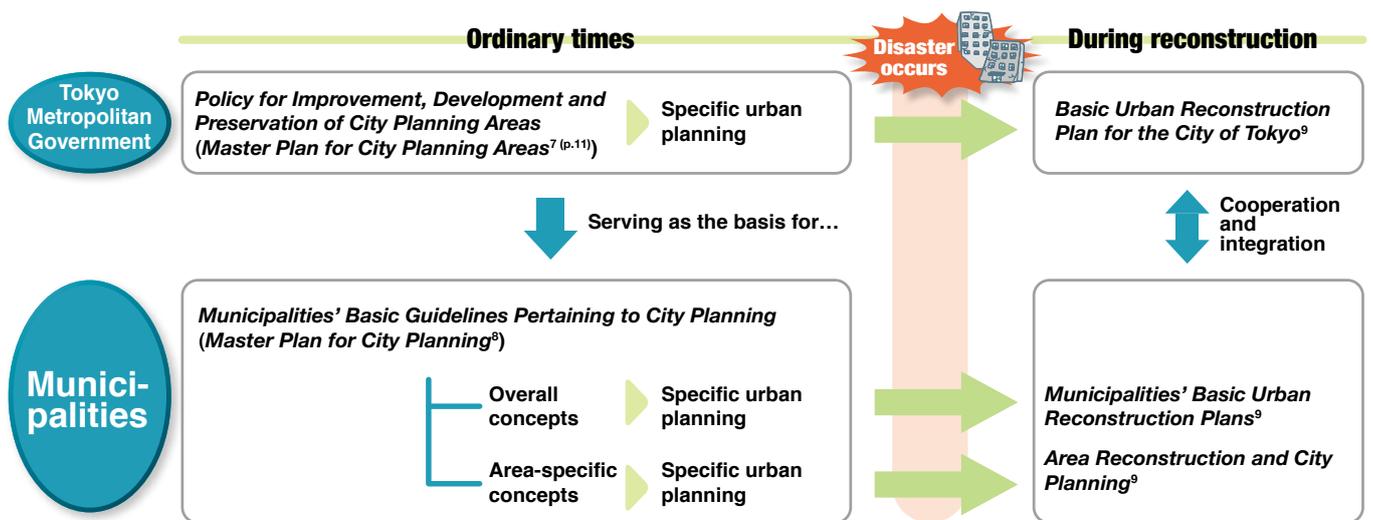
- As a rule, carried out in line with ② through ⑤
- However, when there are concerns that the same level of damage following those steps alone, we will also consider revising ② through ⑤

③ Realizing urban construction smoothly by cooperating and integrating related plans

When a disaster such as earthquake directly hitting the capital occurs, the Tokyo Metropolitan Government will prepare and publish a *Basic Urban Reconstruction Plan for the City of Tokyo*⁹ on the basis of the *Master Plan for City Planning Areas*^{7 (p.11)}. This is done by cooperating on and integrating *Municipalities' Basic Urban Reconstruction Plans*⁹ prepared on the basis of *Municipalities' Basic Guidelines Pertaining to City Planning (Master Plan for City Planning)*⁸ and the *Area Reconstruction and City Planning*⁹ that individual areas compile. The *Master Plan for City Planning Areas*^{7 (p.11)} may be revised as needed to reflect the published plan.

Note that revisions to these plans will be considered as appropriate to carry out urban reconstruction smoothly, keeping in mind changes in socio-economic situation and the status of progress on implementing these programs.

Relationship between urban development plans in ordinary times and during reconstruction



- The *Master Plan for City Planning Areas* and *Master Plan for City Planning* will be revised as needed
- Revisions will be made based on changes in socio-economic situation and the status of progress on implementing these programs

⁸ In accordance with article 18, paragraph 2 of the City Planning Act, matters pertaining to community-level urban planning are to be specified.

⁹ Plans to be prepared in the wake of a disaster, such as an earthquake directly hitting the capital, are specified in the March 2016 *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual*.

3-3 | Cooperating on reconstruction in other sectors¹⁰

Reconstruction housing, livelihoods and industries will be essential in the course of urban reconstruction, so we will cooperate on these.

① Cooperating on reconstructing housing

During reconstruction following massive disasters in recent years, strategies for reconstructing housing have played a significant role in efforts to quickly ensure the lifestyle stability of residents. As such, we will cooperate and cooperate on supplying and reconstructing housing following disasters as we carry out urban reconstruction.

② Cooperating on reconstructing livelihoods

In the wake of a disaster, it is crucial to reconstruct livelihoods and restore disaster victims' lives to their pre-disaster status and stability as quickly as possible. As such, we will cooperate and cooperate on welfare, public health, and medical care as we carry out urban reconstruction.

③ Cooperating on reconstructing industries

Among other aspects related to quickly ensuring lifestyle stability, we will be called upon to promptly restore and reconstruct industries following a disaster to ensure that Tokyo residents stay employed. We will also have to make Tokyo a city that people around the world select for work and tourism. As such, we will cooperate and coordinate on reconstructing industries in the wake of a disaster as we carry out urban reconstruction.

¹⁰ Reconstructing procedures and implementation systems for the urban, housing, livelihoods and industries are described in the March 2016 *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual*.

Urban Reconstruction



Reconstructing
housing

Reconstructing
livelihoods

Reconstructing
industries

3-4 | Cooperating urban reconstruction among diverse constituents

Learning from major disasters in recent years, we will need to unite and marshal all our capabilities to reconstruct the capital city of Tokyo as quickly as possible following major damage such as an earthquake directly hitting the capital. This will involve cooperating with the national and local governments in Tokyo and neighboring municipalities and prefectures, along with a wide range of related parties, including disaster victims and companies that suffered damage, NPOs, volunteers, specialists and companies.

Additionally, we will effectively use various city planning programs related to reconstruction and urban development to respond to the various needs of disaster victims and companies, while at the same time promoting restoration and reconstructing efforts among Tokyo residents and companies.



3-5 | Urban reconstruction period

Along with quickly and fully reconstructing people's lives, we will need to maintain and strengthen Tokyo's international competitiveness while the capital city is being reconstructed. Our goal will therefore be to complete various urban reconstruction projects as swiftly as possible.

However, some projects will undoubtedly take longer if the operations involved are complex and far reaching, such as when the damage is spread over a wide area and a need for drastic efforts arises.

With that in mind, we will strive to reconstruct the city in the shortest time possible (roughly five to ten years), focusing on reconstruction projects related to reconstructing livelihoods and the economy.

Meanwhile, we will also steadily implement mid-term to long-range projects, such as trunk roads needed for the future.

Immediately after a disaster damage



Following reconstruction



Reconstructing livelihoods and the economy

The shortest time possible (roughly five to ten years)

Mid-term to long range

Immediately after a disaster damage



Following reconstruction



Looking ahead

These basic policies were drafted as part of our efforts to involve residents and other parties in Tokyo in pre-disaster urban reconstruction planning¹¹ so that we can reconstruct the city promptly and systematically. We want people to think about pre-disaster urban reconstruction methods, procedures and implementation systems before they are needed.

As such, we will keep Tokyo residents, companies and others informed about these basic policies during ordinary times as well as when these policies are put to use following a disaster.

Because metropolitan and municipal government employees must fully understand these basic policies, we will also incorporate them into exercises such as community-training or “disaster imagination games” (DIGs) used to formulate plans related to urban reconstruction. These exercises are designed to improve the practical capabilities of government employees.

Moreover, we will ensure effectiveness by revising the *Master Plan for City Planning Areas*^{7 (p.11)} and modifying the *Tokyo Metropolitan Government Plan for Local Disaster Preparedness Measure*¹² to reflect these basic policies.

Please note that these basic policies will also be revised as necessary.

We believe it is essential to cooperate with diverse constituents during ordinary times because—as the basic policies explain—we will need to cooperate with those entities to reconstruct the city together following a disaster.

As such, we will cooperate with residents and other parties in Tokyo, and relevant organizations during ordinary times so that we can reconstruct the city quickly and systematically following a disaster. We will also test out various schemes as we proactively carry out pre-disaster urban reconstruction planning.

¹¹ Refer to reference note 1 on page 19 of this publication for information about Tokyo Metropolitan Government’s efforts related to pre-disaster urban reconstruction planning.

¹² • A plan drafted by the Tokyo Disaster Management Council, as prescribed by the Disaster Countermeasures Basic Act.
• Describes the metropolitan government’s local disaster preparedness efforts and emergency, restoration and reconstruction measures
• The earthquake section reflects corrections made in 2019

Reference Notes

1 | Tokyo Metropolitan Government pre-disaster urban reconstruction planning

Along with the efforts on disaster-prevention urban development as part of provisions for a disaster such as earthquake directly hitting the capital, the metropolitan government is carrying out pre-disaster urban reconstruction planning¹³. This involves coming up with post-disaster urban reconstruction methods, procedures and implementation systems to reconstruct the city quickly and systematically in the wake of a disaster, and sharing that information with residents and other parties in Tokyo and others.

① Putting implementation systems in place: Post-disaster reconstruction procedures and implementation systems

Compilation of *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual*



For Tokyo residents¹⁴



For government employees



¹³ The metropolitan government's pre-disaster urban reconstruction planning for a disaster such as earthquake directly hitting the capital

<http://www.toshiseibi.metro.tokyo.jp/bunyabetsu/bosai/shuto.html>

¹⁴ *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual*, The Reconstruction Measures Section

<https://www.bousai.metro.tokyo.lg.jp/bousai/1000031/1003362.html>

② Public awareness campaigns for Tokyo residents

Metropolitan government events include public awareness campaigns each year that inform residents and other parties in Tokyo about our Urban Reconstruction Principles, Goals and Basic Policies and the *Tokyo Metropolitan Government Earthquake Disaster Reconstruction Manual*.



Symposium on reconstruction from disaster, with Tokyo residents participating



Exhibition at emergency drills and Tokyo disaster preparedness exhibition

Moreover, in fiscal 2019 we started an assistance program—related to promoting public awareness of local cooperative community reconstruction—to support private sector organizations and municipalities that hold seminars and workshops where residents and other parties in Tokyo and others can learn about the urban reconstruction process.

③ Improving the practical capabilities of government employees

To improve the practical skills of metropolitan and municipal government employees, we conduct exercises such as community-training or “disaster imagination games” (DIGs) annually, preparing various urban reconstruction plans for various situations.



Grand Design for Earthquake Disaster Reconstruction

- ① Learning from what occurred during major disasters such as the Great Hanshin-Awaji Earthquake in 1995, we prepared and presented our *Grand Design for Earthquake Disaster Reconstruction*^{6 (p.8)} to Tokyo residents in 2001 as a post-quake reconstruction and urban development plan for quickly and systematically reconstructing the city after a disaster such as earthquake directly hitting the capital. This plan provides explanations about reconstruction principles, goals and basic policies.

Major disasters subsequently occurred throughout the country
(Torrential rains in the Tokai region, earthquakes in the Chuetsu area, the Great East Japan Earthquake, a major fire in Itoigawa, the earthquake in Kumamoto, and so on)

Grand Design for Urban Development

- ② The September 2017 *Grand Design for Urban Development*^{4 (p.5)} says: “The basic policy on urban development in post-disaster reconstruction will be presented as a regional plan of the city and shared with Tokyo residents beforehand.”

Major disasters have also occurred since
(Northern Osaka Prefecture earthquake, torrential rains in western Japan, Hokkaido Eastern Iburi earthquake, and so on)

Urban Reconstruction Principles, Goals and Basic Policies

- ③ From September 2018 to March 2019, experts and the heads of relevant municipal departments served as members of the metropolitan basic urban reconstruction plan review committee, discussing urban reconstruction principles, goals and basic policies corresponding to the issues of a new era.
- ④ Urban reconstruction principles, goals and basic policies (draft) were compiled and then published on May 10, 2019 as the foundation of urban reconstruction philosophy to deal with damage occurring because of natural disasters or the like.
- ⑤ Residents and other parties in Tokyo and municipalities were asked for suggestions from May 10 to June 14, 2019
- ⑥ The final version of the basic policies was released on June 28, 2019

① **City planning areas**

Under article 5 of the City Planning Act, a “city planning area” is an area designated as an integrated urban zone that requires comprehensive improvement, development and/or preservation.

The Tokyo Metropolitan Government has specified twenty-six city planning areas within the metropolitan region in the *Master Plan for City Planning Areas*^{7 (p.11)}.

Metropolitan Region City Planning Areas



Tokyo metropolitan city planning areas

Municipality	Scope
Central Tokyo	All administrative areas and the water surface area linking the mouths of the Edo and Tama rivers

Nineteen Tama area city planning areas

Municipality	Scope
Hachioji	All administrative areas
Tachikawa Musashimurayama Higashiyamato	All administrative areas
Musashino	All administrative areas
Mitaka	All administrative areas
Fuchu	All administrative areas
Chofu Komae	All administrative areas
Ome	All administrative areas
Akishima	All administrative areas
Machida	All administrative areas
Koganei	All administrative areas
Hino	All administrative areas
Kodaira	All administrative areas
Kokubunji	All administrative areas
Higashimurayama Kiyose Higashikurume	All administrative areas
Kunitachi	All administrative areas
Nishitokyo	All administrative areas
Fussa Hamura Mizuho	All administrative areas
Tama Inagi	All administrative areas
Akiruno Hinode	All administrative areas

Six island area city planning areas

Municipality	Scope
Oshima	All administrative areas
Hachijo	All of Hachijo Island
Miyake	All of Miyake Island
Kozushima	All of Kozu Island
Niihima	All of Nii Island
Ogasawara	All of Chichi and Haha islands

② Towards Achieving Sustainable Urban Development — ESG and SDGs —

Column コラム

Towards Achieving Sustainable Urban Development — ESG and SDGs —

In recent years, the word ESG has been drawing attention for the realization of sustainable development.

ESG is an acronym for Environment, Society and Governance, and it is becoming more important to consider these factors as efforts related to the growth and potential improvement of sound and sustainable companies when investors invest in companies.

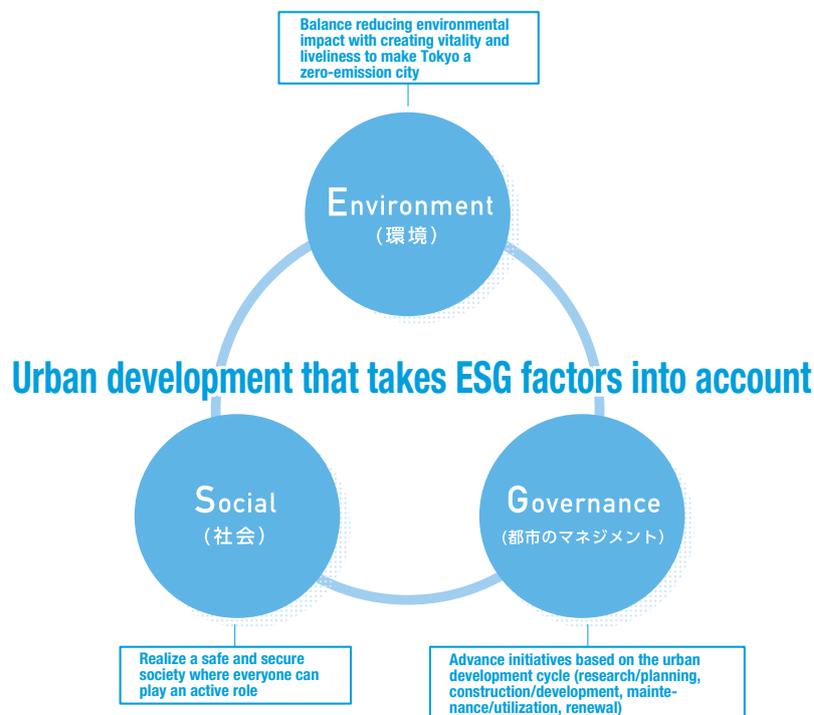
Given the fact, that in 2015, the Government Pension Investment Fund signed the Principles for Responsible Investment that the view of ESG should be reflected/incorporated in investment decision-making process", which was proposed by the then UN Secretary-General, Kofi Annan in 2006 to the financial industry in each member country, ESG investing has been drawing much attention even in Japan.

Meanwhile, at a United Nations Summit in September 2015, as a development goal for

the international community as a whole, including developed countries, a comprehensive 17 goals with a deadline of 2030, the so-called SDGs (Sustainable Development Goals) was adopted.

SDGs aims to realize a "society where no one is left behind" and places emphasis on the role played by private enterprises in solving problems facing the international community, such as eradicating poverty, fighting inequalities disparities and tackling climate change.

With the adoption of SDGs, private enterprises have also accelerated efforts towards a sustainable society, and it is expected that the increase of corporate activities that are highly evaluated in terms of ESG investment will advance the formation of a sustainable society that can tackle with global environmental problems. Even for urban management, it is also important to take the ESG into account in working out a strategy for urban development.



Source: Tokyo Metropolitan Government's *Grand Design for Urban Development* (September 2017) ⁴ (p.5)

For more information

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The metropolitan government's reconstruction preparations for a disaster such as earthquake directly hitting the capital (Tokyo Metropolitan Government website)

<http://www.toshiseibi.metro.tokyo.jp/bunyabetsu/bosai/shuto.html>

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