



STUDY ON ESSENTIAL REQUIREMENTS FOR NGOS TO SUPPORT VICTIMS IN EARTHQUAKE DISASTERS

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SUMMARY

While government provides standard services to majority of victims, NGO follows up minority needs which each victim has. The objective of this study is to propose essential requirements that NGOs implement effectively to support victims. I made case studies of NGOs in the following four earthquakes : 1)Gujarat Earthquake(India), 2)Taiwan Earthquake, 3)Northridge Earthquake(USA), and 4)Kobe Earthquake(Japan). It is found that the following requirements - “Community Based”, “Expertise”, “Coordination” and “Confidence in Society” - were essential for NGOs. Intermediary Organization is also crucial to connect resources by all sectors in the society as well as to empower NGO.

INTRODUCTION

There are many earthquakes around the world and so many victims face difficulties. Governments mainly establish the system for relief, rehabilitation and reconstruction, and provide standard services to majority of victims. NGOs develop their activities different from governments', by following up variety of minority needs which each victim has.

Especially, in big earthquakes, it is almost impossible only for government to respond to miserable disasters. Private companies, NGOs and citizens also should have the responsibility for disaster preparedness, response, rehabilitation and reconstruction. Total cooperation in the society, where all of the sectors share the mission of disaster reduction to achieve safe and secure society, is indispensable. These sectors should recognize the different characteristics with each other and provide each resource to integrate their capacities. From this point of view, I have made research on essential requirements of NGOs to implement effectively to support victims. The role of NGOs is quite important.

METHODOLOGY

I made researches on NGOs in the following four earthquakes :

Research (A) : Rehabilitation & Reconstruction Support to Affected Communities through NGOs'
Centered Activities after the 2001 Gujarat Earthquake, India

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- Research (B) : Role of Intermediary Support Organization for Disaster Management Learnt from “National Alliance for Post-Earthquake Reconstruction” after Taiwan Earthquake
- Research (C) : A Study on the Function of Intermediary Network Organization Community Based Organizations in the Northridge, US, Earthquake
- Research (D) : A Study of NGO which has developed their activities after the Great Hanshin–Awaji Earthquake in Japan

Japan’s NGOs are still developing compared to others. I firstly have made conclusion about essential requirements for NGOs from the research (A) to (C). And based on these requirements, I analyzed the present situation as well as future prospects of Japan’s NGOs through research (D).

I have mainly investigated the content and method of support activities for disaster victims, and studied cooperation and coordination between NGO and NGO, or between NGO and government, citizen and so on. I have got lessons through such investigation and have studied requirements as well as positioning of NGO in the society.

RESEARCH (A): REHABILITATION & RECONSTRUCTION SUPPORT TO AFFECTED COMMUNITIES THROUGH NGOS’ CENTERED ACTIVITIES AFTER THE 2001 GUJARAT EARTHQUAKE, INDIA

1 Background, Goal and Methodology

The Gujarat Earthquake occurred in the western part of in India in January, 2001. The earthquake caused the damage with more than 20,000 people dead.

In this earthquake, support activities by NGO were implemented in a positive manner, especially, to put victims’ lives back in order. I have examined the function of NGOs in the event of disasters and taken lessons from them through the visit to affected sites, NGOs, governments(Central & Gujarat State), International Organization(UN, JICA & USAID), and Research Institute in India in April, 2001. I gave several interviews there to get whole figures of NGO activities as well as the real situation of disaster victims. I have analyzed NGO activities and separated into the following four case studies.

2 Strong Ties between NGOs and Communities (Chart 1)

I have taken SEWA(Self-Employed Women’s Association) as a model case. SEWA is one of the famous NGOs in India and originally supported economical and self-reliance activities of women. SEWA is community-based, regardless of sex, ethnic, class, age, and religion, and has established consumer cooperative, labor union, social insurance system and saving & loan system to give empowerment not only to women but also to men. There is a strong relationship of trust between SEWA and communities at normal times.

Accordingly, at the event of the earthquake, SEWA immediately picked up needs and supported victims in communities. SEWA implemented the following support activities to relieve as well as to empower victims in communities, based on strong ties with them.

- Housing Construction(Anti-seismic architecture, Participatory rural appraisal, Architecture drill for victims, Fund raising, Employment for rebuilding public facilities)
- Craftwork(Employment opportunities, Market development)
- Salt field(Financing to rebuild salt field)
- Agriculture(Provision of modern farm equipment)
- Counseling(Training counselor)
- Water retention(Well-digging)

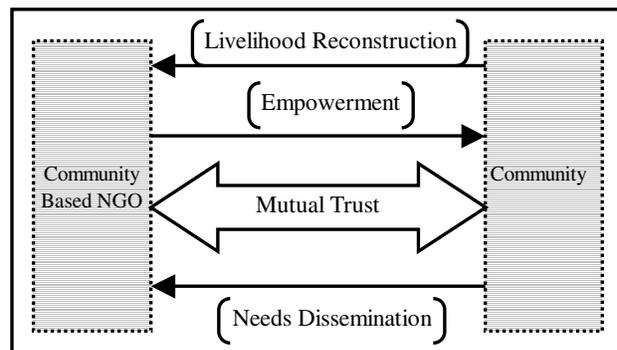


Chart 1 : Cooperation between NGO and Community

- Child education(Temporary school class)
- Infant care(Infant care center)
- Nutrition(Nutrition to infants, children and expectant mothers)
- Health(Preventive inoculation)
- Insurance Coverage
- Fundraising to support livelihood reconstruction

3 Cooperation between NGO and NGO (Chart 2)

The target of the Case Study is SEEDS(Sustainable Environment & Ecological Development Society). This is a professional architecture NGO and its members comprise of architects, planners, engineers, sociologists and experts related to disaster management. It technically helps communities build anti-seismic housing and public facilities, and gives training to local people.

On the other hand, this NGO has not established such strong relationship with communities. Thus, SEEDS, in cooperation with SEWA, has joined support activities to victims. We can find out cooperation between community based NGOs and professional NGOs from this case study.

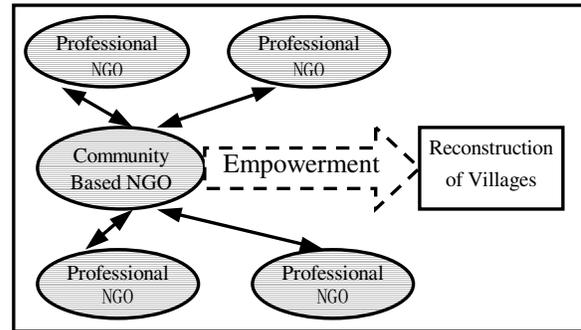


Chart 2 : Cooperation between NGO and NGO

4 Cooperation between NGO and Government (Chart 3)

In this earthquake, the Gujarat State Government has recognized NGOs as their partners to rebuild communities and created “the Scheme of Public-Partnership Partnership for Total Rehabilitation of Earthquake Affected Villages”. In this scheme, NGO drew up rehabilitation plans and developed housing and infrastructure, while the Government provided NGOs with necessary lands for rehabilitation. Both NGOs and the Government bore the total cost half in half. Through this cooperation, NGOs has accelerated their activities by getting public creditworthiness, while government took advantage of NGOs’ resources.

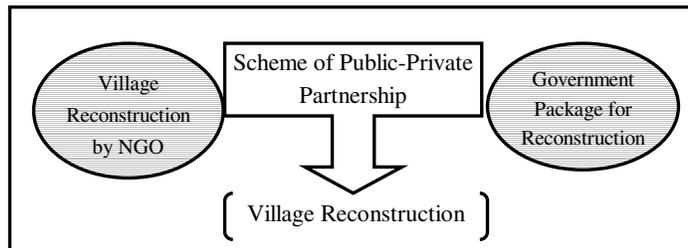


Chart 3 : Cooperation between NGO and Government

5 Cooperation between NGO and Overseas Relief Organizations (Chart 4)

The target of the Case Study is ABHIYAN(Katch Navnirman ABHIYAN). ABHIYAN is a network NGO comprising of 14 NGOs in the local sites. In this big earthquake, foreign governments and international aid agencies have also rushed into the affected sites. ABHIYAN has set up and operated coordination offices and relief goods warehouse together with these organizations, and integrated relief activities from overseas.

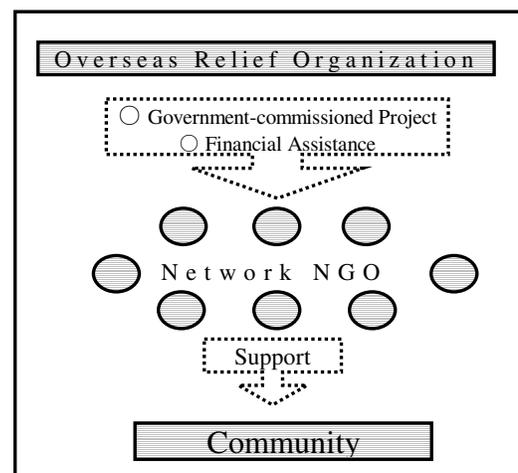


Chart 4 : Cooperation between NGO and Overseas Organization

This is cooperation between NGO and overseas organizations. While the latter was abundant in financial resources and support policies, they were not familiar with local situation in affected sites and lacked of tools and know-how to coordinate with local communities. Thus, these organizations cooperated with a local network NGO and mobilized their resources. On the other hand, the network NGO was able to take advantage of public creditworthiness and funds from overseas organizations.

6 Conclusion: Characteristics of NGOs and Lessons from Their Support Activities

From these case studies above, it is found out that there are mainly the following three types in NGOs.

- “Community based NGO”, which has already had strong relationship with communities at normal times, and which extends their activities to support victims at the event of disasters.
- “Professional NGO”, which has special expertise and experiences, and which cooperates with “Community based NGO” to support communities.
- “Network NGO”, which coordinates with other NGOs, domestic and foreign governments and international aid agencies.

And the following matter can be picked up as lessons from this study.

- Community empowerment is important to achieve livelihood reconstruction of affected victims.
- Cooperation among “community based”, “professional” and “network” NGOs can accelerate their activities to support communities.
- NGOs can get other resources than NGOs’ by getting social confidence from and cooperating with governments and overseas organizations.

RESEARCH B : ROLE OF INTERMEDIARY SUPPORT ORGANIZATION FOR DISASTER MANAGEMENT LEARNT FROM “ NATIONAL ALLIANCE FOR POST-EARTHQUAKE RECONSTRUCTION ” AFTER TAIWAN EARTHQUAKE

1 Background, Goal and Methodology (Chart 5)

While NGOs provides quick and flexible service from the different viewpoint of government approach, most of their capacity is limited in terms of finance & personnel resources and management. Intermediary organization has function of supporting NGO’s capacity building. It is also located between all sectors in society and acts as catalyst to link these sectors with each other.

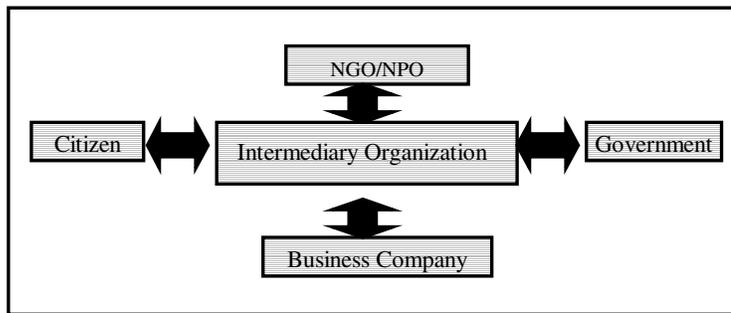


Chart 5 : Function of Intermediary Organization

In Taiwan Earthquake in 1999, “National Alliance for Post-Earthquake Reconstruction” was established on private basis.

The Alliance has played the role of “intermediary” which connects between governments, NGOs, victims and citizens. To analyze the National Alliance leads to considering the role of intermediary organization to prepare for future disasters.

I visited Taiwan four times(1)September, 1999 soon after the quake, 2) January, 2000, 3)August, 2000 and 4)January 2002). I gave interviews to staff of the Alliance, government officials, academic experts, NGOs, victims and so on.

2 Establishment of the National Alliance and its Mission

The alliance was established mainly on the initiative of academic experts in Taiwan University and Taiwan National Research Institute in two weeks after the earthquake. The representative of the Alliance was the only expert who got the Nobel Prize in Taiwan. This initiative is on voluntary basis. This is not governmental or quasi-governmental agency. Its mission is as follows.

- To provide resources from all of the sectors in the society as well as to avoid any overlap by these sectors
- To audit the use of donation which was collected into private agencies
- To maintain and develop rehabilitation process
- To propose new law drafts and policies to governments

To accomplish the mission, “Audit Committee” and “Coordination Committee” were set up in the alliance.

3 Audit Committee : Auditing the Use of Donation (Chart 6)

Donation with around 5 hundred million US dollars was collected to private agencies such as media, business enterprises, NGOs and religion groups. Lawyer and accountant associations investigated the use of donation on voluntary basis. Such activities have made the use of donation to victims clear and have increased the accountability to the public. Accordingly, it enhanced confidence in society and many agencies including local governments asked for investigation by the alliance.

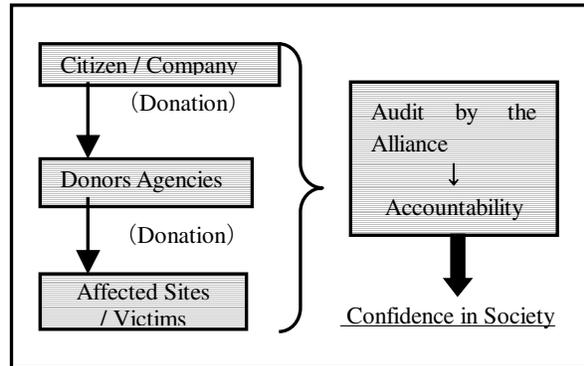


Chart 6 : Role of Audit Committee

4 Coordination Committee

Coordination Committee has the following activities.

a) Subcommittees by Each Content of Support Activities (Chart 7)

The alliance has established 11 subcommittees, based on the content of support activities. It has invited related private NGOs in each subcommittee and has encouraged information sharing and cooperative activities among them.

(11 subcommittees)

“Psychological Care”, “Child & Juvenile Guidance”, “Preserving Cultural Heritage”, “Social Service”, “Religious Matters”, “Law & Interest”, “Rebirth of Aboriginal Communities”, “Housing Reconstruction”, “Rebuilding Education”, “Medical and Sanitary Affairs” and “Compilation of Materials”.

b) Support Centers in the Affected Sites (Chart 8)

The alliance has established 40 support centers in affected sites. The support center developed activities tailored to needs in each affected site and promoted cooperation between NGOs and victims. While the subcommittees promoted vertical cooperation by every activity, the support centers did horizontal cooperation in each affected site.

(Main activities in support centers)

rebuilding communities / public relations / psychological care / social welfare / child & juvenile guidance / resuming education / preserving cultural heritage / stabilizing livelihood / reconstructing industry

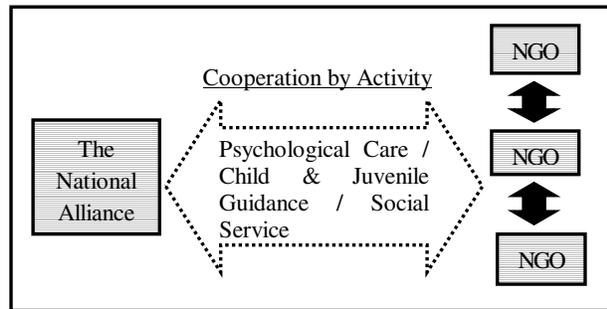


Chart 7 : Cooperation between the Alliance and NGO by Activity

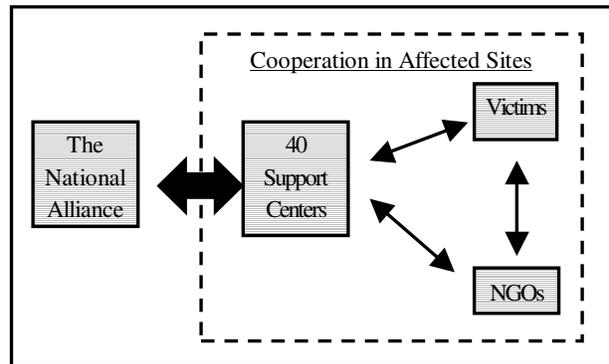


Chart 8 : Cooperation between the Alliance and NGO by Site

c) Financial Assistance (Chart 9)

A large amount of donation was collected into private agencies including the national alliance, while many NGOs requested vast funds for their activities at the affected sites. The alliance has established the system of donation flow to link the resource with the needs. It has judged NGOs' activities from the viewpoint of "specialty", "employment of victims", "continuousness", "personnel resources", "local needs & resources", and "achievement", and divided part of the donation into NGOs.

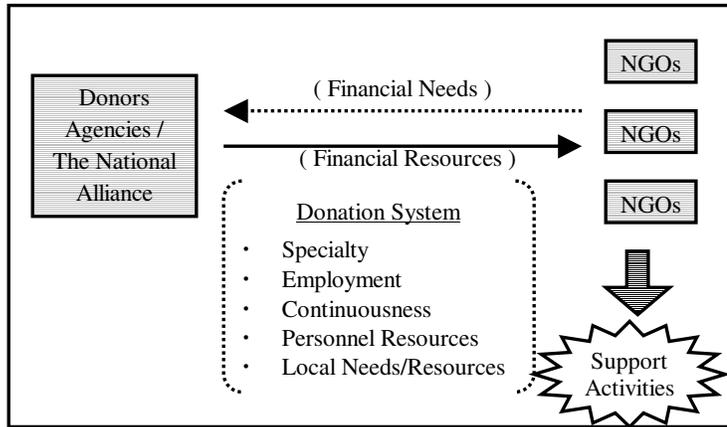


Chart 9 : Financial Assistance through the Alliance

(Examples of NGOs' activities by financial assistance)

repairing schools / publishing PR magazine of communities / organizing juvenile camp / constructing community centers / travels for the aged / planning of self-rebuilding houses

d) Public Opinion Survey (Chart 10)

The national alliance has implemented questionnaire surveys to victims as well as citizens(non-victims) seven times to get the real needs in mainly affected sites.

(Main items of questionnaire)

governments' policy for reconstruction / victims' and their family's situation / housing problems / prospects of future livelihood / urgent problems to be solved / stress and psychological pressure

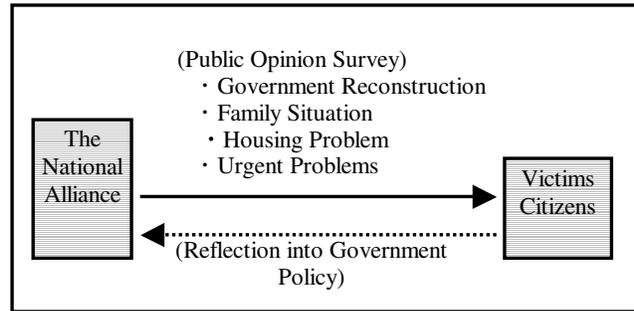


Chart 10 : Public Opinion Survey

e) Proposal for Rehabilitation and

Reconstruction to Government (Chart 11)

Based on the functions above(a) to d)), the national alliance has strengthen the relationship with affected victims, NGOs, fund-raising agencies and citizens, and has recognized real situation as well as needs of affected sites. Based on them, the alliance has worked out proposals consisting of 20 items and urged the government to formulate new laws.

(Main items of proposals)

reconstruction plan / financial resource for reconstruction / countermeasures against mudslide / construction of complex housing / rebuilding of aboriginal communities / industry and employment / construction of education and psychological care

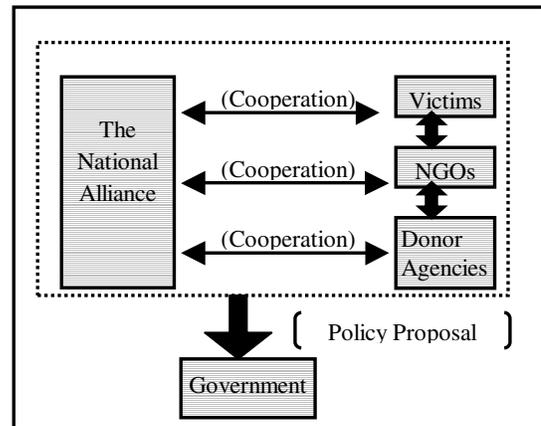


Chart 11 : Policy Proposal to Government

5 Conclusion : Characteristics of and Lessons from Rehabilitation and Reconstruction Activities by NGOs

The following matter can be learned as key elements about intermediary organizations.

a) Coordination

The alliance has played the role of coordinator which linked between specialists, victims, fund-raisers, NGOs, governments, citizens, governments, and so on.

b) Expertise

Specialists such as academic experts, lawyers and accountants have taken initiatives in activities such as establishment & operation of the national alliance, policy proposals to governments, and audit of the use of donation.

c) Supporting self-reliance efforts

The alliance has got access to affected sites and has given empowerment to victims.

d) Confidence in society

The alliance has increased accountability through auditing the use of donation and fulfilled accountability. The accountability has led to confidence in society to the alliance as well as to NGO activities.

RESEARCH C : A STUDY ON THE FUNCTION OF INTERMEDIARY NETWORK ORGANIZATION FOR COMMUNITY BASED ORGANIZATIONS IN THE NORTHRIDGE, US, EARTHQUAKE

1 Background, Goal and Methodology

Metropolitan area in USA has diversified society with a variety of social weakness. And CBO(Community Based Organization) implements voluntary service to social weakness at normal times. In the Northridge Earthquake, in January 1994, ENLA(Emergency Network of Los Angeles) was established as the network organization of CBOs. ENLA has also cooperated with governments and nationwide disaster relief NGOs such as American Red Cross and the Salvation Army.

In urban area, needs which vulnerable people have usually become diverse. To analyze the role of ENLA leads to the establishment of comprehensive network system to respond to future disasters.

I visited Los Angeles in February 2002 and gave interviews to ENLA, CBOs, nationwide NGOs, governments and academic researchers.

2 Social Weakness in the Diversified Society and the Role of CBOs

Governments and nationwide NGOs usually provide disaster affected victims with standard and uniform service. They are liable to prioritize to respond to common needs. Their service is usually called “Mass Care”.

On the other hand, there is a number of social weakness such as immigrant, homeless, unemployed, aged, handicapped and low-income person. Since their needs are diversified, it is very difficult to be covered by mass care service. Their needs are called “unmet needs”.

CBOs, rather than governments and nationwide NGOs, easily respond to such unmet needs. They provide them with a variety of service related to food, shelter, physical & mental health, aged, handicapped, homeless, ethnic, gender and domestic violence, and so on.

The social weakness easily becomes vulnerable people in the case of disasters. CBOs are expected to extend their service to respond to their unmet needs.

3 Establishment of ENLA

At the event of the Northridge earthquake, ENLA was established to respond to unmet needs, in cooperation with CBOs, FEMA, LA City(LA County, later), American Red Cross, the Salvation Army and so on. ENLA is a private organization and is positioned as one of the organizations under NVOAD(National Voluntary Organization Active in Disaster). However, not only CBOs and Nationwide disaster relief NGOs but also governments(LA County and City) join the board of ENLA.

ENLA’s mission is 1) to coordinate among CBOs, between CBOs and governments, and between CBOs and nationwide NGOs, 2) to link needs with resources, 3) to support disaster affected victims, and 4) to contribute for disaster reduction.

4 ENLA's Activities

Many of CBO members are not disaster relief organization. Their specialty is as follows : Christian community / child / juvenile & family problem / ethnic problem / drug & alcohol abuse / aged care / homeless care / mental care / animal protection / disaster relief.

Since CBOs need to enhance capacity building to prepare for disasters, ENLA has formulated its disaster management plan and regulated its role in the three stages.

Firstly(at normal times), ENLA promotes networking among CBOs and provides them with disaster drill.

Secondly(at the event of disasters), ENLA assembles "subcommittees" depending on CBOs' specialty such as shelter, food, mental and physical health. In each subcommittee, they share information & measures to respond to disasters. ENLA also organizes "Unmet Needs Committee" in which members pick up needs by vulnerable people and look for aid programs by agencies such as governments and Red Cross.

Thirdly(after disasters), ENLA holds evaluation meeting and delivers evaluation report to CBOs, governments, nationwide disaster relief NGOs and mass media.

5 Relationship between ENLA and Nationwide Disaster Relief NGOs (Chart 12)

While support activities by American Red Cross and Salvation Army are held on a large scale, their service is called "short term relief" or "bureaucratic & uniform manner". When they face to minority needs, they entrust the solutions to CBOs through ENLA.

On the other hand, when CBOs cannot handle mass care service, such response is sent to these NGOs through ENLA. Red Cross has several personnel training programs to CBOs. Salvation Army provides ENLA with office space and secretary.

They support Sustainability of CBOs and ENLA. CBOs and NGOs work together for mutual harmony and benefit through ENLA.

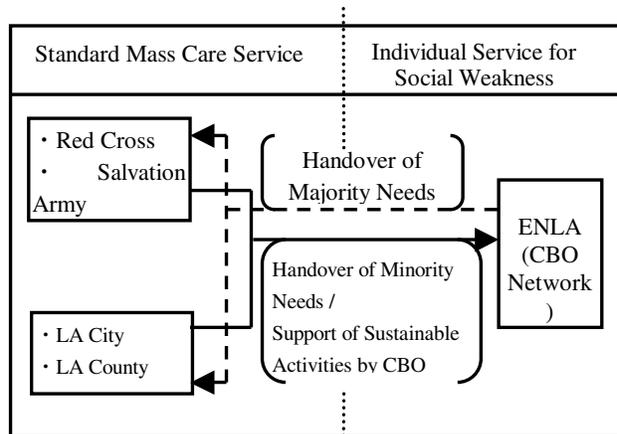


Chart 12 : Relationship between ENLA and Government & Nationwide NPO

6 Relationship between ENLA and Governments(Los Angeles County and Los Angeles City, Chart 12)

ENLA set environment in which LA County and City Governments to get access to it. For example, ENLA adopts SEMS(Standardized Emergency Management Systems) which all of the governments in California State have. While CBOs are enthusiastic about advocacy movement, ENLA refrains from it and keeps neutral position between governments and CBOs

Both the County and the City have become the board members of ENLA and authorized it as formal partner for disaster management. ENLA participates in the County's disaster management plan and the City's disaster drill. Such involvement increases confidence in society to ENLA.

7 ENLA's Role as Intermediary Network Organization (Chart 13)

ENLA has established CBO network for disaster reduction and increased capacity building for disaster management by CBOs.

ENLA also plays a role of catalyst and link "CBOs" with "governments and nationwide relief NGOs". "Unmet needs" to governments or nationwide disaster relief NGOs are transferred to CBOs through ENLA. On the other hand, "Standard needs" to CBOs are sent to governments or nationwide NGOs. Appropriate allocation of roles can be achieved through ENLA.

Response by only governments is insufficient at the event of big disasters. It is indispensable for all of the sectors in the society to cooperate and collaborate with each other. The role of intermediary like ENLA is quite important to connect these sectors.

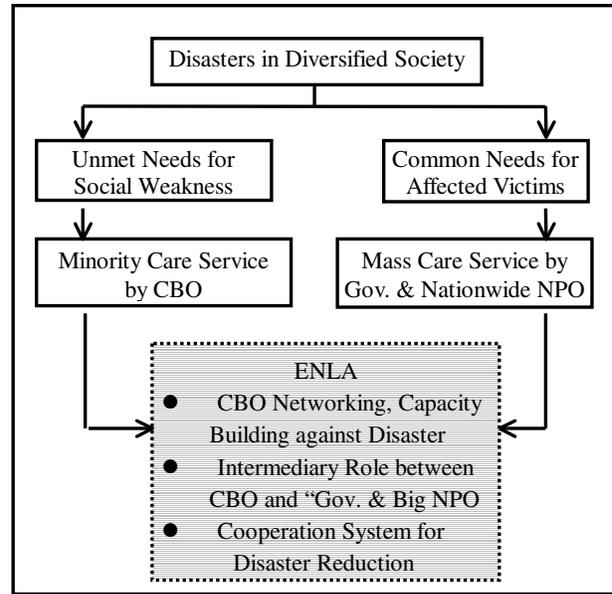


Chart 13 : Role and Function of ENLA

NGOS' REQUIREMENTS TO PLAY AN EFFECTIVE ROLE

It is found out, from the three researches (A) to (C), that the following four elements are requirements for NGOs to contribute for disaster management effectively.

1 Community Based

This type of NGO supports communities by giving empowerment and establishes confidential relationship with communities at normal times. It upgrades the activities suitable for community needs at the event of disasters. Based on the strong relationship, it is also easily able to get community participation for reconstruction.

In India's case, SEWA originally contributed for womens' empowerment and extended their activities into community development. After the quake, they provided victims with several menu in the field of housing, employment, education, funding and so on. In Taiwan's case, The National Alliance set up 40 support centers in the affected sites and linked between victims, NGOs and the Alliance. In LA's case, CBOs had taken care of social weakness and established strong relationships with them, and extended their activities at the event of the disaster.

2 Expertise

People's needs are full of variety and complicated. And as post-disaster activities shift from relief to rehabilitation and reconstruction, support items are extended and specialized. Thus, a variety of professional skill is required.

In India's case, SEEDS, a specialist NGO for housing, introduced anti-seismic houses and instructed victims on how to build them for themselves. In Taiwan's case, academic researchers established the Alliance and developed several support activities based on skills of experts. Lawyer and accountant associations audited the use of donation. They also implemented policy proposals to governments. In LA's case, each CBO has its own skill to support social weakness (ex. child, juvenile and family problem, ethnic problem, drug & alcohol abuse, aged care, homeless care, medical, physical & mental care). Governments and nationwide relief NGOs acknowledged CBOs' skills and took advantage of them.

3 Coordination

It is found out that “Community based NGO” and “Professional NGO” complement their roles with each other. “Coordination” is quite important element to combine each resource. While linking among NGOs’ sector is important, NGOs can take advantage of resources through cooperation with other sectors such as governments, business enterprises and citizens.

In India’s case, ABHIYAN represented local NGOs and coordinated with domestic & foreign governments and international aid agencies. In Taiwan’s Case, the alliance linked NGOs, donor organization, victims, citizens and governments. In LA’s case, ENLA linked between CBOs and governments & nationwide relief NGOs.

4 Confidence in Society

Confidence in society is also requirement to make NGOs’ activities more effective. With such confidence, NGO is acknowledged as one of the sectors in the society, like government sector. Many resources from other sectors can be transferred into NGO sectors, while NGO respond to the needs with which other sectors cannot cope.

In India’s case, the Gujarat State Government acknowledged NGOs as partners for reconstruction and made agreements with them. In Taiwan’s case, the alliance increased the accountability of the use of donation to private agencies. And in LA’s case, ENLA was recognized as a partner by both LA County and City Government.

5 Conclusion

From the above 1 to 4, the four elements “community-based”, “expertise”, “coordination” and “social confidence” are indispensable for NGOs. When these elements are integrated, NGOs can develop their activities by getting other resources from other sectors, support self-reliance activities by community victims.

RESEARCH D : A STUDY OF NGO WHICH HAS DEVELOPED THEIR ACTIVITIES AFTER THE GREAT HANSHIN-AWAJI EARTHQUAKE IN JAPAN

1 Background, Goal and Methodology

The Great Hanshin–Awaji Earthquake, which is called Kobe Earthquake, caused the damage with more than 6,000 people dead in January, 1995. Although voluntary activities had not been popular in Japan, volunteers and NGOs gathered in the affected sites soon after the disaster. The areas of NGO activities have been extended from the first to the third stage. In the first stage, they launched their relief activities such as delivery of food and necessities in shelters. In the second stage, NGOs helped victims to live mainly in temporary houses. And in the third stage, as victims transferred to permanent houses, NGOs has coped with long-term issues of victims, and tried to restore their lives. These activities mainly can be divided into welfare, community development, relief, financial support and others.

However, evaluation to NGOs is not always high, compared to the former three cases in India, Taiwan and USA. In this study, I analyzed the difference regarding NGOs between Japan and these three cases by focusing on the four requirements (community based, expertise, coordination and confidence in society). I visited 15 NGOs in Kobe and gave interviews to them and investigated their activities, including contents, targets and functions of the activities.

2 Functions of NGOs (Table 1)

By clarifying targets and functions of the activities by NGOs, functions also can be identified. The following table expresses some examples of NGOs. It is found out that NGOs in Kobe also have similar functions which NGOs in the three countries have.

Table 1 : Function of NGOs in Kobe

NGO/NPO	Contents of activities	Targets of activities	Functions of activities
MACHI Communication & Communication (Community Communication)	a) Building a permanent apartment for the local victims b) Event for community redevelopment c) Tea room for communication d) Building a community hall e) Public awareness through seminars	a) to d): Affected victims in the local site e): Specialists and citizens outside of the local sites	a) to d): Community based e): Dissemination of lessons
Shimin Katsudo Center Kobe (Kobe Empowerment Center)	a) Information dissemination & counseling b) NGO empowerment c) Outplacement d) Research on NGO empowerment e) Secretariat of NGOs' association	a) NGOs, citizens b) NGOs c) Victims d) NGOs, governments, citizens e) NGOs, governments	a) to e) Coordination b)&c) Incubation
Hanshin-Awaji Machidukuri Shien Kiko(Hanshin-Awaji Town Development Support Organization)	a) Coordination of land or property claims b) Proposal of town development, symposium	a) Affected victims b) Citizens, specialists	a) & b) Expertise b)Dissemination of lessons

3 Significance of NGOs and Environment around them(Chart 14)

In Japan, there has been a traditional idea that governments should mainly implement activities of the public realm. Governments designated residential or neighborhood associations all over Japan and governed people into grass-root level. However, as Japanese society has become more diversified and unique, people have become indifferent to such traditional ties in their neighborhood. Many of these associations have been losing their power and have not actually functioned in Kobe Earthquake. Government also could not perfectly respond to a variety of needs by too many victims in such big disaster.

In such background, NGOs appeared as a new instrument to support disaster victims. However, NGO sectors are still new and social infrastructure for NGOs has not been well established. While NGOs develop their activities, they need to promote their capacity building.

4 Evaluation of the Four Requirements in Kobe's NGOs (Chart 14)

a) Community Based

While residential or neighborhood associations are organizations based on locality, NGOs provide resources to help people with know-how, experience or knowledge, regardless of the area. Cooperation between the both sides has the possibility of generating a synergistic effect and strengthening community empowerment.

One example is "Machikomi, Community & Communication (C & C)". C & C, in cooperation with the neighborhood association in a certain area which was severely burned out, has built one private apartment. Its mission is to bring the local victims back to the site where they used to live. They also built a community hall and held several events to strengthen communication among residents.

However, this is rather a few exception and these sides are liable to cause friction. Their relationship is like the one of old and new comers. NGOs do not always attract people in communities. They are called

outsider from communities. Approaching into residents and those associations is a big challenge for NGOs to become community based.

b) Expertise

After Kobe Earthquake, several professional NGOs have appeared. These NGOs consist of several types of experts. One example is Hanshin-Awaji Town Development Support Organization (HATDSO). HATDSO consists of “lawyers”, “tax accountants”, “registered land and building investigators”, “estate surveyors”, “architects” and “judicial scrivener”. Many complex buildings and land properties were disrupted in the quake, and complicated claims and dispute appeared. These specialists have integrated in a cross-sectoral manner on a voluntary basis.

On the other hand, these professional NGOs gradually lose their clients as time comes back into normal situation. There are few links with community based organizations. With these two types complemented, sustainable activities will be secured.

c) Coordination

Some network NGOs have appeared based on their activities, information sharing, financial assistance, and so on. One example is Citizens towards Overseas Disaster Emergency(CODE). This is NGOs’ coalition and implements overseas disaster relief activities to reciprocate the assistance in the case of Kobe Earthquake. There are another coalitions for domestic relief activities, for NGOs’ empowerment, and so on.

However, their activities are usually implemented inside NGO’s society. Coordination with sectors other than NGOs such as governments, business companies and citizens is not strong. It is difficult to get resources from these other sectors.

d) Confidence in Society

Confidence in society encourages other sectors to cooperate with NGOs. However, people are not familiar with NGOs, and NGOs’ approach into other sectors is not enough in Kobe. Lack of mutual trust prevents others from supporting NGOs. As ten years anniversary come near after the earthquake, NGOs’ capacity becomes weak.

e) Evaluation to NGO

With the quake as a turning point, NGOs appeared as a new public tool to support victims. Although its significance is great, NGOs are still new comers and do not fit in Japanese society.

On the other hand, it is prospected that next big earthquakes could occur in the next 30 to 40 years. Their scale will exceed over Kobe quake. Only government cannot cope with such big disasters. Total cooperation by all of the sectors in society is required.

Accordingly, NGOs’ capacity building and empowerment is necessary. The system to support NGOs by other sectors through financial, personnel resources should be established.

CONCLUSION

It is found out that “Community Based” “Expertise” “Coordination” and “Confidence in Society” are crucial requirements for NGOs to play effective roles for disaster reduction. And when these requirements do not function well like the case in Kobe earthquake, NGOs cannot always take the initiative in the society.

It is also said that NGO’s capacity is usually limited, especially, in the field of financial and personnel resources as well as management. Providing resources form other sectors is indispensable to enhance its capacity building as well as to keep its sustainability. Accordingly, the role of intermediary organization is also important. While it connects among all of the sectors in the society, it is expected to flow resources to NGO.

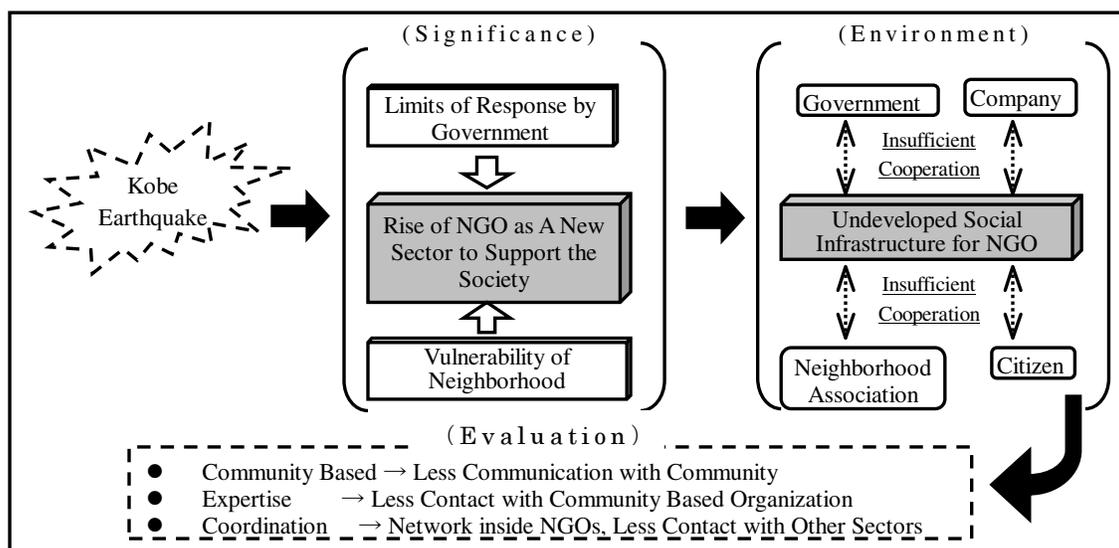


Chart 14 : Significance, Environment and Evaluation of NGOs in Kobe

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