

Chapter 2 Review of Disaster Risk Reduction Measures Based on the 2024 Noto Peninsula Earthquake

Section 1: Issues and Lessons Learned from the 2024 Noto Peninsula Earthquake and Considerations for the Future

(1) Self-inspection report on the emergency response to the 2024 Noto Peninsula Earthquake

The recovery and reconstruction support for the areas affected by the 2024 Noto Peninsula Earthquake is still ongoing and needs to continue in the future. At the same time, it is important to constantly review the disaster response based on the experiences and lessons learned from recent disasters. In the case of the 2024 Noto Peninsula Earthquake, it is necessary to identify measures to overcome the challenges that emerged when reviewing the series of disaster responses, and also identify new technologies that are deemed effective in disaster response. Those aimed at strengthening initial response and emergency countermeasures should be reflected in future measures.

To this end, a “Verification Team for the 2024 Noto Peninsula Earthquake”, chaired by the Deputy Chief Cabinet Secretary, with senior officials from relevant government ministries and agencies as members, was convened to collect and organize the experiences of personnel involved in the disaster response after the occurrence of the 2024 Noto Peninsula Earthquake, including support to local governments, shelter management, and procurement and transportation of supplies. The verification team conducted inspection activities aimed at identifying points to appraise and improve the recent disaster response and making use of these in future disaster response, including in affected areas where recovery efforts are still ongoing. The inspection focused on three areas of emergency response: support for local governments, shelter management, and relief goods procurement and transport, which were carried out in cooperation with various ministries and agencies through the establishment of the Team to Support for Reconstructing Lives and Livelihood of the Affected due to the 2024 Noto Peninsula Earthquake. In June 2024, we compiled and published the “Self-Inspection Report on Disaster Emergency Response to the Noto Peninsula Earthquake of 2024.”⁶ The specific inspection work included an overview of efforts in each field, the provisions in the current disaster management manual, reports from senior officials who responded at the headquarters and at the on-site extreme disaster management headquarters, and reports from staff who were involved in the actual operations.

In this self-inspection report, the characteristics of Noto Peninsula are identified in the following three aspects. In the geographical aspect, it is characterized by features such as being the largest peninsula on the Sea of Japan side, with a lack of low-lying areas, and a location distant from Kanazawa, the capital of Ishikawa prefecture. In social aspects, its characteristics include a large elderly population, a low earthquake-resistant building rate, and limited access routes. In seasonal

⁶ Self-inspection Report on the Emergency Response to the 2024 Noto Peninsula Earthquake
https://www.bousai.go.jp/updates/r60101notojishin/pdf/kensho_team_report.pdf

aspects, the disaster occurred in the evening of New Year's Day. The report indicated challenges that included understanding the situation, securing access to the affected area and conducting activities, the existence of a large elderly population and people requiring special care in depopulated areas, the difficulties in securing bases for support activities, the need for measures against snow and cold, and the time required to restore infrastructure and lifelines. Based on the above, the following have been summarized:

- Regarding the collection of information and access strategies for the affected area, the following measures should be considered:
 - Using various means to collect, consolidate, and analyze damage information to facilitate information sharing and centralization, including helicopter-borne cameras, fixed-point cameras, and helicopter-borne infrared cameras at night
 - Studying efficient methods of monitoring traffic conditions by deploying the latest equipment, such as ITS spots, and strengthening the traffic monitoring system using satellite data and private-sector car navigation information
 - Establishing a mutual coordination system among related organizations and conducting coordination drills during normal times to ensure smooth transport of vehicles, materials, and equipment by SDF aircraft, etc. into the affected area
- Regarding support to local governments, the following measures should be considered:
 - Promoting the establishment of a support system, including the creation of support plans by local governments, to ensure a supportive environment for the activities of dispatched personnel
 - Improving equipment, such as sleeping bags and food, to support the self-sufficiency of dispatched personnel
 - Considering the creation of a system for rapid deployment according to needs by registering and compiling a database during normal times of trailer houses, moving houses, container houses, toilet trailers, toilet cars, kitchen cars, laundry cars, etc., that can be utilized in times of disaster for mobile vehicle and container-based disaster relief
- Regarding shelter management and relief goods procurement and transport, the following measures should be considered:
 - In the event of a large-scale disaster, procurement and transportation of supplies cannot proceed as they would under normal conditions, so stockpiles must be used until the third day after a disaster when Push-type support (the government-led supplies) arrives. In addition, municipalities should secure the minimum necessary stockpiles at designated shelters and supply centers, while prefectures should maintain broader stockpiles based on the status of municipal reserves
 - Having items to be addressed at the time of opening the shelter, such as setting up partitions, cardboard beds, etc., organized and reflected in the guidelines
 - To ensure adequate sanitation in shelters during prolonged periods without a water supply, "comfortable toilets" should be standardized in public works projects, and systems should be developed to facilitate rapid procurement in disasters. Toilet cars operated by expressway companies should continue to be used, and the introduction of toilet cars by regional development bureaus and other entities should also be considered

- Regarding cross-sectional matters, the following measures should be considered: establishing a system of cooperation with specialized volunteer groups and NPOs acting as coordinating organizations during normal times

These recommendations have been compiled accordingly.

Items requiring further study were passed on to a working group that comprehensively examined disaster response with the participation of local governments, experts, and others: the Working Group for Examining Disaster Response Based on the 2024 Noto Peninsula Earthquake (June to November, 2024). This working group further deepened the discussion on disaster response measures.

In addition, measures to address issues that emerged during the review of disaster response efforts for the 2024 Noto Peninsula Earthquake, as well as new technologies deemed effective for disaster response and steps to strengthen future initial and emergency responses, have been compiled as attachments to the report. Going forward, efforts will be made to promote the use of these new technologies by conducting implementation studies through relevant ministries and agencies, encouraging adoption by local governments through catalog publication, and promoting technological development by identifying issues and needs for both public and private sectors. The catalog was published in June under the title “Effective New Technologies Based on the 2024 Noto Peninsula Earthquake: Catalogue for the Promotion of Utilization by Local Governments and Other Entities.”⁷

(2) Report of the Working Group for Examining Disaster Response Based on the 2024 Noto Peninsula Earthquake

During the earthquake, push-type support of prompt disaster emergency supplies and large-scale paired support were carried out based on the experience and lessons learned from past disasters. In addition, new technologies such as drones and satellite communications were utilized, and the digitalization of disaster response progressed through the use of various information-sharing systems. On the other hand, the geographical characteristics of the mountainous peninsula, the social characteristics of the rapidly aging population, and the seasonal characteristics of the disaster, which occurred on the evening of New Year’s Day and during a severe winter, revealed a variety of issues that should be addressed in disaster response going forward.

In order to build a strong and flexible nation resilient to disasters, it is extremely important to review the disaster response to the recent earthquake, identify issues and lessons learned, and apply them to emergency response and livelihood support measures for expected earthquakes such as the Nankai Trough Earthquake and the Tokyo Inland Earthquake. For this purpose, the Disaster Management Implementation Committee of the National Disaster Management Council established the Working Group for Examining Disaster Response Based on the 2024 Noto Peninsula Earthquake on June 21, 2024, with participation from various parties involved in the actual disaster response. Taking into account the contents of the aforementioned self-assessment report, the working group discussed the future direction of emergency response measures and livelihood support measures

⁷ Effective New Technologies Based on the 2024 Noto Peninsula Earthquake: Catalogue for the Promotion of Utilization by Local Governments and Other Entities.

https://www.bousai.go.jp/updates/r60101notojishin/pdf/kensho_team_catalog.pdf

across 10 sessions, each with a set theme, and compiled and published the results in November of the same year as “Recommendations on Disaster Response Based on the 2024 Noto Peninsula Earthquake (Report)”.

This report summarizes the outline of the 2024 Noto Peninsula earthquake, its damage, and the main responses of the government and local governments. Based on this, the direction of disaster risk reduction measures reflecting the characteristics of this disaster is presented as follows:



Use of drones by emergency firefighting assistance teams to assess damage



Landslide survey by drone

- Foster disaster awareness among the public
- Improve effectiveness of various plans
- Implement training and drills, and develop and master various systems and manuals
- Accelerate Digital Transformation (DX) in disaster management and promote the use of new technologies, etc.

It was deemed essential to further strengthen such disaster risk reduction measures, and in addition,

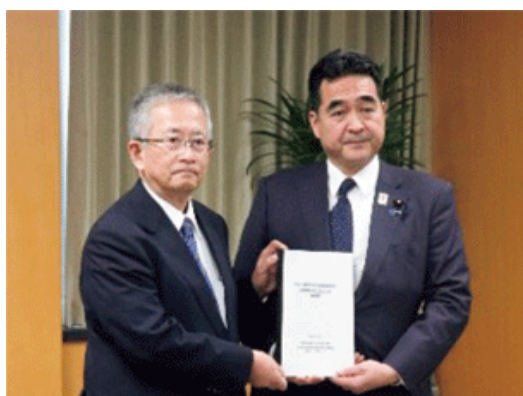
- Strengthen emergency disaster response and support systems
- Strengthen support for disaster victims, including improving the living environment for evacuees
- Strengthen partnerships with NPOs, private companies, etc.
- Promote advanced disaster risk reduction measures, advanced recovery preparation, and recovery and reconstruction assistance

The committee noted the need to strengthen new disaster response measures based on the characteristics of the Noto Peninsula earthquake. The following are examples of efforts and issues that have been addressed in the recent disaster, and the basic policy for disaster response going forward based on these examples and issues.

- 1) Reinforcement of disaster emergency response and support systems based on geographical and social characteristics, such as difficulty in understanding the situation, securing access and conducting activities, and the occurrence of isolated settlements
- 2) Strengthening support for victims in aging areas, including the development of living environments for evacuees to prevent disaster-related deaths
- 3) Strengthening of cooperation with NPOs and private companies, etc., in light of the enormous damage and lack of resources

4)Promotion of advanced disaster risk reduction measures, advanced recovery preparation, and recovery and reconstruction support based on future demographics and other social characteristics

In addition, there is a possibility that any part of the country may be hit by strong tremors caused by earthquakes, and with changes in social patterns, such as a declining population, falling birthrate, aging population, and diversifying needs, the imminence of a large-scale earthquake such as the Nankai Trough Earthquake is increasing, and the government alone will not be able to cope with the situation any longer. In this situation, disaster risk reduction measures need to be drastically strengthened, and all entities need to make a concerted response to the disaster, assuming that the damage will be even more severe. Therefore, citizens should be properly aware that earthquakes can occur anywhere in Japan, and with the awareness of protecting one’s own life, they should actively participate in local drills and preparedness activities such as earthquake-proofing houses, fixing furniture, stockpiling portable toilets and food at home, and helping each other in the community in the event of a disaster. It is necessary to actively participate in community drills and preparedness activities so that people can help each other in the event of a disaster.



Report hand delivered by Mr. Fukuwa, Working Group Leader, to Mr. Sakai, Minister of State for Disaster Management, Cabinet Office, Government of Japan

Overview of the Disaster Response for the 2024 Noto Peninsula Earthquake

Overview of the Disaster Response for the 2024 Noto Peninsula Earthquake

Direction of Disaster Response Based on the Characteristics of This Disaster

Basic Approach to Reinforcing Disaster Risk Reduction Measures

- Foster public awareness of disaster preparedness to ensure a nationwide response to large-scale disaster
- Improve the effectiveness of disaster plans by revising local disaster management plans and related policies
- Enhance disaster response capabilities through system development, manual familiarization, and ongoing training and drills
- Accelerate digital transformation (DX) in disaster management and step up the use of new technologies for more efficient and advanced disaster responses

Direction of disaster response based on the characteristics of the Noto Peninsula earthquake

- Strengthen disaster response and support systems by accounting for geographical and social challenges such as isolated communities
- Strengthen support for disaster victims in aging areas, including the development of living environments in shelters for evacuees to prevent disaster-related deaths
- Strengthen cooperation with NPOs and private companies, etc., in light of the enormous damage and lack of resources
- Promote advanced disaster prevention, advanced recovery preparation, and recovery and reconstruction support based on future demographics and other social characteristics

+

Examples of efforts and issues related to the recent disaster, and the basic policy for future disaster response based on these examples (main actions to be implemented)

1. Response to human and material damage

Promote further earthquake resistance for homes and buildings, along with temporary and emergency safety measures

In cooperation with local governments, various types of support through subsidies, taxation, and loans, as well as public awareness programs, should be vigorously implemented to promote the earthquake resistance of houses and buildings. Efforts should be promoted so that temporary and emergency safety measures can be taken even in cases where it is difficult to carry out full-scale seismic retrofitting due to a lack of funds.

Enhance risk communication by promoting the creation of liquefaction hazard maps and presenting risk information more in line with actual conditions

Strengthen the nationwide tsunami observation system, including upgrading of existing earthquake and tsunami observation facilities

Promotion of earthquake-sensitive circuit breakers for fire prevention and the improvement of dense urban areas

Promote toughening, earthquake resistance, and early restoration of infrastructure and lifelines such as water supply, sewerage, communications, roads, and ports

To survey damage and support the recovery of water and sewerage facilities, the national government should coordinate overall efforts, implement push-type support, and build an integrated support system for both water and sewerage.

Ensure coordination with stakeholders on non-emergency conditions to accelerate restoration by coordinating road clearance and lifeline restoration work

2. Disaster response by the national government, local governments, etc.

Prepare a disaster response guide that outlines the key points and points to keep in mind, and enhance effective training and drills

Conduct training in cooperation with relevant agencies in areas expected to be isolated, based on assistance reception plans

For districts that are expected to become isolated due to disruption of transportation and communication in the event of a disaster, efforts should be made to conduct drills in cooperation with related agencies to understand the situation in the event of isolation. Efforts should be made to ensure the effectiveness of the support plan by informing staff of the contents of the plan and conducting drills based on the support plan.

Strengthening of the government's command post function and enhancement and reinforcement of the support organization by the government (TEC-FORCE, MAFF-SAT, DEST, communication system, digital system, etc.)

In order to ensure disaster prevention in advance, the functions of the Cabinet Office in charge of disaster prevention should be strengthened in terms of both budget and personnel, and necessary measures should be steadily taken in line with the government policy to prepare for the establishment of a Disaster Prevention Agency.

The national support organization, which played a major role in providing support to the affected municipalities, needs to be enhanced and strengthened in preparation for a large-scale disaster. The government should consider how the support organization should function, including securing staff, utilizing external personnel, collaborating with private organizations, and improving compensation.

Support for continuation of children's learning and early resumption of schools through the framework for dispatching support for learning in the affected areas (D-EST)

Improve the staff allocation system to support local governments in affected areas based on the fact that the burden on the general support prefectures and ordinance-designated cities was too large

- Improvement of materials and equipment such as sleeping bags, food, etc. for the safety and continuous support of deployed staff in harsh environments
- Study of a mechanism for the government to promptly utilize "Roadside Stations" to provide disaster relief in the event of a disaster

3. Support for disaster victims

Enhance systems and training programs to develop local volunteers who can support evacuation life

The Evacuation Life Support Leader/Supporter Training and other training programs that work to operate shelters and improve living conditions in the community should be expanded, and a database should be developed to identify volunteer human resources in the community and use them for matching with affected areas

Evacuation life support coordinators, who are involved in overall evacuation life in the community in cooperation with those involved in the operation of evacuation shelters, and evacuation life support specialist advisors, who can provide support and advice based on their specialized knowledge in health, medicine, welfare, etc. should be trained.

Shift the concept from "support for places (shelters)" to "support for people (evacuees, etc.)", including evacuees at home, evacuees staying in cars, etc.

Items to be addressed when opening shelters, such as setting up partitions and cardboard beds, should be organized and reflected in guidelines, fully taking into account the Sphere Standards

Install air conditioning in school gymnasiums, westmate toilets, and promote barrier-free facilities

Promote the development and stockpiling of cooking equipment, etc., and establish a system for providing food at evacuation shelters, etc., so that food can be prepared and served promptly

To provide hot meals at shelters, efforts should be made to develop, stockpile, and deploy large gas facilities, fuel, food trucks, and other necessary cooking equipment so that meals can be quickly prepared at shelters, community centers, and assembly halls.

Stockpiling portable and simple toilets, etc., maintaining manhole toilets, and securing temporary toilets, etc.

Municipalities should promote the stockpiling of portable toilets, maintenance of manhole toilets, and signing of agreements to secure temporary toilets

The use of porta-potties in public works projects should also be standardized, along with creating an environment that enables easy procurement during disasters.

The restroom cars of expressway companies should continue to be utilized, and local governments should consider introducing restroom trailers and restroom vehicles.

Preparation from non-emergency conditions to secure bathing opportunities through agreements with NPOs that provide bathing support, and to secure water for daily use by means of disaster prevention wells, etc.

Preparations should be made from non-emergency conditions to ensure that bathing opportunities are secured, including securing shower and bathing facilities that can be used during disasters, signing agreements with NPOs and private hot bath facilities that provide bathing support, and securing minibuses and other means of transport between shelters and bathing facilities.

Consideration of a registration system to quickly provide food trucks, restroom trailers, laundry cars, etc., according to the needs of the affected area

Based on the fact that mobile vehicles and containers were effective in providing rapid assistance, a mechanism should be considered to register food trucks, restroom trailers, restroom vehicles, laundry cars, trailer houses, etc. in advance from non-emergency conditions so they can be quickly provided according to the needs of affected areas.

Overview of the Disaster Response for the 2024 Noto Peninsula Earthquake

Examples of efforts and issues related to the recent disaster, and the basic policy for future disaster response based on these examples (main actions to be implemented)

3. Support for disaster victims

In order to respond to increasing medical and welfare needs in times of disaster, measures such as dispatching specialists, enhancing medical and welfare services, and providing companion-style support tailored to affected people (disaster case management) should be considered

Examine the priority of "welfare" in disaster-related legislation

Consideration should be given to strengthening welfare support, such as securing a team to conduct the initial response and how to support victims, including evacuees at home. In addition, the priority of "welfare" in disaster-related legislation, such as the types of rescue under the Disaster Rescue Act, should be examined.

The scope of DWAT activities should be expanded to include consultation and outreach to home evacuees and care for affected people in nursing homes that have lost service functions due to the disaster.

DWAT Anything Welfare Counseling Corner

Consideration should be given to reviewing the system for DWAT activities, including strengthening the coordination function of each prefecture, training teams specialized in initial response, and improving equipment.

Secure the medical teams and medical equipment necessary for activities in the affected area, and promote the development of a medical care delivery system using medical containers

Establish manuals on rules and procedures for matching accommodation facilities for secondary evacuees

Develop a system for secondary evacuation that includes identifying when and who should evacuate, securing hotels and inns, ensuring transportation, understanding evacuees' preferences, matching accommodations accordingly, and providing ongoing support, along with preparing an operational manual for secondary evacuation shelters.

Consider how to gather and manage information on evacuees, including those in wide-area evacuations and voluntary shelters

The approach to gathering information on evacuees, including those from wide-area and voluntary evacuation shelters, should be reviewed, potentially through institutional reform, and efforts should be made to promote the use of databases for wide-area evacuees and others.

Improving the living environment of shelters by incorporating gender equality perspectives

Publicize procedures and specific examples for outsourcing support tasks to NPOs and other organizations using disaster relief funds at evacuation shelters and other locations

4. Procurement and transport of relief supplies

Raise awareness of the importance of the "minimum 3 days, recommended 1 week" stockpile, including food, drinking water, portable toilets, etc.

Sufficient stockpiling of supplies necessary for evacuation life by municipality, and national survey and announcement of stockpiling status

Local governments should stockpile relief supplies necessary for evacuation life, such as toilets, food, partitions, cardboard beds, etc., and the national government should also investigate and publicize the stockpiling status.

Ensure wide-area stockpiling by prefecture based on the stockpiling status of the municipality.

Distributed stockpiling of push-type relief supplies that require time for procurement and transport in various regions

In order to support disaster victims more quickly, including equipment and materials for providing hot meals and bathing, these relief supplies that require time to procure and transport should be stockpiled in a distributed manner in each region.

Increase the variety of food items to be procured through push-type support

Advance collaboration between local governments and private operators to take advantage of the specialized knowledge of private transport and logistics providers

Improve the Relief Goods Procurement and Transport Coordination Support System and facilitate its operation through training, etc.

5. Housing security and community development

Remote judgment for speedy damage assessment, cooperation with the Japan Property Insurance Association, etc.

Organize various methods for supplying temporary housing, including potential permanent use

Review manuals and procedures to streamline and expedite public-funded demolition and disaster waste disposal

Promote advance preparation for reconstruction and proactive disaster prevention and community planning

Promote the restoration and development of water and sewerage systems suitable for a disaster-resilient and sustainable future, including the use of decentralized systems

The recovery and development of water and sewerage systems should be guided by comprehensive considerations, including urban reconstruction and future population trends, while also exploring ways to ensure functionality during disasters, such as incorporating decentralized systems like water transport and purification tanks, to create infrastructure suited for a disaster-resilient and sustainable future.

Provide support for small and medium enterprises and small/micro enterprises that support the region, as well as agriculture, forestry, and fisheries to quickly rebuild livelihoods and preserve traditional industries and culture

6. Strengthen support systems through collaboration among diverse entities, etc.

Consider how to secure accommodation and operational bases for support personnel, infrastructure workers, and volunteers by utilizing trailer houses, mobile units, and government buildings through public-private cooperation

Accelerate the establishment and strengthening of disaster intermediary support organizations to promote public-private collaboration within prefectures

Promote the signing of agreements between local governments and private organizations, and ensure their effectiveness through regular review and evaluation

7. Response based on characteristic disaster

Information gathering using various means such as helicopter-borne cameras, fixed-point cameras, etc., and active use of civilian drones

Establishment of a real-time sharing system for on-site information, etc., using the new comprehensive disaster prevention information system (SOBO-WEB)

SOBO-WEB should be used to link various types of damage information with geolocation data, serving as the core of a disaster management digital platform that automatically integrates and shares real-time information on damage, shelters, and road conditions by linking with systems of relevant agencies. This platform should be established as soon as possible.

Downsizing and weight reduction of vehicles and materials and equipment for air and sea transport during the initial response

To enable rapid deployment even when land access is difficult, mobility should be enhanced through technical development of smaller and lighter vehicles and equipment for air and sea transport, along with examination of field personnel structure.

Meticulous sharing of risk information in preparation for water damage that may occur in earthquake-damaged areas, and flexible support for disaster areas in the event of complex disasters

8. Matters to be continued to be considered and addressed

Examination of systems and collaboration methods to ensure all stakeholders can respond with full capacity to a potential large-scale disaster

Raise public awareness to promote self-help, and examine collaboration methods to promote mutual support

Based on the 2024 Noto Peninsula Earthquake Utilization of effective new technologies and measures

Consider implementation by relevant government ministries and agencies, promote utilization by local governments through cataloging, and support technological development by the national government and private sector.

Source: Cabinet Office data

2025 Disaster Management White Paper 54

Section 2: Legislative Responses Based on the Experience and Lessons Learned from the 2024 Noto Peninsula Earthquake

The Noto Peninsula earthquake presented a number of challenges in disaster response arising from the geographical and social characteristics of the affected area. Based on the lessons learned from the earthquake and tsunami, a system was established to provide comprehensive and multi-layered support for affected areas and affected people by mobilizing the collective efforts of not only local governments and residents, but also the national government, neighboring municipalities, related organizations, professional staff, NPOs, volunteer groups, businesses, and other diverse entities. To this end, the government has considered specific measures such as strengthening disaster response, enhancing welfare support, cooperating with volunteer groups, responding to wide-area evacuation, Digital Transformation (DX) in disaster management, promoting stockpiling, and accelerating infrastructure recovery and reconstruction, and submitted a draft law to partially revise the Basic Act on Disaster Management to the ordinary Diet session.

The bill consists of the following items: strengthening disaster response by the national government, enhancing welfare support (e.g., adding “welfare services” as a type of rescue under the Disaster Relief Act), cooperation with volunteer groups (establishing a pre-registration system for NPOs and volunteer groups), responding to wide-area evacuation (e.g., promoting cooperation between involved municipalities), promoting Digital Transformation (DX) in disaster management and stockpiling (e.g., publicizing the stockpiling status of municipalities), and speeding up infrastructure recovery/reconstruction. (e.g., adding “welfare services” to the Disaster Relief Act), cooperation with volunteer groups (establishing a pre-registration system for NPOs, volunteer groups, etc.), response to wide-area evacuation (promoting cooperation between the source and destination municipalities), promotion of Digital Transformation (DX) in disaster management and stockpiling (publicizing the stockpiling status of local governments), and speeding up infrastructure recovery and reconstruction. After deliberations in the Diet, the bill was enacted on May 28. The key points of the Act are as follows

- 1) Strengthening the disaster response efforts of the national government
 - Strengthening of support systems for local governments
 - Responding without waiting for requests from local governments to provide assistance
 - Strengthening the functions of the Cabinet Office Disaster Management Bureau, which serves as a command post (establish a new position of Disaster Management Supervisor)
- 2) Improvements to welfare support, etc.
 - To address the diverse support needs of the elderly and persons requiring special care such as person requiring special care, as well as evacuees at home, “welfare services” will be added to the types of rescue under the Disaster Relief Act, and cooperation with social welfare personnel will be strengthened
 - Comprehend the circumstances of shelter operations in order to provide support



- Public health nurse patrolling evacuation shelters (Wajima City)

3) Cooperation with volunteer groups, etc.

- Establishing a pre-registration system with the Cabinet Office (CAO) for NPOs and volunteer groups that work with local governments to support disaster victims
- Having registered organizations work with local governments during disasters to operate evacuation shelters, distribute food, and provide consultation services to affected people
- Promoting participation of citizens in volunteer activities

4) Response to wide-area evacuation

- Promoting the provision of information about both home and host municipalities in wide-area evacuations (such as the 1.5- and two-stage evacuations in the Noto Peninsula earthquake), and enhancing information sharing with evacuees
- Prefectural governments will support municipalities in creating disaster victim support ledgers

5) Promoting Digital Transformation (DX) in disaster management and stockpiling

- Utilizing digital technology to closely track supplies, materials, and the needs and circumstances of the affected people, and strengthening communication efforts directed at them
- Obligating local governments to disclose the status of their stockpiles of relief supplies

6) Accelerate infrastructure recovery and reconstruction

- Implementing restoration work on water supply facilities by the Japan Sewage Works Agency based on agreements with local governments
- Entry onto land for restoration of water mains by water utility companies, etc.
- Promoting liquefaction countermeasures (adding “liquefaction of the ground” to the definition of “disaster”)
- Promoting community redevelopment

In addition to the above revisions, the following revisions were made based on the lessons learned from the Noto Peninsula earthquake:

- Amendments to the Road Traffic Law and related laws, including: 1) Enactment of road clearance plans and implementation of road clearance based on effective plans, 2) creation of a system allowing the Minister of Land, Infrastructure, Transport and Tourism to take over necessary management of automobile parking lots managed by local governments for use as bases for disaster recovery, etc, and 3) to promote the deployment of toilet containers that can be

dispatched to affected areas under non-emergency conditions, the criteria for occupancy permits should be relaxed and an interest-free loan system should be established for the installation of such containers. (Adopted on April 9, 2025)

- The amendment of the Ports and Harbors Law, etc. includes the establishment of a system that allows the use of other people's stone materials, etc. for emergency restoration of port facilities; the establishment of an agreement system that allows port administrators to use privately owned port facilities in the event of a disaster; the expansion of the recommendation system for port facilities that may hinder the transportation of emergency goods, etc., if they collapse; and the securing of the functions of port and harbor as bases for transporting emergency goods, etc., by providing information from the national government to port administrators on demand for the entry of support ships (Adopted on April 16, 2025)
- The Civil Aeronautics Law was amended to establish a system that allows the national government to promptly carry out restoration work on behalf of local governments in the event that an airport managed by a local government is damaged by a disaster (Adopted on May 30, 2025)
- The Act on the Regional Economy Vitalization Corporation of Japan (REVIC) was amended to clearly define support for the economic reconstruction of disaster-affected areas and support for affected businesses as part of REVIC's purpose and assistance criteria, and to extend the term of its operations (Adopted on June 4, 2025)

These and other legal revisions were implemented.

Section 3 Response to Possible Large-Scale Disaster

The lessons learned from the Noto Peninsula earthquake will be reflected in the "Measures against Tokyo Inland Earthquake," a countermeasure against the Nankai Trough earthquake, which is expected to cause significant damage in the near future.

(1) Response to the Nankai Trough Earthquake

The Working Group for Studying Megaquake Countermeasures in the Nankai Trough was established under the National Disaster Management Council to review the progress of disaster prevention measures and to consider new disaster prevention initiatives, as 10 years have passed since the National Disaster Management Council formulated the Basic Plan for the Promotion of Nankai Trough Earthquake Disaster Management Countermeasures (decided on March 28, 2014). The Working Group held 14 meetings between April and December of the same year, in parallel with the Study Group on Nankai Trough Megaquake Model and Damage Estimation Method, which began in February 2023. In response to the 2024 Noto Peninsula Earthquake, the 15th meeting of the Working Group, held in May, decided that the Verification Team for the 2024 Noto Peninsula Earthquake would identify strengths and areas for improvement in the emergency disaster response, as well as examine new technologies deemed effective for disaster response, with the goal of incorporating these into future countermeasures and presented a policy that a separate study involving experts, titled the "Working Group on Disaster Response Based on the 2024 Noto Peninsula

Earthquake, will also be conducted, with its findings likewise to be reflected in disaster preparedness and response measures for the anticipated Nankai Trough Earthquake. The Working Group met 29 times by March 2025, and its report was compiled on March 31, 2025.

The characteristics of damage caused by a Nankai Trough giant earthquake include “strong shaking and a huge tsunami that reaches in a short period of time over a wide area,” and “occurrence in diverse forms, from areas where population and socioeconomic activities are concentrated to remote islands, peninsulas, and mid-mountainous areas.” There is a limit to what the government can do in terms of disaster prevention measures alone due to the lack of resources caused by the widespread and extensive damage, and each citizen must be prepared to avoid direct damage from collapsed houses and the tsunami, as well as to maintain their lives and continue living afterwards. In this report, based on the aforementioned characteristics and the progress they have made in responding to disasters over the past 10 years, all responding entities make a concerted effort to execute the following measures, aiming to realize “reduction of direct damage,” “maintenance of saved lives and livelihoods,” and “early restoration of livelihoods and socioeconomic activities.”

1) Foster disaster awareness throughout society

- Improve risk communication and disaster risk reduction (DRR) education to raise tsunami evacuation awareness
- Improve local disaster resilience through collaboration with various entities such as fire corps volunteers and voluntary disaster reduction organizations, and through the development of a Community Disaster Management Plan
- Business continuity plan formulation and ensuring effectiveness so that companies can continue their activities and contribute to regional disaster risk reduction

2) Promote strengthening, earthquake resistance, and early restoration to reduce the absolute amount of damage, etc.

- Promote seismic diagnosis and seismic retrofitting of homes and buildings by publicizing subsidy programs, tax incentives, and other measures
- Widespread use of earthquake-sensitive circuit breakers in areas with high fire hazard, such as dense wooden housing areas
- Strengthening and earthquake-proofing of infrastructure and lifelines, improvement of coastal levees and evacuation routes, etc.
- Promote advanced preparation for recovery, such as by having the community consider the future of the district in advance

3) Secure a habitable environment for affected people after the disaster

- Implementation of measures to ensure that various types of assistance, such as hot meals and bathing, are delivered to evacuees, even when the number of evacuees is expected to be large and spread over a wide area
- The system will take into consideration the various needs of people in need of welfare services, and will also rapidly dispatch public health nurses, disaster support nurses, DWATs, and other specialized personnel
- Improvement of provisions for stockpiling relief supplies and ensuring communications in

potentially isolated villages

4) A Digital Transformation (DX) in disaster management, and improvements in the efficiency and sophistication of disaster response by enhancing the support system, etc.

- Enhancement of functions of the new comprehensive disaster prevention information system (SOBO-WEB), new material system (B-PLo), etc.
- Enhancement and strengthening of support organizations by the government
- Prefectures with immediate needs will be designated in advance to ensure a smooth support system among local governments

5) Reinforce the response to earthquakes, etc. that occur at different time intervals

- Enhancing the effectiveness of emergency information while strengthening the measures residents and businesses should take until subsequent earthquakes occur
- Maintenance and enhancement of observation networks necessary for monitoring, including strain gauges and marine observation networks

Although the damage anticipated from a Nankai Trough earthquake would be enormous, it is expected that damage could be mitigated if countermeasures are taken. It is important for the public, business operators, local communities, and governments to steadily implement the measures they need to take, without being too concerned about the results of damage estimation. In particular, in order to reduce and mitigate damage, it is necessary for each individual to take earthquake-proofing measures, stockpile supplies, evacuate away from tsunamis as soon as possible, and foster an awareness of the need to protect one's own life.

The basic plan is expected to be reviewed based on the above and other factors.

In the course of this discussion, in the wake of a magnitude 7.1 earthquake in the Hyuga Sea off Miyazaki Prefecture on August 8, 2024, the Meteorological Agency issued the first "Nankai Trough Earthquake Temporary Information" since the start of operation in 2024. Based on the results of the Evaluation Study Group on Earthquakes along the Nankai Trough held on the same day, the possibility of the occurrence of a larger earthquake in the assumed epicenter of the Nankai Trough Earthquake was considered to be relatively higher than usual, and the Nankai Trough Earthquake Temporary Information (Caution for Large Earthquakes) was issued, indicating that disaster risk reduction measures should be taken in response to calls from the government, local governments, and others. It lasted until the government announced on August 15 that it had ended its special advisory regarding the issuance of this temporary information. Following this, the Working Group also held discussions on how to respond to the temporary information. (For details, see the column titled "Nankai Trough Earthquake Temporary Information" and "Hokkaido/Sanriku Offshore Subsequent Earthquake Warning Information" on p. 115.)

(2) Response to the Tokyo Inland Earthquake

The Working Group on Countermeasures for the Tokyo Inland Earthquake was established under the Disaster Risk Reduction Measures Executive Committee of the Central Disaster Management Council to review the Basic Plan for the Promotion of Tokyo Inland Earthquake Emergency Measures

(formulated in March 2015), which set disaster mitigation goals. As 10 years have passed since the plan's formulation, the group is also reviewing the government's Business Continuity Plan. In December 2023, it began examining the progress of disaster management efforts, updating damage estimates, and considering new countermeasures. Since the 2024 Noto Peninsula Earthquake occurred immediately after the first meeting of the working group, deliberations have also taken into account discussions held by the Working Group on disaster responses based on the 2024 Noto Peninsula Earthquake.

As of March 2025, the group had met a total of 13 times. Once the report is compiled, the Business Continuity Plan of the Central Government are expected to be revised.

Section 4: Expansion of The Budget and Organization Based on Experience and Lessons Learned from the 2024 Noto Peninsula Earthquake

1) Strengthening the disaster management system by expanding the budget of the Cabinet Office in charge

The Cabinet Office Disaster Management Bureau, estimated ¥35.05 billion in the FY2024 supplementary budget (including ¥28.85 billion for disaster relief, excluding the new regional development subsidy) to strengthen its disaster management system, including improvements to living conditions in evacuation shelters, with an eye to potential future large-scale disasters such as the Nankai Trough Earthquake and the Tokyo Inland Earthquake, and drawing on lessons learned from the 2024 Noto Peninsula Earthquake. In anticipation of the establishment of a Disaster Management Agency in FY2026, the initial budget for FY2025 was doubled (approximately 14.6 billion yen), and in conjunction with the execution of the FY2024 supplementary budget, the following efforts was made: to drastically improve the evacuation living environment, promote human resource development through public-private cooperation, and promote Digital Transformation (DX) in disaster management.

(Main Initiatives)

New regional development subsidies (for emergency local Disaster Risk Reduction improvements): 100 billion yen (FY2024 supplemental budget)

The project aims to promote the stockpiling of materials and equipment such as toilet cars, kitchen equipment, and partitions by supporting the advanced Disaster Risk Reduction efforts of local governments, including the improvement of living conditions in shelters. In FY2024, a total of 783 projects worth ¥14.1 billion were selected by prefectures, municipalities, etc., to support the stockpiling of materials and equipment.

Dispersed stockpiling of Cabinet Office-owned disaster relief for push-type support: ¥1.36 billion (FY2024 supplementary budget)

Items that require a certain amount of stockpiling due to the time needed for procurement, such as cardboard beds and other cots, partitions, portable toilets, materials and equipment for providing hot meals and bathing, are being purchased and stockpiled in eight regions across Japan, including

the Tachikawa Disaster Management Joint Government Office Building.



Warehouse in Tachikawa Substitute Facility of the Government Headquarters for Disaster Countermeasures

Establishment of a registration system for kitchen cars, trailer houses, toilet cars, etc. that can be used in times of disaster: ¥100 million (FY2024 supplementary budget and FY2025 initial budget)

In order to enable rapid support in the event of a disaster, advance registration and database development of kitchen cars, trailer houses, toilet cars, etc., is underway.



Toilet trailer



Laundry car



Shower trailer

Subsidies for activities of disaster victim support groups: ¥470 million (FY2024 supplementary budget and FY2025 initial budget)

In January 2025, a transportation subsidy program was established for NPOs and volunteer groups to support disaster-stricken areas, with 214 subsidies totaling approximately ¥40 million approved in FY2024. The FY2025 program also began in April.

In addition, to respond to the bills submitted to the ordinary Diet session in 2025 to revise the Basic Law on Disaster Countermeasures and other related laws, the government is working to develop a database for the registration and management of NPOs and conduct outreach activities to raise awareness of the group registration system.

¥2.36 billion (FY2024 supplemental budget) for the development of a new comprehensive disaster management information system (SOBO-WEB), etc.

Efforts are underway to enhance the functions and integration of the new comprehensive disaster

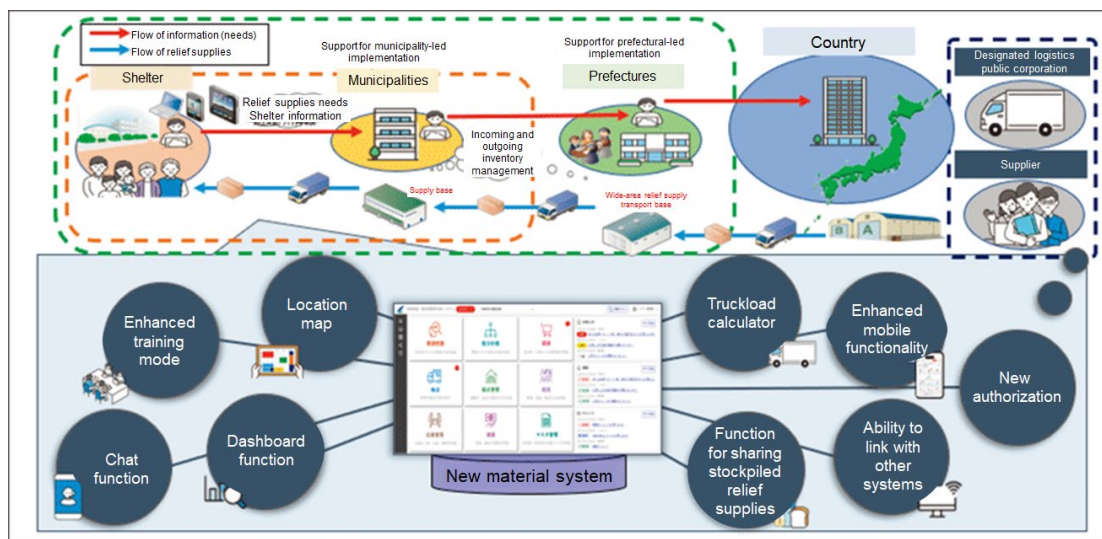
management information system (SOBO-WEB) as part of establishing a digital disaster management platform. These efforts also aim to strengthen the capabilities of the new supply system (B-PLo) and to enable its early integration with SOBO-WEB, thereby facilitating the rapid and efficient delivery of relief supplies during disasters.

¥220 million (initial budget for FY2025) for the promotion of effective utilization of disaster management information systems

Training and drills to promote the use of the new material supply system (B-PLo) and practical tabletop exercises using the new comprehensive disaster management information system (SOBO-WEB) are being promoted.

Establishment of a mechanism to promote proactive disaster risk reduction measures by relevant ministries and agencies (Budget for a comprehensive promotion of proactive Disaster Risk Reduction measures): approx. 1.7 billion yen (initial budget for FY2025)

In order to promote proactive Disaster Risk Reduction measures by relevant ministries and agencies, the “Comprehensive Expense for Proactive Disaster Risk Reduction Measures” has been established to promote research and development leading to enhanced proactive Disaster Risk Reduction, as well as efforts to strengthen proactive Disaster Risk Reduction through cooperation between relevant ministries, agencies, and local governments.



Overview of the New Material System (B-PLo)

(2) Expansion of the organization and capacity of the Cabinet Office in charge of disaster management

In the midst of the increasing frequency and severity of storm and flood disasters and the threat of large-scale disasters such as the Tokyo Inland Earthquake and the Nankai Trough Earthquake, it is necessary to become a disaster-resilient nation that places the highest priority on human life. First, in order to fundamentally strengthen the functions of the Cabinet Office Disaster Management Bureau, which is responsible for the government’s disaster response command post function, both in terms of budget and personnel, the Cabinet Office was significantly expanded in FY 2025 from 110 to 220

personnel, including the creation of a position in charge of strengthening regional disaster reduction capabilities. Preparations are being made by the Cabinet Secretariat's Office for the Establishment of a Disaster Management Agency to launch a new agency during FY2026. In addition, a new Disaster Management Supervisor will be created in the future.

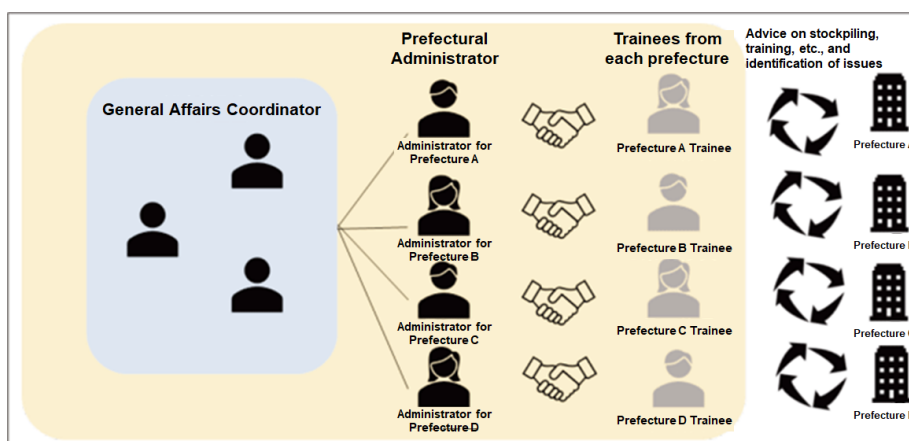
(Major Enhancements)

Establishment of a Disaster Management Supervisor

In order to strengthen a response to large-scale disasters such as frequent and severe storms and flood disasters, and the imminent Nankai Trough Earthquake, a new administrative vice-minister-level official is to be established as the command post for overall disaster response, from proactive disaster risk reduction measures, disaster response, and recovery and reconstruction.

Promotion of strengthened local disaster preparedness

In April 2025, the Cabinet Office Disaster Management Bureau, established a new post dedicated to enhancing regional disaster preparedness, with personnel assigned to serve as counterparts for each prefecture. In addition to promoting stockpiling, training programs, and coordination with volunteers, these staff members will also be dispatched immediately to disaster-affected areas to assess damage and help ensure safe and functional evacuation shelter environments.



Structure of the Regional Disaster Management Enhancement Officer (Diagram)

Section 5: Study for The Establishment of a New Disaster Management Agency

When the Ishiba Cabinet was formed in October 2024, the basic policy of the Cabinet was to establish a Disaster Management Agency. It is essential to drastically strengthen the planning and formulation functions for disaster risk reduction and to take all possible precautions continuously in normal times. To this end, the Preparation Office of Establishing the Disaster Management Agency was established in the Cabinet Secretariat on November 1, 2024. The establishment of the Disaster Management Agency is also expected to greatly advance initiatives such as the development of evacuation and living conditions based on Sphere standards, the construction of a public-private

partnership system that enables the prompt deployment of toilets, kitchen cars, beds, and baths after a disaster, and the implementation of disaster-related digital transformation (DX) for the rapid and efficient collection of information from affected areas.

In addition, in order to promptly build a disaster-resistant nation that places the highest priority on human life, and to ensure close coordination among relevant administrative agencies to strengthen disaster response based on the lessons learned from the 2024 Noto Peninsula Earthquake and to strengthen the organizational structure of the government, the Council for the Promotion of a Disaster-Resilient Nation, chaired by the Prime Minister and composed of all cabinet ministers, was convened on December 20, 2024 with its first meeting. The meeting also indicated that the future policy for the establishment of a Disaster Management Agency should be to drastically strengthen the planning function of disaster risk reduction work, and to thoroughly engage in “serious proactive disaster risk reduction measures” to take all possible precautions in normal times as well as to establish a Disaster Management Agency that can assume the command post function of the government’s disaster response in the event of a large-scale disaster. The committee also stated that the establishment of a Disaster Management Agency that can assume the command post function of the government’s disaster response in the event of a large-scale disaster should be accelerated through measures such as the holding of an expert panel. A schedule was also presented for strengthening the structure (budget and personnel) of the Cabinet Office in charge of Disaster Risk Reduction from April 2025, and for establishing a Disaster Risk Reduction Agency during FY2026. The initial budget for FY2025 to strengthen the Cabinet Office’s disaster management system (in terms of both budget and personnel) was set at approximately ¥14.6 billion, twice the amount of the previous fiscal year, and focuses on: (1) the enhancement of disaster response capabilities, including enhancement of proactive Disaster Risk Reduction (drastic improvement of the evacuation environment, promotion of public-private partnerships and human resource development, acceleration of digital transformation (DX) in disaster management, etc.), and (2) the reinforcement of the government’s command function during disasters. In terms of personnel, the number of staff has also been significantly expanded to 220, double that of the previous year. As part of this enhancement, a new post of disaster management supervisor” will be established in FY2025 to fundamentally strengthen the command post function of the government’s disaster response.

Furthermore, on January 30, 2025, the “Advisory Council for Establishment of Disaster Management Agency” was held to hear opinions on the direction of Disaster Risk Reduction measures that should be strengthened by the government in response to the recent severe and frequent disasters and impending mega-disasters, and to discuss the necessary organizational structure to support these measures. The Advisory Council on Preparation for Establishment of Disaster Management Agency, consisting of 20 members, including Professor Emeritus Nobuo Fukuwa of Nagoya University, was convened to hear opinions on the direction of disaster management measures that should be strengthened by the government and the necessary organizational structure for such measures. The committee will discuss the following issues by field, and plans to compile the results in the summer of 2025.



Meeting of the Advisory Council on Preparation for Establishment of Disaster Management Agency

Section 6: Conclusion

The 2024 Noto Peninsula Earthquake was an extremely difficult disaster to respond to. Due to the geographic characteristics of the peninsula, infrastructure and lifelines suffered extensive damage, and the area, already experiencing depopulation and aging, had limited local resources such as lodging facilities, making support activities all the more challenging. However, these circumstances cannot be used as an excuse, given that similar conditions could occur on a much larger and broader scale in the event of a large-scale disaster, such as the Nankai Trough earthquake, which is feared to strike in the near future. The Government of Japan has summarized the issues revealed by this disaster and the corresponding future policy directions in documents such as the “Report on the Ideal Approach to Disaster Response Based on the 2024 Noto Peninsula Earthquake.” Looking ahead to the establishment of a Disaster Management Agency in FY2026, it will be necessary to engage in “serious proactive disaster management” to cope with large-scale disasters by mobilizing every possible resource from both the public and private sectors.