

# Part 1 Status of Disaster Management Measures in Japan

Japan is prone to various types of disasters due to its natural conditions. In FY 2024, many disasters caused damage. Part 1 describes recent disaster management measures, focusing on the progress of the measures implemented on a priority basis in FY 2024.

## Chapter 1 Status of Initiatives for Disaster Management Measures

### Section 1 Promotion of Disaster Risk Reduction in Advance through Self-Help and Mutual Support and Disaster Risk Reduction Activities through Collaboration Among Diverse Entities

#### 1-1 Raising Public Awareness of Disaster Risk Reduction

Japan has historically experienced many natural disasters due to its topography, weather and other natural conditions. As a result, during normal times, both structural measures, such as the construction of levees and earthquake resistance, aimed at preventing and mitigating disaster damage, and non-structural measures, such as the creation of hazard maps and disaster risk reduction education, aimed at ensuring appropriate actions in the event of a disaster, are implemented to prepare for the occurrence of potential disasters. In addition, in the event of a disaster, the Government makes relentless efforts through “public support”, such as immediate rescue and lifesaving efforts for disaster victims, dispatch of personnel from the National and local governments to provide on-the-ground human assistance to affected areas, push-type support for supplies, with emergency transportation of essential supplies to shelters and evacuees, without waiting for requests from the affected areas, and financial assistance through measures such as designating an area with a disaster of extreme severity based on the “Act on Special Financial Support to Deal with the Disasters of Extreme Severity” (Act No. 150 of 1962) and assistance based on the “Act on Support for Reconstructing Livelihoods of Disaster Victims” (Act No. 66 of 1998).

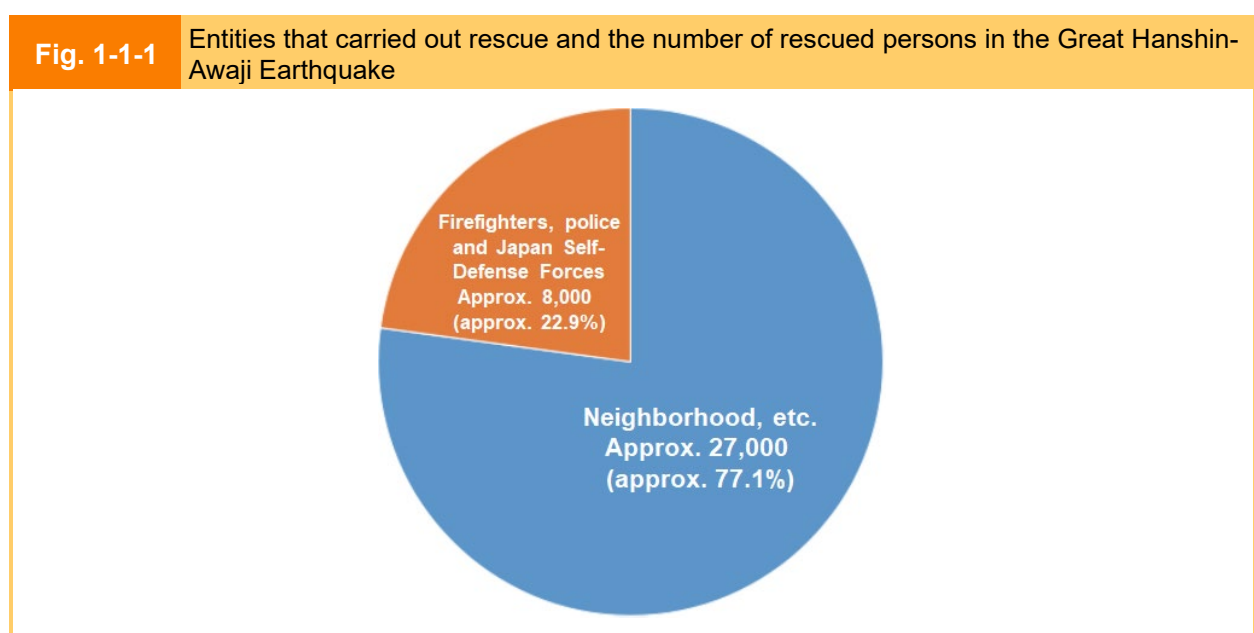
However, there are concerns about the limitations of “public support” in the event of a wide-area, large-scale disaster, such as the anticipated Nankai Trough Megaquake, Tokyo Inland Earthquake, massive earthquakes along the Japan Trench and Kuril Islands Trench, or increasingly severe and frequent meteorological disasters in recent years.

January of 2025 marks the 30th year since the Great Hanshin-Awaji Earthquake. In this earthquake, a survey showed that approximately 80% of those buried alive were rescued through “self-help”, including help from family members and “mutual support” from neighbors and others, and those rescued by “public support” such as rescue teams was only about 20% (Fig. 1-1-1).

The environment surrounding local governments is becoming more challenging, with municipal areas becoming wider due to mergers of municipalities and a reduction in the number of local government officials. Moreover, due to an aging society, the number of people in need of attention is on the increase. Therefore, it is important to build local communities where disaster risk management

awareness is fostered, where “people protect their own lives” and “residents help each other”, with each citizen taking concrete action and considering disasters as “one’s affair” rather than “someone else’s”.

From the perspective of safe and secure land use and management, it is necessary to further promote efforts to control development in disaster hazard areas, to guide people to live in safer areas, and to develop communities from the perspective of prior disaster prevention and reconstruction. In order to reduce damage from disasters, in addition to ensuring that each individual takes appropriate evacuation actions in the event of a disaster and that they are prepared for such actions, society as a whole must work to ensure that each citizen accurately recognizes the disaster risk in their community through hazard maps and the sharing of disaster stories, and that they choose a low-risk lifestyle, including not living in dangerous areas, based on correct knowledge and information.

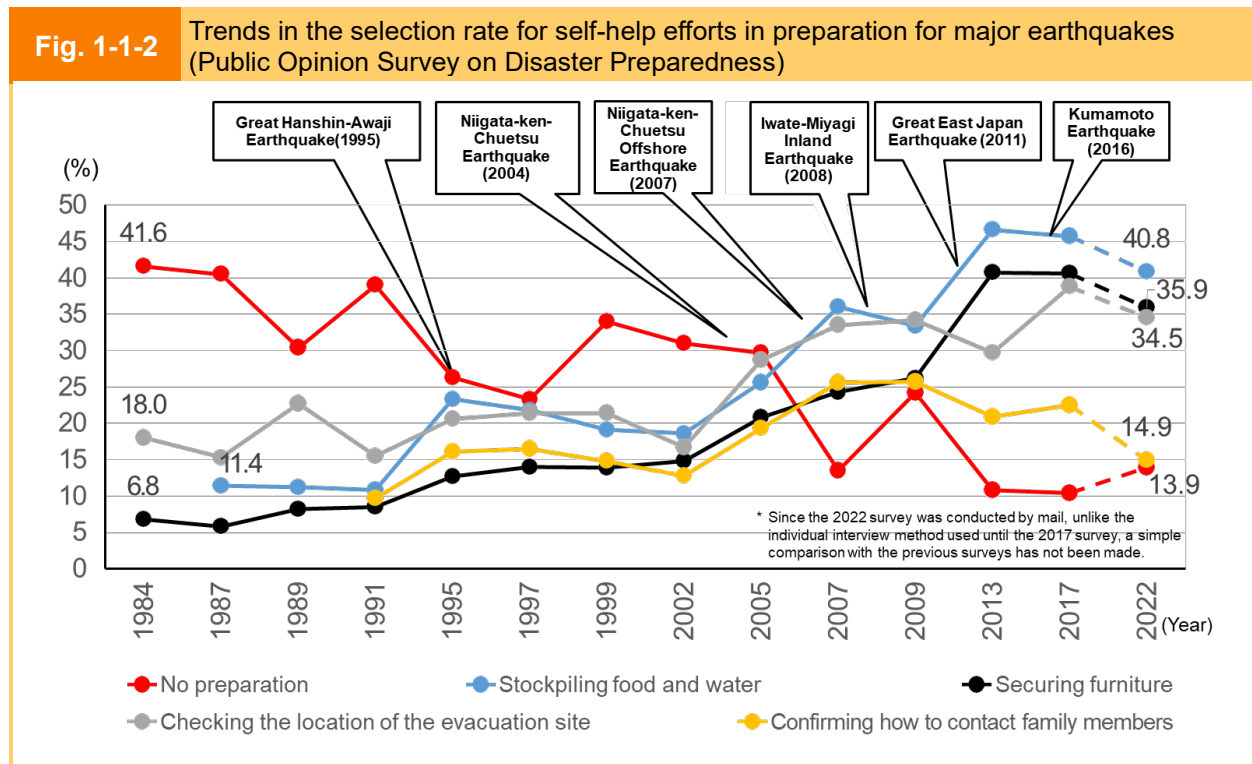


Source: Compiled by the Cabinet Office based on “Prediction of Human Damage from Large-Scale Earthquake Disasters” by Yoshiaki Kawata (1997), Journal of Japan Society for Natural Disaster Science, Vol. 16, No. 1 (featured in the 2016 Disaster Management White Paper, Special Feature: “Future Disaster Management”)

Concrete actions for disaster prevention and mitigation include, first and foremost, “self-help”, which involves understanding disaster risks in your area, making “preparations” in advance by securing furniture and stocking up on food, etc., participating in evacuation drills to ensure the ability to take appropriate actions during the evacuation, and preparing your evacuation action plan (My Timeline), in which actions to be taken during events such as an approaching typhoon, are organized in advance in chronological order, according to the situation of each resident. It is also necessary to take measures to mitigate damage from disasters through “mutual support”, such as helping neighbors at the time of a disaster.

According to the results of a “Public Opinion Survey on Disaster Preparedness” conducted by the Cabinet Office in September 2022, the recognition of the importance of “self-help” and the movement to take concrete measures have steadily permeated among the public after major disasters such as the Great Hanshin-Awaji Earthquake and the Great East Japan Earthquake (Fig. 1-1-2). However, despite the occurrence of the Kumamoto Earthquake, which caused significant damage, the

subsequent survey conducted in 2017 revealed that the implementation rate of “self-help” efforts, such as “securing furniture”, remained at 40.6%, indicating a trend of stagnation. Although the results of the most recent survey in 2022 cannot simply be compared to the results of previous surveys, since the survey was conducted by post, unlike the individual interview method used until 2017, the overall implementation rate of efforts has likely not increased. One reason for this is that many citizens only see and hear in the media about the damage caused by disasters and do not have a strong sense that they themselves could be affected, which may make it difficult to raise public awareness of disaster risk reduction in the wake of disasters.



Source: Cabinet Office “Public Opinion Survey of Disaster Prevention”

Those who responded that “they had never discussed how to deal with natural disasters with their families and close acquaintances” (36.9% of the total) in the 2022 survey, when asked the reason for this (multiple responses allowed), the most common response was “there was no opportunity to discuss”, which was selected by an overwhelmingly high percentage (58.1%) of respondents. This suggests that efforts should be strengthened to reach out to the public who have not yet started the efforts for disaster preparedness.

The importance of mutual support was reaffirmed by community-led initiatives in Misaki-cho in the Terashita-shimoide District of Suzu City, Ishikawa Prefecture after the 2024 Noto Peninsula Earthquake. In this case, a voluntary disaster prevention organization had been established by disaster prevention specialists and local officials before the earthquake. Because community disaster leaders took the initiative to develop evacuation plans and conduct regular evacuation drills, it was possible to effectively evacuate the area when disaster struck. While the government will continue its relentless efforts to strengthen “public support”, it is becoming increasingly difficult to prevent sudden and severe disasters solely with structural measures, such as existing disaster management facilities, or government-led non-structural measures, due to the increasingly severe and frequent

meteorological disasters associated with global warming and the increasing number of elderly people requiring support in an aging society. Rather than focusing only on government-led efforts, disaster risk management policies that focus on residents' "self-help" and "mutual support" based on a shared understanding across the entire population are needed. Currently, there are disparities in disaster resilience across regions, and it is necessary to spread the efforts by "local communities" having high disaster risk management awareness, across the entire nation and build a society that can respond effectively to disasters.

## **1-2 National Council for Promoting Disaster Risk Reduction and National Conference on Promoting Disaster Risk Reduction**

The "National Council for Promoting Disaster Risk Reduction" was convened in 2015, which comprised experts from various sectors, including six local organizations, the business community, the education sector, and medical and welfare-related fields, to engage in the exchange of information, opinions and other necessary collaborations and raise disaster risk management awareness in cooperation with the National Disaster Management Council. The Council engages in dissemination and awareness-raising activities.

### **(1) National Conference on Promoting Disaster Risk Reduction (BOSAI Kokutai) 2024**

The National Conference on Promoting Disaster Risk Reduction (BOSAI Kokutai) 2024 was jointly organized by the Cabinet Office, the National Council for Promoting Disaster Risk Reduction, and the Council for Council for Promoting Disaster Risk Reduction (an organization comprising industry associations, etc., working to promote a national campaign for disaster damage mitigation) in Kumamoto City, Kumamoto Prefecture. This annual event has been held since 2016, and the 2024 event marks its ninth year. This year's event was held under the theme "Hope for Recovery from Kumamoto to the Nation: Let's Tell the Story, Kumamoto! Let's Do Our Best, Japan!" It aimed to communicate the importance of disaster management by each citizen on a daily basis, and to provide an opportunity to pass on the experiences and lessons of disasters to many people and to future generations.

In the opening session, Mr. Sakai, Minister of State for Disaster Management, Cabinet Office, and Mr. Seike, Chairman of the National Council for Promoting Disaster Risk Reduction (President of the Japanese Red Cross Society), delivered opening remarks. Mr. Kimura, Governor of Kumamoto Prefecture, and Mr. Onishi, Mayor of Kumamoto City, gave host addresses. A keynote speech was delivered by Mr. Ariura, former Director of Crisis Management and Disaster Prevention Planning for Kumamoto Prefecture, on the theme "Looking Back on the Kumamoto Earthquake - Preparation and Lessons Learned." In the high-level session, under the theme "The Kumamoto Earthquake, Subsequent Reconstruction, and Disaster Preparedness," speakers including former Governor Kabashima of Kumamoto Prefecture reflected on the disaster and the creative reconstruction efforts that followed, sharing these experiences with the rest of Japan.

In the closing session, high school students from Kumamoto Prefecture expressed their thoughts on disaster management and shared messages for the future. In addition, Mr. Akimoto, Vice-Chairman

of the National Council for Promoting Disaster Risk Reduction (Chairman of the Japan Firefighters Association), delivered the organizer's remarks, and Professor Takeuchi of Kumamoto University gave a summary of the conference. A video message was also received from Governor Hanazumi of Niigata Prefecture, the next host prefecture.

In addition, 404 organizations from government, public-interest groups, academia, the private sector, and NPOs held sessions, workshops, booth exhibits, stage presentations, and outdoor displays, attracting a record 17,000 on-site visitors and approximately 12,000 online views.



Opening remarks by Mr. Sakai, Minister of State for Disaster Management



Booth exhibition at Kumamoto Castle Hall

## (2) The 10th National Council for Promoting Disaster Risk Reduction

The 10th National Council for Promoting Disaster Risk Reduction was held on December 19, 2024, at the Large Hall of the Prime Minister's Office. At the beginning of the meeting, Prime Minister Ishiba expressed his gratitude to the member organizations of the National Council for Promoting Disaster Risk Reduction for their efforts in disaster prevention activities, stating, "We aim to make Japan the world's leading nation in disaster prevention. We are pursuing a completely new approach to strengthening our country's disaster resilience and changing public awareness of disaster preparedness." He then expressed his hope for further cooperation from the Council's member organizations.

Then, reports were presented on the activities of the National Council for Promoting Disaster Risk Reduction, including the "National Conference on Promoting Disaster Risk Reduction (BOSAI Kokutai) 2024." The Junior Chamber International Japan (JCI) and the Japan Pharmaceutical Association (JPA) introduced their efforts in the wake of the 2024 Noto Peninsula Earthquake.



The 10th National Council for Promoting Disaster Risk Reduction (attended by Prime Minister Ishiba)



### **1-3 Measures on Disaster Management Drill and Disaster Risk Reduction Education**

In the event of a disaster, disaster risk management agencies, such as national government agencies, local governments, and other public corporations, are required to work together and take appropriate measures in cooperation with residents. Therefore, disaster risk management efforts must be made during peacetime, such as through coordinated drills by relevant agencies. For this reason, organizations involved in disaster risk management conduct disaster management drills in accordance with the “Basic Act on Disaster Management” (Act No. 223 of 1961), the Basic Disaster Management Plan, and other regulations, with the aim of verifying and confirming emergency countermeasures in the event of a disaster and raising disaster risk management awareness among residents.

In FY 2024, various drills, as listed below, were conducted in accordance with the “FY 2024 Comprehensive Disaster Management Drill Framework” (decided by the National Disaster Management Council on June 28, 2024), which sets out the basic policy for conducting disaster management drills and comprehensive disaster management drills in the Government.

#### **(1) “Disaster Preparedness Day” – A comprehensive disaster management drill**

On Disaster Preparedness Day, September 1, 2024, then–Prime Minister Kishida and other cabinet ministers conducted a drill for assembling on foot at the Prime Minister’s Office, assuming an earthquake along the Japan Trench and Kuril Islands Trench. In addition, then–Prime Minister Kishida and related cabinet members were scheduled to participate in a joint disaster management drill with Itabashi Ward, Tokyo, as the main venue, as part of a field survey exercise. However, these drills were canceled due to the establishment of the Authorized Disaster Management Headquarters following the approach of Typhoon No. 10 in 2024.

#### **(2) Government tabletop exercise**

In November 2024, an emergency disaster response headquarters office operation drill (the Cabinet Office, Central Government Building No. 8, and other buildings) and an emergency local disaster response headquarters operation drill (Sapporo No. 1 Government Building) were conducted in conjunction, simulating a trench-type earthquake around the Japan Trench and Kuril Islands Trench. The drills were attended by officials from the relevant government ministries and agencies and officials from Hokkaido Prefecture, who gathered at the drill venue. They conducted a situation-based drill simulating conditions close to an actual disaster, as well as a discussion-based drill, discussing issues that require coordination among relevant agencies during a disaster.

In the regional block-based drills, exercises for the operation of the on-site emergency disaster response headquarters were conducted in cooperation with prefectures expected to be affected, assuming trench-type earthquakes around the Japan Trench and Kuril Trench, an inland Tokyo Earthquake, and a Nankai Trough Earthquake. In November 2024, the drills were held in the Tohoku region (Morioka City); in December in the Tokyo metropolitan area (Chiba City); in January 2025 in Kyushu (Kumamoto City); and in February in Shikoku (Takamatsu City) and Chubu (Nagoya City). Participants gathered on-site to conduct both scenario-based and discussion-based drills.



Drill for the operation of the Emergency Disaster Response Headquarters Secretariat, simulating a trench-type earthquake around the Japan and Kuril Trenches



Drill for the operation of the On-site Emergency Disaster Response Headquarters, simulating a Nankai Trough earthquake (Nagoya City)

### **(3) Disaster risk reduction education efforts**

#### **1) Development of disaster risk reduction (DRR) education**

In order for all citizens to protect their own lives from disasters, each citizen must be able to take appropriate actions in the event of a disaster. For this reason, it is necessary to spread practical disaster risk reduction education across the country so that children can acquire the necessary disaster management knowledge and learn proactive disaster management actions from childhood.

The government is taking initiatives such as the following, based on the “Third Plan for the Promotion of School Safety”, approved by the Cabinet in March 2022.

- Prepare and disseminate a new manual for disaster risk reduction education that takes into account developmental stages to enable all schools nationwide to implement practical disaster risk reduction education and evacuation drills that impart necessary knowledge such as local disaster risks and normalcy bias
- Prepare and disseminate teaching materials and data that are easy to use in schools, and prepare teaching materials for young children, including templates for information communication and awareness-raising at home, especially for disaster risk reduction education from early childhood, aiming at providing thorough disaster risk reduction education to parents and young children
- Regularly and concretely investigate disaster risk reduction education implemented in schools nationwide, including the status of implementation and review of practical evacuation drills, to set key indicators and publish the results of these investigations

These and other initiatives are currently underway.

In FY2024, the Ministry of Education, Culture, Sports, Science and Technology (MEXT) prepared a manual on disaster risk reduction education for teachers involved in special needs education, and the Cabinet Office collected case studies to enhance disaster education for preschool children and to promote the use of digital technology.

#### **2) Support for disaster risk reduction (DRR) educational activities**

The “Disaster Risk Reduction (DRR) Education Challenge Plan” was launched in 2004. It invites applications from various organizations, schools, and individuals across Japan who are eager to

engage in disaster education activities, and provides expert advice and financial support for one year. By FY2024, a total of 366 organizations had been supported in their activities.

For the next year's call for participating organizations, the following themes were set in line with current needs: 1) Disaster risk reduction (DRR) education in collaboration with various entities, 2) Volcano disaster prevention education, and 3) Disaster risk reduction (DRR) education based on recent disaster experiences and lessons learned, such as the 2024 Noto Peninsula Earthquake. As a result, 63 applications were received, and 13 organizations were selected for implementation. The details of past initiatives and activities are available on the Disaster Risk Reduction (DRR) Education Challenge Plan website.



(See: <https://bosaijapan.jp/challenge-plan/>)

## 1-4 Measures for Tsunami Disaster Prevention

### (1) Tsunami evacuation drills

In FY 2024, earthquake and tsunami disaster drills organized by the National and local governments and private companies were conducted throughout Japan, mainly on “Tsunami Preparedness Day (November 5)”.

The Cabinet Office, in cooperation with local governments, conducted drills with the participation of residents at nine locations across Japan (Toyoura Town, Hokkaido; Chosei Village, Chiba Prefecture; Joetsu City and Sado City, Niigata Prefecture; Sakai City, Fukui Prefecture; Taiki Town, Mie Prefecture; Hyuga City, Miyazaki Prefecture; Kikai Town, Kagoshima Prefecture; and Itoman City, Okinawa Prefecture). The participants conducted drills to protect their own lives in the event of an earthquake (ShakeOut drills) and to take actions to evacuate from tsunamis after the shaking has subsided (Tsunami evacuation drills), as well as drills for safety confirmation and setup of shelters. Workshops were held before and after the drills, in which residents learned about local damage estimation, geographical conditions, etc., and were provided with opportunities to apply what they learned in taking appropriate evacuation actions in the event of a tsunami. About 5,000 people participated in the drills and workshops.



Disaster preparedness workshop  
(Itoman City, Okinawa)



Tsunami evacuation drill  
(Chosei Village, Chiba Prefecture)

## (2) Awareness-raising activities

### 1) Awareness-raising activities for tsunami preparedness

In order to disseminate information on “Tsunami Preparedness Day” and “World Tsunami Awareness Day” and promote recognition and initiatives for tsunami preparedness, in FY 2024, various media were used to spread awareness, such as displaying educational posters in companies and local governments across the country and showing display images at checkout counters in major convenience stores and supermarkets.



Awareness-raising poster on tsunami preparedness

### 2) Special event on “Tsunami Preparedness Day”

On “Tsunami Preparedness Day” and “World Tsunami Awareness Day” on November 5, the Cabinet Office, the National Council for Promoting Disaster Risk Reduction, and the Council for Promoting Disaster Risk Reduction organized a special online event, “Tsunami Preparedness Day”.

Following opening remarks by Mr. Sakai, Minister of State for Disaster Management, Cabinet Office, a keynote speech was given by Professor Imamura of the International Research Institute of Disaster Science, Tohoku University, on the topic of “Tsunami preparedness based on the Noto Peninsula Earthquake and the issuance of temporary information for the Nankai Trough Earthquake.” In addition, the Nishiki District of Taiki Town, Mie Prefecture, introduced its efforts related to tsunami disaster prevention and held a discussion with the speakers.

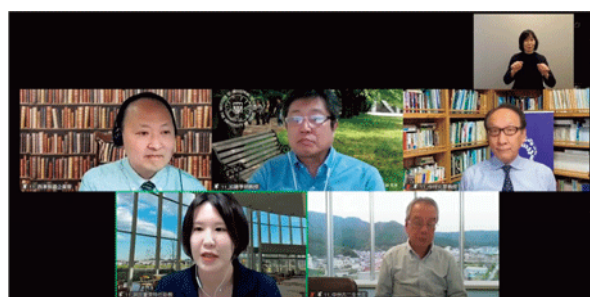
An archived video of the event is available on the “Special Website for Tsunami Preparedness”.



(Reference: <https://tsunamibousai.jp/>)



Opening remarks by Mr. Sakai, Minister of State for Disaster Management



Panel discussion

## 1-5 Efforts for Volcanic Disaster Prevention

### (1) Volcano evacuation drills

The Law Concerning Special Measures against Active Volcanoes stipulates that efforts should be made to hold events such as volcano disaster prevention drills on Volcano Disaster Prevention Day, and August 26 has been designated as “Volcano Disaster Prevention Day” since 2024. It is expected that volcano disaster prevention drills and other activities will be promoted in each volcanic region, taking advantage of opportunities such as this Volcano Disaster Prevention Day.

The Cabinet Office supported the planning and implementation of volcano disaster prevention drills in model areas from FY2022 to FY2024 to encourage local governments to conduct such drills, to verify evacuation plans and local disaster management plans based on those plans, and to raise awareness of volcano disaster prevention among residents and others. The findings and results obtained through collaboration with local governments were compiled into the *Guide for Planning and Management of Volcano Disaster Prevention Drills by Local Governments* and *Case Studies of Efforts*, which were later revised to incorporate additional insights and results.

### (2) Awareness-raising activities

#### 1) Awareness-raising activities for volcano disaster prevention

In FY2024, in order to publicize “Volcano Disaster Prevention Day” and deepen interest in and understanding of measures against active volcanoes, a Volcano Disaster Prevention Day poster was created and displayed by local governments, etc. In addition, an official Volcano BOSAI Day account was opened on Instagram to share information about what makes volcanoes appealing.

#### 2. Commemorative events for the establishment of “Volcano Disaster Prevention Day”

In light of the designation of August 26 as “Volcano Disaster Prevention Day,” a commemorative event was held in Tokyo on August 26, 2024, co-sponsored by the Cabinet Office and the Federation of Prefectures for Strengthening Volcanic Disaster Prevention, with the aim of deepening public interest in and understanding of measures against active volcanoes.



Volcano disaster prevention awareness poster

At the event, following opening remarks by Mr. Matsumura, then Minister of State for Disaster Management, Cabinet Office, a keynote speech was given by Mr. Fujii, Chairman of the Policy Committee of the Headquarters for Volcanic Research Promotion, on the topic of “The Current Status of Volcano Research in Japan.” In addition, the Japan Meteorological Agency and the Network of Municipalities for Strengthening Volcanic Disaster Mitigation introduced their respective volcano disaster risk management measures. A talk session was also held on the theme “What Can We Do

Now for Volcanic Disaster Preparedness?”

An archived video of the event is available on the Cabinet Office Disaster Prevention website.



(Reference: <https://www.bousai.go.jp/kazan/bousainohievent/kinen.html>)



Opening remarks by Mr. Matsumura, then Minister of State for Disaster Management, Cabinet Office



Talk session scene

### 1-6 Resident-led Initiatives (Promotion of Community Disaster Management Plans)

The Community Disaster Management Planning System was established through the 2013 amendment to the “Basic Act on Disaster Management” to promote voluntary disaster risk management activities by community residents, etc. (individuals living in the area and business operators with establishments) through “self-help” and “mutual support” in cooperation with municipalities, and to enhance local disaster resilience. The system allows community residents, etc., to formulate a Community Disaster Management Plan (draft) and propose to the Municipal Disaster Management Council that the plan be included in the Local Disaster Management Plan (municipal-level plan).

The contents of the Community Disaster Management Plan draft are freely decided by various entities within the community, such as residents, businesses, and welfare workers, through discussions on local disaster risks and disaster management actions and activities during peacetime and emergencies. After being placed in the Municipal Disaster Management Plan, the Plan serves as a link between “self-help”, “mutual support”, and “public support”. The contents of the plan, as well as the process of formulation, such as repeated discussions among community residents, are crucial in strengthening the power of mutual support.

As of April 1, 2024, 2,727 communities across 244 municipalities in 43 prefectures had their Community Disaster Management Plans laid out under local disaster management plans, and 7,701 communities across 463 municipalities in 46 prefectures were working toward the development of their Community Disaster Management Plan. Ten years have passed since the system was established, and the Community Disaster Management Plan is expected to permeate further the local communities (Fig. 1-6-1, Fig. 1-6-2).

Fig. 1-6-1

Number of Community Disaster Management Plans reflected in local disaster management plans (as of April 1, 2024)

### Number of Community Disaster Management Plans reflected in local disaster management plans (as of April 1, 2024)

◇43 prefectures, 244 municipalities, 2,727 districts  
(298 districts with new plans established in FY 2023)

· Surveyed Municipalities  
· Total as of April 1, 2024

Prefecture name	Number of municipalities	Number of districts	Prefecture name	Number of municipalities	Number of districts	Prefecture name	Number of municipalities	Number of districts
Hokkaido	13	60	Ishikawa Prefecture	1	1	Okayama Prefecture	4	12
Aomori Prefecture	0	0	Fukui Prefecture	2	2	Hiroshima Prefecture	1	1
Iwate Prefecture	5	50	Yamanashi Prefecture	10	557	Yamaguchi Prefecture	3	89
Miyagi Prefecture	3	61	Nagano Prefecture	15	115	Tokushima Prefecture	3	6
Akita Prefecture	2	2	Gifu Prefecture	7	27	Kagawa Prefecture	5	44
Yamagata Prefecture	6	80	Shizuoka Prefecture	6	30	Ehime Prefecture	7	90
Fukushima Prefecture	5	23	Aichi Prefecture	9	38	Kochi Prefecture	3	46
Ibaraki Prefecture	7	101	Mie Prefecture	5	22	Fukuoka Prefecture	9	99
Tochigi Prefecture	10	23	Shiga Prefecture	3	11	Saga Prefecture	0	0
Gunma Prefecture	3	35	Kyoto	4	50	Nagasaki Prefecture	0	0
Saitama Prefecture	7	21	Osaka	5	92	Kumamoto Prefecture	18	403
Chiba Prefecture	3	17	Hyogo Prefecture	9	186	Oita Prefecture	0	0
Tokyo	11	190	Nara Prefecture	4	12	Miyazaki Prefecture	3	8
Kanagawa Prefecture	4	38	Wakayama Prefecture	1	1	Kagoshima Prefecture	18	68
Niigata Prefecture	2	2	Tottori Prefecture	2	5	Okinawa Prefecture	2	3
Toyama Prefecture	3	5	Shimane Prefecture	1	1	<b>Total</b>	<b>244</b>	<b>2,727</b>

Source: Cabinet Office data

Fig. 1-6-2

Number of communities working toward the development of Community Disaster Management Plans (as of April 1, 2024)

### Number of communities working toward the development of Community Disaster Management Plans (as of April 1, 2024)

◇46 prefectures, 463 municipalities, 7,701 districts  
Note: Including those that have been proposed to municipalities but not yet specified in the local disaster management plans

· Surveyed Municipalities  
· Total as of April 1, 2024

Prefecture name	Number of municipalities	Number of districts	Prefecture name	Number of municipalities	Number of districts	Prefecture name	Number of municipalities	Number of districts
Hokkaido	12	54	Ishikawa Prefecture	14	395	Okayama Prefecture	10	143
Aomori Prefecture	3	14	Fukui Prefecture	16	870	Hiroshima Prefecture	6	106
Iwate Prefecture	3	15	Yamanashi Prefecture	15	102	Yamaguchi Prefecture	3	26
Miyagi Prefecture	12	380	Nagano Prefecture	21	165	Tokushima Prefecture	6	19
Akita Prefecture	0	0	Gifu Prefecture	6	65	Kagawa Prefecture	14	55
Yamagata Prefecture	8	124	Shizuoka Prefecture	6	93	Ehime Prefecture	9	33
Fukushima Prefecture	23	60	Aichi Prefecture	14	38	Kochi Prefecture	3	43
Ibaraki Prefecture	7	58	Mie Prefecture	14	103	Fukuoka Prefecture	13	170
Tochigi Prefecture	20	135	Shiga Prefecture	9	197	Saga Prefecture	2	3
Gunma Prefecture	7	85	Kyoto	8	36	Nagasaki Prefecture	5	85
Saitama Prefecture	12	189	Osaka	17	427	Kumamoto Prefecture	36	1,276
Chiba Prefecture	7	49	Hyogo Prefecture	12	463	Oita Prefecture	1	305
Tokyo	11	95	Nara Prefecture	6	35	Miyazaki Prefecture	9	63
Kanagawa Prefecture	9	153	Wakayama Prefecture	5	18	Kagoshima Prefecture	17	617
Niigata Prefecture	9	206	Tottori Prefecture	2	7	Okinawa Prefecture	6	19
Toyama Prefecture	10	44	Shimane Prefecture	5	63	<b>Total</b>	<b>463</b>	<b>7,701</b>

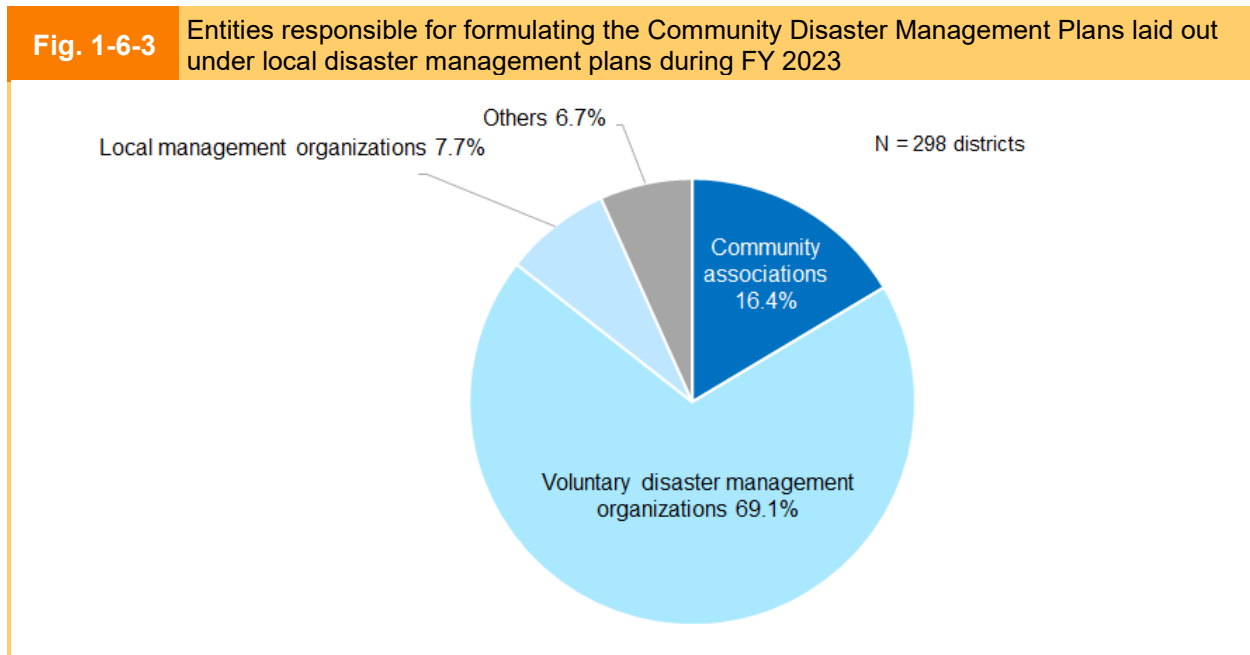
Source: Cabinet Office data

### (1) Trends in Community Disaster Management Plans

The Cabinet Office performed an analysis of the Community Disaster Management Plans of 298 communities, which were laid out under local disaster management plans during FY 2023, which revealed the following characteristics (Fig. 1-6-3, Fig. 1-6-4, Fig. 1-6-5).

- 1) Regarding the main entities responsible for formulating the Community Disaster Management Plans, voluntary disaster management organizations accounted for 69.1%, while neighborhood associations accounted for 16.4%
- 2) Regarding the population in the communities, the most common response was “201-500” (19.5%), followed by “101-200” (19.1%). Together, these districts with 101-500 residents accounted for about 40% of the total.
- 3) Regarding the trigger for the development of the Community Disaster Management Plans, 76.2% of the communities cited “encouragement from the government”.

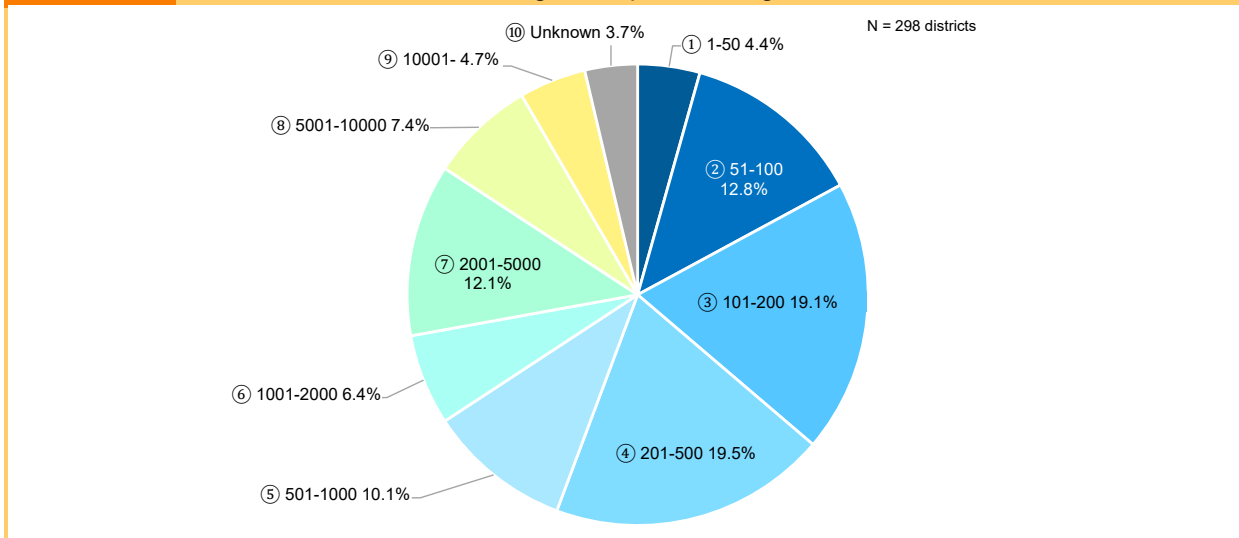
This suggests that government support is important in the formulation of a Community Disaster Management Plan.



Source: Cabinet Office data

**Fig. 1-6-4**

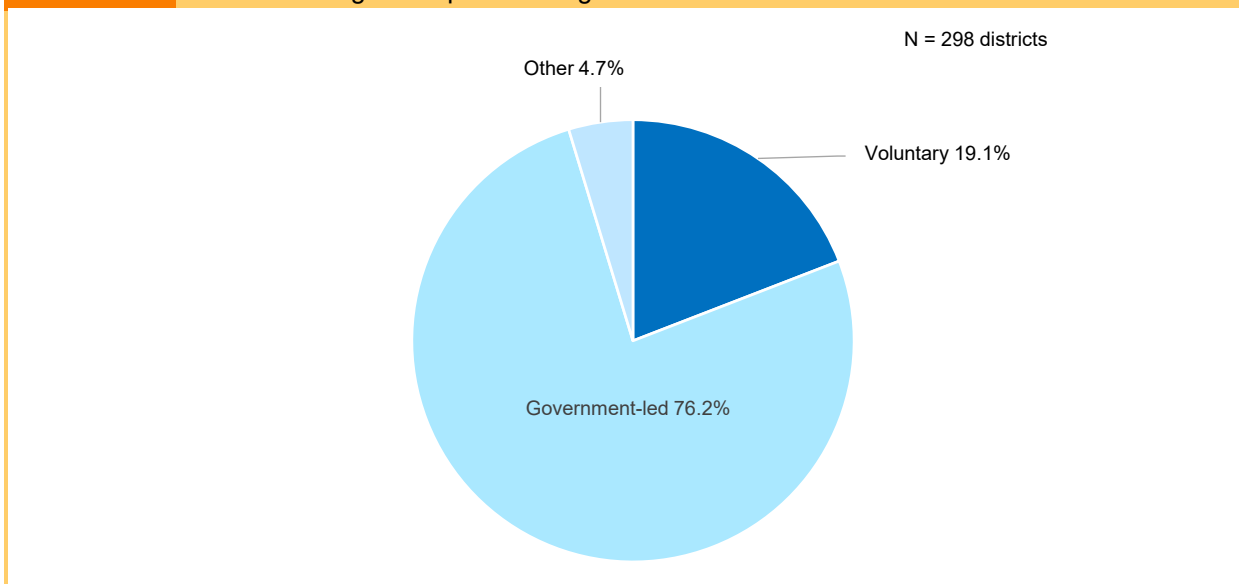
**Population within communities having the Community Disaster Management Plans laid out under local disaster management plans during FY 2023**



Source: Cabinet Office data

**Fig. 1-6-5**

**Triggers for formulating the Community Disaster Management Plans laid out under local disaster management plans during FY 2023**



Source: Cabinet Office data

**(2) Initiatives by the Cabinet Office to promote the development of Community Disaster Management Plans**

To promote the development of Community Disaster Management Plans, the Cabinet Office has been preparing reference materials such as the Guidelines for Community Disaster Management Plan and building a “Community Disaster Management Plan Library” where Community Disaster Management Plans can be viewed by region or theme. On April 4, 2025, a new *Community Disaster Management Plan Guidebook* was published, and the following forums and training sessions were held.



(Reference: <https://www.bousai.go.jp/kyoiku/chikubousai/index.html>)

### **1) Community Disaster Management Plan Forum 2024 - Kumamoto Earthquake and the Subsequent Community Disaster Management Plan and Volcanic Disasters and Community Disaster Management Activities**

In order to share examples and experiences of developing Community Disaster Management Plans in various regions and to promote their formulation, the Community Disaster Management Plan Forum 2024 - Kumamoto Earthquake and the Subsequent Community Disaster Management Plan and Volcanic Disasters and Community Disaster Management Activities was held on October 19, 2024. Volcanic Disasters and Community Disaster Management Activities was held on October 20, 2024, both at the National Both sessions were held as part of the National Conference on Promoting Disaster Risk Reduction (BOSAI Kokutai) 2024. In this forum, experts and officials from the Cabinet Office held discussions based on case studies of the formulation of the Community Disaster Management Plans following the Kumamoto Earthquake. An archived video of this forum is also available.

### **2) Basic training course on the formulation of Community Disaster Management Plans**

The “Basic Workshop on Community Disaster Management Plan Preparation” was held online on November 13, 2024, and the “Basic Workshop on Community Disaster Management Plan Preparation (Advanced)” was held online on January 24, 2025. In these workshops, the Cabinet Office provided a basic explanation, followed by reports from residents, local government officials, and university faculty members who are advisors and who have been engaged in advanced initiatives in areas covered by the Cabinet Office and the Community Disaster Management Plan Association’s model district projects. These reports were followed by a panel discussion.

### **3) Model projects for Community Disaster Management Plans**

The Cabinet Office has been implementing model projects to support the formulation of Community Disaster Management Plans since FY2014. In FY2024, four districts were targeted: Hiyoshidai Elementary School District in Tomisato City, Chiba Prefecture; Kamihazakumachi Voluntary Disaster Prevention Association in Nishio City, Aichi Prefecture; Annaka District in Shimabara City, Nagasaki Prefecture; and Shiraho District in Ishigaki City, Okinawa Prefecture.

### **4) Holding symposiums in collaboration with academic research groups, business groups, etc.**

As a new initiative, the Cabinet Office held an online symposium on July 27, 2024, under the theme “Community Disaster Management Plan Based on Lessons Learned from the Noto Peninsula Earthquake and Other Disasters,” in cooperation with the Network for Promoting Community Disaster Management Plans and the Society for Local Disaster Preparedness Planning. Three organizations with expertise in community disaster management planning discussed the ideal framework for the Community Disaster Management Plan system based on lessons learned from the Noto Peninsula Earthquake and other disasters. Similarly, in cooperation with the Disaster Prevention Promotion Council and the Japan Society for District Disaster Management Planning, an online symposium was held on March 1, 2025, under the theme “Disaster Prevention Activities of Corporations and Communities: Based on Recent Mutual Support Activities Following the Noto Peninsula Earthquake

and the Issuance of Temporary Information on the Nankai Trough Earthquake.” Each of the two new collaborative symposia was attended by more than 1,000 people.

### 1-7 Efforts to Pass on Disaster Lessons Learned

In May 2024, the Cabinet Office and the Ministry of Land, Infrastructure, Transport and Tourism (MLIT) established a new system to certify facilities that provide easy-to-understand information on local disasters and activities that pass on disaster lessons as “NIPPON Disaster Management Assets.” A total of 22 cases were certified in the first round, including 11 with excellent certification. In September 2024, the first NIPPON Disaster Management Asset Certification Ceremony was held, where certificates were presented to representatives of the certified projects by Mr. Matsumura, then Minister of State for Disaster Management, Cabinet Office, and Mr. Saito, then Minister of Land, Infrastructure, Transport and Tourism.



Commemorative photo with certifiers



Logo mark

### 1-8 Environmental Improvement for Volunteer Activities

In the event of a disaster, volunteers, NPOs and various other organizations rush to the affected areas to provide meticulous support to disaster victims, thereby playing a crucial role. The Cabinet Office is working to improve the environment to facilitate activities of volunteers, NPOs and others to support disaster victims. In recent years, during large-scale disasters, it has become a well-established practice for various supporting entities, including government agencies, volunteers, and NPOs, to provide support to disaster victims while sharing information and coordinating activities through collaboration.

#### (1) Promotion of the development of support systems for disaster victims through public-private partnerships

According to the “Questionnaire Survey on Support for Disaster Victims” conducted by the Cabinet Office in February 2025, 22 prefectures have support systems for disaster victims (e.g., a coordinating organization) through public-private partnerships. In prefectures that responded that there is no movement toward fostering support systems for disaster victims through public-private partnerships, many of the reasons given were that “NPOs (including disaster relief organizations) with which to collaborate have not yet been identified” and that “budgets for promoting collaboration have not been secured.” The survey revealed that in order to promote the establishment of Japan Voluntary

Organizations Active in Disaster at the prefectural level, there is a continuing need to raise awareness of the importance of public-private partnerships, as well as to deploy pioneering practices horizontally.

The Cabinet Office conducts training courses to allow government agencies and personnel of the Council of Social Welfare, NPOs, and other disaster volunteer centers to meet during peacetime and discuss various issues related to collaboration and cooperation, with the aim of deepening mutual understanding. In FY 2024, the Cabinet Office held a “Training Course to Promote Collaboration among Diverse Entities” via online streaming, in which the necessity of collaboration among diverse entities was explained from the standpoints of government agencies, the Council of Social Welfare, and Japan Voluntary Organizations Active in Disaster. Approximately 540 participants from 40 prefectures attended the course.

## **(2) Model project for the development of support systems for disaster victims through public-private partnerships**

In order to create an environment where diverse private sector entities, such as NPOs and companies with expertise, can effectively demonstrate their capabilities to support disaster victims, it is important to establish and functionally enhance the Japan Voluntary Organizations Active in Disaster at the prefectural level, to perform coordination of activities, information sharing, and other coordination among diverse entities participating in providing support. For this reason, the Cabinet Office provided support to prefectures that are trying to establish and functionally enhance the Japan Voluntary Organizations Active in Disaster through a model project, thereby striving to accelerate its initiatives further. The specific initiatives included the development and training of disaster victim support personnel through public-private partnerships, as well as networking among private sector organizations at the prefectural level.

In addition, the insights and know-how gained from this model project were widely shared with other prefectures, and support was provided to advance initiatives aimed at the establishment of the Japan Voluntary Organizations Active in Disaster in prefectures across the country.

Model project for the development of support systems for disaster victims through public-private partnerships



Development and training of disaster victim support personnel through public-private partnerships



Networking meeting

### **(3) Consideration towards model training for “evacuation life support leaders/supporters” and on-the-job training for evacuation life support advisors**

In recent years, natural disasters have become more severe and frequent, and evacuation life can sometimes last for extended periods, with shelters being set up for weeks or months at times, making improving the living conditions at evacuation shelters a challenge. After a disaster, municipal staff and other local government officials continue to play a central role in the operation of shelters after the shelters have been set up. However, there are limitations to how long they can continue to operate the shelters while dealing with various other tasks. Therefore, in providing support for the evacuation life of disaster victims, the perspectives of “self-help” and “mutual support” cannot be overlooked. Moreover, the operation of evacuation shelters over extended periods requires specialized knowledge and skills.

To address these issues, based on the recommendations of the “Working Group on Disaster Risk Reduction Education and Public Awareness (Disaster Volunteer Team)” compiled in May 2021, the Cabinet Office is taking initiatives for the realization of an “Ecosystem for Evacuation Life Support and Human Resource Development for Disaster Volunteers” to provide systematic skill-building opportunities to motivated local personnel and increase the number of individuals who can take on roles in supporting evacuation life in each region, thereby contributing to the strengthening of local disaster resilience.

In FY2024, model training to promote the development of “evacuation life support leaders/supporters” who can take on roles in evacuation life support was conducted in nine districts across Japan (Hachinohe City, Aomori Prefecture; Tatebayashi City, Gunma Prefecture; Anamizu Town, Ishikawa Prefecture; Minowa Town, Nagano Prefecture; Toyoake City, Aichi Prefecture; Inabe City, Mie Prefecture; Kurashiki City, Okayama Prefecture; Kama City, Fukuoka Prefecture; and Uto City, Kumamoto Prefecture). The model training consisted of preliminary on-demand learning (eight units of about 20 minutes each) and exercises spanning over two days. The exercises included environmental improvement exercises and interpersonal communication exercises through role plays in a venue designed to replicate a shelter.

In addition, as part of the curriculum study for developing “Evacuation Life Support Coordinators,” participants in the model training course and potential instructors were dispatched for about one week to evacuation shelters in areas affected by the 2024 Noto Peninsula Earthquake, where prolonged evacuation was a concern. This on-the-job training deepened their understanding of the knowledge and skills required for supporting shelter operations and improving living conditions in evacuation shelters.



Model training for “evacuation life support leaders/supporters”

#### **(4) Transportation subsidy program for support groups for disaster victims**

In recent years, disasters have become more severe and frequent, and there is growing concern about potential major earthquakes such as the Tokyo Inland Earthquake and the Nankai Trough Earthquake. In Japan, when a large-scale disaster occurs, it is difficult for the government alone to provide sufficient support for disaster victims. With the advancing aging and depopulation of society, there is a need to enhance both the quantity and quality of such support. For example, during the 2024 Noto Peninsula Earthquake, many non-profit organizations and volunteer groups rushed to the affected areas. These organizations provided essential support such as operating shelters, distributing emergency food, preserving houses, and cleaning up damaged homes, effectively supplementing public assistance.

Against this backdrop, the Subsidy for Nonprofit Organizations Supporting Disaster Victims (Transportation Subsidy Program for Support Groups for Disaster Victims) was launched to help cover the transportation costs of NPOs and disaster volunteer groups that travel to affected areas to provide support. This program subsidizes transportation costs for volunteer groups engaged in disaster victim support, with a maximum of ¥ 500,000 per application. In FY2024 (for the period from January 10 to March 31, 2025), the program supported more than 200 activities.



(Reference: <https://www.bousai.go.jp/kyoiku/bousai-vol/kotsuhojojigyo.html>)

### **1-9 Establishment of a Business Continuity System**

#### **(1) Establishment of a business continuity system for central ministries and agencies**

In the past, central ministries and agencies have promoted efforts towards business continuity by developing business continuity plans for each central ministry and agency from the viewpoint of ensuring the continuity of the core functions of the capital in the event of a Tokyo Inland Earthquake, etc. In March 2014, following the Cabinet decision on the “Business Continuity Plan of the Central Government (Measures against Tokyo Inland Earthquake)” (hereinafter referred to as the “Government’s Business Continuity Plan”) based on the “Act on Special Measures Against Tokyo Inland Earthquake” (Act No. 88 of 2013), central ministries and agencies reviewed their existing business continuity plans.

The Cabinet Office formulated guidelines in June 2007 to support the development of business continuity plans for central ministries and agencies. Since then, the guidelines have been reviewed in light of the increasing severity and frequency of recent disasters and changes in social conditions, with the most recent revision in April 2022. In addition, the effectiveness of business continuity plans of central ministries and agencies is assessed by experts in accordance with the Government's Business Continuity Plan, and based on the assessment, central ministries and agencies review their business continuity plans and improve their initiatives as necessary.

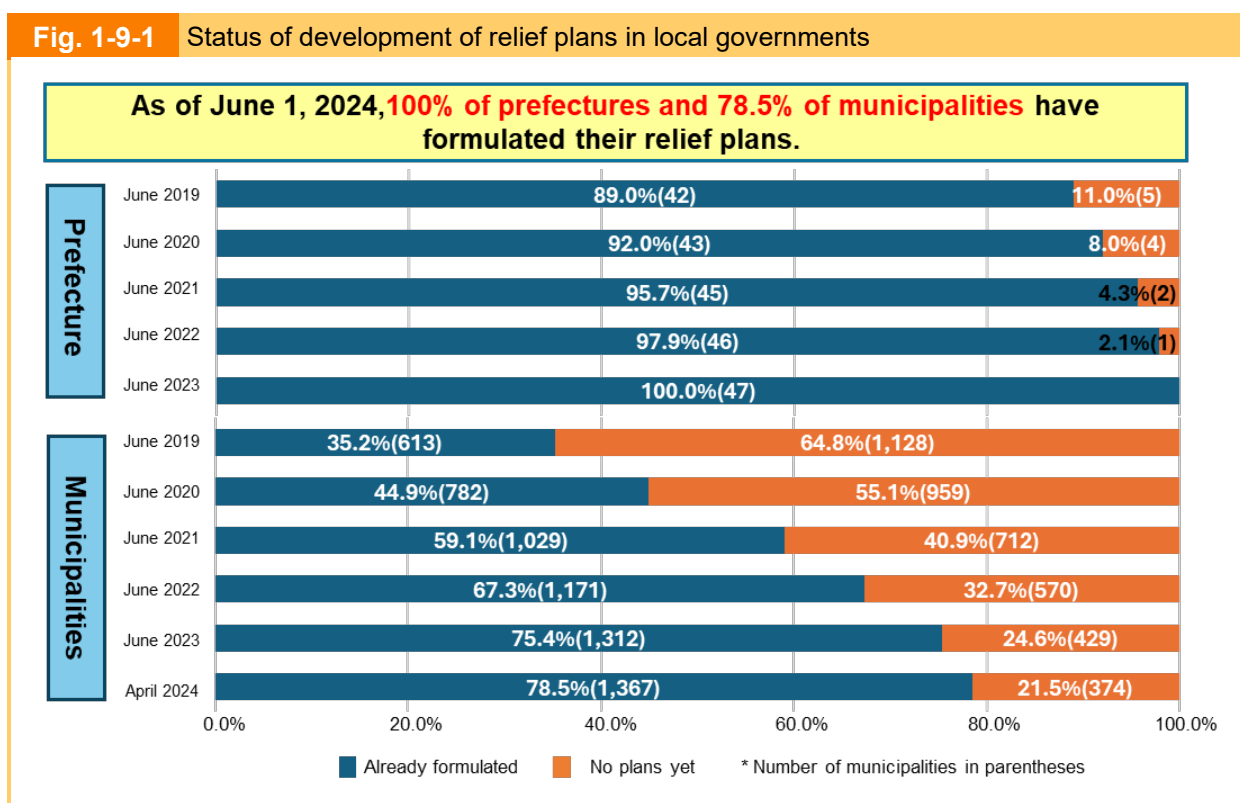
Through these efforts, the Government intends to establish a business continuity system to ensure the smooth continuation of business in the event of a Tokyo Inland Earthquake.

## **(2) Establishment of a business continuity system for local governments**

Local governments must secure their administrative functions and continue their operations in the event of a disaster. For this reason, local governments need to develop a business continuity plan and establish a business continuity system. As of April 2016, 100% of prefectures and as of June 2023, 100% of local governments had formulated their business continuity plans.

In addition, since it is difficult for affected local governments to handle the large volume of disaster response tasks on their own, it is important for them to formulate support plans and establish systems to quickly and accurately receive support staff from the national government and other local governments, share information, and coordinate various activities. As of June 2023, 100% of prefectures had formulated their support plans, while 78.5% of municipalities had done so as of April 2024 (Fig. 1-9-1).

**Fig. 1-9-1** Status of development of relief plans in local governments



Source: June 2019, June 2020, June 2021: Results of the Survey on the Status of Development of Business Continuity Plans in Local Governments (survey by the Fire and Disaster Management Agency, Ministry of Internal Affairs and Communications).  
 June 2022: Results of the Survey on the Status of Development of Business Continuity Plans, etc., in Local Governments (survey by the Fire and Disaster Management Agency, Ministry of Internal Affairs and Communications).  
 June 2023, April 2024: Results of the Survey on the Status of Development of Business Continuity Plans and Relief Plans in Local Governments (survey by the Cabinet Office (Disaster Management) and the Fire and Disaster Management Agency, Ministry of Internal Affairs and Communications)

The Cabinet Office has formulated and shared the Business Continuity Plan Formulation Guidelines for Municipalities (May 2015), the Guide to Formulate Aid Acceptance Plans Regarding the Receipt of Human Support for Municipalities in the Event of a Major Disaster (revised May 2023), and the Guide to Formulate Aid Acceptance Plans Regarding the Receipt of Human Support for Municipalities (revised April 2025). In addition, in cooperation with the Fire and Disaster Management Agency, the Cabinet Office has held annual training sessions and briefings for prefectural and municipal officials since FY2015 to support the establishment of business continuity and support systems in local governments.

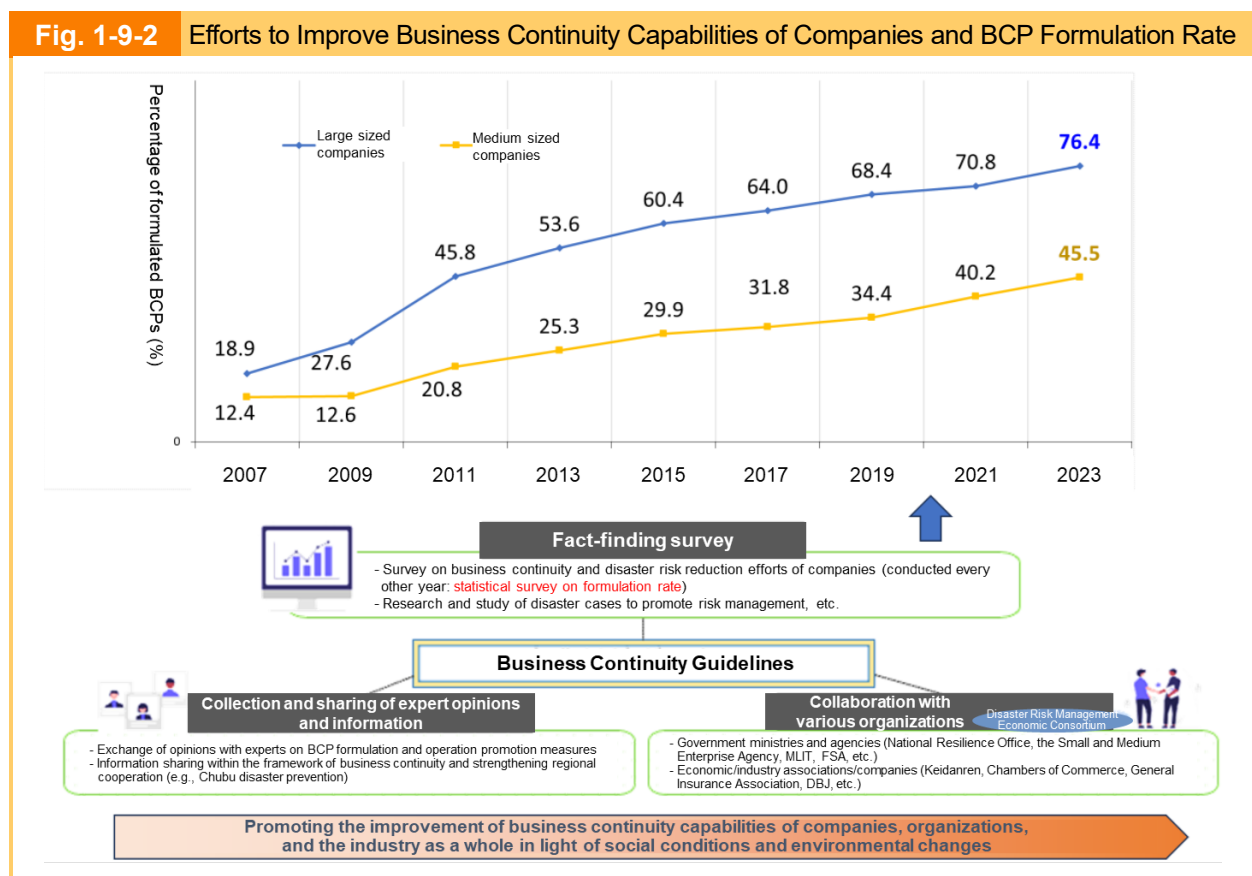
### **(3) Establishment of a business continuity system for the private sector**

In the event of a large-scale disaster or a similar incident that causes a company's business activities to slow down, the impact is beyond the company itself. Supply chain disruptions and other such factors can have a significant impact on the company's business partners, the local economy and society, and, ultimately, the entire country. Therefore, companies need to ensure the continuity of their business activities in the event of a large-scale disaster.

The Cabinet Office developed guidelines in 2005 to promote the development of business continuity plans (BCPs) for companies. The Cabinet Office recommends developing BCPs in line with these guidelines. The content of the guidelines has been reviewed in light of changes in social conditions,

and a revised version was recently published in March 2023. In addition, in order to further promote efforts by companies, the Cabinet Office is working with industry associations, etc., to promote the dissemination of information relating to business continuity efforts, such as preparing and disseminating a simplified pamphlet that summarizes the key points of BCP development in an easy-to-understand manner and a collection of case studies of efforts for reference.

The Cabinet Office has been conducting a biennial survey on the actual status of efforts taken by private companies, including the percentage of companies that have developed BCPs. According to the “FY 2023 Survey on Business Continuity and Disaster Reduction Efforts Made by Corporations”, the number of large and medium-sized companies that have developed BCPs is rising, which now account for 76.4% of large companies (70.8% in the previous survey (FY 2021)) and 45.5% of medium-sized companies (40.2% in the previous survey), and the percentage is 85.6% for large companies and 57.6% for medium-sized companies, if those in the process of developing a BCP are also included (Fig. 1-9-2).



Source: Cabinet Office data

## 1-10 Collaboration with Industry

### (1) Disaster Risk Management Economic Consortium

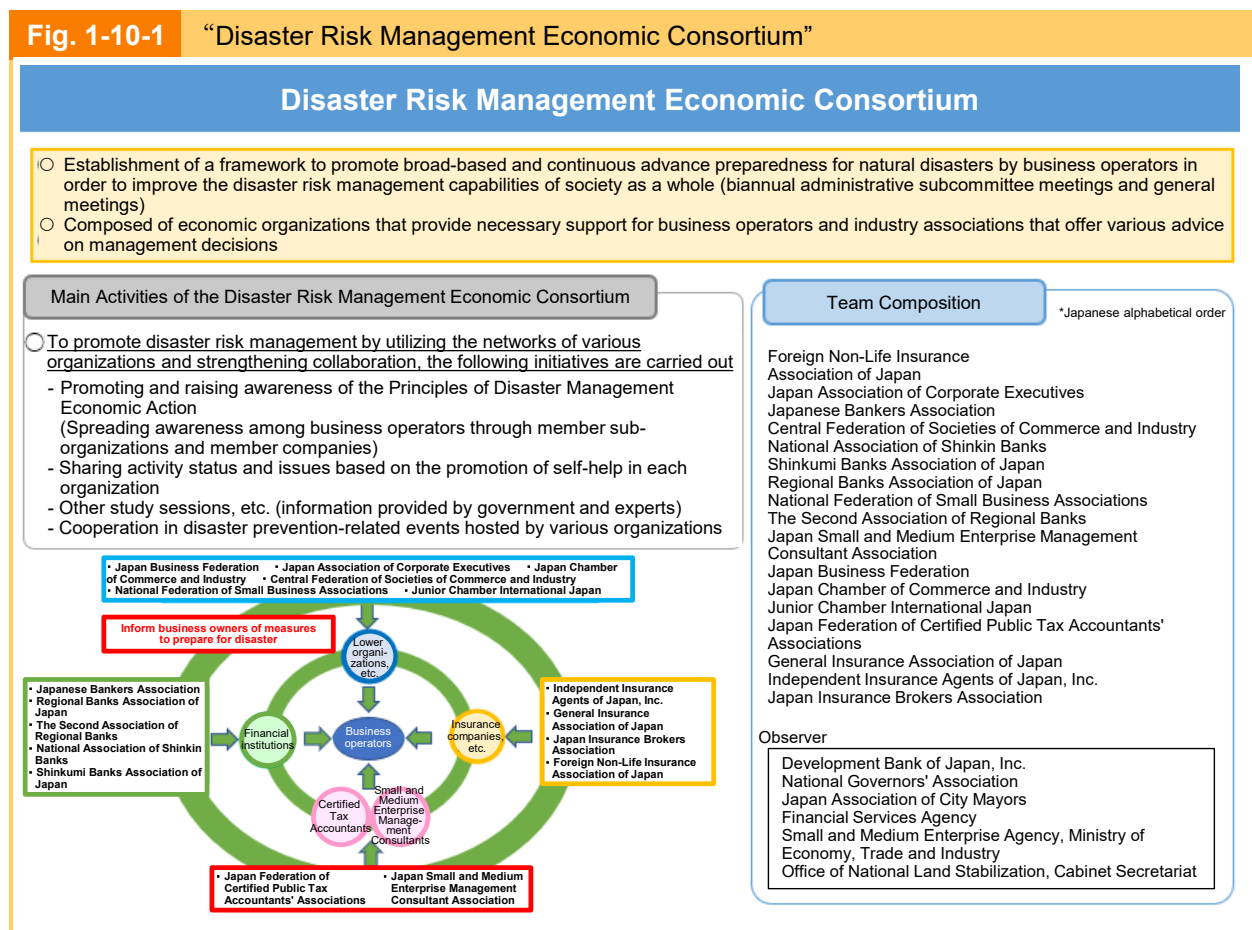
In order to improve the disaster risk management capabilities of society as a whole, there is a need for private business operators to improve their preparedness for large-scale natural disasters. For this reason, the “Disaster Risk Management Economic Consortium” was established in 2018 as a platform for business operators to exchange opinions and communicate with each other.

The “Disaster Risk Management Economic Consortium” has formulated the “Principles of Disaster Management Economic Action”, which aim to raise awareness for improving the disaster risk management capabilities of business operators through original ideas tailored to the characteristics of their respective industries. Members of 17 organizations are engaged in activities focused on support to business operators’ disaster management and business continuity while spreading and raising awareness of these principles among their respective subsidiary organizations.

In FY2024, two meetings were held under the theme “Strengthening Supply Chains and Regional Cooperation,” considered a key issue for improving disaster management and business continuity. In addition to sharing examples of support for businesses and initiatives taken in response to the 2024 Noto Peninsula Earthquake, the Cabinet Office introduced related policies on disaster management and business continuity, and experts specializing in these fields gave lectures (Figure 1-10-1).



(Reference: <https://www.bousai.go.jp/kyoiku/consortium/index.html>)



Source: Cabinet Office data

## (2) Disaster Prevention x Technology Public-Private Partnership Platform

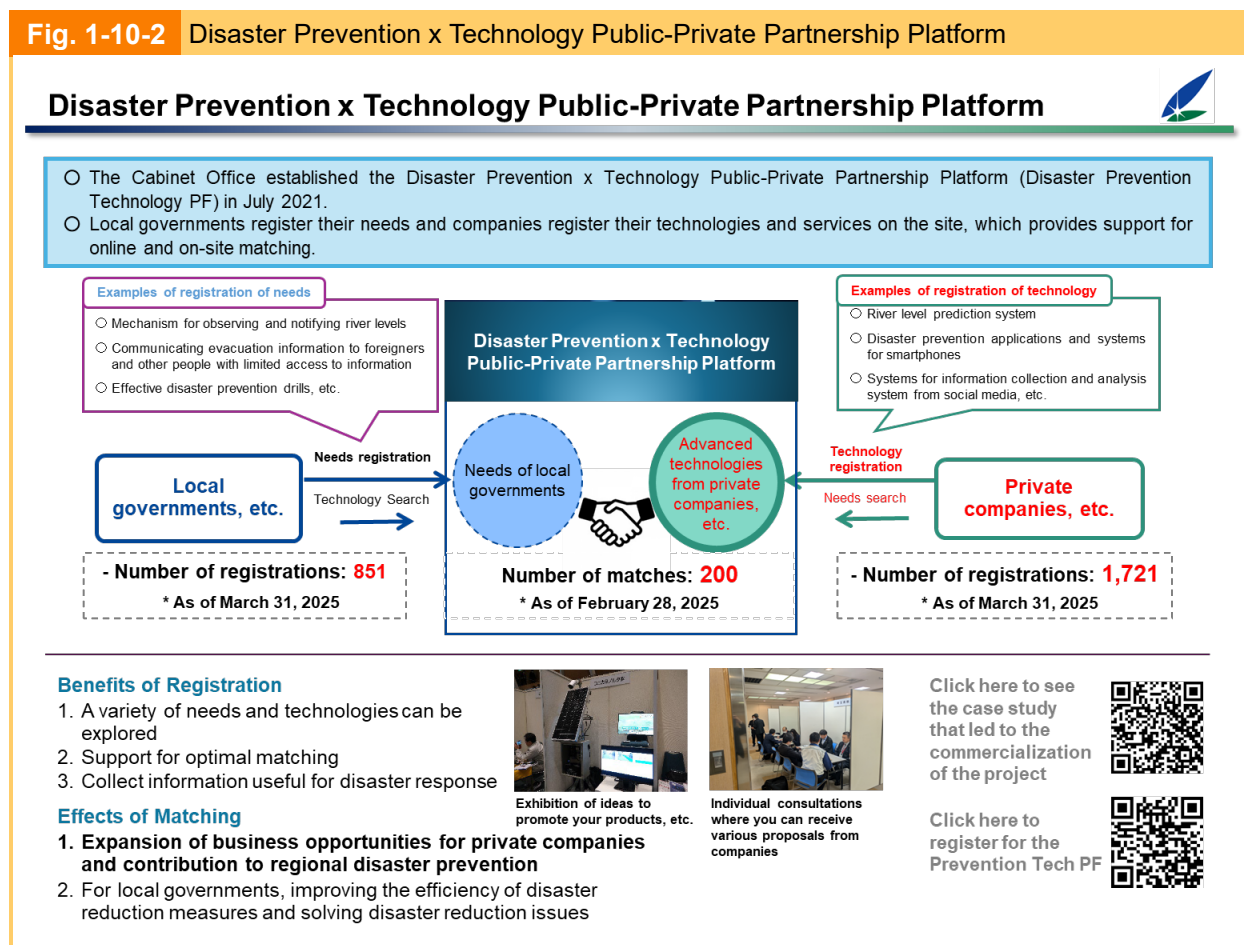
Local governments must actively utilize advanced technologies, including digital technologies, to respond more effectively and efficiently to the increasingly severe and frequent disasters that have occurred in recent years. Some local governments have already started using advanced technologies and demonstrated their effectiveness in disaster response. However, many local governments have

not yet introduced such technologies due to limited opportunities to collect information on advanced technologies and introduce them.

For this reason, in FY 2021, the Cabinet Office established the “Disaster Prevention x Technology Public-Private Partnership Platform”. This platform was designed as a forum for matching the needs of local governments in disaster response and private companies with advanced technologies and for the horizontal deployment of examples of effective use of advanced technologies by local governments.

The platform operates a permanent website (hereinafter referred to as the “Matching Site”) and holds seminars (hereinafter referred to as “Matching Seminars”) to provide a venue for interaction between local governments and private companies. As of March 2025, approximately 850 local governments and 1,700 private companies had registered on the Matching Site, resulting in 200 matches to date.

In June 2024, a matching pitch was held where companies and relevant ministries and agencies introduced effective technologies and services that had been utilized during the 2024 Noto Peninsula Earthquake. New matching efforts began for introducing toilet cars and Internet satellite systems to local governments (Fig. 1-10-2).



Source: Cabinet Office data

By the end of March 2025, ten Matching Seminars had been held. These included case studies of advanced technologies actually adopted by local governments, presentations of initiatives to strengthen disaster management and resilience, and one-on-one consultation sessions where private

companies and local governments could directly introduce their technologies and discuss issues or needs.

At the 10th Seminar, one of Japan's largest open innovation facilities brought together representatives from industry, government, academia, and finance. The event featured lectures by experts and startup companies, panel discussions, matching pitches where local governments and companies presented their needs, and outdoor exhibitions. Through these programs, it showcased initiatives aimed at "fostering the disaster prevention industry" and "strengthening the resilience of society as a whole." In particular, company presentations on their needs were conducted for the first time and received a positive response, leading participants to share the view that business-to-business matching is also essential for expanding the disaster prevention market.

**[Column]**

**Matching Pitch Event on the theme of technologies and services that were effective in responding to the Noto Peninsula Earthquake of 2024**

The 2024 Noto Peninsula Earthquake highlighted the difficulty of disaster response under geographical constraints, and there is a growing need for local governments and relevant ministries and agencies to implement and utilize new technologies that are effective in disaster response measures. The need for implementation and utilization of new technologies effective for disaster response measures by local governments and relevant ministries and agencies is increasing.

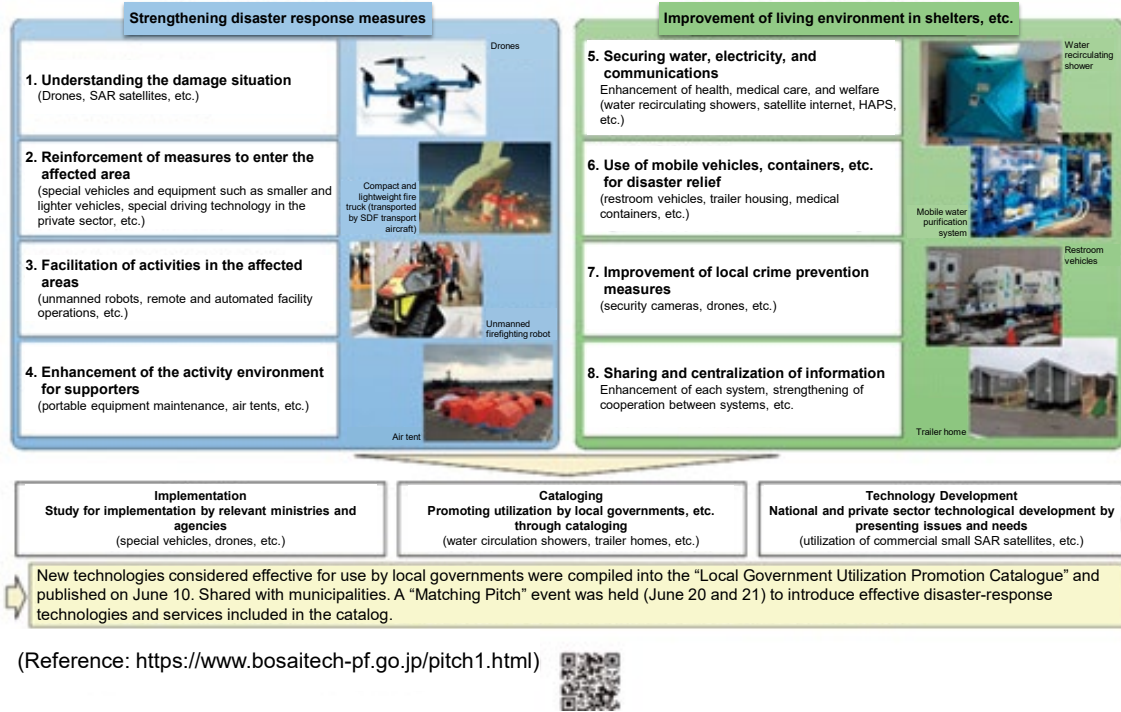
On June 10, 2024, the Cabinet Office published the "Catalogue for the Promotion of Utilization by Local Governments," which lists new technologies and services that can be effectively utilized by local governments. On June 20 and 21, a matching pitch event was held to introduce technologies and services effective for disaster response, and more than 500 local governments and companies participated.

At the Matching Pitch event, companies and ministries involved in disaster response gave presentations on technologies and measures used in the field to secure and recover lifelines such as water, electricity, and communications, to improve the living and working environment of evacuees and relief workers, to understand the disaster situation, and to share and centralize information. The participating local governments showed particular interest in new technologies and measures for information gathering using drones and for securing lifelines such as toilets, water, and communications.

In addition, individual consultations between local governments and private companies were held after the matching pitch event. Through these consultations and other events, matching has begun for the introduction of toilet cars, satellite Internet, etc.

## Effective new technologies and measures based on the 2024 Noto Peninsula Earthquake

- This report summarizes the measures needed to overcome the problems that emerged during the series of disaster responses to the 2024 Noto Peninsula Earthquake, as well as new technologies recognized as effective in disaster response, along with other measures to strengthen initial response and emergency preparedness in the future
- To utilize these new technologies and measures, we promote "studies toward implementation by relevant ministries and agencies," "promotion of use by local governments through cataloging," and "technology development by the national government and the private sector by presenting challenges and needs"



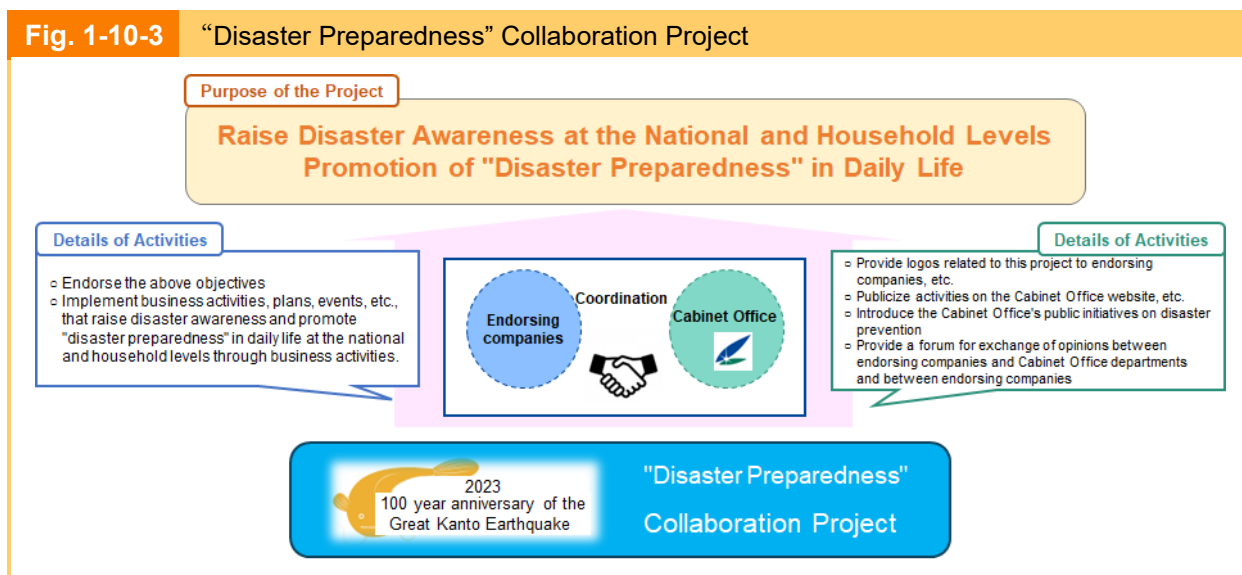
### (3) "Disaster Preparedness" Collaboration Project

The Cabinet Office viewed 2023, marking the 100th anniversary of the Great Kanto Earthquake, as an important opportunity to strengthen preparedness for large-scale disasters. To raise disaster awareness at the national, household, and business levels and to promote "disaster preparedness" in daily life, it launched the Disaster Preparedness Collaboration Project, which invites private companies and other partners to promote broad awareness through their regular business activities (Figure 1-10-3).

As of March 31, 2025, 147 companies had endorsed this project. In addition to each company implementing its own "disaster preparedness" initiatives and the Cabinet Office participating in related events, a seminar on "Emergency Information on the Nankai Trough Earthquake" was held in January 2025 by the Cabinet Office, experts, and participating companies.

(Reference: <https://www.bosaitech-pf.go.jp/pitch1.html>)

**Fig. 1-10-3** “Disaster Preparedness” Collaboration Project



Source: Cabinet Office data

### 1-11 Initiatives in the Academic Field

In Japan, research activities on disaster risk reduction are conducted in various fields, including natural phenomena such as earthquakes, tsunamis, volcanic eruptions and heavy rains, civil engineering works and structures such as buildings, emergency medical care, healthcare and sanitation such as environmental hygiene, various human activities including economy, geography and history, information, and energy. The Great East Japan Earthquake created awareness about the importance of research on disaster prevention and mitigation from a comprehensive and interdisciplinary perspective, and the necessity of promoting information sharing and exchanges with different fields beyond specialized areas and fostering interdisciplinary collaboration. Therefore, through discussions by the Science Council of Japan and relevant academic societies, the “Japan Academic Network for Disaster Reduction” was established in January 2016 as a network of academic societies involved in disaster prevention, mitigation and restoration, with the cooperation of 47 academic societies. As of the end of March 2025, 63 academic societies (60 regular members and 3 special members) had joined the Network.

In August 2024, the Alliance held the 6th Liaison Conference on Disaster Management among the Science Council of Japan, Academic Societies, and Government Ministries and Agencies in collaboration with the Science Council of Japan’s Academic Collaboration Committee on Disaster Prevention and Mitigation. The conference featured presentations from both central ministries and academic societies under the theme Challenges and Lessons Learned from the 2024 Noto Peninsula Earthquake Disaster. In addition, public symposia were held in October 2024 and January 2025, where opinions were widely exchanged on the role that disaster science should play.

日本学術会議 防災減災学術連携委員会(防災学術連携体との連携開催)  
 第6回「防災に関する日本学術会議・学協会・府省庁の連絡会」  
**令和6年能登半島地震災害における課題と教訓**



6th “Liaison Conference on Disaster Management among the Science Council of Japan, Academic Societies, and Government Ministries and Agencies”

**1-12 Strengthening Disaster Response Efforts from Gender Equality Perspectives**

Disasters threaten the lives of all people, but it is known that the impact varies depending on factors such as gender, age and disability. The creation of a disaster-resilient society requires the impact of disasters on people to be minimized with the help of disaster response tailored to the different needs of women, children, the elderly, and people with disabilities. The Cabinet Office has been promoting disaster management and reconstruction initiatives from the perspective of gender equality.

As of April 2024, the proportion of female members in the Prefectural Disaster Management Councils had remained at 23.3%, while in the Municipal Disaster Management Councils, the percentage had remained at 11.3%. These figures fall short of the target set in the Fifth Basic Plan for Gender Equality - Toward a Society in Which All Women Can Shine (approved by the Cabinet on December 25, 2020) (to increase the proportion of female members in both Prefectural and Municipal Disaster Management Councils to 30% by 2025) (Fig. 1-12-1 and Fig. 1-12-2).

The Guidelines for Disaster Prevention and Reconstruction from the Perspective of Gender Equality (prepared in May 2020, hereinafter referred to as the “Guidelines”) has been conducted continuously since 2003. When publishing the 2023 survey results on local government initiatives based on these Guidelines, a new “Visualization Map” was created and released in June 2024 to make each organization’s efforts easily understandable at a glance. The map uses color coding to show the percentage of female members in Municipal Disaster Management Councils and to indicate the

number of listed stockpiled items for women and infants. These mapped items are also presented in rankings and graphs by population size, encouraging local governments to actively use the survey results and promote initiatives based on gender equality during normal times.



(Reference: <https://www.gender.go.jp/policy/saigai/fukkou/chousa.html>)

In October 2024, at the National Conference on Promoting Disaster Risk Reduction (BOSAI Kokutai) 2024, an online session titled “Tips for Women’s Participation in Disaster Response: Experiences from the Noto Peninsula Earthquake” was held. The session shared ideas and solutions to the challenges women face when engaging in relief activities both inside and outside disaster-affected areas.

In the same month, the Noto Peninsula Earthquake Response Status Survey from the Perspective of Gender Equality was launched. The survey collects information on preparedness during normal times, post-disaster response, recovery and reconstruction efforts, and various case studies from affected local governments, supporting municipalities, and private organizations during the 2024 Noto Peninsula Earthquake. It aims to assess the status of disaster response efforts based on the Guidelines. Based on the survey results, issues and initiatives will be organized to further incorporate the perspective of gender equality into future disaster responses, and the findings will be compiled into a report.

In the future, efforts from the perspective of gender equality will continue, contributing to the improvement of local disaster response capabilities.

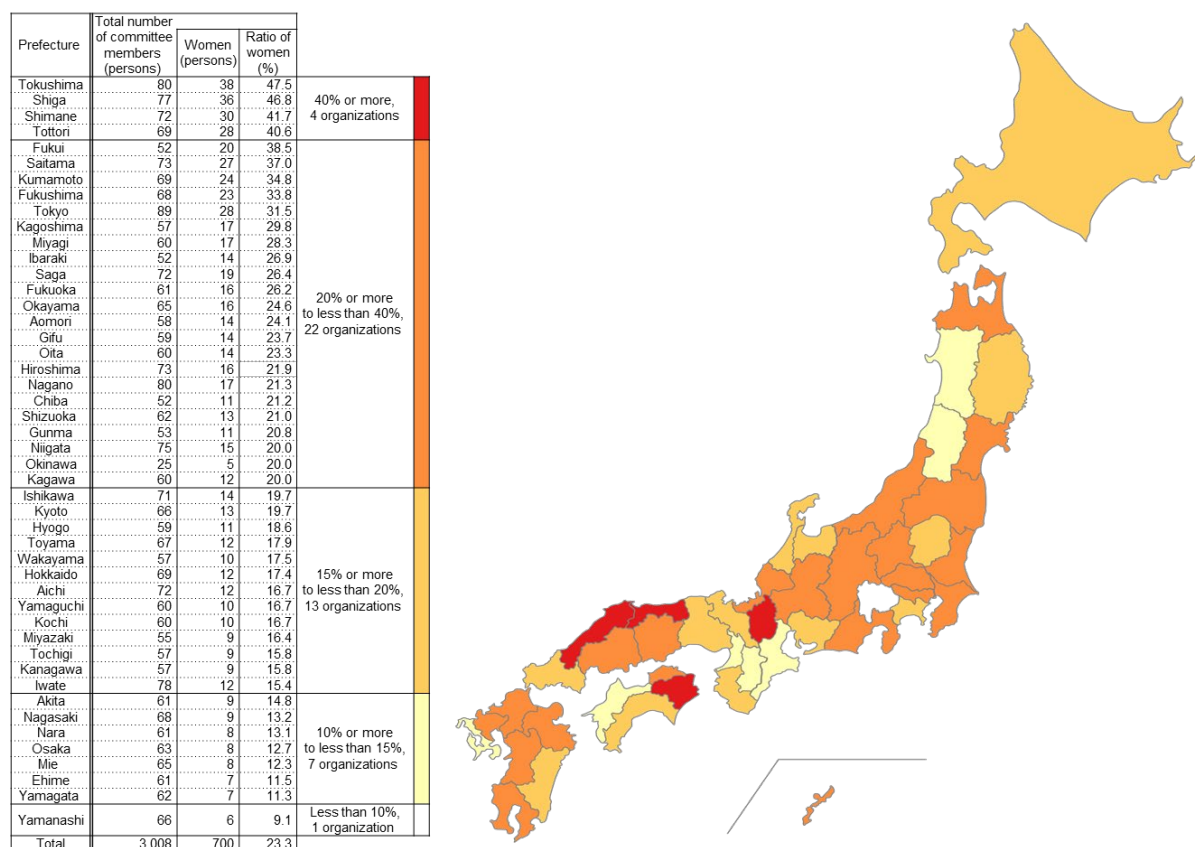
\* Main initiatives in the Fifth Basic Plan for Gender Equality:

- In both the National and local governments, the disaster/risk management department and gender equality department will work more closely together during peacetime to promote disaster management and reconstruction initiatives from the gender equality perspective.
- Regarding the percentage of women in the Prefectural Disaster Management Councils, the National government will request each prefecture to promote initiatives for increasing female participation. Furthermore, the National government will collaborate with prefectures to promote efforts for the early dissolution of municipal disaster management councils with no female members and to increase the percentage of female members. It will deploy good practices from municipalities where women are actively appointed to these councils.
- Regarding the Disaster Management Headquarters of local governments, efforts will be made from normal times, aiming at the placement of female staff and gender equality officials and at promoting understanding among male staff members regarding initiatives from the perspective of gender equality.
- The status of initiatives by local governments based on the Guidelines will be followed up, bringing more “visibility” into the initiatives.



(Reference: [https://www.gender.go.jp/about\\_danjo/basic\\_plans/5th/pdf/2-08.pdf](https://www.gender.go.jp/about_danjo/basic_plans/5th/pdf/2-08.pdf))

**Fig. 1-12-1** Proportion of female members in Prefectural Disaster Management Councils



(Remarks) 1. The source of the data is the Cabinet Office's "Progress of Local Government Measures Focused on Women or the Promotion of a Gender-Equal Society" (FY2023).  
 2. In principle, the survey data was as of April 1, 2024, but may differ depending on the circumstances of each local government in some cases.  
 3. Ratio of women was rounded off to the one decimal place.  
 4. In case of a tie in the second decimal place, the administrative order was used.  
 5. Some islands have been omitted for the convenience of data notation

Source: Compiled by the Cabinet Office from "The Status of Formation of a Gender-Equal Society and the Promotion of Policies Related to Women in Local Governments (FY 2024)"

**Fig. 1-12-2** Targets and current values for Prefectural and Municipal Disaster Management Councils in the Fifth Basic Plan for Gender Equality

Item	Present Status	Performance Target (deadline)
Ratio of women among Prefectural Disaster Management councils' committee members	23.3% (2024)	30% (2025)
Ratio of women among municipal Disaster Management council's committee members		
Number of organizations with no women committee members	265 (2024)	0 (2025)
Ratio of women among committee members	11.3% (2024)	Aiming for 15% (in early stage). And even for 30% (by 2025)

Source: Compiled by the Cabinet Office from "Fifth Basic Plan for Gender Equality 'Toward a Reiwa Society Where All Women and Girls Can Thrive and Achieve Their Full Potential'" (approved by the Cabinet on December 25, 2020) and "The Status of Formation of a Gender-Equal Society and the Promotion of Policies Related to Women in Local Governments (FY 2024)"

## Section 2 Disaster Management System, Disaster Response and Preparedness

### 2-1 Amendment of Basic Disaster Management Plan

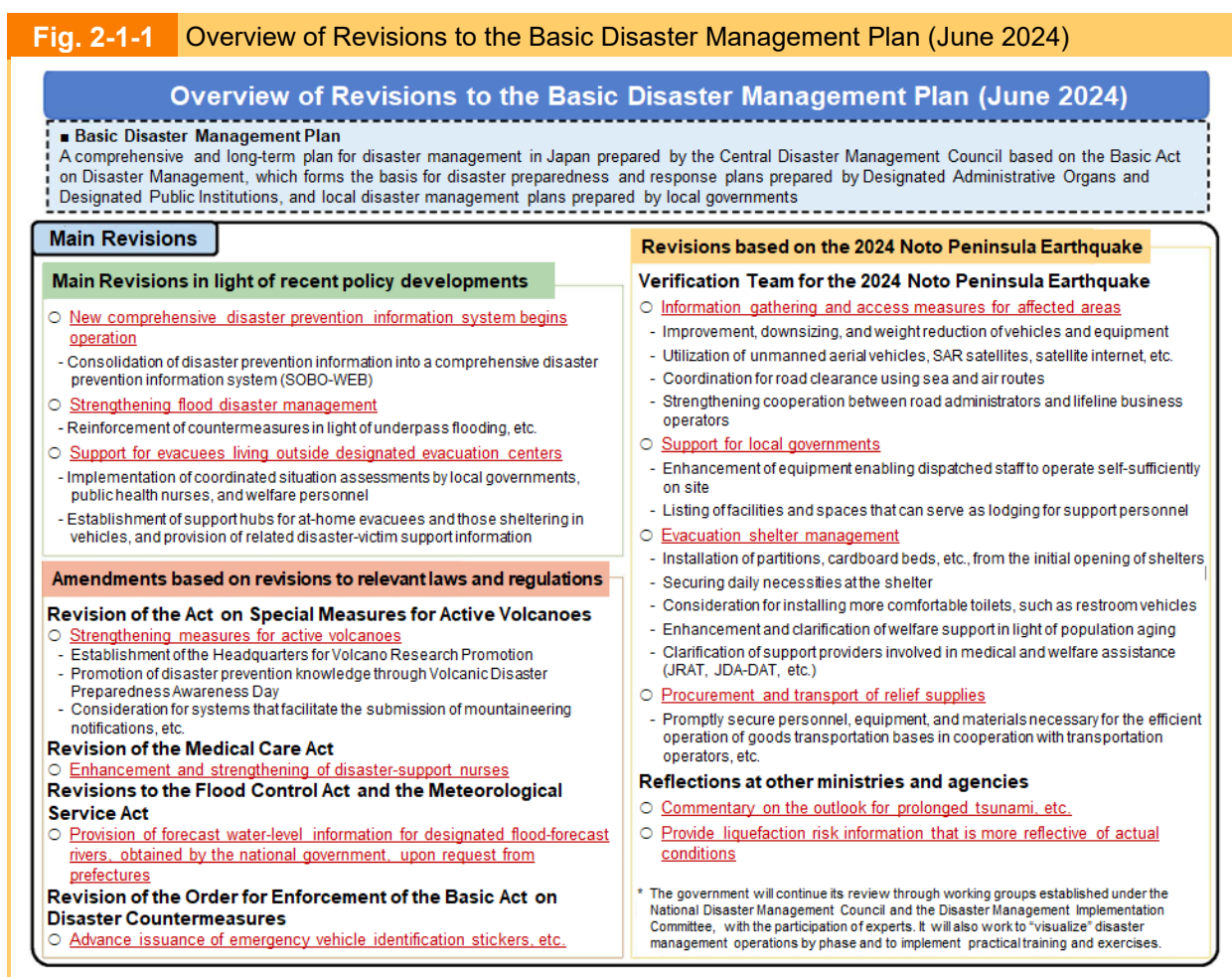
The Basic Disaster Management Plan is a basic plan for disaster management in Japan that is prepared by the National Disaster Management Council in accordance with Article 34, paragraph 1 of the Basic Act on Disaster Management and “must be reviewed each year in the light of the findings of scientific research pertaining to disasters and disaster management, conditions of disasters that have occurred, and the effect of implemented disaster response measures, and when found necessary”, the Council is to revise it. Based on the Basic Disaster Management Plan, local governments must prepare local disaster management plans, and designated administrative organizations and designated public corporations need to prepare disaster management operational plans.



(Reference: <https://www.bousai.go.jp/taisaku/keikaku/kihon.html>)

The Basic Disaster Management Plan was recently revised in June 2024 (Fig. 2-1-1). The main revisions are as follows: based on the inspection results by the Verification Team for the 2024 Noto Peninsula Earthquake, the contents of the report have been enhanced to include information gathering and entry measures for affected areas, support for local governments, evacuation shelter management, and procurement and transport of relief supplies. In addition, based on recent developments in the implementation of countermeasures, a new comprehensive disaster management information system is now in operation, flood disaster management has been strengthened, and support for evacuees living outside evacuation shelters has been added.

**Fig. 2-1-1** Overview of Revisions to the Basic Disaster Management Plan (June 2024)



Source: Cabinet Office data

## 2-2 Enrichment of Training Programs for the Heads and Staff of Local Governments

Prompt and accurate disaster response depends on the knowledge and experiences of the head and disaster management staff of local governments. For this reason, the Cabinet Office has planned and implemented the “Training of Disaster Prevention Specialists” for the staff of local governments from FY 2013 in order to develop human resources who are able to “respond to crisis situations promptly and accurately” and “form networks between the national and local governments.”

In FY 2024, “the Training Program at Ariake Hill” was implemented from September to November and from December to March 2025. This training program consists of on-demand classroom lectures and group (face-to-face) exercises to acquire knowledge and skills in overall disaster management operations, from the basics of disaster management related to laws and regulations to disaster management command and control. In FY2024, some courses offered position-specific exercises and revised test content to enable students to better acquire and consolidate knowledge.

The “Training Program for Local Governments,” jointly sponsored by prefectures and the Cabinet Office, was carried out in six locations across Japan to improve regional disaster resilience based on disaster response challenges brought about by regional variances. In FY2024, we prepared a “Draft Standard Curriculum” for training themes that are in high demand in the regions, and also made it easier for prefectures to apply by significantly bringing forward the application period for the next fiscal year.

In addition, for the “Disaster Response e-learning” program, which is designed to help support staff who perform disaster response duties in the field acquire basic knowledge of their duties in a short period of time, the module “Handling of Bodies” was released in August 2024. The program continued to offer four themes: “Establishment and Operation of Evacuation Shelters,” “Residential Damage Recognition Surveys and Issuance of Certificates of Damage,” “Determination and Communication of Evacuation Information,” and “Disaster Waste Disposal.”

In planning and implementing these training programs, the Cabinet Office established a planning and review committee for “Nurturing Disaster Management Specialists” consisting of disaster management-related experts in order to review and expand the contents of training while taking into account advice based on social conditions and needs.

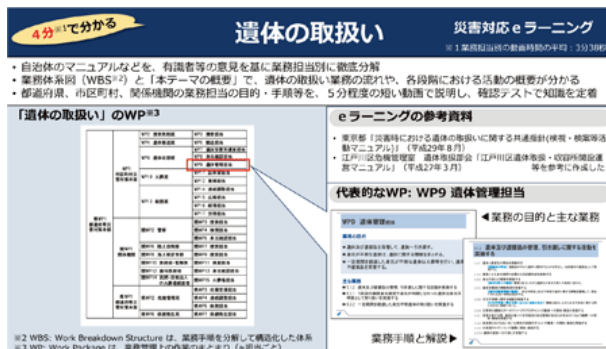
In the event of a large-scale disaster, the heads of local governments and those responsible for crisis and disaster management must work in close contact settings with the national government and other local governments to deliver a prompt and accurate disaster response. To this end, the Cabinet Office and the Fire and Disaster Management Agency jointly hosted the “National Seminar on Disaster and Crisis Management for Heads of Local Government” for the mayors of cities, wards, towns and villages nationwide, with the aim of enabling them to exert effective leadership in the event of a disaster and supporting them to enhance their response capabilities in disaster risk management. The Cabinet Secretariat, the Cabinet Office, and the Fire and Disaster Management Agency jointly hosted the “Special Training Program on Disaster and Crisis Management” for heads of departments and chiefs of crisis management departments of prefectures. They also hosted the “Training Program for Supervisors at Local Governments in Crisis and Disaster Management” for supervisors in municipalities to deepen their knowledge and skills necessary at each phase, including the initial response and disaster response. This training contributes to forming a “face-to-face relationship” during normal times.



Training Program at Ariake Hill



Training Program for Local Governments (Nara Prefecture)



Disaster Response e-Learning  
(handling of human remains)



“National Seminar on Disaster and Crisis Management for  
Heads of Local Government”

### 2-3 Securing Designated Emergency Evacuation Sites and Designated Shelters

A “designated emergency evacuation site” is a facility or place where residents evacuate in an emergency to ensure the safety of their lives under imminent danger of a tsunami or flood. A “designated shelter” is a facility designed to allow evacuees to stay for a necessary period until the danger of disaster is over or to temporarily house residents who are unable to return home due to disaster.

At the time of the Great East Japan Earthquake, evacuation sites and shelters were not always clearly distinguished, which unfortunately contributed to the spread of damage. Therefore, the Cabinet Office amended the “Basic Act on Disaster Management” in 2013, requiring the mayors of municipalities to clearly specify designated emergency evacuation sites and designated shelters separately in advance and to inform (publicly notify) residents of these details. The status of designated emergency evacuation sites as of November 1, 2024, is shown in Fig. 2-3-1.

**Fig. 2-3-1** Designated Emergency Evacuation Sites

	Designated Emergency Evacuation Sites							
	Flooding	Sediment disaster (landslide disaster)	Storm surge	Earthquake	Tsunami	Widespread fire	Flood rainfall inundation	Volcanic phenomena
Number of designated evacuation sites (sites)	72,230	67,396	24,689	87,866	40,037	42,885	37,727	10,386

Source: Cabinet Office, Fire and Disaster Management Agency, “Promotion of Designated Emergency Evacuation Sites and Appropriate Designation,” Appendix 1, Status of Designation of Designated Emergency Evacuation Sites (as of November 1, 2024), prepared by the Cabinet Office (with multiple responses for each category)

The designated emergency evacuation sites can also be viewed on the Geospatial Information Authority of Japan’s web map, “GSI Maps”.



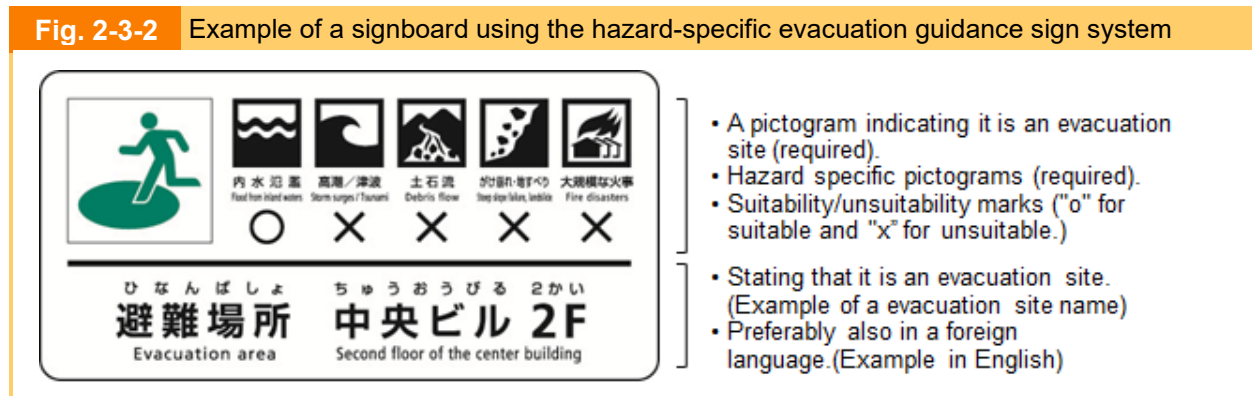
(Reference: <https://www.gsi.go.jp/bousaichiri/hinanbasho.html>)

Along with the Fire and Disaster Management Agency, the Cabinet Office is encouraging local governments to designate their designated emergency evacuation sites without delay. Since designated emergency evacuation sites are to be specified for each type of disaster, local governments nationwide are also being encouraged to follow the “Hazard Specific Evacuation

Guidance Sign System (JIS Z 9098) (instituted in March 2016)” when installing or updating guidance sign boards. This system was established to help evacuees clearly identify such facilities (Fig. 2-3-2). The International Standard for the hazard specific evacuation guidance sign system (ISO 22578) was issued in February 2022.



(Reference: <https://www.bousai.go.jp/kyoiku/zukigo/index.html>)



Source: Cabinet Office data

In addition to designated shelters under Article 49-7 of Basic Act on Disaster Management, local governments nationwide are encouraged to secure additional shelters through agreements or notifications in case designated shelters alone are insufficient (108,638 locations as of November 1, 2024).

Furthermore, the Report on Disaster Response Based on the 2024 Noto Peninsula Earthquake, which highlighted issues such as ensuring comfortable toilet facilities and providing warm, nutritionally balanced meals, and the Sphere Standards were taken into account. Subsequently, in December 2024, the “Guidelines for Securing a Good Living Environment in Evacuation Life,” the “Guidelines for Supporting Evacuation Life such as Shelter Management,” and the “Guidelines for Securing and Managing Toilets at Shelters” were revised and published. These guidelines stipulate the establishment of shelters, the implementation of operational training, and the promotion of stockpiling disaster relief supplies equipment by local governments, including evacuation shelters.

In March 2024, the *Case Studies of Efforts to Secure Living Environments in Shelters* was published to showcase advanced examples of shelter operation.



(Reference: <https://www.bousai.go.jp/taisaku/hinanjo/index.html>)

## 2-4 Formulation of Individual Evacuation Plans

In recent years, a large number of the elderly and persons with disabilities have been affected by disasters. For this reason, in the final report of the Sub-Working Group Concerning Evacuation of the Elderly and Persons Requiring Special Care Based on Typhoon Hagibis in 2019 (hereinafter referred to as the “SWG for the Elderly”), it was pointed out that it is necessary to ensure the smooth and prompt evacuation of the elderly and persons requiring special care by further promoting the development of individual evacuation plans, which includes plans to assist residents who require

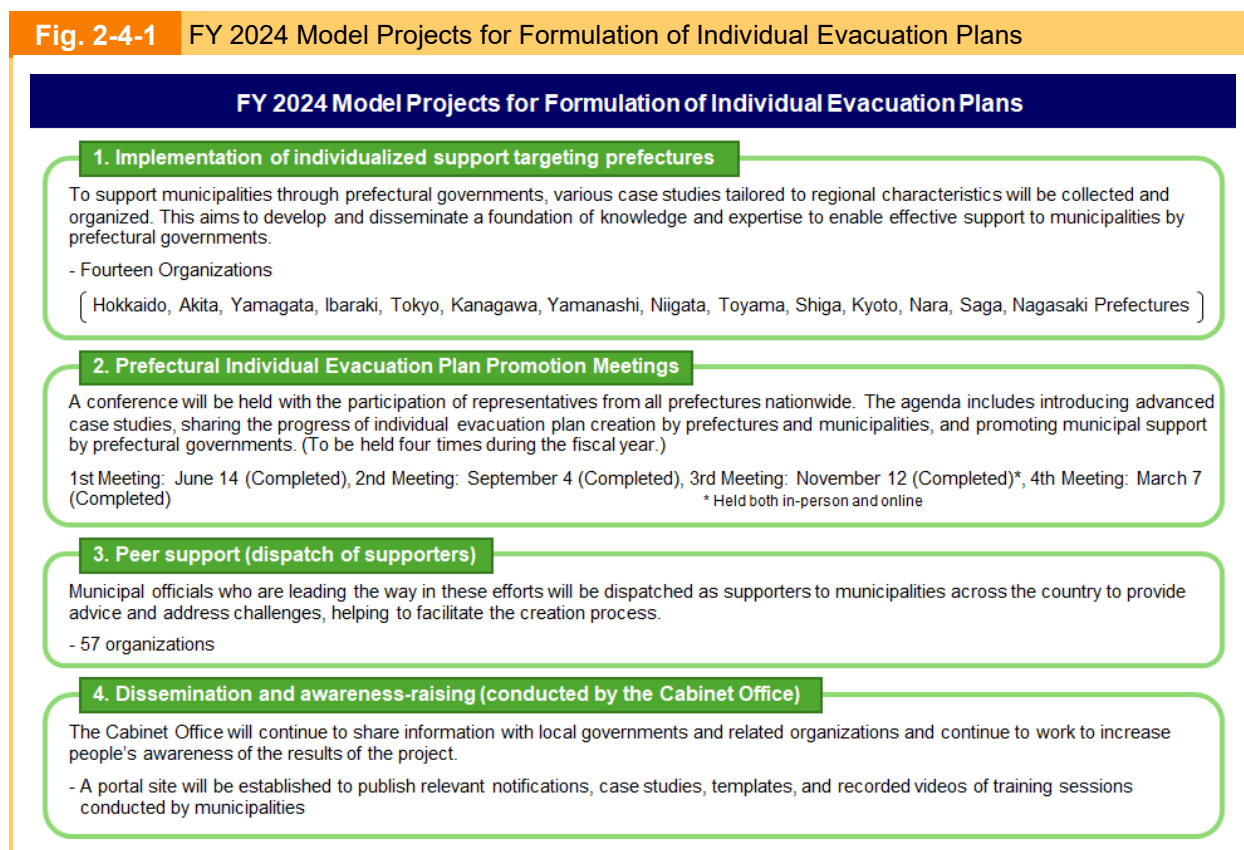
evacuation assistance, such as persons for whom it is difficult to evacuate independently, including the elderly or persons with disabilities. It was also deemed appropriate to obligate municipalities to make efforts to formulate individual evacuation plans, which are already under formulation in some municipalities, from the viewpoint of encouraging more municipalities across the country to formulate these plans.

Based on suggestions by the SWG for the elderly and the amendment and enforcement of the “Basic Act on Disaster Management” in May 2021, the “Guidelines for Measures for Residents in Need of Assistance in Evacuation” were revised and published to promote the smooth formulation of individual evacuation plans in municipalities. The Guidelines suggest that municipalities formulate individual evacuation plans for persons who are deemed to be a high priority for requiring assistance in evacuating within around five years and describe the procedures for formulating such plans.

New local allocation tax measures to cover the cost of formulating individual evacuation plans were introduced in FY2021 and will continue to be implemented in FY2025.

Since regional circumstances, such as disaster conditions, hazard situations, climate, population size, age distribution and status of securing shelters, vary by municipalities preparing the individual evacuation plan, each municipality faces different challenges when formulating individual evacuation plans.

For this reason, through the Model Project for Preparing Individual Evacuation Plans, we supported 71 municipalities in FY2024 (235 municipalities in total since FY2021), developed an effective and efficient method for preparing such plans, and shared the process and know-how with municipalities nationwide (Fig. 2-4-1).



Source: Cabinet Office data

Since FY2024, the National Council for the Promotion of Individual Evacuation Plans has been convened to accelerate efforts by local governments to create individual evacuation plans in cooperation with disaster management, welfare, public health, and other related parties (Fig. 2-4-2).

In addition, the Working Group for Disaster Response Based on the 2024 Noto Peninsula Earthquake summarized several key points as necessary efforts: that the safety of evacuation supporters and their families should take priority, that securing safety indoors also constitutes evacuation, that residents in need of assistance in evacuation may remain at home if it is safe, and that if supporters cannot provide evacuation assistance while the person in need requires rescue, they should contact fire departments or other agencies for rescue.

**Fig. 2-4-2** Holding of the 2024 National Conference for the Promotion of Individual Evacuation Plans

### Holding of the 2024 National Conference for the Promotion of Individual Evacuation Plans (January 8, 2025)

#### 1. List of Constituent Organizations and Observers

**Constituent Organizations**

- Japan National Council of Social Welfare
- National Federation of Local Authorities Associations
- National Association of Chief Nursing Officers
- Japan Association of Long-Term Care Support Professionals
- Japan Disability Forum (JDF)
- Japan Firefighters Association
- Japan Association of Consultation Support Specialists
- Japan Fire Protection and Disaster Prevention Association



**Observer**

- National Governors' Association, Japan Association of City Mayors,
- National Association of Towns and Villages

#### 2. 2024 National Conference for the Promotion of Individual Evacuation Plans

Sharing of examples of initiatives in collaboration with related organizations (Hachioji City)

Statements from Constituent Organizations

The Cabinet Office has requested that the prefectural and municipal governments call on groups and organizations to promote their efforts.

#### 3. Summary of Statements from Constituent Organizations

- **Japan National Council of Social Welfare**  
It is very important to build face-to-face relationships daily, not just to formulate individual evacuation plans.
- **National Federation of Local Government Associations**  
We would like to work together with Council of Social Welfare members across the country.
- **National Association of Chief Nursing Officers**  
Cooperation with medical institutions is important. We would like to work with all of you to help create effective plans.
- **Japan Association of Long-Term Care Support Professionals**  
Discussions are being held in a special committee on disaster preparedness within the association. We would be happy to help in any way we can.
- **Japan Disability Forum (JDF)**  
It is important to create a plan that includes people with disabilities, not as customers (simply objects of support).
- **Japan Firefighters Association**  
The firefighters' actual knowledge would be useful in preparing this plan.
- **Japan Association of Consultation Support Specialists (NPO)**  
Training to create individual evacuation plans began about four years ago. We would like to continue to do our small part.
- **Japan Fire Protection and Disaster Prevention Association**  
The association publishes the article "Current Status of Individual Evacuation Plan Initiatives" in its general information magazine and conducts awareness-raising activities.

Source: Cabinet Office data

Furthermore, the guide "For Those Involved in Preparing Individual Evacuation Plans," created in January 2023, was revised to provide municipal officials and related personnel with easy-to-understand examples of the procedures for preparing such plans. The revision added perspectives such as the importance of individuals requiring evacuation assistance knowing the disaster risks of nearby evacuation sites and their own homes to increase the likelihood of safe evacuation. These efforts have helped ensure the effectiveness of evacuation for residents in need of assistance in evacuation and encouraged the formulation of individual evacuation plans nationwide.

(Reference: <https://www.bousai.go.jp/taisaku/hisaisyagyousei/r6kohou.html>)



## 2-5 Study to Enhance Support for Affected People

In order to realize more efficient and higher-quality support for disaster victims, we are continuously discussing with experts and working on strengthening and improving the system, starting with feasible measures and moving toward implementation. One such initiative is disaster case management, an initiative to provide continuous, attentive support to affected people through the cooperation of related parties, based on an understanding of each affected person's situation. For example, we have prepared a "Case Book of Disaster Case Management Initiatives" compiling examples of advanced local government initiatives, a "Guide to Implementing Disaster Case Management" summarizing standard methods so that local governments can carry out disaster case management regardless of their disaster experience, and have also incorporated disaster case management into the Basic Disaster Management Plan.

In FY2024, to share information on and raise awareness of disaster case management, we held briefing sessions in cooperation with local governments nationwide and implemented a model project to build a system during normal times. We also established a national council to promote face-to-face relationships among relevant parties.



(Reference: <https://www.bousai.go.jp/taisaku/hisaisyagyousei/case/index.html>)

In FY2025 and beyond, we will continue efforts to promote disaster case management by using the casebook and guide, holding briefings and model projects for a wide range of stakeholders including local government officials, welfare professionals, and NPOs, and sharing knowledge through the National Council.

## 2-6 Use of Digital Technology in Disaster Management

### (1) Consolidation of information during disasters

In the event of a disaster, it is important to share information collected by the national and local governments and private companies, such as the damage situation, the movement of evacuees, and the availability of relief supplies. To this end, the Cabinet Office established the "National and Local Government Public-Private Disaster Information Hub Promotion Team" in 2017 to discuss information exchange, etc.



(Reference: <https://www.bousai.go.jp/kaigirep/saigaijyouhouhub/index.html>)

Based on these discussions, the ISUT (Information Support Team), an on-site dispatch team, began operation in FY2019 to support disaster responses of local governments by consolidating, mapping, and providing information on disaster damage and shelters in the event of a large-scale disaster. At the site of a disaster, some information, such as damage information and disaster waste, changes from moment to moment and cannot be shared in advance (i.e., dynamic information). The ISUT collects, organizes, and maps such information, then systematically organizes it on the next Integrated Disaster Management Information System (SOBO-WEB) (launched in April 2024), which is a site for displaying electronic maps. This is shared with relevant organizations (i.e., administrative

organizations and designated public corporations) to support prompt and accurate decision-making by disaster response organizations (Fig. 2-6-1).

ISUT has provided information support to disaster response organizations through the ISUT website, sharing information on road restrictions, road closures, and the availability of evacuation shelters and welfare facilities during Typhoon Hagibis in 2019 and the 2024 Noto Peninsula Earthquake. The ISUT website is the predecessor of SOBO-WEB, which was operated by ISUT until 2023.

In order for the ISUT to conduct its activities more quickly and effectively, some of its operations, such as mapping, have been outsourced to private business operators since 2021 in order to enhance the system further. Training programs on the use of SOBO-WEB and other geospatial information systems were also implemented.

## **(2) Measures taken based on the recommendations of the Digital and Disaster Management Technology Working Group**

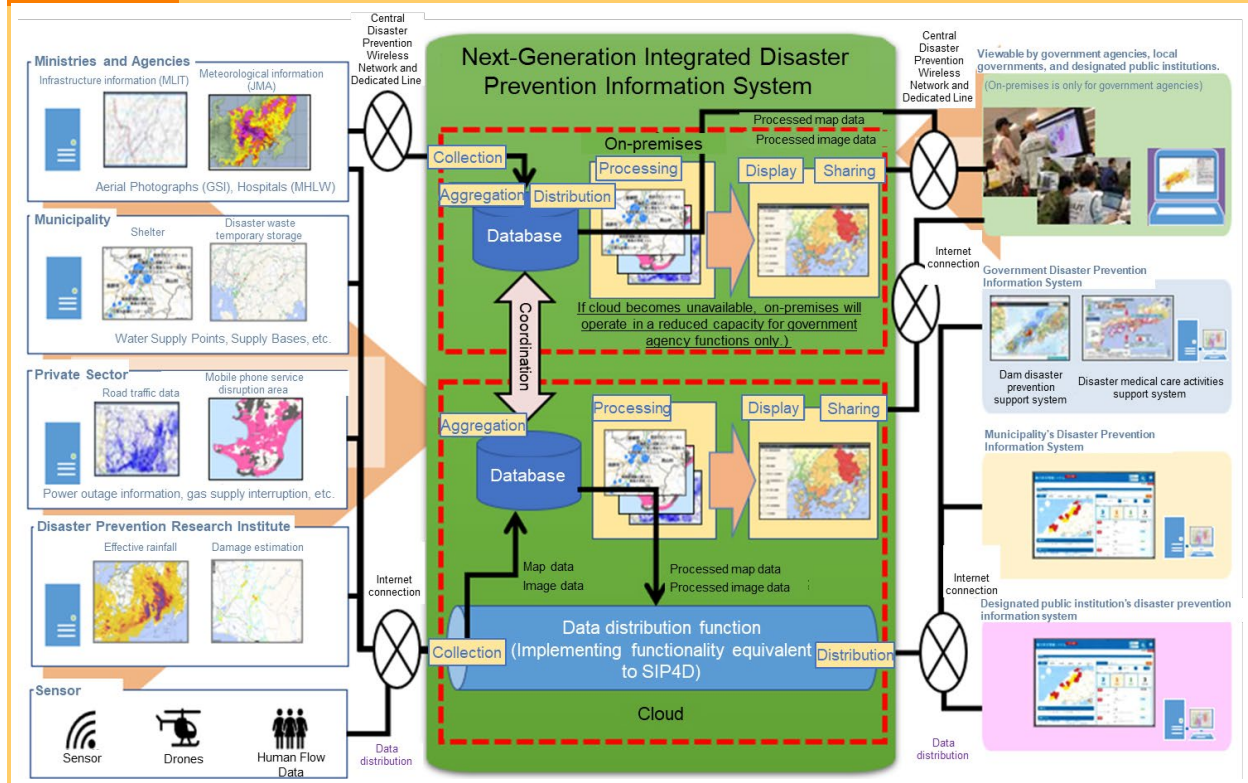
Based on the recommendations of the “Digital and Disaster Management Technology Working Group” compiled in May 2021, the Cabinet Office is promoting various initiatives to drive Digital Transformation (DX) in Disaster Management, centered on the following.

### **1) Development of the next Integrated Disaster Management Information System (SOBO-WEB)**

The new system (the next Integrated Disaster Management Information System, SOBO-WEB), which began operation in April 2024, is designed to share disaster information as geospatial data and to support disaster response organizations in making prompt and accurate decisions during disasters. It was necessary to further improve information collection and other capabilities, so SOBO-WEB was developed based on the SIP4D (Shared Information Platform for Disaster Management) framework to ensure that redundant systems would enable it to function during a disaster and fulfill other practical requirements. The scope of its users has been expanded beyond central government ministries and agencies to include local governments and designated public institutions. In addition, to realize and strengthen functions for information collection, analysis, processing, and sharing, and to enable system coordination with other disaster response organizations, a draft of the detailed items of particularly important disaster information to be shared by disaster response organizations (Basic Shared Information for Disaster Response, commonly known as EEI: Essential Elements of Information), formulated in FY2023, was prepared and coordinated with relevant departments.

Fig. 2-6-1

Schematic diagram of the Next-generation Integrated Disaster Management Information System (SOBO-WEB)



Source: Cabinet Office data

## 2). Enhancement of disaster response using “Disaster Management IoT” data

At disaster sites, in addition to various cameras and disaster management helicopters, aerial photography with drones, etc., is also used to check the situation. To appropriately acquire and share the vast and diverse IoT data, including this, among disaster-affected municipalities and other organizations involved in disaster prevention, a research project was conducted to organize technical standards such as data formats and equipment specifications. A verification system was launched, and its effectiveness was tested. In FY2024, based on needs identified through the research project, a new image-sharing function was added to the next Integrated Disaster Management Information System (SOBO-WEB). This enabled the sharing of videos and images, allowing disaster response organizations to quickly assess damage conditions, particularly in the early stages of a disaster.

## 3) Study on the handling of personal information in the field of disaster management

In the past, personal information protection ordinances in each municipality had various rules for handling personal information (the so-called “2,000-piece problem”). However, the Digital Reform-related Acts have established common rules and a system for the centralized monitoring and supervision of the handling of personal data. Taking this as an opportunity, the Cabinet Office established the “Study Group on the Handling of Personal Information in the Field of Disaster Management” in March 2022. In March 2023, the Cabinet Office developed the “Guidelines for Handling Personal Information in the Field of Disaster Management” to clarify the handling of personal information and prevent local governments and other relevant entities from having any doubts about the handling of personal information during a disaster or normal times.

These guidelines are based on the following two fundamental policies.

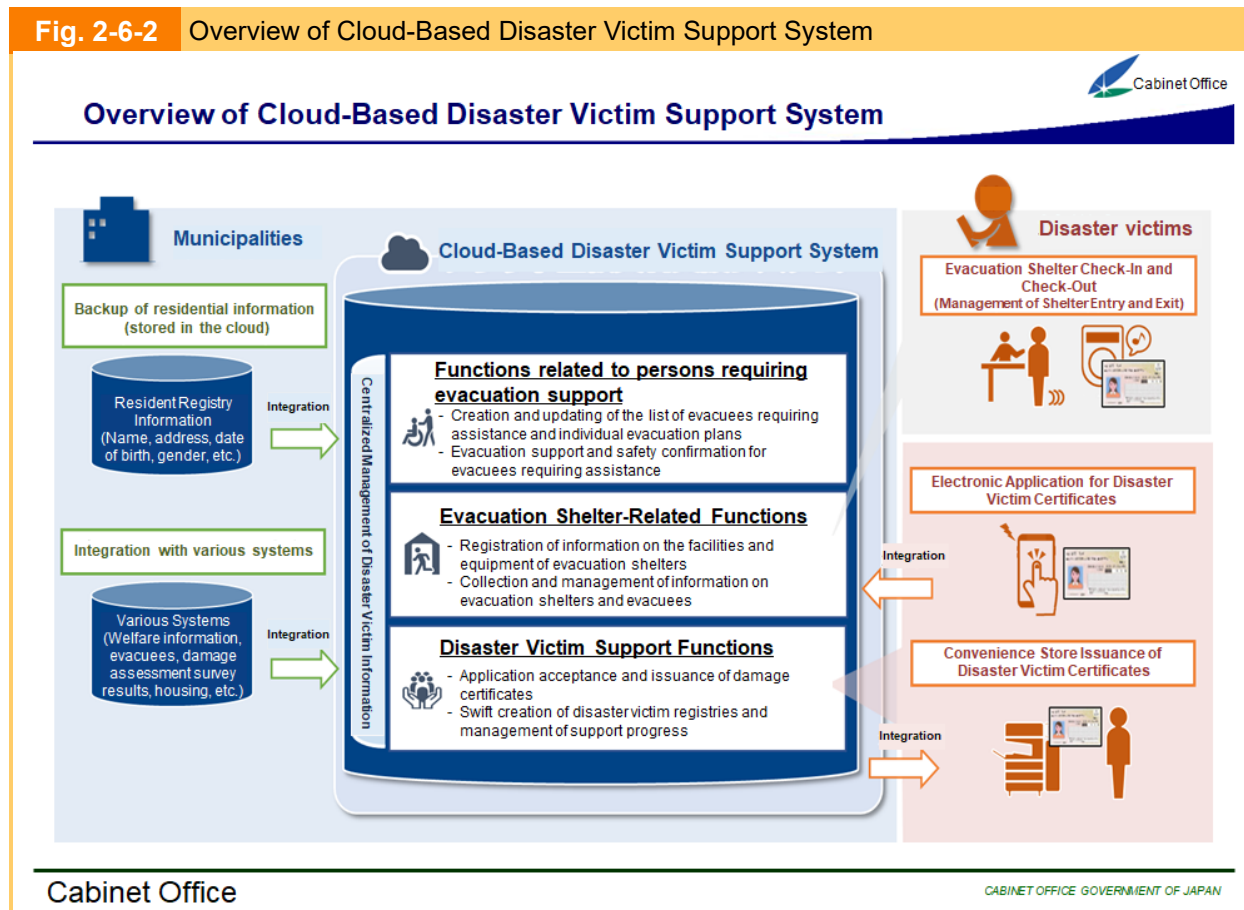
- a Given that the initial 72 hours following a disaster are crucial for saving lives, active use of personal information should be considered.
- b However, when using personal information, it is necessary to protect the rights and interests of individuals in accordance with the Act on the Protection of Personal Information and the Basic Act on Disaster Management. For example, it is necessary to give sufficient consideration to those whose individual rights and interests are especially in need of protection, such as victims of spousal violence (domestic violence) or stalking.

The Cabinet Office has been disseminating these guidelines through briefing sessions. It will continue to work towards the appropriate handling of personal information by local governments in the field of disaster management.

### (3) Building a Disaster Relief Cloud System

The Cabinet Office developed the “Disaster Relief Cloud System” from FY 2021 to FY 2022 to support municipalities in the formulation of individual evacuation plans in normal times, as well as in preparing disaster victim registers based on Resident Registration data and allowing affected people to apply for a Disaster Affected Certificate and other government documents online and receive them at convenience stores by using their My Number Card in times of disaster. The system began operating in FY 2022 after local governments were invited to participate in the Japan Agency for Local Authority Information Systems (J-LIS).

**Fig. 2-6-2** Overview of Cloud-Based Disaster Victim Support System



Source: Cabinet Office data

## **2-7 Holding Meetings for Immediate Natural Disaster Response and Coordination Team**

In order for the government to carry out rapid and smooth initial response and emergency measures immediately after a large-scale disaster strikes, it is crucial for disaster management officials, including the Deputy Chief Cabinet Secretary for Crisis Management, to establish “face-to-face working relationships” during normal times, and to ensure appropriate role-sharing and mutual collaboration and cooperation.

To facilitate the exchange and sharing of information among related parties, the “Meetings of Immediate Natural Disaster Response and Coordination Team” have been held regularly. Additionally, when large-scale disasters such as the Heavy Rain Event of July 2018 and Typhoon Hagibis in 2019 occurred, the government established a cross-ministerial team to support the daily lives of affected people under the supervision of the Deputy Chief Cabinet Secretary (Administrative Affairs) to provide more comprehensive, prompt, and robust livelihood support to affected people. Through this team, the government has made it possible to quickly restore power and water services at an early phase, assess the needs of the affected people, and anticipate and address necessary measures like providing push-mode support, including water, food, cardboard beds, and partitions, improving the living environment in evacuation shelters, dispatching personnel to affected municipalities, and securing housing. Working as one, relevant ministries and agencies put together a package of measures for rebuilding lives and livelihoods in the affected areas.

Based on these experiences, since FY 2020, the Basic Disaster Management Plan has clearly stipulated and institutionalized the establishment of a “team to support the lives and livelihood restoration of the affected” to provide prompt and smooth support for rebuilding the lives and livelihood of affected people in the event of a future large-scale disaster.

In response to the 2024 Noto Peninsula Earthquake, following the establishment of the Disaster Management Headquarters for the 2024 Noto Peninsula Earthquake on January 1, a team to support the lives and livelihood restoration of the affected was set up on January 2 to formulate measures for rebuilding lives and livelihoods in the affected areas.

## **2-8 Promotion of Development of Ships Utilization Medical Care Provision System in Times of Disaster, etc.**

The government has long conducted research and demonstration drills using existing vessels for ship-based medical services (medical services provided on board ships in times of disaster, etc.).

In 2021, the Act on Promotion of Development of Ships Utilization Medical Care Provision System in Times of Disaster, etc. (Act No. 79 of 2021) was passed through legislation introduced by a Diet member and came into effect in June 2024.

The Act aims to promote the development of a medical care delivery system utilizing ships in preparation for disasters, etc. It establishes basic policies including coordination with land-based medical services, acquisition of ships to be used primarily for providing medical care in times of disaster, and securing of personnel. It also mandates the establishment of a Headquarters for the Promotion of Medical Services Utilizing Vessels in the Cabinet. In March 2025, based on the provisions of Article 6 of the same law, the government adopted a Cabinet decision on the Plan for Promotion of

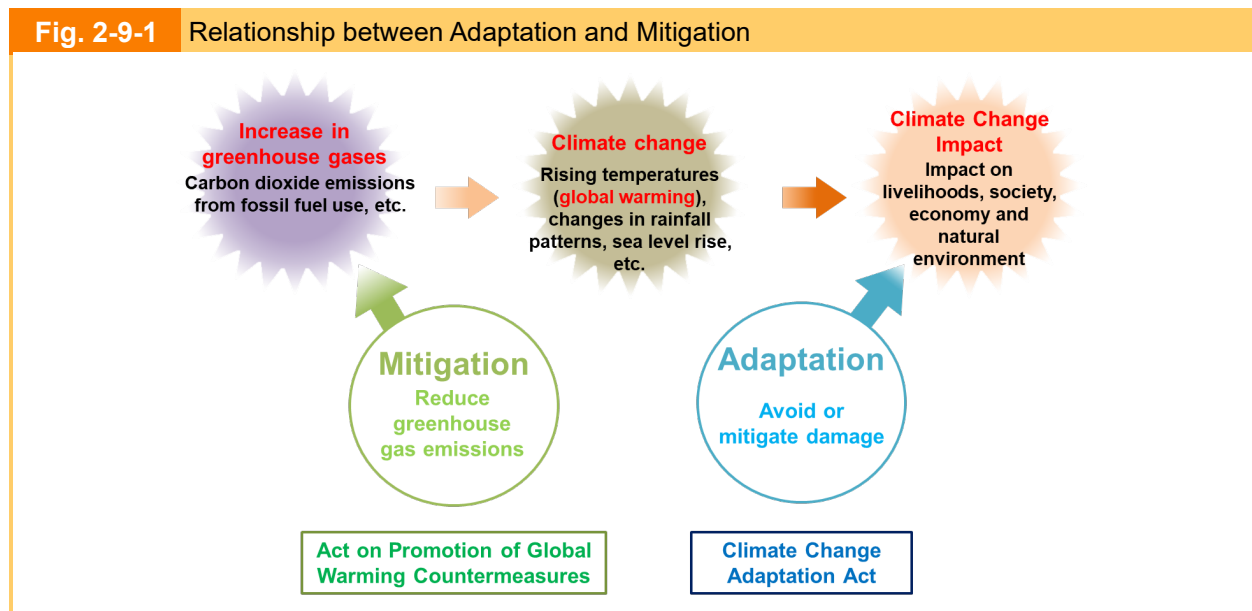
Medical Care Provision System Utilizing Vessels in Times of Disaster, etc. to comprehensively and intensively promote the development of such a system. In addition, activity guidelines were established to set forth the procedures for implementing ship-based medical care. The government will continue to promote this plan in close cooperation among the relevant government ministries and agencies.

## 2-9 Disaster Prevention and Mitigation Measures Based on Climate Change Risks

### (1) Mitigation and Adaptation Measures are Inseparable for Climate Change Adaptation

Rising average temperatures and more frequent heavy rainfall in recent years clearly demonstrate climate change and its impacts around the world, leading to what is termed a “climate crisis” that threatens the foundations of human survival and the survival of all other living things. Projections indicate that continued global warming will increase the risks of extreme heat and heavy rainfall.

Even if climate change measures are steadily promoted to achieve net-zero emissions by 2050 and the temperature increase is limited to about 1.5°C, the risk of extreme heat events and heavy rainfall is expected to rise. Therefore, adaptation measures are necessary to avoid or mitigate damage that is already occurring or anticipated in the future (Figure 2-9-1).



Source: Ministry of the Environment documents

### (2) Promotion of Climate Change Adaptation Plan

The “Climate Change Adaptation Act” (Act No. 50 of 2018, hereinafter referred to as the “Adaptation Act”) was promulgated on June 13, 2018, to establish the legal framework for climate change adaptation and promote it more robustly. The act came into effect on December 1 of the same year.

In December 2020, the government published the “Assessment Report on Climate Change Impacts in Japan”, incorporating the latest scientific findings on climate change monitoring, impact assessment, and projections across various sectors. In April 2023, the Adaptation Act was amended to promote a government-wide approach to heatstroke measures. In May, the Cabinet approved the formulation of the “Action Plan for Heatstroke Prevention” and some amendments to the Climate Change Adaptation Plan (hereinafter referred to as the “Adaptation Plan”) (addition of basic provisions of the “Action Plan

for Heatstroke Prevention”). These came fully into effect in April 2024.

Additionally, the “Climate Change Adaptation Promotion Council,” comprising relevant government ministries and agencies, verified a method for monitoring the short-term progress of measures based on the Adaptation Plan. Based on this method, the Council identified the status of implementation of sector-specific and infrastructure-specific measures using Key Performance Indicators (KPIs, which are key indicators designed to monitor the short-term progress of measures contributing to the government’s adaptation efforts by quantitatively measuring the achievement of adaptation objectives and outcomes). It published them in October 2024 as a follow-up report to the Adaptation Plan.



(Reference: <http://www.env.go.jp/earth/tekiou.html>)

### **(3) “Strategy for Enhancing the Synergy between Climate Action and Disaster Risk Reduction” and “Adaptive Recovery” Initiatives**

In June 2020, the Ministry of the Environment (MOE) and the Cabinet Office published the “Strategy for Enhancing the Synergy between Climate Action and Disaster Risk Reduction in the Era of Climate Crisis”, which effectively coordinates climate change measures with disaster management and mitigation measures (Fig. 2-9-2).

The Ministry of the Environment has incorporated the “Strategy for Enhancing the Synergy between Climate Action and Disaster Risk Reduction” concept, which comprehensively addresses climate change adaptation and disaster management and mitigation, into its policies across various fields. To mainstream this approach, the revised Adaptation Plan (October 2021) includes this perspective, and to promote “adaptive reconstruction” efforts by local governments—advancing adaptation to climate change through measures such as land use control rather than merely restoring to pre-disaster conditions—the Ministry published the *Practical Manual for the Strategy for Enhancing the Synergy between Climate Action and Disaster Risk Reduction - For Disaster Prevention and Mitigation Measures Based on Local Climate Change Risks* (hereinafter referred to as the “Manual”) in March 2024. In FY2024, the Manual was introduced at the Regional Council on Climate Change Adaptation and disseminated to local governments.



(Reference: [https://www.env.go.jp/earth/earth/tekiou/page\\_01311.html](https://www.env.go.jp/earth/earth/tekiou/page_01311.html))

Fig. 2-9-2

Outline of “Strategy for Enhancing the Synergy between Climate Action and Disaster Risk Reduction in the Era of Climate Crisis”

**Outline of Strategy for Enhancing the Synergy between “Climate Action and Disaster Risk Reduction” in the Era of Climate Crisis**  
 June 30, 2020

**[Natural Factors]**

- Meteorological disasters are getting more severe and frequent due to climate change, and the frequency of heavy rain and flooding is expected to increase in the future.
- We have been up against an era in which meteorological disasters exceeding previous assumptions will occur more frequently in various regions.

**[Social Factors]**

- Increase in the number of people who require assistance evacuating and decrease in those in the supporting generation due to declining population and aging society
- Increased disaster risk due to population concentration in cities
- Compound risk of infectious diseases and natural disasters occurring at the same time

- Fundamental disaster prevention and mitigation measures considering climate change risks are necessary
- Present strategies to effectively integrate climate change measures with disaster prevention and mitigation measures, while also keeping the achievement of the SDGs in perspective.

**Mainstreaming Climate Action and Disaster Risk Reduction**

- Climate action and disaster risk reduction are cross-cutting issues that should be addressed by all sectors.
- Mitigation measures to reduce greenhouse gas emissions will also be addressed to minimize the risks of climate change as much as possible.
- We will seek to incorporate “climate action x disaster risk reduction” in the policies of all sectors and make it a mainstream policy issue.

Issues	Direction	Examples of Future Initiatives
Promote comprehensive disaster prevention and disaster resilient society	<ul style="list-style-type: none"> <li>- Comprehensive implementation of climate change and disaster prevention / mitigation measures by all actors in various sectors and through various methods</li> <li>- Building a society that “parries a disaster and quickly recovers”</li> <li>- Adaptation to climate change through flexible measures, including land use control, based on the concept of “adaptive reconstruction”</li> </ul>	<ul style="list-style-type: none"> <li>- Promotion of decentralization of population, industry, etc. that are excessively concentrated in Tokyo, etc.</li> <li>- Development of infrastructure facilities based on standards and plans that take climate change into account</li> <li>- Land use that prevents people from living in disaster risk areas as much as possible and living adapted to disaster risks</li> <li>- Learn from ancient wisdom and utilize various functions of nature to reduce disaster risks</li> <li>- Full-scale implementation of “green infrastructure” and “disaster prevention and mitigation using ecosystems”</li> <li>- Effective use of social change in the digital age (remote work, etc.)</li> <li>- Respond to the risk of infectious diseases and heat stroke in shelters, etc.</li> <li>- Transition to a decarbonized society, including accelerated introduction of renewable energy</li> </ul>
Raise awareness and change behavior of individuals, companies and communities, and promote emergency preparedness and cooperation	<ul style="list-style-type: none"> <li>- Promote awareness of “self-help” and “mutual support”, which means “to save one’s own life by oneself” and “to survive together” respectively; Appropriate disaster prevention actions; and Promoting disaster response in which all actors cooperate and work together</li> </ul>	<ul style="list-style-type: none"> <li>- Efforts to raise awareness and change behavior to promote evacuation actions</li> <li>- Promotion of formulating Community Disaster Management Plans, individual plans for those who require assistance evacuating, and business continuity plans for companies, etc., taking into account the possibility of severer weather-related disasters than before</li> <li>- Create an environment where multiple generations can learn about climate change and disaster risk reduction at the local level and prepare for disasters</li> <li>- Cooperation among many stakeholders beyond the public and private sectors in activities to support affected people, including cooperation in flood control, provision of shelters from local businesses to residents, and collection and transportation of disaster waste</li> </ul>
Promote International Cooperation and Overseas Expansion	<ul style="list-style-type: none"> <li>- Simultaneous achievement of the Paris Agreement along with the Sendai Framework for Disaster Risk Reduction and the SDGs as the “Three Pillars of ‘Climate Action x Disaster Risk Reduction’”</li> </ul>	<ul style="list-style-type: none"> <li>- Contribution to the improvement of disaster resilience of countries around the world using Japan’s technologies and know-how on disaster reduction</li> <li>- Strengthening international adaptation efforts through the Asian Disaster Reduction Center and the Asia-Pacific Climate Change Adaptation Information Platform, and promoting collaboration among platforms</li> </ul>

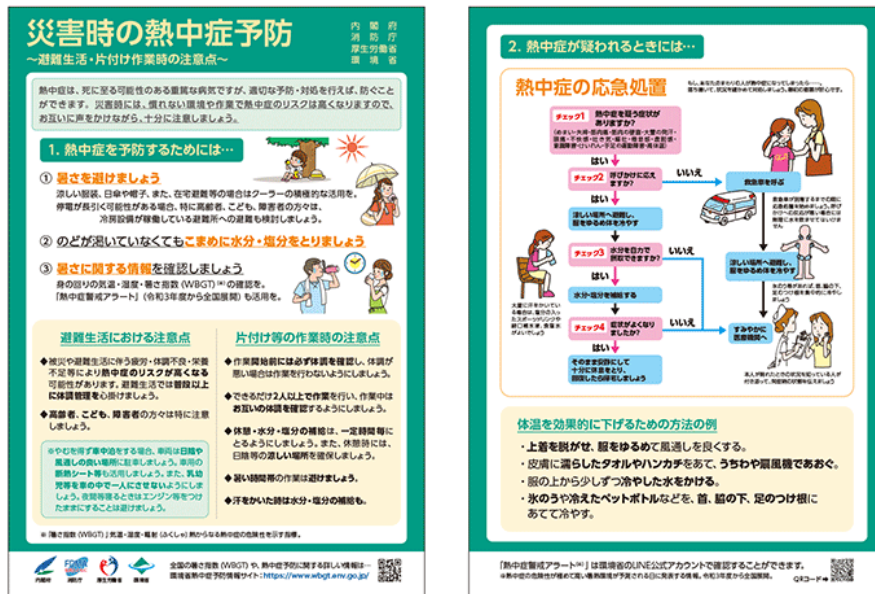
Source: Cabinet Office, Ministry of the Environment documents  
 ([https://www.bousai.go.jp/pdf/0630\\_kikohendo.pdf](https://www.bousai.go.jp/pdf/0630_kikohendo.pdf))

#### (4) Heat Illness Prevention in Evacuation Life and Cleanup Operations during Disasters

Natural disasters occurring during summer months may increase the risk of heat illness during evacuation life and cleanup operations due to infrastructure failures and shortage of relief supplies in the immediate aftermath. Therefore, in March 2021, MOE, the Cabinet Office, the Fire and Disaster Management Agency (FDMA), the Ministry of Health, Labour and Welfare (MHLW), and the Japan Meteorological Agency (JMA) collaborated and published a leaflet on heat illness prevention measures in evacuation life and cleanup operations during disasters (revised in May 2023). In FY 2024, they also conducted awareness-raising campaigns targeting local governments in June before the onset of summer (Fig. 2-9-3).

2025 Disaster Management White Paper 110

Fig. 2-9-3 Leaflet on Heat Stroke Prevention During Disasters



Source: The Ministry of the Environment website  
 (https://www.wbgt.env.go.jp/pdf/pr/20230530\_leaflet\_in\_disasters.pdf)



## Section 3: Measures against Each Anticipated Type of Disaster

### 3-1 Measures against Earthquakes and Tsunamis

#### (1) Reviewing Measures against a Nankai Trough Megaquake

With respect to disaster management measures in the event of a megaquake along the Nankai Trough, the national government, local governments, and private business operators have been collaborating to actively advance measures based on the Basic Plan for the Promotion of Nankai Trough Earthquake Disaster Management Countermeasures developed in March 2014 (hereinafter referred to as the “Basic Plan” in this section). As March 2024 marks the 10th year since the Basic Plan's formulation, a study for a review of the Basic Plan is underway.

In March 2025, the “Study Group on Nankai Trough Megaquake Model and Damage Estimation Method”, composed of experts in seismology and earthquake engineering, compiled results of technical discussions on tsunami height, seismic intensity distribution, and methods of calculating damage estimation based on the latest scientific knowledge.

(Reference: [https://www.bousai.go.jp/jishin/nankai/kento\\_wg/index.html](https://www.bousai.go.jp/jishin/nankai/kento_wg/index.html))



Then, in the same month, the “Working Group on Nankai Trough Megaquake Disaster Management” under the Disaster Management Implementation Committee of the National Disaster Management Council checked the progress of disaster management measures set forth in the Basic Plan, summarized issues, reviewed damage estimation reflecting the progress of disaster management measures using the new calculation method examined by the “Study Group on Nankai Trough Megaquake Model and Damage Estimation Method”, and compiled results of discussions on new measures to be promoted in the future. In compiling the report, the results of the Working Group for Examining Disaster Response Based on the 2024 Noto Peninsula Earthquake were taken into account.

In addition, the disaster prevention measures following the release of the Nankai Trough Earthquake temporary Information on August 8, 2024, after the earthquake with an epicenter in the Hyuga Sea, were reviewed, and improvement measures were compiled.



(Reference: [https://www.bousai.go.jp/jishin/nankai/taisaku\\_wg\\_02/index.html](https://www.bousai.go.jp/jishin/nankai/taisaku_wg_02/index.html))

Fig. 2-9-4 Overview of the Working Group for Studying Megaquake Countermeasures in the Nankai Trough Report

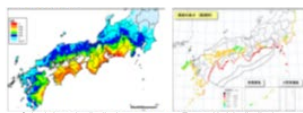
### Overview of the Working Group for Studying Megaquake Countermeasures in the Nankai Trough Report

○ Review damage estimation based on the progress of disaster reduction measures to date and the latest findings, and summarize disaster reduction measures to be implemented in the future, taking into account the characteristics of recent social changes and natural disasters, etc. Review the disaster reduction measures to be implemented in the future based on the progress of disaster reduction measures to date and the latest findings, etc.

#### Characteristics of damage from a massive earthquake along the Nankai Trough

**<Damage estimation of the largest possible damage>**  
**○ Strong tremors and tsunamis will occur over a wide area, causing extensive damage, including a huge number of fatalities, building damage, and impacts on production and service activities nationwide**

- ◆ Fatalities: up to approximately 298,000 (winter/late night)<sup>1)</sup>
- ◆ Number of buildings totally destroyed or burned: Up to approx. 2,350,000 buildings (winter/evening)<sup>1)</sup>
- ◆ Economic damage: Damage to assets: Approx. 224.9 trillion yen  
Impact on economic activity: approx. 45.4 trillion yen



Reference: Disaster-related fatalities estimated at approx. 26,000–52,000 (not included in the above fatalities) (Estimated based on the Great East Japan Earthquake<sup>2)</sup> and the Noto Peninsula Earthquake. Numbers may increase depending on post-disaster conditions.)

**<Damage according to regional characteristics along the Nankai Trough>**  
**○ Damage will take many forms, affecting major industries inside and outside Japan, including impacts on supply chains**

- Central urban areas of major cities → long-period earthquake ground motion affecting high-rise buildings, elevator damage, etc.
- Coastal industrial zones → damage to factories and ports will cause supply chain disruptions and stagnation of the regional economy
- Mountainous areas, peninsulas, and remote islands → regional and community isolation will occur. Extended disruptions to daily life, etc.

**<Damage estimation for time-delayed earthquakes>**  
**○ In past Nankai Trough earthquakes, there have been cases where M8-class earthquakes occurred at different time intervals (the so-called "half-rupture case"), and in such cases, damage varies significantly depending on preparedness for the subsequent earthquake**

- ◆ If a subsequent earthquake occurs before repairing the building damage caused by the first earthquake, the number of buildings totally destroyed by shaking will increase
- ◆ Approximately 31,000 more buildings are totally destroyed by shaking than if the earthquake occurred alone
- ◆ If evacuation awareness for tsunamis is heightened by the first earthquake, fatalities from the subsequent earthquake's tsunami decrease
- ◆ Fatalities decrease by approximately 53,000 compared to if the earthquake occurred alone.
- ◆ In addition, pre-evacuation would reduce fatalities by an additional 12,000 people (In the case of the first earthquake occurring in the eastern half and the second in the western half)

<sup>1)</sup> Case of maximum damage <sup>2)</sup> Iwate and Miyagi Prefectures  
<sup>3)</sup> When a "large slip area + very large slip area" is set from Suruga Bay to off the Kii Peninsula

#### Main measures to be implemented

In the event of vast and severe damage, difficult conditions such as shortages of human and material resources are expected, and government response alone will be insufficient. By mobilizing the full strength of all stakeholders, the following can be achieved:

- **Protect lives and society** ■ **Sustain saved lives and lifestyles** ■ **Restore everyday life and socioeconomic activity as early as possible**

◆ **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
- Promote continuity plan formulation and ensuring effectiveness so that companies can continue their activities and contribute to regional disaster prevention

◆ **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 town in advance

◆ **Improvement of the living environment for affected people**

- Shift the focus from support for places (shelters) to support for people
- Enhance health, medical, and welfare support
- Engage in collaboration among communities, business operators, NPOs, volunteers, and other diverse stakeholders

○ 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

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

- Enhancing the functions of the next Integrated Disaster Management Information System (SOBO-WEB), Relief Goods Procurement and Transport Coordination Support System, 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

◆ **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

#### Progress in disaster prevention measures and changes in social conditions

**○ Progress of major disaster prevention measures**

- Earthquake-resistant housing rate (approx. 79% (H20) ⇨ approx. 90% (R5))<sup>1)</sup>
- Coastal levee development rate (approx. 39% (H26) ⇨ approx. 65% (R3))<sup>2)</sup>
- Percentage of municipalities conducting drills to improve disaster awareness among residents (approx. 79% (H30) ⇨ approx. 86% (R6))<sup>3)</sup>
- BCP formulation rate of companies (large companies: approx. 54% (H25) ⇨ approx. 76% (R5); medium-sized companies: approx. 25% (H25) ⇨ approx. 46% (R5))<sup>4)</sup>

**○ Changes in social conditions and technological progress**

- Aging population, concerns about infectious diseases, changing lifestyles, increasing numbers of foreign visitors to Japan, digitalization, shortage of personnel, etc.

**○ Experiences and lessons learned from past natural disasters**

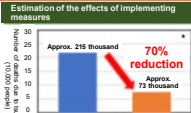
- Enhancement of disaster prevention measures, including countermeasures for disaster-related deaths, based on the 2016 Kumamoto Earthquake and the 2024 Noto Peninsula Earthquake
- Improvements to increase the effectiveness of local preparedness based on the response to the issuance of Nankai Trough Earthquake Temporary Information

#### For Damage Reduction

○ Damage can be mitigated by working on appropriate measures

- It is necessary for citizens, business operators, local communities, and governments to steadily implement the measures that should be taken, without focusing solely on the scale of the damage estimation or their increase or decrease, and without becoming overly optimistic or pessimistic
- It is especially important to promote earthquake-resistant housing, household stockpiling, and prompt evacuation actions to prevent and mitigate damage

Estimation of the effects of implementing measures



When early evacuation awareness is low: Approx. 215 thousand  
 If everyone begins evacuation 10 minutes after the disaster: Approx. 73 thousand  
**70% reduction**

\*Assuming that levees and floodgates function normally during the earthquake and that currently designated tsunami evacuation buildings are used

Source: Cabinet Office data

## (2) Study on Measures against a Tokyo Inland Earthquake

Regarding disaster management measures for a Tokyo Inland Earthquake, the national and local governments and private business operators have been collaborating to advance measures based on the Basic Plan for the Promotion of Tokyo Inland Earthquake Emergency Measures (hereinafter referred to as the "Basic Plan" in this section) created in March 2014 and revised in March 2015 (establishing disaster mitigation targets and specific policy targets for 10 years from 2015). As March 2025 marks the 10th year since the disaster mitigation goals were set in the Basic Plan, a study for a review of the Basic Plan is underway.

In December 2023, the Working Group for Examining Countermeasures against an Earthquake with an Epicenter Directly Beneath the Tokyo Metropolitan Area was established under the Disaster Prevention Measures Executive Committee of the Central Disaster Management Council to review the

progress of disaster prevention measures set forth in the basic plan, organize issues, review damage estimation based on the latest findings, and examine new measures to be promoted in the future. Prior to this, new calculation methods for seismic intensity distribution, tsunami height, and damage estimation were discussed in the Tokyo Inland Earthquake Model and Damage Estimation Methodology Study Group.



(Reference: [https://www.bousai.go.jp/jishin/syuto/taisaku\\_wg\\_02/index.html](https://www.bousai.go.jp/jishin/syuto/taisaku_wg_02/index.html))

In addition, the Cabinet Office has established guidelines (in March 2015) regarding measures to be taken for stranded persons due to a large-scale earthquake, and efforts are being made to implement these measures based on the principle of restricting people from returning home at once for three days. In response to recent changes in social conditions, the Guidelines were revised in July 2024, adding two new perspectives: “how information should be provided to help people who have difficulty returning home make appropriate decisions about their actions” and “how to prevent confusion when people return home after restrictions on returning all at once are lifted.”



(Reference: <https://www.bousai.go.jp/jishin/kitakukonnan/index.html>)

### **(3) Study on Measures against a Megaquake in the Vicinity of the Japan and Chishima Trenches**

With respect to disaster management measures in the event of a megaquake along the Japan and Chishima Trenches, a “Working Group for Studying Megaquake Countermeasures in the Vicinity of the Japan and Chishima Trenches” was established in April 2020. In December 2021, this working group compiled the results of the estimated human life, material, and economic damages resulting from a maximum-class earthquake and tsunami. In March 2022, the working group compiled disaster management measures based on these estimated damages. After receiving this report from the working group, in addition to designating areas for the promotion of disaster management for trench-type earthquakes in the vicinity of the Japan and Chishima Trenches under the “Act on Special Measures for Promotion of Earthquake in the Vicinity of the Japan and Chishima Trenches” (Act No. 27 of 2004), the “Basic Plan for Promotion of Disaster Management for Trench-type Earthquakes in the Vicinity of the Japan and Chishima Trenches” (hereinafter referred to as the “Basic Plan” in this section) was amended in September 2022.

There have also been confirmed cases of earthquakes (subsequent earthquakes) of a large magnitude that occur following an earthquake with a moment magnitude of 7.0 or more along the Japan and Chishima Trenches. To prepare for these subsequent earthquakes, the “Guidelines for the Response to an Off the Coast of Hokkaido and Sanriku Subsequent Earthquake Advisory” was published in November 2022, and the “Off the Coast of Hokkaido and Sanriku Subsequent Earthquake Advisory” began operating in December 2022.

In preparation for an actual disaster, the national government created the “Plan for Concrete Emergency Response Activities for Trench-Type Earthquakes in the Vicinity of the Japan and Chishima Trenches” in May 2023, which clarified the bases of operation for police, fire departments,

and Self-Defense Forces rescue teams in advance, and also specified a time-line for prompt rescue operations that takes into account the challenges and geographical conditions unique to snowy and cold regions.

In the future, the Cabinet Office will continue to work on disaster management measures aimed at achieving the disaster mitigation goals set forth in the Basic Plan. It will also promote and raise awareness of appropriate disaster management actions based on the nature and content of the Off the Coast of Hokkaido and Sanriku Subsequent Earthquake Advisory. The Cabinet Office will also continue to promote measures against trench-type earthquakes in the vicinity of the Japan and Chishima Trenches in cooperation with relevant local governments and others.



(Reference: [https://www.bousai.go.jp/jishin/nihonkaiko\\_chishima/WG/index.html](https://www.bousai.go.jp/jishin/nihonkaiko_chishima/WG/index.html))

#### **(4) Study on Measures Against an Inland Earthquake in the Chubu and Kinki Regions**

In the past, there have been cases in which earthquakes on active faults have caused severe damage in Western Japan, and there have been cases of increased fault activity before and after the Nankai Trough earthquakes. If a large-scale earthquake were to occur in the Chubu and Kinki regions, where urban areas are spread across prefectures, the damage is expected to be enormous and widespread.

Regarding such earthquakes that may occur directly beneath the Chubu and Kinki regions, the National Disaster Management Council reviewed and compiled the damage estimation and disaster management measures from 2004 to 2008. However, these measures must be reviewed in light of the lessons learned from the Great East Japan Earthquake of 2011 and the latest scientific findings.

For this reason, in November 2022, the Cabinet Office established the “Chubu and Kinki Regions’ Inland Earthquake Model Study Group,” composed of experts in seismology and earthquake engineering. The group is currently reviewing conventional earthquake models for the Chubu and Kinki regions based on the latest scientific knowledge. It is considering the creation of new earthquake models that will take all possibilities into account. This study group will estimate the expected seismic intensity distribution in the event of an inland earthquake in the Chubu and Kinki regions and then consider the damage estimation and disaster management measures.



(Reference: [https://www.bousai.go.jp/jishin/chubu\\_kinki/kentakai/index.html](https://www.bousai.go.jp/jishin/chubu_kinki/kentakai/index.html))

[Column]

**Nankai Trough Earthquake Warning and Hokkaido-Sanriku Offshore Late-Seismic Earthquake Warning**

Along the Nankai Trough, there have been cases of large earthquakes (subsequent earthquakes) occurring after an initial major earthquake. For example, the Ansei Nankai Earthquake occurred about 32 hours after the 1854 Ansei Tokai Earthquake, and the Showa Nankai Earthquake occurred in 1946, about two years after the 1944 Showa Tonankai Earthquake. For this reason, the Nankai Trough Earthquake Temporary Information system was launched on May 31, 2019, to warn the public about possible subsequent earthquakes.

Nankai Trough Earthquake Temporary Information includes “Nankai Trough Earthquake Temporary Information (Under Investigation),” which notifies that an anomalous phenomenon has been observed along the Nankai Trough and that an investigation has begun to determine whether it is related to a major earthquake, and, depending on the evaluation results by the expert Evaluation Committee on Earthquakes along the Nankai Trough, one of the following may be issued: “Nankai Trough Earthquake Temporary Information (Warning of a Major Earthquake),” “Nankai Trough Earthquake Temporary Information (Advisory of a Major Earthquake),” or “Nankai Trough Earthquake Temporary Information (End of Investigation).” When a “Nankai Trough Earthquake Temporary Information (Warning of a Major Earthquake)” is issued, the government and local governments will call on residents in pre-designated areas to take disaster prevention measures, such as evacuating in advance for one week.



(Reference: <https://www.bousai.go.jp/jishin/nankai/rinji/index.html>)

On August 8, 2024, a magnitude 7.0 earthquake occurred with its epicenter in the Hyuga-nada Sea, and the first “Nankai Trough Earthquake Temporary Information (Warning of a Major Earthquake)” was issued since the start of operations. Based on this announcement, the government called for “special precautions” for one week, urging people to reconfirm their daily earthquake preparedness and maintain readiness to evacuate immediately. The Working Group for Studying Megaquake Countermeasures in the Nankai Trough reviewed the responses of the government, local governments, and businesses, as well as public reactions at the time of the announcement, and on December 20, 2024, compiled a report titled “Verification and Improvement Measures for Disaster Prevention in Response to the Announcement of the Nankai Trough Earthquake Temporary Information (Warning of a Major Earthquake).”



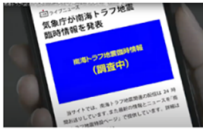
(Reference: [https://www.bousai.go.jp/jishin/nankai/pdf/rinji\\_kaizen241220.pdf](https://www.bousai.go.jp/jishin/nankai/pdf/rinji_kaizen241220.pdf))

To spread understanding of the contents and necessity of the Nankai Trough earthquake contingency information, we have prepared video materials and booklets, and actively collaborated with various media to disseminate the information through publicity and distribution.

**Video**



Drama-style explanation of the status and content of the Nankai Trough earthquake contingency information after an earthquake or tsunami, and the necessary disaster-prevention responses such as advance evacuation



**Leaflet**



A leaflet that provides a compact explanation of the contents of the Nankai Trough earthquake contingency information and preparations for an earthquakes.



Translated into 14 languages\* (R.7.2) to promote understanding of the contingency information to a wider audience.

\* English, Chinese (traditional and simplified), Korean, Spanish, Portuguese, Vietnamese, Thai, Indonesian, Tagalog, Nepali, Khmer, Burmese, and Mongolian

**Manga Booklet**



Manga-style explanation of the necessary actions and preparedness in the event of a Nankai Trough Earthquake, as well as the contents of the Nankai Trough Earthquake contingency information



Kinki, Shikoku, and Kyushu Edition



Chubu and Kanto Edition

**Cooperation with various media**



Radio programs, commercials, etc.



Placement of newspaper advertisements in cooperation with disaster-prevention initiatives of local newspapers



Similar to the “Nankai Trough Earthquake Temporary Information,” the “Hokkaido–Sanriku Offshore Subsequent Earthquake Advisory Information” began operation in December 2022 to warn of possible subsequent earthquakes. This information is issued when an earthquake with a moment magnitude of 7.0 or higher occurs within or near the assumed epicenter region of a major earthquake along the Japan Trench or Kuril Trench. In such cases, municipalities in the affected areas are urged, just as with the “Nankai Trough Earthquake Temporary Information (Warning of a Major Earthquake)”, to stay alert for one week after the quake, maintain readiness for immediate evacuation if shaking is felt or a tsunami warning is issued, and reconfirm their daily earthquake preparedness.

(Reference: [https://www.bousai.go.jp/jishin/nihonkaiko\\_chishima/hokkaido/index.html](https://www.bousai.go.jp/jishin/nihonkaiko_chishima/hokkaido/index.html))



Both the “Nankai Trough Earthquake Temporary Information” and the “Hokkaido–Sanriku Offshore Subsequent Earthquake Advisory” are intended to inform the public that the likelihood of a large earthquake is relatively higher than under normal conditions. They do not indicate that a large earthquake will definitely occur during a specific period. However, to save as many lives as possible, it is important to issue such warnings and take disaster prevention actions in preparation for possible earthquakes.

Since large earthquakes such as those along the Nankai Trough and the Japan and Kuril Trenches can occur suddenly without a preceding quake, it is essential to always be prepared for shaking, tsunamis, fires, and secondary disasters after evacuation by:

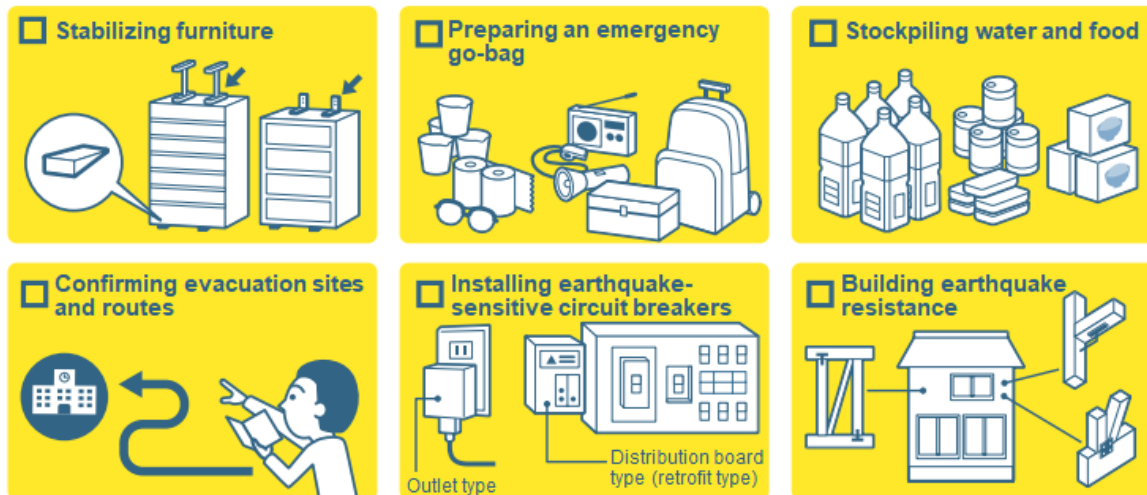
- Confirming evacuation sites and routes for quick evacuation from tsunamis, etc.
- Ensuring that furniture is secured on the assumption that furniture will always fall over during a major earthquake

- Checking stockpiles and evacuation supplies such as drinking water and food in case lifelines like electricity, gas, or water are disrupted

Daily preparedness for earthquakes will directly support readiness when information warning of a possible subsequent earthquake is issued.



## Prepare for earthquakes



**Be prepared now to protect your own life and the lives of your loved ones!**

### 3-2 Measures against Wind and Flood Damage and Sediment Disasters (Landslide Disasters)

#### (1) Consideration of Large-scale and Wide-area Evacuation due to Flood and Storm Surge Flooding in the Tokyo Metropolitan Area and Other Big Cities

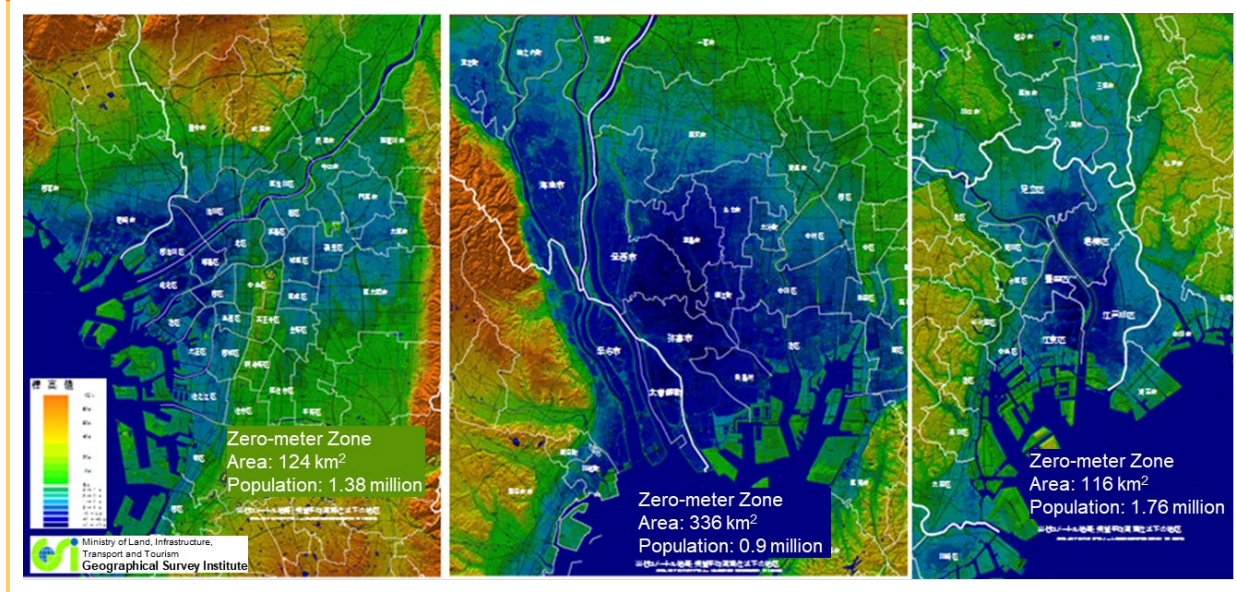
With global warming, there are concerns that the proportion of intense tropical cyclones will increase, and it is predicted that large-scale flooding requiring large-scale and wide-area evacuation will occur in the future. In addition, there are extensive “zero-meter zones” in the three major metropolitan areas in Japan. In the event of a large-scale flood caused by a levee breach or similar disaster, significant congestion is expected due to the evacuation of a large number of residents, as well as numerous isolated people due to delayed escape (Fig. 3-2-1).

Based on this, the “Working Group on Large-Scale and Wide-Area Evacuation from Floods and Storm Surge Flooding”, established in June 2016 under the Disaster Management Implementation Committee of the National Disaster Management Council, examined how large-scale and wide-area evacuation from floods and storm surge flooding should be implemented in the three major metropolitan areas. In March 2018, a report titled “Fundamental Thought Process on Large-Scale and Wide-Area Evacuation from Floods and Storm Surge Flooding (Report)” was compiled.

(Reference: <https://www.bousai.go.jp/fusuigai/kozuiworking/>)



**Fig. 3-2-1** Zero-meter Zones in the Three Major Metropolitan Areas



Source: Created by the Cabinet Office from the Geospatial Information Authority of Japan website

Based on this report, the Cabinet Office established the “Study Group on Extensive Evacuation from Large-Scale Flood Disasters in the Tokyo Metropolitan Area” in collaboration with the Tokyo Metropolitan Government in June 2018 to clarify the issues that should be addressed by government agencies and other relevant organizations working together in order to implement large-scale wide-area evacuations in the event of a large-scale flood, and also to consider cooperation and role-sharing among relevant organizations. The study group was held seven times by FY 2021, and in March 2022, the “Guidelines to Support the Planning of Wide-Area Evacuation (Report)” was created.



(Reference: <https://www.bousai.go.jp/fusuigai/suigaiworking/suigaiworking.html>)

In June 2022, the Cabinet Office and the Tokyo Metropolitan Government established the “Study Group on Specific Measures for Wide-area Evacuation in the Tokyo Metropolitan Area” to facilitate wide-area evacuation in the event of large-scale flooding in the metropolitan area. This group aims to deepen the relationships between relevant organizations during normal times and to concretize further efforts based on the guidelines.



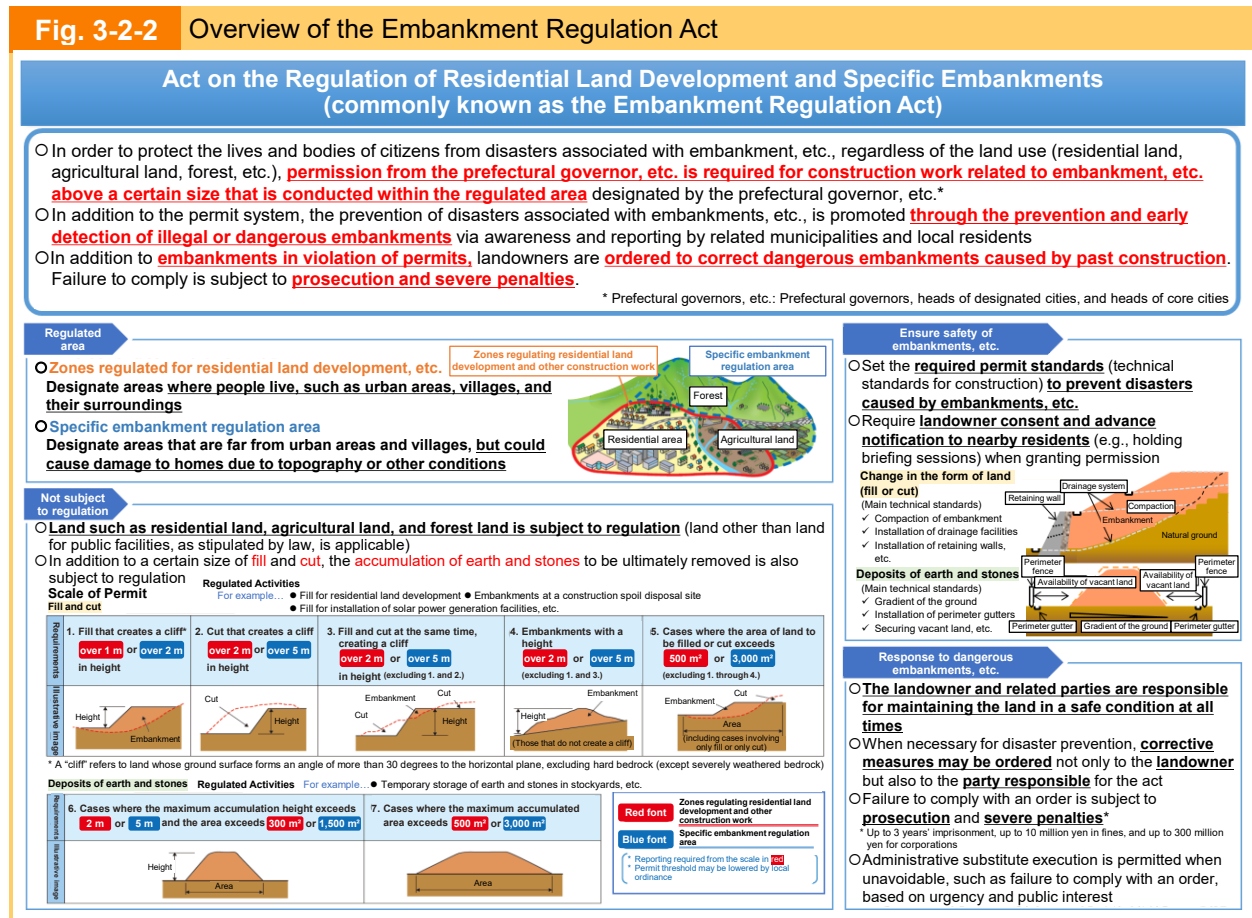
(Reference: <https://www.bousai.go.jp/fusuigai/suigaiworking/kouikihinan.html>)

## **(2) Promotion of Measures to Ensure the Safety of Embankments**

In light of the collapse of an embankment due to heavy rainfall in Atami City, Shizuoka Prefecture, in July 2021, which caused a large-scale debris flow disaster, and due to the fact that there are areas where regulations under various land use laws are not necessarily sufficient, the “Act on Regulation of Residential Land Development” (Act No. 191 of 1961) was fundamentally revised, including its name and purpose. Additionally, the “Act on the Regulation of Residential Land Development and Specific Embankments” (hereinafter referred to as the “Embankment Regulation Act”) came into force on May 26, 2023 to comprehensively regulate dangerous embankments under a comprehensive and uniform

nationwide standard, irrespective of the land use (residential land, agricultural land, forest, etc.) to enable governments to protect people’s lives and ensure their safety in the event of a disaster that impacts these embankments.

The outline of the Embankment Regulation Act is as follows (Fig. 3-2-2).



Source: Ministry of Land, Infrastructure, Transport and Tourism documents

Under the Embankment Regulation Act, the prefectural governor, the head of a designated city, or the head of a core city (hereinafter referred to as “prefectural governor, etc.”) designates areas at risk of disasters caused by embankments, etc., as regulated areas. Within regulated areas, embankments, etc. that are larger than a specified size require a permit from a prefectural governor, etc. When granting permits, technical standards for construction necessary to prevent disasters caused by embankments must be set, and the consent of the landowner as well as the prior notification of nearby residents (e.g., through briefing sessions) are required.

In addition, under the Act, the owner, manager, or occupant of land on which an embankment or similar structure has been placed (hereinafter referred to as “landowner, etc.”) has the responsibility to maintain the embankment in a safe condition at all times. Therefore, prefectural governors, etc., may order landowners or responsible parties to take corrective measures for dangerous embankments, even if they were created before the designation of the regulated area. Failure to comply with such orders may result in prosecution or penalties.

Based on the basic policy on the prevention of disasters caused by embankments issued by the Ministry of Land, Infrastructure, Transport and Tourism (MLIT) and the Ministry of Agriculture, Forestry

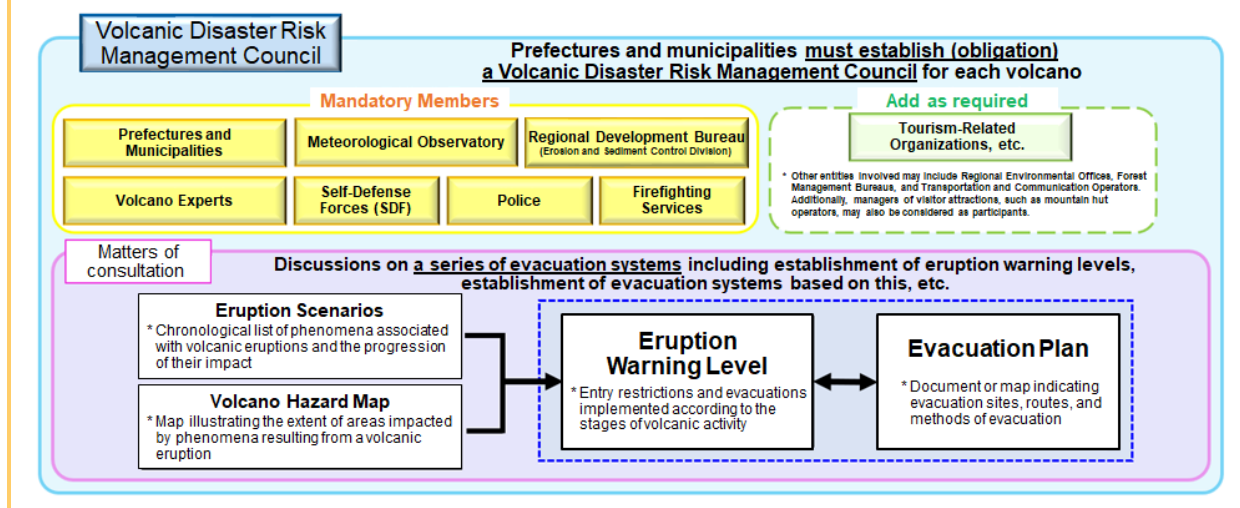
and Fisheries (MAFF), as well as the related guidelines outlining safety measures and responses to improper embankments, local governments are taking action to prevent embankment-related disasters. These actions include conducting surveys to identify areas at risk and designating them as regulated zones to ensure the safety of new embankments, assessing the distribution and safety of existing embankments, and promoting safety measures. In addition, local governments are working to prevent illegal or dangerous embankments through local resident awareness and reporting, as well as early detection and prompt response.

### **3-3 Measures against Volcanic Disasters**

Japan is one of the world's most volcanic countries, with 111 active volcanoes. While volcanoes are a blessing to our lives, pyroclastic flows and large volcanic rock fragments generated from an eruption leave almost no time for evacuation. They may cause disasters that pose a high risk to human lives.

In the wake of the 2014 Mount Ontake eruption that had caused severe damage, including many deaths and injuries in the vicinity of the crater, there was a renewed awareness of various priorities related to volcano disaster risk management measures, including the importance of promptly detecting and communicating progression of volcanic phenomena and the necessity to develop alert and evacuation systems not only for residents but also for climbers, which requires discussions incorporating expert knowledge specific to each volcano. Based on the lessons learned from this disaster, the Act on Special Measures for Active Volcanoes (Act No. 61 of 1973) was amended in 2015 to specify safety assurance not only for residents in volcanic areas but also for climbers. In addition, non-structural measures such as the development of alert and evacuation systems were enhanced, and together with the structural measures that had been implemented up to that point, the Act became one that promotes more comprehensive measures against active volcanoes. Under this amendment, local governments designated as volcanic eruption hazard zone (as of FY2024, 23 prefectures and 179 municipalities) are required to stipulate specific and detailed matters related to the development of alert and evacuation systems in their local disaster management plan, based on a unified evacuation plan for each volcano discussed by the Volcanic Disaster Management Council, which is composed of relevant organizations in the volcanic area. The amendment also requires the owners or managers of facilities designated by municipality as evacuation promotion facilities, such as facilities with an unspecified large number of users or facilities used by person requiring special care, to prepare an ensuring evacuation operation/implementation plan and conduct training based on that plan to ensure the smooth evacuation of facility users (Figure 3-3-1).

**Fig. 3-3-1** Members of the Volcanic Disaster Risk Management Councils and matters of consultation



Source: Cabinet Office data

In view of the recent situation surrounding volcanoes in Japan, the Act on Active Volcanoes was amended again in 2023 from a precautionary perspective before an eruption occurs to further strengthen measures for active volcanoes. This enables municipalities, with the advice of the Volcanic Disaster Management Council, to provide information, advice, and other assistance necessary for preparing evacuation operation and implementation plans, as well as to facilitate local governments' efforts to provide information to climbers, including mountaineering reports. In addition, the regulations have been strengthened to ensure that national and local governments continue to develop and retain professional human resources for volcano-related issues. In addition, the "Headquarters for Volcano Research Promotion" was established as a special agency within the Ministry of Education, Culture, Sports, Science and Technology (MEXT) to centrally promote volcano-related observation, surveying, research, and study. Furthermore, August 26, the day when Japan's first volcano observation station was established at Mount Asama in 1911 and observations began, was newly designated as "Volcanic Disaster Preparedness Awareness Day," on which efforts such as volcanic disaster preparedness drills are to be conducted. Following this amendment, based on the recommendations of the National Disaster Management Council, the "Basic Guidelines on the Comprehensive Promotion of Measures for Active Volcanoes" under Article 2 of the Act were revised in August 2024. Nakanoshima Island (Toshima Village, Kagoshima Prefecture) was added to the list of volcanoes requiring enhanced monitoring and observation systems, and Kagoshima Prefecture and Toshima Village were newly designated as a volcanic eruption hazard zone.



Volcanic observatory on Mount Asama  
Source: Meteorological Agency

Although measures to promote countermeasures for active volcanoes have been steadily implemented, the number of staff members who have actually experienced an eruption remains limited, and there are significant differences in eruption scales and regional characteristics among volcanoes.

As a result, many local governments and other organizations face challenges in formulating and reviewing various plans. To address these challenges, the Cabinet Office has prepared a guide outlining specific procedures and points to note for planning, revised the guide to reflect findings and results obtained through collaboration with local governments, and compiled a collection of case studies on volcano disaster risk management measures. In addition, experienced practitioners who have played leading roles in volcano disaster prevention at local governments are dispatched to volcanic areas as “Volcano Disaster Prevention Experts,” promoting volcano disaster prevention efforts nationwide.

Furthermore, based on the basic ideas and countermeasures for ash fall during large-scale eruptions compiled in 2020 by the “Working Group on Countermeasures for Wide-Area Ash Falls from Major Volcanic Eruptions,” the “Study Group on Countermeasures for Wide-Area Ash Falls in the Tokyo Metropolitan Area” was convened in FY2024. Reflecting the results of its discussions, the “Guidelines for Countermeasures for Wide-Area Ash Falls in the Tokyo Metropolitan Area” were compiled in March 2025 to outline key approaches and considerations for addressing wide-area ash fall countermeasures.

**[Column]**

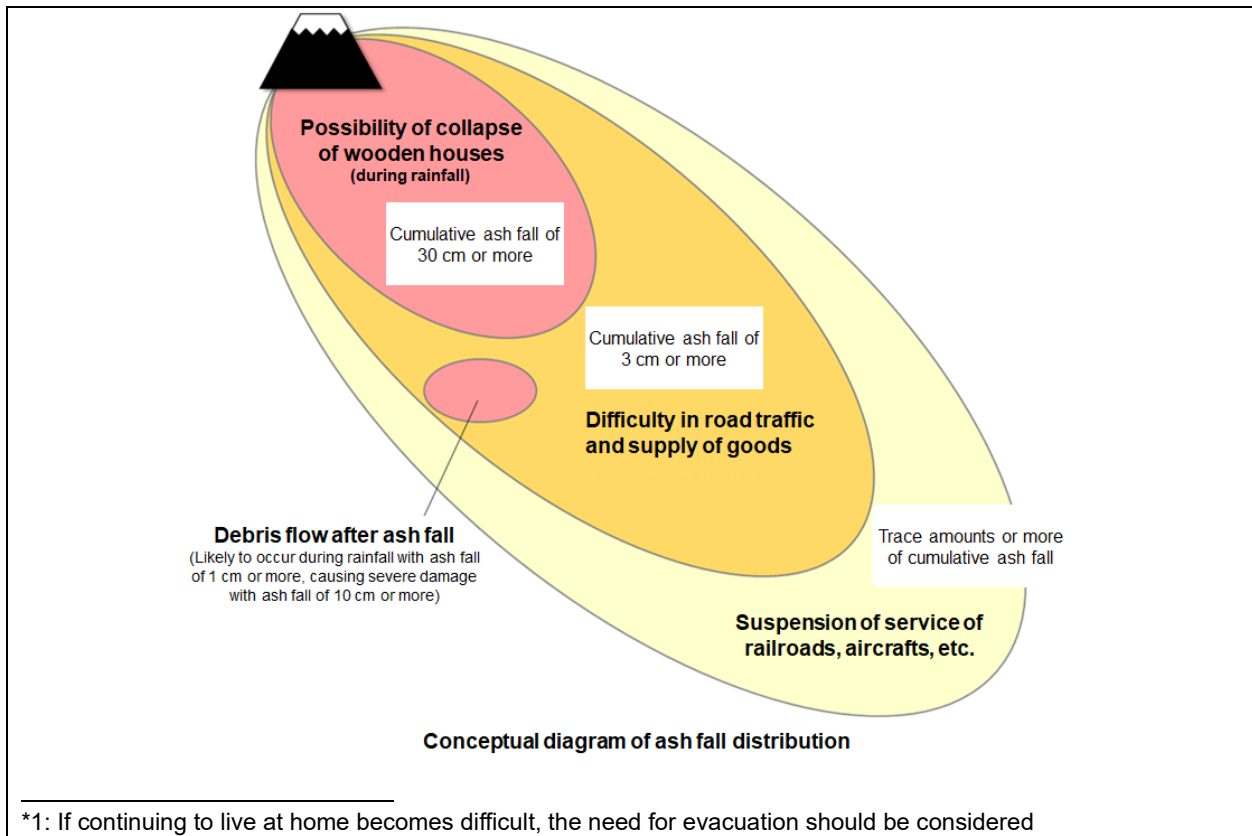
**Study Group on Wide-Area Ash Fall Countermeasures in the Tokyo Metropolitan Area**

If a large-scale eruption were to occur at Mt. Fuji, it is feared that the Tokyo metropolitan area and surrounding regions would be widely affected by ash fall, which could have a major impact on people’s lives and socioeconomic activities. To address this, the Cabinet Office convened the “Study Group on Wide-Area Ash Fall Countermeasures in the Tokyo Metropolitan Area,” using the Tokyo metropolitan area as a model case for a large-scale eruption of Mt. Fuji. Based on the study group’s discussions, the Cabinet Office compiled ideas noteworthy points, and other matters regarding wide-area ash fall countermeasures, and then formulated the “Guidelines for Wide-Area Ash Fall Countermeasures in the Tokyo Metropolitan Area” in March 2025.

In these guidelines, taking into account the characteristics of ash fall, such as its relatively low immediate and direct risk to life, the large population of the Tokyo metropolitan area, and the uncertainty of forecasts, the basic recommended action for residents during wide-area ash fall is to “stay within the ash fall area as much as possible and continue living at home<sup>1</sup>”.

To make this possible, public support such as maintaining transport systems and lifelines, along with sufficient private stockpiles and self-help efforts, is considered a priority. In addition, both measured and forecasted ash fall data should be utilized to allow for timely responses according to the situation. Furthermore, securing temporary storage sites is crucial for ash disposal, which ultimately must be carried out using a variety of methods.

Based on these guidelines, further studies on specific regional measures will continue. Since it is impossible to predict when such large-scale eruptions may occur, residents and related organizations must steadily promote countermeasures, beginning with those that can be implemented, to ensure preparedness.



## Guidelines for Wide-Area Ash Fall Countermeasures in the Tokyo Metropolitan Area (Summary) (March 2025)

### Basic Policy for Wide-Area Ash Fall Countermeasures

- **The basic rule is to stay within the ash fall area as much as possible and continue living at home, etc.**  
However, **depending on the situation, there may be cases<sup>\*1</sup> where lives may be in immediate danger, and evacuation or other actions must be taken.**
  - It is important to have enough stockpiles on a daily basis in order to continue living there
  - Secure the recovery of lifelines, etc. and the transportation of goods
- The **ash fall forecast**, as well as the measured ash fall, **can be used to take early action** according to the ash fall situation
- For the disposal of volcanic ash, it is important to secure a temporary storage site. Finally, the ash will be processed by various means.

<sup>\*1</sup> Wooden houses in areas with ash fall of 30 cm or more  
- Areas at risk of debris flow  
- People requiring special care who cannot continue living through self-help or mutual support and whose lives are in immediate danger, etc.

### Concepts and points to keep in mind for wide-area ash fall countermeasures

#### 1. Ensuring the safety of residents

- Stay within the ash fall area as much as possible and continue living at home, etc. Evacuate or take other action if there is danger to life, such as house collapse

#### 2. Forecasting and understanding wide-area ash fall<sup>\*2</sup>

- It is extremely important to be well-stocked on a daily basis
- It is necessary to provide "information that serves as a trigger for action"
- It is desirable to provide "information conveying the outlook for wide-area ash fall" that shows the correspondence with the thresholds for damage: 30 cm or more, 3 cm or more, and trace amounts or more
- The national government and local governments collaborate to measure ash fall in each region

#### 3. Sharing information and public awareness

- When the possibility of wide-area ash fall increases, appropriate information is disseminated according to the situation
- Raise awareness during normal times about measures to protect oneself from volcanic ash and about stockpiling

#### 4. Transportation

- High-priority sites are identified according to the situation in each region, and personnel and materials are concentrated to quickly secure routes needed for emergency response
- Secure personnel and equipment during normal times and conduct response training

#### 5. Supply of relief supplies

- Establish a supply system for food, hygiene products, fuel, and other items to enable continued living at home.
- Supply ash fall protection products such as dust masks and goggles

#### 6. Lifelines

- Work to restore lifelines such as electricity, water, and telecommunications as quickly as possible to allow continued living at home
- Business operators should take measures during normal times, including facility protection, inspections, and stockpiling of replacement supplies

#### 7. Treatment of volcanic ash

- Volcanic ash is disposed of by the appropriate manager, depending on where it has accumulated (municipalities handle ash removed from residential areas)
- It is desirable to pre-select candidate temporary storage sites, and the national and local governments should cooperate to handle the ash using various methods
- Consideration must also be given to the health management of outdoor workers during emergency and restoration work

\* Further enhancements will continue to be made in line with ongoing study of regional measures, progress on other issues, and the accumulation of new knowledge

## Guidelines for Wide-Area Ash Fall Countermeasures in the Tokyo Metropolitan Area (Summary) (March 2025)

Depending on the amount of ash fall, various types of damage occur across different sectors. The damage caused by wide-area ash fall is classified into four "stages," and the concepts and key points for countermeasures are organized accordingly.

### Basic Concept of Damage by Stage and Measures to Address Wide-Area Ash Fall

Classification for disaster prevention planning	Stage 4	Stage 3	Stage 2	Stage 1
Item				
Nature of damage Amount of ash fall, etc.	Ash fall of 30 cm or more Areas where debris flows are expected after ash fall	Ash fall of 3 to 30 cm Damage is relatively large	Ash fall of 3 to 30 cm Relatively little damage	Ash fall from trace amounts to 3 cm
Collapse of a building (usu. due to disintegration)	Possibility of collapse of wooden houses (during rainfall)	Large buildings with long spans, such as gymnasiums, may be damaged		-
Transportation, relief supplies, lifeline supply	Difficulty in road traffic and supply of goods Major impact on lifelines (prolonged)		Difficulty in road traffic and supply of goods <sup>*1</sup> , with limited impact on lifelines	Suspension of train and aircraft operations, disruption of supply chains
Basic actions for residents, etc. <sup>*2</sup>	<b>Evacuation in principle</b>	<b>Continue living at home, etc.</b> (Move to an area where living is possible, depending on the situation)	<b>Continue living at home, etc.</b>	<b>Continue living at home, etc.</b>
	Immediately after the eruption, evacuate to your home or a sturdy building	-	-	-
People who require outpatient dialysis or nursing care services <sup>*3</sup>	Evacuation in principle	Evacuation in principle	Continue living at home, etc. (Move to an area where medical care is available, depending on the situation)	Continue living at home, etc.
Transportation, mobility, and supply	If there are people in need of rescue, etc., <b>evacuation/rescue must be prioritized</b>	<b>Restoration of lifelines and supply of goods must be secured as a top priority</b>	<b>Ensure lifeline recovery and maintenance as a top priority</b>	Preparation for ash removal, etc., and start ash removal in affected areas
Lifeline sector response	(Areas evacuated outside the region are lower priority)	Work to recover <b>as quickly as possible</b> from a situation where the disruption is <b>prolonged and the impact is large</b>	Work on <b>early recovery</b> and <b>maintain</b> lifelines after restoration	Since the impact is limited to part of the area, efforts will be made to <b>restore</b> and <b>maintain</b> lifelines

<sup>\*1</sup>: A situation in which life can continue with emergency measures, even if supply becomes temporarily difficult

<sup>\*2</sup>: If visibility is reduced during ash fall and outdoor activity becomes dangerous, stay indoors, such as at home, as a general rule. To prevent health hazards, it is advisable to wear goggles and masks when outdoors.

Special attention should be paid to those with pre-existing conditions such as respiratory diseases.

<sup>\*3</sup>: People whose lives are immediately endangered because they cannot continue to live through self-help or mutual support due to decreased social activity caused by ash fall (e.g., outpatients receiving dialysis, people requiring nursing care services).

Persons requiring special care who can continue to live at home, etc., behave in the same way as the general population.

Source: Disaster Management Bureau of the Cabinet Office (2025), "Guidelines for Wide-Area Ash Fall Countermeasures in the Tokyo Metropolitan Area"

### **3-4 Measures against Snow Disasters**

Japan is an arc-shaped archipelago consisting of steep mountain ranges. During the winter, cold seasonal winds blow from Siberia, while warm ocean currents from the south flow into the Sea of Japan, resulting in heavy snowfall and snow accumulation on the Sea of Japan side. As a result, snow disasters, such as people falling off roofs during snow removal, avalanches, snowstorms, paralysis of urban functions and disruption of traffic due to snow accumulation, occur every year. When heavy snowfall was expected in FY 2024, the government took all precautions, such as holding Inter-Agency Disaster Alert Meetings. When heavy snowfall occurred, the government took unified emergency disaster response measures considering the damage.

Additionally, based on past snow disasters, the Cabinet Office created the “Guide on Snowfall for Municipalities” in January 2019 (revised in November 2024) to enable even municipalities with little experience of snow-related disasters to respond quickly and appropriately to heavy snowfall and continue to update the guide with the latest efforts, ensuring it is disseminated to local governments.

In heavy snowfall areas, comprehensive measures for heavy snowfall areas, including snow disaster prevention, are being implemented following the “Act on Special Measures concerning Countermeasures for Heavy Snowfall Areas” (Act No. 73 of 1962) and the Basic Plan for Heavy Snowfall Areas, formulated based on this Act. In FY 2024, MLIT provided Grants for Emergency Measures for Ensuring Safety in Heavy Snowfall Areas to support areas involved in the formulation of safe snow management policies that establish a future vision for safe regional development and local rules and measures to achieve that vision and to provide support to local governments that are implementing experimental measures aimed at ensuring safety during snow removal activities (such as developing regional snow removal systems, holding safety training sessions, promoting the use of lifeline anchors, and introducing technologies to automate and streamline snow removal).

## **Section 4: International Cooperation for Disaster Risk Reduction**

### **4-1 Cooperation for Disaster Risk Reduction through the United Nations and Other International Organizations**

Japan has accumulated extensive experience and knowledge regarding disasters and disaster prevention measures. By sharing this knowledge, Japan is leading global discussions in disaster risk reduction and is contributing to strengthening disaster risk reduction efforts worldwide. Particularly, following the 3rd UN World Conference on Disaster Risk Reduction held in Sendai City, Miyagi Prefecture, in March 2015, countries around the world are expecting Japan to play a leading role in implementing the “Sendai Framework for Disaster Risk Reduction 2015-2030” (hereinafter referred to as the “Sendai Framework”), which was adopted at the conference. As a result, the Cabinet Office and the Ministry of Foreign Affairs are proactively promoting disaster prevention cooperation through international organizations such as the United Nations.

#### **(1) Disaster prevention cooperation through the United Nations Office for Disaster Risk Reduction (UNDRR)**

To promote the Sendai Framework, the Cabinet Office and the Ministry of Foreign Affairs have jointly

contributed approximately 7.33 million USD (about ¥ 1.2 billion) in FY 2024 to support the activities of the United Nations Office for Disaster Risk Reduction (UNDRR), which is responsible for monitoring, coordinating, and assisting with the implementation of the framework across various regions and countries.

In FY 2023, which marks the midpoint of the Sendai Framework’s implementation period, a mid-term review was conducted to assess the initiatives and achievements under the framework and to identify challenges for the second half of the implementation period. The review confirmed the following: enhancing disaster risk analysis in light of climate change impacts, fostering collaboration between disaster management agencies and climate change departments, reinforcing measures to encourage investment in disaster risk reduction, including private sector investment, and sharing experiences on “Build Back Better” in response to the increasing number of disaster-affected areas. In addition, we promoted “World Tsunami Awareness Day (November 5),” which Japan led the adoption of at the United Nations General Assembly in 2015. Activities included hosting the World Tsunami Day High School Student Summit and the World Tsunami Museum Conference, as well as promoting global “awareness-raising activities on tsunami preparedness” and “strengthening tsunami countermeasures.”

From October 14 to 18, 2024, the 10th Asia-Pacific Ministerial Conference on Disaster Reduction was held in Manila, Philippines, to facilitate the regular sharing and discussion of disaster risk reduction initiatives among Asia-Pacific countries. Mr. Hara, Vice Minister for Policy Coordination of the Cabinet Office of Japan, attended the meeting and spoke about priority initiatives to further promote the Sendai Framework for Disaster Risk Reduction, including strengthening disaster risk reduction and investing in infrastructure for disaster mitigation. In addition, Japan’s technologies for DRR, including earthquake countermeasures, were showcased at partner events and exhibition booths.



The 10th Asia-Pacific Ministerial Conference on Disaster Reduction

## (2) International Recovery Platform (IRP)

The International Recovery Platform (IRP) was established in Kobe City, Hyogo Prefecture, in May 2005 following adopting the “Hyogo Framework for Action 2005-2015” at the 2nd UN World Conference on Disaster Risk Reduction held in Kobe in the same year. The IRP aims to enhance the network and framework to support smooth recovery, spread awareness of lessons learned from

recovery efforts, develop common methods and systems for recovery, and provide advice and support for formulating recovery plans and strategies. The Sendai Framework calls for strengthening the IRP as one of the international mechanisms for promoting “Build Back Better”. As co-chair of the Steering Committee, the Japanese government (Cabinet Office) is contributing to laying the foundation for its development while supporting IRP activities.

On January 28, 2025, marking the 30th anniversary of the Great Hanshin-Awaji Earthquake, the International Recovery Forum 2025 was held in Kobe City, Hyogo Prefecture, with 424 participants (including online participants) from 56 countries. Under the theme “Achieving Resilient Recovery in a Changing World: Looking Back 30 Years after the Great Hanshin-Awaji Earthquake,” the forum brought together government officials and disaster volunteer coordination organizations that had been involved in recovery from major earthquakes in Japan, as well as disaster management agencies from Indonesia, the Philippines, and Nepal that have experienced major earthquakes. Participants shared information and discussed their experiences, challenges faced during the recovery process, and necessary efforts undertaken in normal times to prepare to “Build Back Better.”



International Recovery Forum 2025

### **(3) Cooperation in Disaster Risk Reduction through Joint Activities with the Asian Disaster Reduction Center (ADRC)**

The Asian Disaster Reduction Center (ADRC) was established in 1998 in Kobe City, Hyogo Prefecture, to share lessons learned from disasters with the Asian region. As of March 2024, 33 Asian countries are members. The ADRC leads the promotion of the Sendai Framework in Asia, focusing on three pillars: sharing disaster risk reduction information, developing human resources in member countries, and improving community disaster resilience. As part of its human resource development initiatives, the ARDC invites visiting researchers from member countries (138 visiting researchers in total since its beginning as of March 2025) to train human resources who can contribute to the planning and formulation of disaster risk management policies in their respective countries through research on disaster risk reduction policies. Additionally, the ADRC collects and provides information on each country’s disaster management system and the latest disaster information on its website. It also promotes using satellite data to provide disaster information when disasters occur.

The Cabinet Office, in collaboration with the ADRC, hosts the “Asian Conference on Disaster

Reduction (ACDR)". With the participation of member countries and international organizations, the conference facilitates information sharing, exchange of opinions, and promotion of cooperation on disaster prevention and risk reduction issues in Asia. The 20th conference was held in Hanoi, Vietnam, on November 12 and 13, 2024, under the theme "Forward-Looking Measures and Proactive Efforts to Overcome the Climate Crisis and Build a Sustainable Society." The Representatives from member countries (15 out of the 33) at the time, along with international organizations, regional bodies, the private sector, and academic and research institutions, totaling 142 participants, attended the event on-site, while 80 participants joined in person, and 62 participants joined online. At the meeting, Mr. Nukina, Assistant Vice Minister for Disaster Management of the Cabinet Office of Japan, delivered opening remarks, reviewed the progress and challenges in implementing the Sendai Framework for Disaster Risk Reduction, and shared information and exchanged views on efforts to enhance flood risk information and strengthen flood countermeasures for disaster risk reduction and climate change adaptation.



Asian Conference on Disaster Risk Reduction

#### **4-2 Bilateral and Multilateral Cooperation in Disaster Risk Reduction**

In addition to its initiatives through international organizations, the Cabinet Office is deepening cooperation with disaster prevention departments in governments worldwide, including by sharing experiences of disaster management policies through opportunities such as visits by ministers in charge of disaster prevention from overseas.

##### **(1) Cooperation with ASEAN through the Japan-ASEAN Ministerial Meeting on Disaster Management**

The "Japan-ASEAN Ministerial Meeting on Disaster Management" was launched in October 2021 by the Government of Japan (Cabinet Office) and the departments in charge of disaster management of the 10 ASEAN member states to strengthen further cooperation on disaster risk reduction between Japan and ASEAN.

The 4th ASEAN-Japan Ministerial Meeting on Disaster Management was held in Brunei Darussalam on October 24, 2024. Assistant Vice Minister Nukina attended as co-chair and reviewed the progress of the "ASEAN-Japan Disaster Management Action Plan" formulated in 2022, while sharing Japan's experiences in disaster response. Ambassador Kiya of the Permanent Mission of Japan to ASEAN

also attended and expressed his commitment to further strengthening ASEAN-Japan cooperation. In addition, since 2024 marks the 20th anniversary of the Indian Ocean Tsunami, a commemorative ceremony was held to mourn the victims and reflect on two decades of ASEAN regional progress.



Japan-ASEAN Ministerial Meeting on Disaster Management and Commemorative Ceremony

## **(2) Collaboration with G20 Countries through the G20 Working Group on Disaster Risk Reduction**

In 2023, the establishment of the G20 Disaster Risk Reduction Working Group was proposed by India, the G20 Presidency. A Chair's Statement was issued summarizing the policies that the international community should pursue to address challenges surrounding disaster management, and confirming the agenda and deliverables to be developed by the G20 Disaster Risk Reduction Working Group. The G20 Ministerial Meeting on Disaster Risk Reduction was first proposed by Brazil in 2024, the 2024 G20 Presidency, to build consensus and announce the G20 Ministerial Declaration on Disaster Risk Reduction. The meeting was held in November 2024 with the attendance of ministerial-level representatives from G20 countries, and the declaration was released. The G20 Rio de Janeiro Leaders' Declaration also reaffirmed the importance of disaster risk reduction and the need for the international community to strengthen related efforts.

## **(3) Cooperation between the Cabinet Office and the U.S. Federal Emergency Management Agency (FEMA)**

Based on the memorandum of cooperation signed in December 2014, the Cabinet Office and the U.S. Federal Emergency Management Agency (FEMA) share information and exchange opinions on the sidelines of international conferences and through bilateral video conferences.

## **(4) Cooperation between Japan and South Korea through the Japan-Korea Meetings on Disaster Management**

Based on the "Action Plan for Japan-South Korea Joint Declaration: A New Japan-Korea Partnership towards the Twenty-first Century", which was agreed upon at the Japan-Korea Summit in October 1998, the Japan-Korea Meetings on Disaster Management have been held annually since 1999, on rotating basis. In 2024, the meeting was held in Takamatsu City, Kagawa Prefecture, on December 9. Mr. Hatoyama, State Minister of Cabinet Office, attended and explained Japan's government response to the Noto Peninsula Earthquake and disaster prevention measures in Kagawa Prefecture, while the

Korean side introduced improvements in evacuation shelter operations and the evolution of its disaster prevention organizations. On the same day, participants also went to the Kagawa Prefectural Government's Disaster Management Headquarters and the Prefectural Disaster Reduction Center for a site visit.



Japan-Korea Meeting on Disaster Management

#### **(5) Activities of the Japan International Public-Private Association for Disaster Risk Reduction (JIPAD)**

The “Japan International Public-Private Association for Disaster Risk Reduction (JIPAD)” was established in 2019 to promote the overseas deployment of disaster management technologies and expertise, Japan’s strengths, through public-private cooperation. As of March 2025, 210 companies and organizations are members of JIPAD.

JIPAD hosts the “Public-Private Disaster Management Seminar” to introduce Japan’s disaster risk management policies, technologies, and expertise comprehensively, build a public-private network and strengthen cooperation in disaster management.

In October 2024, as a partner event of the 10th Asia-Pacific Ministerial Conference on Disaster Risk Reduction, a public-private seminar on disaster risk reduction was held in Manila, the Philippines, in cooperation with the UNDRR and the Japan International Cooperation Agency (JICA). The seminar focused on major earthquake preparedness, including seismometer standards and seismic reinforcement. Private companies, including two Japanese firms, presented their technologies for DRR and initiatives for disaster risk reduction. During the panel discussion, the Cabinet Office, domestic and international private companies, and non-profit organizations discussed the respective roles and achievements of the public and private sectors in disaster risk management measures, as well as the importance of collaboration among diverse stakeholders. The conference venue also included an exhibition booth area. The Cabinet Office, with the cooperation of JIPAD member companies, jointly exhibited a booth with JICA to showcase Japan’s technologies for DRR and expertise.



Public-private disaster prevention seminar and exhibition booth

In addition, taking advantage of visits by senior disaster prevention officials and officers from overseas, a public-private disaster prevention seminar was held in June 2024 for Indonesian disaster prevention organizations visiting Japan for JICA training. The Cabinet Office presented Japan’s disaster risk management measures expertise, while JIPAD member companies gave presentations followed by discussions with participants.

## Section 5: Measures to Promote National Resilience

### 5-1 Promote initiatives based on the Fundamental Plan for National Resilience

The Government of Japan, in accordance with the Basic Act for National Resilience Contributing to Preventing and Mitigating Disasters for Developing Resilience in the Lives of the Citizenry (Act No. 95 of 2013), has established the Fundamental Plan for National Resilience (hereinafter referred to as the “Fundamental Plan” in this section). The plan is based on basic policies such as the maximum protection of human life and the maintenance of vital state and social functions, and serves as a guideline for national plans related to national resilience.

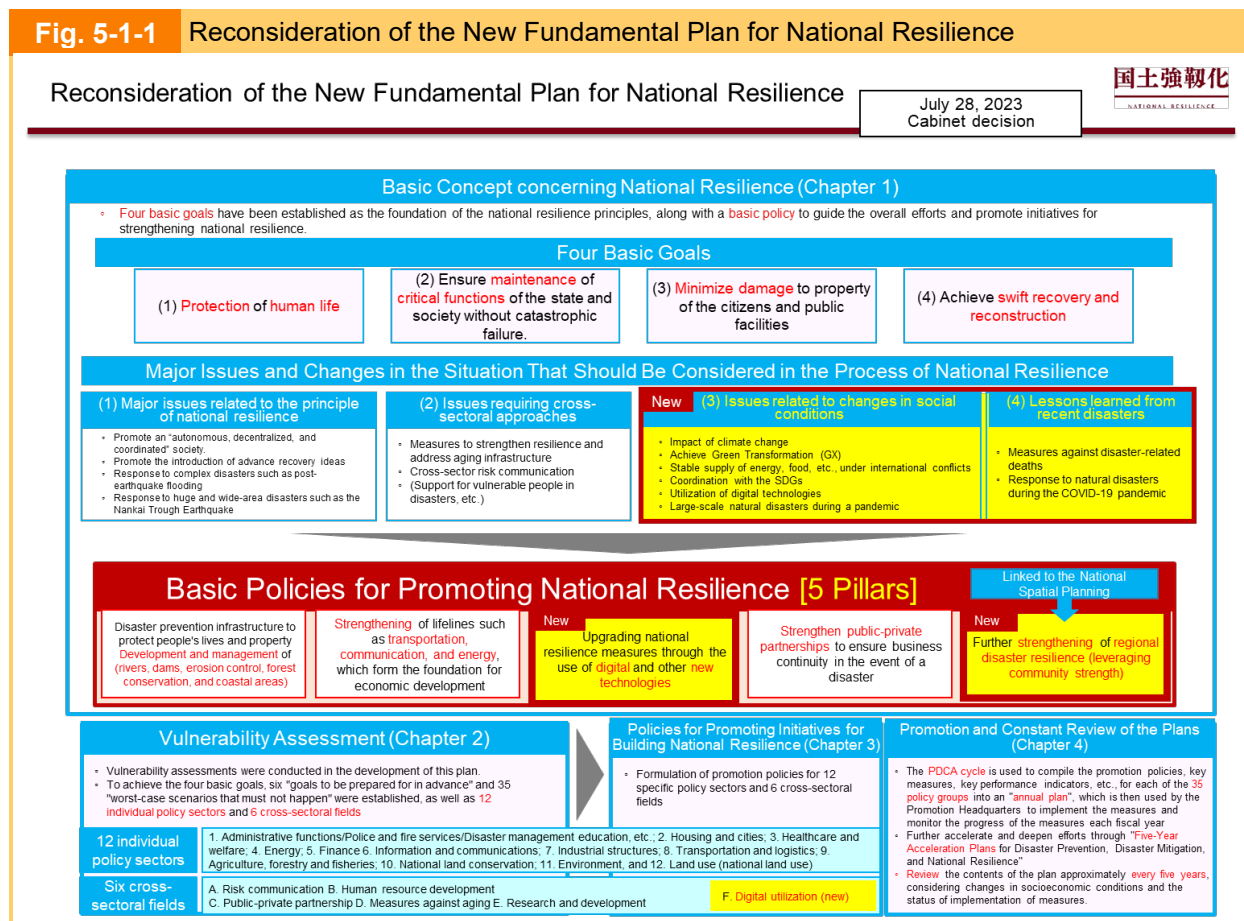
The Fundamental Plan, approved by the Cabinet in July 2023, sets forth the direction for the development of national resilience policies, taking into account lessons learned from natural disasters that occurred after the previous revision, such as the 2019 East Japan Typhoon, as well as changes in social conditions, including the effects of climate change and efforts to realize Green Transformation (GX) as a climate countermeasure, the stable supply of energy and food amid international conflicts, and the occurrence of natural disasters during pandemics. The plan identifies five key pillars for policy development: (1) the development and management of disaster risk reduction infrastructure to protect lives and property; (2) the strengthening of the resilience of lifelines such as transportation, communications, and energy that underpin economic development; (3) the advancement of national resilience measures through the use of digital and other new technologies; (4) the reinforcement of public-private collaboration, including ensuring business continuity during disasters; and (5) the further enhancement of disaster resilience in local communities (Figure 5-1-1).

Based on this plan, the government will secure the necessary budget, taking into account the impact of recent sharp increases in material costs, and promote integrated initiatives combining both structural and non-structural measures through an appropriate balance of self-help, mutual support, and public support.

In addition, building on the Fundamental Plan, the government has steadily advanced initiatives under the Five-Year Acceleration Plan for Disaster Prevention, Disaster Mitigation, and Building

National Resilience (hereinafter referred to as the “Five-Year Acceleration Plan”). Moving forward, to ensure that necessary projects continue to be implemented in a stable, continuous, and seamless manner beyond the plan’s completion, and under a clear medium- to long-term perspective, the government is conducting evaluations of the Five-Year Acceleration Plan, taking into account lessons learned from the 2024 Noto Peninsula Earthquake, and is accelerating efforts toward the formulation of the Medium-Term Implementation Plan for National Resilience.

**Fig. 5-1-1** Reconsideration of the New Fundamental Plan for National Resilience



Source: National Resilience Promotion Office, Cabinet Secretariat website  
(Reference: [https://www.cas.go.jp/jp/seisaku/kokudo\\_kyoujinka/kihon.html](https://www.cas.go.jp/jp/seisaku/kokudo_kyoujinka/kihon.html))



## 5-2 Formulation of the Annual Plans for National Resilience

The government finalized the “Annual Plan for National Resilience 2024” (hereinafter referred to as “Annual Plan 2024” in this section) on July 26, 2024 (as decided by the National Resilience Promotion Headquarters).

The Annual Plan 2024 specifies the major measures and promotion policies to be implemented during the fiscal year. It also introduces quantitative indicators to monitor and manage the progress of these measures and to strengthen the PDCA cycle, which involves tracking progress, evaluating results, and improving measures based on those findings. Furthermore, for the Five-Year Acceleration Plan, evaluation sheets were prepared for each measure to enable focused progress management. By the time the Annual Plan 2024 was finalized, approximately ¥12.5 trillion, over 80% of the total project scale of around ¥15 trillion, had been secured. In addition, more than 90% of all measures

were assessed as either “expected to be achieved” or “achievable depending on how issues are addressed,” confirming steady progress. The evaluation sheets also compiled examples demonstrating the effectiveness of all Five-Year Acceleration Plan initiatives, confirming that they have been successful in preventing and mitigating damage caused by natural disasters.

In line with the promotion policies set forth in the Annual Plan 2024, the relevant government ministries and agencies implemented national resilience initiatives, including those under the Five-Year Acceleration Plan, to ensure that the objectives of each measure were steadily achieved. (Fig. 5-2-1).

**Fig. 5-2-1 Overview of the Annual Plan for National Resilience 2024 (July 2024)**

**National Resilience Annual Plans 2024 Overview**

**Introduction**

**Chapter 1: Efforts for National Resilience in FY2024**

**1. Formulation of the Annual Plan for National Land Stewardship 2024 and Promotion of Measures Based on This Plan**

**(1) Purpose of Developing the Annual Plan**

**(2) Enhancement and Strengthening of Measures to Promote Policy Groups**

**1) Direction of Development for National Resilience Policy**

- 1. Disaster risk reduction infrastructure development, 2. Lifeline resilience, 3. Utilization of new technologies such as digital technology, 4. Strengthening of public-private partnerships, 5. Strengthening of local disaster prevention capabilities

**2) Promotion of 5-year Acceleration Measures**

- Secured a **cumulative total of approximately 12.5 trillion yen** by FY2024 (4th year)

**3) Promotion of Regional Resilience**

- 1. Enhancement and effectiveness of regional plans  
- All prefectures and **1,732 municipalities (99% of the country)** have developed regional plans.
- 2. Promotion of regional resilience

**4) Promotion of Public-Private Partnerships and Activation of Private Initiatives**

- Utilize the newly established **Prime Minister's Award for National Resilience**
- 5) Promotion of International Contributions, such as Leading Global Resilience

**(3) Strengthening the PDCA Cycle by Enhancing Indicators**

- **Set supplemental indicators** based on the **Evaluation Methodology** and **evaluate them in unison with KPIs**

- Continued **consideration is needed to establish new KPIs**

**(4) Publicizing National Resilience and Promoting Awareness-Raising Activities**

**1) Promotion of the national resilience public relations and awareness-raising activities strategy**

- 2) Risk communication

**2. Review of Other National Plans Based on the Fundamental Plan**

**3. Strengthen National Resilience Efforts in Light of Large-Scale Natural Disasters, etc.**

**(regarding the 2024 Noto Peninsula Earthquake)**

- On January 1, 2024, an earthquake of **magnitude 7.6** occurred in the Noto region of Ishikawa Prefecture

- **Major tsunami warning** issued for the Noto region of Ishikawa Prefecture.

- **There were 245 fatalities and 1,302 major and minor injuries** due to house collapses, landslides, etc.

- **8,536 homes were completely destroyed and 19,015 were partially destroyed** (as of April 16, 2024)

- **Electrical blackouts occurred in up to 44,160 homes**, causing **communication problems** with cell phones and other devices

- **A large-scale fire** occurred in Wajima City, with approximately 240 houses destroyed and an area of approximately 49,000m2 burned

- **Many roads and traffic functions were disrupted**, and **22 ports were damaged**

- **Strong seismic motion causes liquefaction and large uplift**

➡ **Under verification in relevant government ministries and agencies**

**4. Study for the Formulation of a Medium-Term Plan for the Implementation of National Land Stabilization**

- It is necessary to conduct an **evaluation of the 5-Year Acceleration Plan** before **conducting a study to formulate a Medium-Term Plan**

- Enhance evaluation of the 5-Year Acceleration Plan by **creating evaluation sheets for each measure, etc.** (Chapter 3)

- The results of this evaluation will be used to **further enhance indicators and review policy groups**, thereby **advancing studies towards formulating the Medium-Term Plan**

**Chapter 2: Promotion Policies, etc. for Each Policy Group**

**1. Overview**

**2. Promotion Policies for Each of the 35 Policy Groups and Major Measures to Promote Each Policy Group**

Targets Prepared in Advance	Major Measures Taken in FY2024 (Major Examples)
1 Prevent direct deaths to the maximum extent possible in all types of natural disasters (1-1 to 1-7)	MLIT: Strengthen location-optimization plans and relocate from disaster-hazard areas MLIT/MAFF/MOF: Basin-wide flood control measures MLIT: Measures to improve seismic resistance of houses and buildings, and to improve dense urban areas, etc. CAO: Promotion of volcanic disaster countermeasures MLIT: Construction of disaster risk management measures utilizing ICT, data, and new technologies, etc.
2 Prevent related deaths to the maximum extent possible by ensuring that rescue, emergency, and medical activities are carried out promptly and that the health and evacuation living environment of disaster victims and others are secured (2-1 to 2-7)	MHLW: Reinforcement of onsite power generation and water supply facilities at disaster base hospitals, etc., and utilization of medical containers MOE: Introduction of renewable energy and energy storage at evacuation shelters and disaster management bases that are useful in the event of a disaster or power outage - Measures related to independent and distributed energy facilities such as cogeneration MIC: Strengthening and enhancing community disaster preparedness capabilities centered on volunteer fire departments MOD: Improvement of equipment that contributes to the improvement of the SDF's disaster relief capabilities NPA: Enhancement of disaster equipment and materials, etc.
3 Ensure essential administrative functions (3-1 to 3-3)	MIC: Ensuring emergency power supply in government buildings where disaster control headquarters are set up CAO: Enhancing disaster prevention functions using the Quasi-Zenith Satellite System NPA: Reinforcement of disaster resistance of police facilities MLIT: Project to promote the digitalization of emergency relief goods transportation, etc.
4 Prevent economic activity from becoming dysfunctional (4-1 to 4-7)	CAO: Support for relocation and expansion of corporate headquarters functions to local areas METI: Disaster risk reduction and mitigation measures for SMEs and small businesses in advance FSA: Formulation of BCPs and verification of their effectiveness at financial institutions MAFF: Establishment of a system of coordination and cooperation among businesses in the food supply chain Digital Agency: Deposit and savings account numbering system, etc.
5 Minimize damage to information and telecommunications services, power and other lifelines, fuel supply facilities, transportation networks, etc., and restore them as soon as possible (5-1 to 5-5)	MIC: Strengthening digital infrastructure resilience; establishing regulations for satellite communication systems MLIT: Measures to strengthen road network functions; seismic retrofitting of road bridges MLIT: Strengthening disaster resistance of water supply and sewage facilities Strategic maintenance and upgrading of sewerage facilities METI: Improving and strengthening the power grid; establishing a resilient and sustainable electricity supply system METI: Installation of fuel tanks and private power generation facilities on the consumer side, etc.
6 Create the conditions for society and the economy to recover quickly and in a more resilient form than before (6-1 to 6-6)	MIC: Strengthening support for municipalities and the mid- to long-term dispatch system by increasing technical staff MLIT: Securing the construction industry as a core actor for disaster risk reduction and mitigation MQJ/MLIT: Measures for land with unknown owners; maintenance of land registry maps MAFF: Maintenance and revitalization of rural communities; forest maintenance and conservation activities by mountain communities MEXT: Earthquake resistance measures and disaster prevention facilities for nationally designated cultural properties, etc.

**National Resilience Annual Plans 2024 Overview**

**Chapter 3: Managing the Progress of the Five-Year Acceleration Plan for Disaster Prevention, Disaster Mitigation, and Building National Resilience**

**1. Progress of the Five-Year Acceleration Plan for Disaster Prevention, Disaster Mitigation, and Building National Resilience (Project Cost Basis)**

As of May 2024

Classification	Projected business scale At the time of the Cabinet decision	1st year FY2020, 3rd amendment, etc.		2nd year FY2021, amendment, etc.		3rd year FY2022, 2nd amendment, etc.		4th year FY2023, amendment, etc.		Cumulative total
		Scale of projects	Of which, government funds	Scale of projects	Of which, government funds	Scale of projects	Of which, government funds	Scale of projects	Of which, government funds	
<b>Five-Year Acceleration Plan for Disaster Prevention, Disaster Mitigation, and Building National Resilience (Acceleration and deepening portion)</b>	Approx. 15 trillion yen (Of which, government funds: mid 7 trillion yen range)	Approx. 4.16 trillion yen	Approx. 1.97 trillion yen	Approx. 3.02 trillion yen	Approx. 1.52 trillion yen	Approx. 2.70 trillion yen	Approx. 1.53 trillion yen	Approx. 3.06 trillion yen	Approx. 1.52 trillion yen Note 3	Scale of projects Approx. 12.5 trillion yen (Of which, government funds: Approx. 6.2 trillion yen)
1 Measures to cope with increasingly severe wind and flood damage and imminent large-scale earthquakes	Approx. 12.3 trillion yen	Approx. 3.46 trillion yen	Approx. 1.54 trillion yen	Approx. 2.45 trillion yen	Approx. 1.15 trillion yen	Approx. 2.12 trillion yen	Approx. 1.14 trillion yen	Approx. 2.51 trillion yen	Approx. 1.17 trillion yen	Scale of projects Approx. 10.2 trillion yen (Of which, government funds: Approx. 4.8 trillion yen)
2 Aging countermeasures for a shift to preventive	Approx. 2.7 trillion yen	Approx. 0.68 trillion yen	Approx. 0.40 trillion yen	Approx. 0.50 trillion yen	Approx. 0.30 trillion yen	Approx. 0.48 trillion yen	Approx. 0.29 trillion yen	Approx. 0.49 trillion yen	Approx. 0.29 trillion yen	Scale of projects Approx. 2.1 trillion yen (Of which, government funds: Approx. 1.2 trillion yen)
3 Promotion of digitalization, etc., for efficient implementation of measures related to national resilience	Approx. 0.2 trillion yen	Approx. 0.03 trillion yen	Approx. 0.03 trillion yen	Approx. 0.07 trillion yen	Approx. 0.07 trillion yen	Approx. 0.10 trillion yen	Approx. 0.10 trillion yen	Approx. 0.05 trillion yen	Approx. 0.05 trillion yen	Scale of projects Approx. 0.2 trillion yen (Of which, government funds: Approx. 0.2 trillion yen)

(Note 1) Project size includes those financed by fiscal investment and loans (Note 2) Some of the totals do not add up due to rounding. (Note 3) In addition to the Five-Year Acceleration Plan, the Emergency Response Framework for National Resilience (300 billion yen) is included (not included in the cumulative total)

\* The amount of expenditures by ministry and agency (as of completion of the FY2022 settlement of accounts) is being compiled separately and is scheduled for publication around July 2024

**2. Progress on Measure 123**

**(1) Prospects for Achieving Targets Based on KPIs**

- Of the 123 measures (161 initiatives), 97 are "expected to achieve the target" and 56 are "achievable depending on how the issues are addressed"

- Eight initiatives are expected to be "difficult to achieve" during the 5-year acceleration period

**(2) Examples of Initiatives and Status of Effectiveness**

- Amid repeated occurrences of stationary linear mesoscale convective systems causing torrential rains, heavy rains from tropical cyclones, and large earthquakes such as the 2024 Noto Peninsula Earthquake, earthquakes have been promoted on both the structural and non-structural fronts, **producing disaster risk reduction and disaster mitigation effects**

- To achieve further effectiveness, **strengthening coordination among non-structural measures and between structural and non-structural measures remains an issue**

- 1) Measures against increasingly severe storm and flood disasters and imminent large-scale earthquakes
  1. Measures to prevent and minimize damage to human life and property
  2. Measures to maintain transportation networks and lifelines to support the national economy and daily life
- 2) Measures against aging infrastructure to shift toward preventive maintenance
- 3) Promotion of digitalization, etc. to efficiently advance measures related to national resilience

**3. Future issues**

Strengthening preparedness **for increasingly severe and frequent heavy rainfall disasters against the backdrop of climate change**/Promoting countermeasures against **increasingly imminent Tokyo Inland and Nankai Trough megathrust earthquakes**/Responding to the **accelerated aging of infrastructure**/Promoting efficient and effective measures in regions facing **depopulation and aging/Securing human resources and utilizing innovative technologies**, etc.

**4. Evaluation Sheets by Measure for The Five-Year Acceleration Plan for Disaster Prevention, Disaster Mitigation, and Building National Resilience**

Source: National Resilience Promotion Office, Cabinet Secretariat website

(Reference: [https://www.cas.go.jp/jp/seisaku/kokudo\\_kyoujinka/pdf/keikakugaiyou\\_r060726.pdf](https://www.cas.go.jp/jp/seisaku/kokudo_kyoujinka/pdf/keikakugaiyou_r060726.pdf))



### **5-3 The National Resilience Related Budgets and Revision of Tax Systems Contributing to National Resilience**

In the supplementary budget for FY2024, the government appropriated ¥1.7 trillion (including ¥0.3 trillion for the Emergency Response Framework for National Resilience), which also included ¥0.25 trillion for the Emergency Disaster Prevention Framework, funds designated for urgent measures based on lessons learned from the 2024 Noto Peninsula Earthquake, in addition to expenses related to the Five-Year Acceleration Plan (Acceleration and Deepening), which targets a total project scale of approximately ¥15 trillion over five years. Including other budgets related to national resilience, the total allocation amounted to ¥2.2 trillion.

In the initial budget for FY2025, the government also allocated approximately ¥5.3 trillion in national funds for initiatives related to national resilience.

Furthermore, to promote private-sector efforts that contribute to national resilience through tax incentives, the government has worked with relevant ministries and agencies to further enhance the tax system supporting such initiatives. For FY2025, 11 tax reform items, including one newly established measure, were compiled and announced.

### **5-4 Improving the Effectiveness of a Fundamental Plan for Regional Resilience**

To make national resilience effective, it is essential that not only the national government but also local governments and private business operators, along with other stakeholders, make a concerted effort. The “Fundamental Plan for Regional Resilience” (hereinafter referred to as “Regional Plan” in this section) serves as the basic plan for promoting regional resilience. All 47 prefectures and nearly all municipalities have formulated it. To further enhance resilience efforts moving forward, it is important to incorporate lessons learned from past disasters, consider changes in socio-economic conditions, and ensure collaboration and cooperation with various local stakeholders, such as community residents and private business operators, from the planning stage. This approach will help enhance regional plans and make them more effective. In addition, the Fundamental Plan has positioned “further strengthening of regional disaster resilience” as one of the directions for developing national resilience policies, and the content of regional plans must be improved to serve as a guiding compass for promoting regional resilience. In light of this, the government created the “Guidelines for Developing and Revising a Fundamental Plan for Regional Resilience” (February 2025), which serve as a practical manual for enhancing the content of the regional plan, and the “Collection of Unique Policies and Project Examples of Prefectural Governments Contributing to National Resilience” (June 2024). It provided these to local governments across the country. In addition, the government supported regional efforts to enhance resilience by holding briefing sessions by its officials and prioritizing projects for which the project site and implementation period are specifically stated in the regional plans for grants and subsidies administered by relevant government ministries and agencies.

## 5-5 Encouragement of Measures for National Resilience by Private Sectors, Promotion of Public Relations, and Raising Public Awareness

### (1) Encouragement of measures for national resilience by private sectors

To promote efforts by private companies and other entities contributing to national resilience, the government has operated a system since FY 2016 in which a third party certifies companies and other entities actively working to continue their business as “Organizations Contributing to National Resilience.” During a large-scale natural disaster, maximizing mutual support throughout society is important, not just the self-help of individual companies. Therefore, in FY 2018, a system was added to certify companies and other entities actively working to contribute to society as “Organizations Contributing to National Resilience (+ Mutual Support).” As of the end of March 2025, 325 organizations (215 of which are “+ Mutual Support” organizations) have been certified. (Certified organization: Resilience Japan Promotion Council)

The Japan Resilience Awards are presented to organizations that have made outstanding achievements in areas such as community development, technology, product, and system development, educational activities, and public awareness initiatives that contribute to national resilience. By recognizing these achievements, the awards aim to accelerate Japan’s all-of-nation efforts toward national resilience and to help realize a strong and adaptable society. At the 10th awards ceremony held in April 2024 (hosted by the Resilience Japan Promotion Council), two new categories, the Prime Minister’s Award and the Minister of State for National Resilience Award, were introduced.

In addition, concerning the pioneering initiatives by private companies and other entities in national resilience, the government is working to disseminate these initiatives by compiling a “Collection of Case Studies of Private Initiatives Contributing to National Resilience” every year and introducing them on its website and social media (Fig. 5-5-1).

Furthermore, to expand individual and local activities related to national resilience, “National Resilience Workshops” have been held for the general public, with a total of 5 such workshops held in FY 2024. In January 2025, a symposium was held in Wakayama City, Wakayama Prefecture, to promote and raise public awareness of national resilience.



Source: National Resilience Promotion Office, Cabinet Secretariat website

(Reference: [https://www.cas.go.jp/jp/seisaku/kokudo\\_kyoujinka/torikumi\\_minkan.html](https://www.cas.go.jp/jp/seisaku/kokudo_kyoujinka/torikumi_minkan.html))



## (2) Promotion of Public Relations and Raising of Public Awareness for National Resilience

In promoting national resilience, the efforts of the national and local governments and all relevant stakeholders are essential. It is necessary to further increase understanding and awareness at all levels, including private companies, organizations, local communities, households, and individuals, regarding the need for disaster prevention and its effectiveness.

The new basic plan, formulated in July 2023, puts forth the following basic policies: 1) Communicate in an easy-to-understand manner specific information on the philosophy and effects of national resilience; 2) Disseminate information from the recipient's perspective and use appropriate media; and 3) Promote independent and proactive efforts by related organizations and further strengthen cooperation among them. Based on these basic policies, the Cabinet Secretariat and relevant government ministries and agencies will work together to proactively engage in public relations and awareness-raising activities for national resilience.

As part of these efforts, newly designed national resilience posters were displayed and distributed at government buildings, subway stations, and other locations. The government also produced the Collection of Case Studies of Initiatives under the Five-Year Acceleration Plan for Disaster Prevention, Mitigation, and Building National Resilience and disseminated information on examples demonstrating the plan's effectiveness during disasters such as the 2024 Noto Peninsula Earthquake (Figures 5-5-2 and 5-5-3). Various media, such as social media, banner ads, and radio programs, were utilized to communicate the message in an easy-to-understand manner to a wide range of people.



Source: National Resilience Promotion Office, Cabinet Secretariat website  
(Reference: [https://www.cas.go.jp/jp/seisaku/kokudo\\_kyoujinka/kouhou.html](https://www.cas.go.jp/jp/seisaku/kokudo_kyoujinka/kouhou.html))



Fig. 5-5-3

Good Practices in Effective Disaster Management, Disaster Mitigation, and National Resilience

Rapid deployment of support activities by vessels (functionality of earthquake-resistant quay walls)

Examples of Disaster Effectiveness

Summary: The Port of Nanao (Nanao City, Ishikawa Prefecture) implemented improvements to earthquake-resistant quay walls. During the 2024 Noto Peninsula Earthquake, Nanao City recorded a seismic intensity of upper 6, but the damage remained minor, allowing the port to contribute to relief efforts by utilizing maritime routes to transport relief supplies immediately after the disaster.

Ministry name: Ministry of Land, Infrastructure, Transport and Tourism

- Implementing agency: Ishikawa Prefecture
- Location: Nanao City, Ishikawa Prefecture
- Project Summary: Construction of earthquake-resistant quay walls at the Port of Nanao
- Project cost: approx. 2.7 billion yen

- Disaster: 2024 Noto Peninsula Earthquake  
\* A seismic intensity of upper 6 was observed at Nanao Port (Nanao City)
- Damage: Many port facilities in the Noto region of Ishikawa Prefecture were damaged
- Effect: The earthquake-resistant quay wall developed at the Port of Nanao sustained only minor damage during the 2024 Noto Peninsula Earthquake, and was judged usable under certain conditions, contributing to aid activities by utilizing maritime routes to transport relief supplies immediately after the disaster

Main Project	Implementation	Project cost	Period
Nanao Port Yada-Shin District Earthquake-Resistant Quay Improvement Project	Quay (water depth: 7.5 m) Berth (water depth: 7.5 m)	Approx. 2.7 billion yen	1995 to 2015

Example from the 2024 Noto Peninsula Earthquake (Port of Nanao, Yada-Shin Pier)

**Earthquake-resistant quay**

- Larger pier structure (thicker)
- Pier piles (Image of pile cross-section)
- Pile length at depth (deep)
- Pier superstructure
- Ground improvement (Liquefaction countermeasures)
- Larger retaining revetments

**General quay**

2024 Noto Peninsula Earthquake (Port of Nanao: seismic intensity upper 6)

Pier section approx. 9.5 m Deck plate approx. 1.5 m

Only minor damage

Settlement behind the wharf

Contributed to early resumption of use

The earthquake-resistant quay was deemed conditionally usable immediately after the earthquake and contributed to supporting activities by vessels, including the transport of relief supplies

Transport of relief supplies by the Kyushu Regional Development Bureau's work vessel Kaisho Maru

Support for water supply by Japan Coast Guard patrol vessels

Avoided water outage due to emergency water pipeline improvement project

Three-Year Plan for Disaster Risk Reduction and Resilience Five-Year Acceleration Plan

Examples of Disaster Effectiveness

Summary: In Niigata City, earthquake resistance measures were implemented for core pipelines to minimize damage to the water supply system in the event of an accident or disaster. During the 2024 Noto Peninsula Earthquake, Niigata City recorded a seismic intensity of upper 5, but no damage occurred to the pipelines in question, allowing the city to avoid a large-scale, long-term water outage.

Measure Name: 116 Three-Year Plan for Disaster Risk Reduction and Resilience

Measure name: 70-2 Measures to improve seismic resistance of water supply pipelines <Five-Year Acceleration Plan> Ministry of Land, Infrastructure, Transport and Tourism

- Implementing agency: Niigata City, Niigata Prefecture
- Location: Niigata City, Niigata Prefecture
- Project Summary: Earthquake resistance measures were implemented for water supply facilities to minimize damage in the event of an accident or disaster
- Total project cost: 3.25 billion yen  
(of which, 510 million yen for the Three-Year Plan for Disaster Risk Reduction and Resilience)  
(of which, 300 million yen for the Five-Year Acceleration Plan (acceleration and enhancement))

Main Project	Implementation	Project cost	Period
Emergency water pipeline improvement project	Seismic reinforcement of trunk pipelines	Approx. 3.25 billion yen	2019-2023
Three-Year Plan for Disaster Risk Reduction and Resilience	Pipe diameter: 500 to 700 mm Extension: approx. 5.7 km	Approx. 510 million yen	2019-2021
Of which, Five-Year Acceleration Plan	Pipe diameter: 400 to 900 mm Installation length: approx. 3.3 km	Approx. 300 million yen	2019-2023

- External force of disaster: Maximum seismic intensity upper 5 in Niigata City
- Damage and effects: Liquefaction occurred mainly in Nishi and Konan wards of Niigata City, damaging many water pipelines. However, the core pipelines upgraded through this project were not damaged by the earthquake, allowing the city to avoid a large-scale, long-term water outage.



Installation of ductile cast iron pipe (earthquake-resistant joint (NS type), pipe diameter 700 mm)

Source: National Resilience Promotion Office, Cabinet Secretariat website

(Reference: [https://www.cas.go.jp/jp/seisaku/kokudo\\_kyoujinka/kouhou/koukahakkijirei.html](https://www.cas.go.jp/jp/seisaku/kokudo_kyoujinka/kouhou/koukahakkijirei.html))

