

World Bank Knowledge Exchange in Japan

Discussion on ensuring a good living environment in emergency temporary housing

Securing housing for disaster victims

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What I want to tell you today

1. Introduction of the organization and activities
2. Challenges Related to Housing and Livelihood Recovery in Response to the Changing Disaster Phases After the 2024 Noto Peninsula Earthquake
3. Opinions on public-private partnerships for disaster relief
4. How the budget for the activity is being secured
5. Summary

Reference Material: Specific Activities Conducted After the Noto Peninsula Earthquake

1. Introduction of the organization and activities



[Manabu Tateoka]

On March 11, 2011, he experienced the Great East Japan Earthquake as a disaster survivor. His home was **designated as "semi-destroyed (major damage)" and was selected for demolition funded by public assistance.** From June 2011, they were involved in implementing the Sendai City Cooperative Monitoring Project for Evacuees (the first support project in disaster-affected areas to monitor residents in temporary housing – see Reference ①). Due to being fully occupied with preparation and operations, they missed the application deadline for moving into temporary housing and eventually rebuilt their life in a regular rental apartment in mid-August 2011.

Since then, while continuing support activities for disaster survivors, they have utilized both successful and unsuccessful experiences to promote knowledge transfer for survivor support, including advocacy for the concept of Disaster Case Management (see Reference ②). Currently, using dormant deposit funds (FY2020 General Allocation JPF Project, FY2020 Emergency Support within General Allocation JPF Project – see Reference ③ for activities during the Noto Peninsula Earthquake, and FY2024 General Allocation JPF Project – see Reference ④), they have been working to transfer survivor support expertise to areas predicted to be severely impacted by the anticipated Nankai Trough Earthquake.

During the Noto Peninsula Earthquake, starting in February 2023, they participated in the Ishikawa Prefecture **Survey on Affected Elderly, etc. (see Reference ⑤).** Later, they became a certified residential support organization in Ishikawa Prefecture and established a shelter for affected persons in Kanazawa City. From April 2025, One Family Sendai will operate the Ishikawa Disaster Survivor Support Center as a contracted service (see Reference ⑥): Livelihood Recovery Advisor Project).

1. Introduction of the organization and activities



[NPO One Family Sendai <https://onefamily-sendai.jp/>]

The NPO One Family Sendai mainly supports people living in poverty. An organization that provides housing support and housing especially to those who have lost their homes. This time, we are working with the Ishikawa Prefectural Government to provide housing support to those who lost their homes in the Noto Peninsula earthquake.

In addition, an organization called the National Housing Support Network, a general incorporated association, is a distribution organization for dormant deposits (emergency quota for 2024 (4 organizations), regular quota for 2024 (open recruitment planned in the future)) and is soliciting proposals to encourage housing consultations and the utilization of vacant houses, and is providing subsidies of approximately 150 million yen.

Additionally, as an executive officer of the Personal Support Center General Incorporated Association, he worked with Sendai City, Miyagi Prefecture to provide support (relocation assistance) for victims of the Great East Japan Earthquake in finding their next home after moving from temporary housing, and participated in the Accelerated Reconstruction of Lives of Disaster Victims Program (now Disaster Case Management).

Based on this experience, he founded a real estate company called PSC Plus LLC, where, as an executive officer, he provides support for finding housing, such as securing properties for people in need, and providing continued occupancy support to help them stay in their new homes for a long time.

2. Challenges Related to Housing and Livelihood Recovery in Response to the Changing Disaster Phases After the 2024 Noto Peninsula Earthquake

Challenge 1:

In the disaster-affected areas of the 2024 Noto Peninsula Earthquake, there is a **shortage of private rental housing**. As a result, many evacuees who fled to urban areas such as Kanazawa are unable to return to their hometowns.

Challenge 2:

Elderly individuals, in particular, face difficulties returning due to insufficient availability of welfare services. Welfare providers are also facing challenges, such as a **shortage of service personnel and difficulty securing housing for those personnel**.

Challenge 3:

There is a lack of long-term housing stock for support workers and construction personnel, causing increased travel time and higher labor costs. Additionally, rising material prices due to inflation are contributing to an **overall increase in construction costs**.

2. Challenges Related to Housing and Livelihood Recovery in Response to the Changing Disaster Phases After the 2024 Noto Peninsula Earthquake

Challenge 4:

Many disaster survivors **struggle to understand the complex support systems**, making it necessary to provide careful and detailed explanations of available support programs.

Challenge 5:

With the restoration of lifelines, survivors whose homes were "partially damaged" or classified as "quasi-destroyed" are now facing the end of the temporary housing period. Many are in a difficult situation with no clear path to reconstruction. **There is a risk that those who cannot access support programs may become “invisible disaster survivors” remaining in inadequate housing.**

Challenge 6:

Starting in January 2026, relocation support will begin for residents in deemed temporary housing as the two-year support period expires. For those without a clear outlook for recovery, full-scale residential support will be necessary—**shifting the issue into the realm of peacetime social challenges in Japan, such as securing housing for people with special housing needs.**

3. Opinions on Public-Private Collaboration in Disaster Survivor Support

1. In disaster-affected areas, it is crucial to act with the understanding that **government officials are also “disaster survivors.”** Considering how to support and stand alongside administrative staff ultimately leads to more flexible and smoother assistance for disaster survivors.
2. It is **important for administrative personnel to shift their mindset from providing “minimum necessary support” to “as much as possible.”** This approach not only benefits disaster survivors but also reduces the burden on local government staff. (The stricter the response, the fewer services survivors can access. Attempting to apply peacetime frameworks during a disaster response often lacks appropriate systems, leading to more time, effort, and cost.)
3. Especially regarding financial matters, unless organizations are **independently sustainable**, it is difficult to establish collaboration with local governments immediately after a disaster when trust has not yet been built.
4. The more **visible relationships and connections are built during normal times**, the more smoothly various support activities can proceed after a disaster due to the existing trust.
5. Even if local governments view NPOs and similar organizations as troublesome or just contractors, approaching them as **partners who can provide assistance** will lead to more effective and enriched support for disaster survivors.

4. How Activity Funds Were Secured

Funding for activities related to the Noto Peninsula Earthquake was sourced from the following:

- ✓ Dormant Deposit Fund (2020 Regular Framework, JPF Emergency Support Project – Implementing Organization)
- ✓ Dormant Deposit Fund (2024 Emergency Framework, National Network for Housing Support – Distributing Organization)
- ✓ Ministry of Health, Labour and Welfare Subsidy for Measures Against Loneliness, Isolation, and Suicide (Support for Disaster Survivor Shelter Project)
- ✓ Red Feather Community Chest (Support for Disaster Survivor Shelter Project)
- ✓ Commissioned by Ishikawa Prefecture (Disaster Survivor Support Center Project)
- ✓ Subcontracted by JVOAD (Project to Identify Disaster-Affected Elderly Persons)
- ✓ In addition, for expenses not covered by dormant deposit funds, public subsidies, grants, or commissioned funds, costs were covered by the organization's general operating funds.

To effectively support disaster survivors, **having a budget (savings) available for immediate action right after the disaster is essential**. In addition, it is crucial to combine various funding sources. From two perspectives was particularly important in the response to the Noto Peninsula Earthquake,

- 1) Funding to **enable our own organization to act as a frontline player**, and
- 2) Funding to **serve in an intermediary support role, distributing money for projects that we could not implement ourselves**

5. Summary

1. It is crucial to support disaster survivors with respect for their **human rights**—this means **avoiding the creation of “invisible” or “neglected” disaster survivors (those affected but not recognized), and ensuring early detection and timely support.**
2. When considering human rights, it is essential to enhance not only physical infrastructure (structural measures) but also **psychosocial support (non-structural measures) to ensure mental and physical well-being.**
3. **Connections built in normal times** become valuable during disasters. **What has not been established during peacetime cannot be suddenly created during a crisis.**
4. The type of **disaster victim certificate** (which reflects the extent of housing damage) determines the support services available. Therefore, **the the recovery and rebuilding their daily lives is the recovery of housing “住まい” itself.**