

Disaster

Community Planning

People's Initiative

Development

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Disaster Management Planning Hyogo Office*

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Livelihood

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Civil Society

Capacity Building

From Disaster to Community Development: The KOBE Experience

UNCRD Disaster Management Planning Hyogo Office

**From Disaster to Community Development:
The KOBE Experience**

About the UNCRD Disaster Management Planning Hyogo Office

United Nations Centre for Regional Development (UNCRD) was established in Nagoya, Japan in 1971 under an agreement between the United Nations and the Government of Japan. The principal objective of UNCRD is to strengthen and improve the capabilities of regional development planners and planning implementation in developing countries. It has four responsibilities; Training, Research, Advisory service, and Information dissemination.

UNCRD's Disaster Management Planning Programme was initiated in 1985 to support local government, non-government, and academic institutions in creating partnerships with communities for disaster management planning. In April 1999, the programme moved to a new office in Hyogo Prefecture, where the Great Hanshin-Awaji Earthquake disaster occurred four years ago and its residents are attempting to redevelop their city. The Hyogo Office examines the reconstruction process in Hyogo and other disaster-damaged areas in developing countries as well as carry out the following programmes to establish disaster prevention as an essential element of sustainable development:

- 1) To provide advisory services to communities vulnerable to disasters in cooperation with governmental agencies, NGOs, and academic institutions alike,
- 2) To improve safety of core community facilities such as schools and hospitals, and cultural heritage that may be damaged by disasters, and
- 3) To identify and learn best practices in disaster management at the community level and disseminate them through workshops and information technology.



Kizuna:

The Chinese letter (pronounced as 'KIZUNA' in Japanese) stands for bonding or tie. The major lesson of the Great Hanshin-Awaji Earthquake was that community bond or tie was the key factor for sustainable recovery.

Background:

The background photo was taken at Mikura 5, one of the most successful collective housing after the earthquake. The photo shows the hand-prints of the residents, and symbolizes an unified effort of mutual help and trust. Community bond and mutual help are considered the basic elements of disaster recovery.



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The KOBE Experience

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**United Nations Centre for Regional Development (UNCRD)
Disaster Management Planning Hyogo Office**





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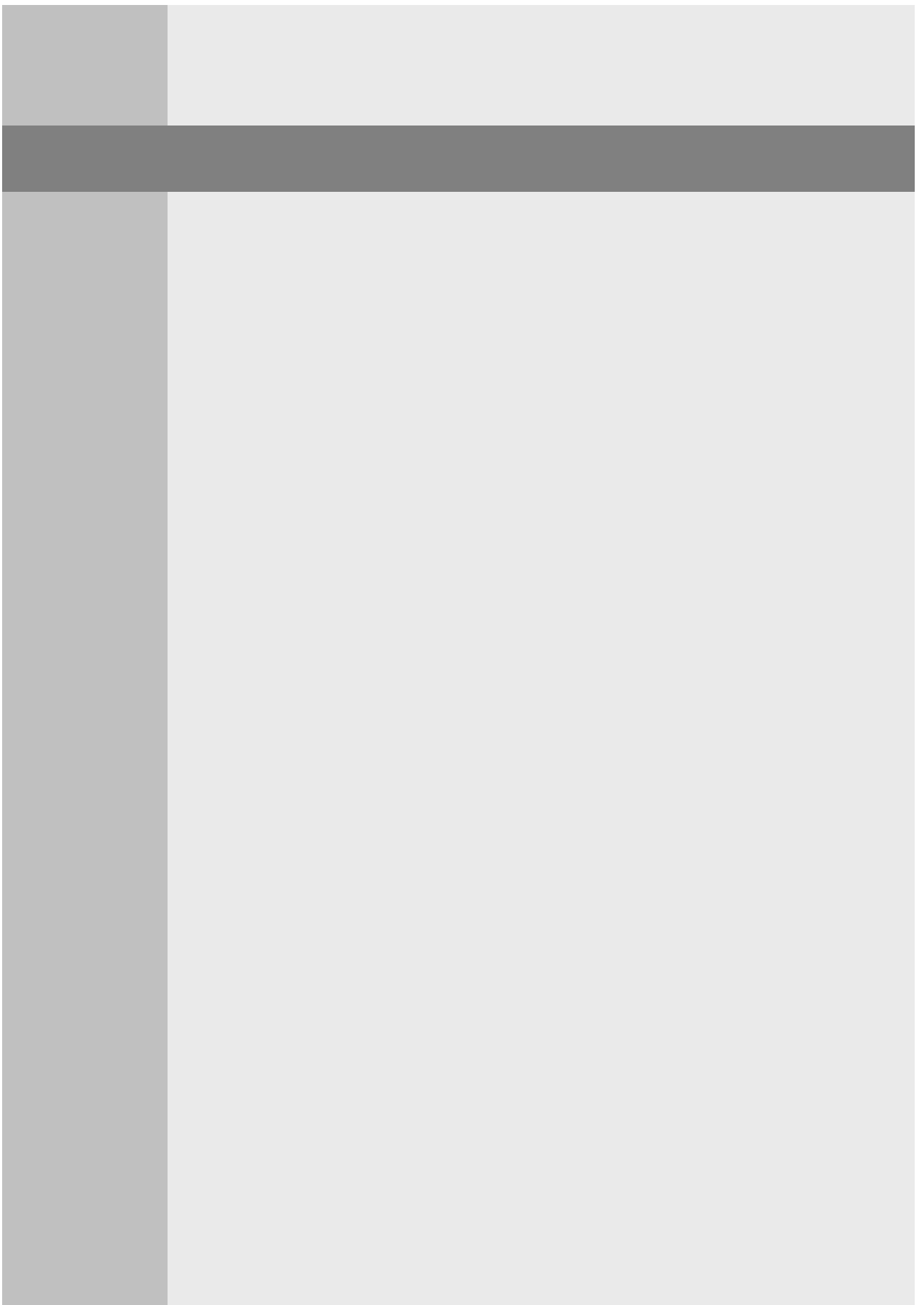
NOTE

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Acknowledgements

The book is a compilation of three Japanese books: **Victims' Voice** ('Kasetsu' Koe no Shashin-shu), **People's Rehabilitation Plan** (Shimin ga Tsukuru Hukkou Keikaku), and **Kobe Action Plan** (Shimin Shakai wo Tsukuru). Sincere, hard and dedicated efforts of many individuals in creating these three books are highly recognized. The efforts of '**Civic Action Syndicate**' and '**International Forum on Disaster Management of Citizens and NGOs**' in this regard are highly acknowledged. All the individuals and organizations involved with the syndicate and forum enriched the contents of the book.

During the preparation of the current book, interviews and discussion sessions were conducted with **Mr. Makoto Matsumoto** of the Kobe Shimbun, which were highly productive. **Mr. Saburo Sato** of Tsukimiyama Residents' Association helped with his inputs and documents on the Nishi Suma area, which were the base for the Nishi Suma Case Study. **Mr. Yushin Ueda** of Plaza 5 provided useful information on the community activities of Mikura 5. **Mr. Makoto Imada** of Civil Society Institute helped in reviewing the first draft of the book, which improved the quality substantially.

Mr. Masakiyo Murai of NGOs-Kobe was the key inspiration behind the compilation of the book. Continuous discussion with him and his team not only improved the quality of the contents, but also helped to fill the gap between theory and practice. **Ms. Hiroko Hoshokawa** of NGOs Kobe helped in coordinating the interview, discussion sessions and field survey. Besides, there are many individuals who are not mentioned here, but helped in different aspects in the current effort of compilation of the book. Their help and guidance are highly acknowledged. **The People of Kobe** and their hard work was the base of the current endeavor. They are the actual owner of this book.

Foreword

The unprecedented tremor of the Great Hanshin-Awaji earthquake occurred exactly halfway into the International Decade of International Disaster Reduction 1990-1999 declared by the United Nations. The earthquake provided a timely and most unusual opportunity for the world to learn of the importance of increasing communities' resiliency against natural disasters. The people of Kobe learned through their first-hand personal, property and material losses and suffering as a result of the earthquake; while other people of the world learned, through the Kobe experience and resulting Action Plan, applying their new knowledge to the creation of their own local disaster reduction initiatives towards the broader plan of sustainable development.

The Great Hanshin-Awaji earthquake was a shocking event not only in terms of its magnitude and destructive consequences for the people of Kobe, but in particular its global implications for risk and vulnerability to disasters worldwide. Contrary to the wider perception that disasters only occur in developing countries suffering from socio-economic constraints, the earthquake demonstrated that even a country so scientifically and technologically advanced such as Japan is not immune to the threat of natural hazards.

Thanks to the rise of global communications, many of us now have immediate access to an abundant amount of scientific and technical information pertaining to natural hazards and disaster reduction. But we must ensure that this information does not overshadow the importance of informal communication resources including the record and dissemination of first-hand experiences of natural disasters.

From Disaster to Community Development: The KOBE Experience is one such example of the value of experience sharing and information exchange as a key element of the disaster reduction process. It goes beyond simply commemorating the tragedy, also serving as a useful tool to communicate and remind people around the world of the precious lessons learned from the earthquake. Communities that share vulnerabilities and threats of similar natural hazards are in a position to learn from each other's experiences and use this awareness and knowledge to stimulate greater public involvement and commitment to disaster reduction activities at all levels towards a sustainable development.

I congratulate the UNCRD for their initiative in producing this publication and hope that many other communities worldwide will learn from the Kobe experience.



Salvano Briceño
Director, UN/ISDR
Inter-Agency Secretariat for
the International Strategy for Disaster Reduction

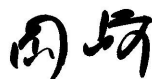
Preface

UNCRD Disaster Management Planning Hyogo Office's mandate is to disseminate the best practices for the disaster mitigation through training and research. After the Great Hanshin Awaji Earthquake of 1995, many individuals, organizations and agencies published reports and scientific papers focusing on different aspects of rehabilitation. However, a consolidated document describing people's efforts at the community level was always felt necessary.

Civic Action Syndicate and **International Forum on Disaster Management of Citizen and NGOs** published three books in Japanese describing the Victims' Voice in temporary shelter, People's Rehabilitation Plan and the Kobe Action Plan. These three books were the fruit of a joint effort of several NGOs/NPO and individuals during the post-disaster rehabilitation period from 1995 to 2001. '**From Disaster to Community Development: The KOBE Experience**' summarizes the essential features of the three books mentioned above. In addition, a case study on the Nishi-Suma area is provided as a concrete example of the Kobe Action Plan implementation. UNCRD staff interviewed several concerned individuals, made field surveys, analyzed the contents of the three books through group discussions and compiled the this book with their own inputs.

A unique feature of this book is that the problems during the rehabilitation are derived from victims' voice in the temporary houses, and these are analyzed to provide the possible solutions for community rehabilitation. A comprehensive Action Plan is proposed based on the experiences of the rehabilitation, and an example of Action Plan implementation is provided. Expected potential readers of the book include practitioners of community based disaster management, representatives of local governments and non-government organizations in different countries, and the donor communities. It is hoped that the book will be a good starting point for community development in post-disaster and pre-disaster mitigation initiatives, and should be modified according to the local cultural and socio-economic context.

After the Great Hanshin Awaji Earthquake, there were many initiatives by so many organizations. This book does not claim to summarize all the activities, rather, it should be considered as only a small essence of the community rehabilitation initiatives. We shall be glad if the readers find the book informative and useful.



Kenji Okazaki
Coordinator,
Disaster Management Planning Hyogo Office
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Executive Summary

This book contains four chapters. Chapter 1 (Introduction) describes the background of the Great Hanshin-Awaji Earthquake, and its damages. Chapter 2 (People' Rehabilitation Plan) describes the major problems during the rehabilitation process, and possible solutions. Chapter 3 (Kobe Action Plan) states the details of the action plan for future community rehabilitation, while in Chapter 4, Future Needs of the action plan implementation are described. In Appendix 1, a case study from the Nishi Suma area is stated, and in Appendix 2, the interviews of temporary shelter are described in terms of victims' voices.

After the Great Hanshin Awaji Earthquake of 1995, local governments, in cooperation with other agencies put their efforts on the rehabilitation program, and the physical part of the rehabilitation was completed within 3 years. However, a major task remained, which was the social rehabilitation, involving the livelihood and living condition of the people. After the earthquake, two major changes were observed in Kobe: increase of the activities of NGOs, and increased cooperation between the local government and the local associations. To focus on the social rehabilitation, three major themes were suggested: community building and planning, alternative livelihood, and living safely in the community. Specific problems were identified in each theme, and solutions were suggested for concrete actions. It was strongly suggested that people should be taken in the decision making process for solving the housing issues. In most of the cases, it was observed that people's living place and work place were different, which was considered as the major cause for weakening of community bonds. To overcome this problem, the base of livelihood should be placed in the community. A culture of community participation should be developed including all age-groups of the community.

Aiming to transfer the lessons to the future generation, the Kobe Action Plan was formulated for enhancing community capacities and knowledge to cope with future disasters. The Kobe Action Plan was a product of joint efforts of different stakeholders after the earthquake. The Action Plan has three sections: livelihood and community, development of people's activities, and formation of sustainable civil society. The actions for unifying livelihood and community focused on community creation, community welfare and community business. It was suggested that livelihood bases should be placed within the community, and the community should find proper place for community activities. Community decision-making was considered as an important tool, and creation of community business was found important to provide livelihood alternatives to the community. Training and capacity building of community was another focus area, which should be developed indigenously. A service center should be established, and a community fund should be created for the sustainable activities. It was found important to establish a strong relationship with the local business community. Education, and public relation were other aspects, which needed further emphasis.

The ultimate goal of the Kobe Action Plan was to create a self-sustained civil society, which could serve its own needs. For this, local associations should play an important role. A common voice of community's needs should be achieved through community consensus. It was suggested to keep a strong and close relationship with the local government. An effective way was to exchange personnel with the local governments. Link should also be established with the NGOs and CBOs(Community Based Organizations) with professional background.

It was found that although the Kobe Action Plan described different issues and problems related to social rehabilitation, the implementation scheme was still lacking. Also, the ownership transfer from 'people' to 'everyone' was considered important. A concrete example of implementation of the Kobe Action Plan was observed in the Nishi-Suma area of the Kobe city. The area had old wooden houses, most of which were damaged due to earthquakes. Immediately after the earthquake, the local residents and voluntary groups conducted rescue operation, which saved lots of lives. The area was suffering from a major road issue, which brought the community closer to each other for collective decision-making. This helped them to act effectively during the earthquake. The local Resident's Association took leadership in the post-rehabilitation planning, and established different community activities, training and community business opportunities. The professional NGOs were involved in upgrading the technical skills of the Resident's Association. The activities in Nishi Suma area were considered as good examples of cooperation among local associations, NGOs/NPO and the local government.

After the earthquake, many people lived in the temporary houses for almost five years. Interviews were conducted with the people in the temporary housing, and the problems described in the People's Rehabilitation Plan reflected the victim's voices during their stay in the temporary houses. The major lessons learned through the whole exercise was that it was very important to involve people in the decision making process, and to provide the ownership of the rehabilitation activities to the people. Close link of local government and community was necessary to mobilize knowledge, fund and other resources. This would ensure sustainability of efforts, and would help in achieving holistic rehabilitation.

The book described the KOBE experience. It is needed to see the implementation of the Kobe Action Plan in other countries, for which the local socio-economic context and cultural issues should be incorporated, and the Action Plan should be modified accordingly. There are possibly many gaps existing in the current volume, which should be filled in the next editions incorporating reader's comments and suggestions.

ラジブ・ショウ

Rajib Shaw

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UNCRD

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A decorative graphic element located in the middle-left section of the page. It features three overlapping chevrons pointing to the right, each with a white outline and a gray fill. The chevrons are stacked horizontally. To the right of the chevrons is a solid dark gray horizontal bar that extends across the width of the page.



Chapter 1: Introduction

Eight years after the Great Hanshin-Awaji Earthquake

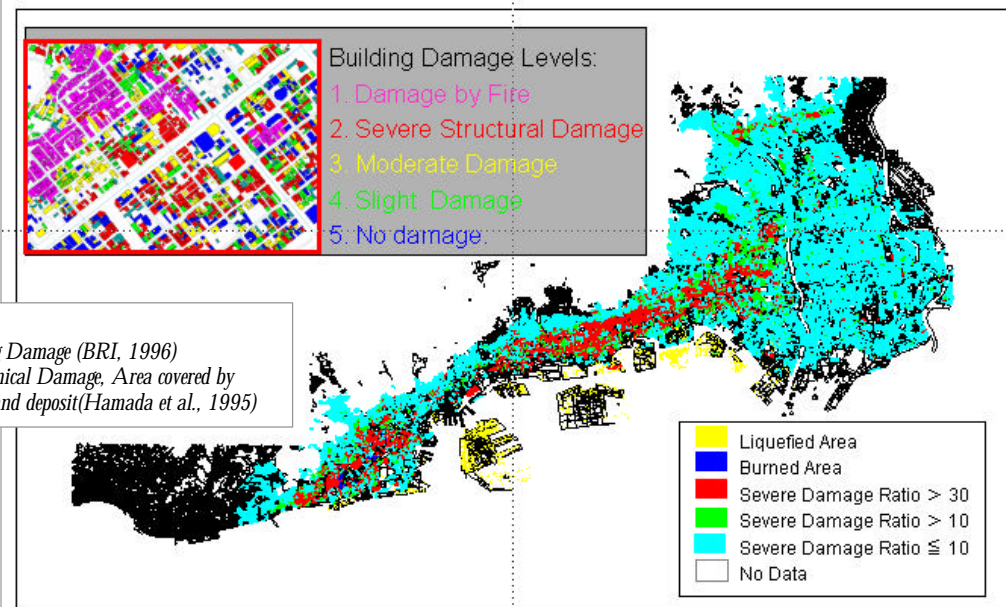
1.1 Post-earthquake scenario

Damage of the earthquake

On January 17, 1995, an unprecedented tremor with the magnitude of 7.3 hit Kobe and its outskirts. It was the Great Hanshin-Awaji Earthquake. In the earthquake, **more than 6,400 people died and about 320,000 people were evacuated to shelters**. There were many victims who were killed by fires or were crushed to death under collapsed houses. Lifelines such as waterworks, electricity, telephone and gas lines, and public transport such as railways and roads were disrupted in many places. It was hard to conduct rescue operations sufficiently immediately after the earthquake.

Lessons from the earthquake

Just after the earthquake, people were evacuated to shelters which were set up at local schools and parks. Volunteers from all over Japan and the world contributed their resources to the victims. A ***utopia in the earthquake*** appeared there. Many victims and volunteers experienced this utopia at the shelters. This had a large influence on **the upsurge of volunteer activities and present people's activities**. In the rescue operations, the community power of cooperation was visible everywhere and **many people were saved from the collapsed houses by neighbors**. Through these experiences, people's activities were developed and people revalued the importance of community bonds which had become weak especially in urban areas. Despite the deaths and damages, people of Kobe experienced and learned precious lessons from the earthquake.



- Damage Data in Kobe -

1.2 The recovery from the earthquake

When the chaotic aftermath of the earthquake had calmed down, various problems stood out such as “How should we deal with devastated Kobe?” and “What should victims’ personal lives be?”

Infrastructure restoration

After the earthquake, rehabilitation projects were carried out, focused mainly on infrastructure restoration, without meeting the victims’ individual needs. The government took a policy at that time that there would be no personal compensation in principle. The rehabilitation plan focused on the restoration of lifelines, railways, roads and harbors. It was implemented speedily and infrastructures were mostly recovered in three years.

80% rehabilitation

In contrast to infrastructure restoration, the fact that sufficient assistance was not provided to each victim has had harmful effects in various aspects and it was often said that the rehabilitation of Kobe had been stagnant at **80%** since three years after the earthquake. 80% rehabilitation meant that urban infrastructure had been fully recovered, **however, victims’ livelihood had not been recovered yet.** This situation was influenced strongly by the fact that the damage was concentrated on the weakest groups and that local communities were unable to become active due to people’s socio-economic condition. There were many important issues in the rehabilitation process. Out of these, two such issues are discussed as follows:

1) Community building

Downtown areas in Kobe had lots of old residences where people used to live with strong community bonds for years. Shifting this group of communities to the temporary shelter posed threat to the community bonds. Consequently, there were problems in adjustment with new cluster of people in the temporary shelters. Thus, **interpersonal linkage and relationship was not developed in the temporary shelters.** Relatively higher percentage of aged people contributed to this issue.



2) Partnership of people and government

The rehabilitation plan implemented by the government could not satisfy all the needs of people. For example, only single-track plan **shelters temporary housing permanent housing** was prepared by the government to solve housing problems. However the situations of the people were not so simple. There were many cases, where the victims were at the end of their resources due to constraints in funds, systems and rules. These perception gaps between the government and people could be seen in one-sided decision making on urban planning by the local government after the earthquake or promotion of the big projects such as construction of Kobe Airport. These decisions had resulted in developing distrust of people toward the government. This was because that **there was few partnership between the government and people before the earthquake.** While the government forced the one-way decision making, people should admit their mistake in having been too dependent on the government.

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 **Note:**

The Kobe Airport is currently under construction toward the opening in 2005, with the budget of over 300 billion yen.



The Great Hanshin-Awaji Earthquake

January 17, 1995 (M=7.3)

Highlights;

- ✓ More than 6,400 deaths & property loss
- ✓ Infrastructure restoration
- ✓ Socio-economic rehabilitation at individual level
- ✓ Rebuilding community & its ties



People's Rehabilitation Plan

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Chapter 2: People's Rehabilitation Plan

2.1 Background of People's Rehabilitation Plan

How was the general rehabilitation?

According to the rehabilitation plan enacted by the government, public funds of four trillion yen was invested on rehabilitation projects for three years. During the first three years, infrastructures for industry and lifelines such as roads, harbor, energy and communication were fully restored. It was a remarkable achievement in such a short period. On the other hand, **the socio-economic rehabilitation at individual level and the recovery of local industries and businesses still were not restored.** This was the cause for stagnation at 80% rehabilitation. **The "People's Rehabilitation Plan" put emphasis on how to achieve the rest of the 20%** that the rehabilitation plan enacted by the government did not achieve.

What are the necessities for the 20%?

Kobe was having a hard time with various bipolarizations. Infrastructure was fully restored while socio-economic rehabilitation at individual level was stagnant. Some victims had finished rebuilding of their houses and were back to normal life, but some were not. The disaster stricken areas were classified into **supported areas** where public funds and human resources were invested, and **unsupported areas** where rehabilitation was left to residents in the area and made less progress by itself.

☝ People's Rehabilitation Plan

Current Status ⇒ 80% Rehabilitation

- ✓ Infrastructure was fully restored while socio-economic rehabilitation at individual level was stagnant

- ✓ Formulate the fundamental idea of the "People's Rehabilitation Plan" and three main themes were focused based on the following keywords:

★ Environment, Living Together, and Civil Society

☝ Proposal according to themes

- ✎ **Community Building and Planning**
Physical and Institutional problem related to housing and community rebuilding
- ✎ **Alternative Livelihood**
Problems related to employment, industry and business in the community
- ✎ **Living Safely in the Community**
Problems related to intangible things like culture, education and welfare

This was caused by not considering the actual situations such as: damage by the earthquake was concentrated on the lower income groups and the old downtown area, and that severe damage was concentrated on small businesses. Moreover, it was one of the reasons that the rehabilitation plan just adopted the former redevelopment method which included pending problems such as the construction of Kobe airport and highways. The decision process of these projects in which people were not able to participate resulted in leaving the root causes up to the present date.

Why is the People's Rehabilitation Plan necessary?

Considering that there were limitations in the planning method itself and that there were many problems in the process of decision making, it was desirable that the People's Rehabilitation Plan should be formulated to rebuild victims' lives and to form new communities.

☹ **Situation after the earthquake**

After the earthquake, Town Planning Council (*Machizukuri Kyogikai in Japanese*) was established under the leadership of the local government in each community, and discussions on local rehabilitation projects were held there. People of Kobe began to feel from their experiences that **“community building and planning” only under the leadership of the local government was not entirely satisfactory.**

☺ **Present situation**

In some areas, people were thinking of the future images of the community by themselves and began to put them into practice. They did not just participate in plans proposed by the local government, but participated in making up plans. With this as a start, the pursuits and challenges for autonomy began. Kobe was at a turning point from a *centralized society* to a *decentralized society* and the earthquake had thrust problems regarding *decentralization* and *participation* before the people of Kobe on all occasions.

Community rebuilding should be achieved on the common consent, which would take a long time to build, from residents' dreams and mutual problems, and the equal partnership with the local government. Taking previous situations and the changes of surrounding conditions into consideration, **the new rehabilitation plan should cope with not only the long-term problems to build up a new civil society by the people itself, but also to middle-term and transitional problems to bring back a spirited community where victims could support themselves.** In January 1997, People's Rehabilitation Plan based on victims' voices was set to be formulated at the second ***International Forum on Disaster Management of Citizen and NGOs***, which was held every year since the earthquake.




The fundamental idea

The proposals and actions which were derived from the people were not only for making a recovery from the earthquake but also for resolving various problems in daily life and for reviving depressed communities through rebuilding of their lives. The final proposal of actions should be based on people's lives and these should be helpful to resolve pending and pressing problems in concrete ways. Three keywords for the fundamental idea are mentioned below:

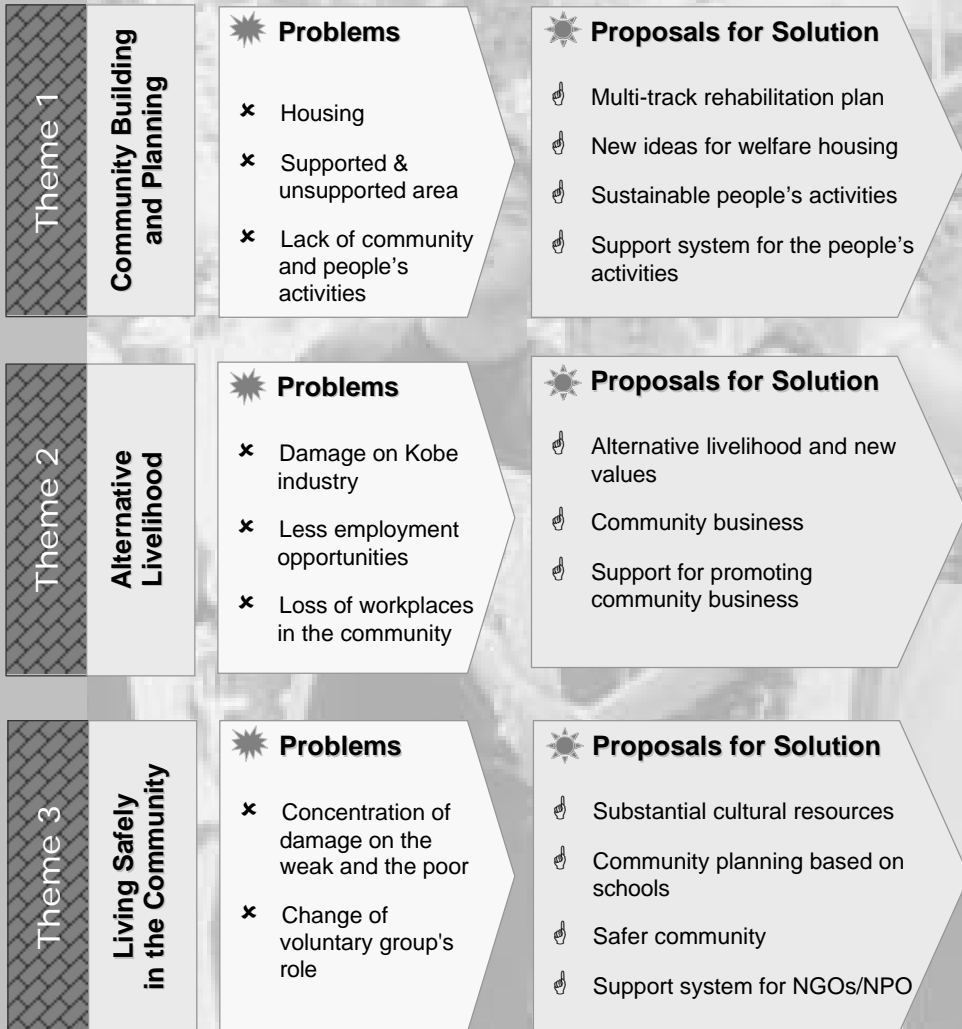
★ KEYWORDS ★	Environment	It is very important to reconsider the present lifestyle. The balance between the modern infrastructure, industrialization and high-consuming society should be rethought.
	Living Together	Thinking it over that people have pursued uniform values and aims, it is necessary to realize a society which is tolerant toward various ways of living, aims and pleasure. A warm-hearted community is rich in education, culture and welfare.
	Civil Society	It is indispensable to stop excess dependence on the local government and to be self reliant and help each other in order to realize a warm-hearted community. More participation of people in community building and planning can create the infrastructure for a civil society, and discussion among more residents can strengthen the people's self-support and mutual help.

The three focused themes

Based on these keywords, several discussion sessions and reviews were conducted and proposals were collected. The major problems were classified into three themes:

-  **Theme 1: Community Building and Planning**
 This deals with physical and institutional problems related to housing and community rebuilding. In this part, several solutions to meet the people's requests are proposed based on the keywords: ***Living Together*** and ***Civil Society***.
-  **Theme 2: Alternative Livelihood**
 This deals with problems related to employment, industry and business. In this part, several solutions to produce more jobs in the community and to suggest new values for working are proposed based on the keyword: ***Environment***.
-  **Theme 3: Living Safely in the Community**
 This deals with problems related to intangible elements like culture, education and welfare. In this part, several solutions to live safely in the community are proposed based on the keywords: ***Living Together*** and ***Civil Society***.

2.2 Proposals according to three themes



KOBE ACTION PLAN

Theme 1: Community Building and Planning

☀ Problems

☀ Housing

After three years, the rehabilitation of Kobe was in a dilemma of 80%. A large quantity of houses was provided, however the quality and location were not appropriate. The biggest problem was that there were shortages of cheaper houses for lower income groups who had originally lived downtown where urban redevelopment planning of the high-growth period was applied.

In the rehabilitation for housing, **only single-track plan was assumed**. It was not able to cope with each victim's actual situation. Because of the locations and the higher rent of public housing, some victims stayed at temporary housing, and some could not rebuild their houses due to shortage of funds even though they owned the land. people who needed welfare services along with their homes.

☀ Supported and unsupported area

According to the general rehabilitation plan, the disaster-stricken areas were divided into "supported areas" and "unsupported areas" by the local government and regional differences expanded due to this classification. There was also a regional difference in socio-economic rehabilitation at individual level between an improved eastern area such as Higashinada and Nada ward and a stagnant western area such as Nagata ward. As a result, it was found that **weaker victims were not able to become self-reliant** and had no choice but to follow the single-track rehabilitation plan by the local government. Most of them were not able to return to their original places.

☀ Lack of community and people's activities

Among the lessons learned in the earthquake, the importance of community was the most precious one. It was **the power of community** that saved people who were trapped under collapsed houses and that gave battered victims hope to rebuild their community. Due to the dominance of the local government for a longer period, local associations (e.g. Residents' Associations, *Jichikai* in Japanese) which should have taken leadership under



There were also elderly

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✉ Victims' Voice

It is more convenient for me to stay here (in a temporary house) because I do not have to pay for rent. As I ride in a wheel chair and live alone, I need to move into a non-barrier house. Even though there is a nice property for me, it is too expensive to rent. If I win a ticket for a public dwelling house, I have to pay rent.

(Tarumi ward, Kobe),
(Temporary house),
(Tarumi ward, Kobe), (50's), (F)

☒ **Victims' Voice**

Because everyone is tense and irritated these days, we are getting less tolerable than before. There are often quarrels here.

(Nishi ward, Kobe),
(Temporary house),
(-), (40's), (F)

such circumstances, had become weak and dependent on the local government.

In the process of rehabilitation, people's activities based on the residents' initiatives were developed in various areas and they appealed to the local government to resolve problems in the communities. In order to continue these activities, a vast amount of energy was needed and it was not easy for local residents to do it all by themselves. It was desired that **a support**

system of people's activities for community building and planning should be established.

The support system enacted by the local government was not sufficient and it sometimes had a negative influence on the people's activities due to the vertically segmented

administrative system.



☒ **Victims' Voice**

With the money for a new airport, I want more public dwelling houses to be built. We need to secure our houses first.

(Tarumi ward, Kobe), (Temporary house), (Tarumi ward, Kobe), (50's), (F)

(N)

☀ Proposals for Solution

☀ Multi-track rehabilitation plan

It was expected that a **multi-track plan** which could deal with more complicated situations should be formulated and put into practice at once. As concrete proposals, it was discussed that gentle phases should be provided between temporary and public housing and that the local government should rent a large quantity of empty middle-class houses and provide them to the victims with cheaper rent. It was realistic from the viewpoint of efficiency in resources not to build cheaper housing but to coordinate surpluses and shortages of houses. It was also recommendable to modify the present rent subsidy system to the one which suited the actual situation.

☀ New ideas for welfare housing



In the temporary housing, “increased number of elderly people” became a real problem. To solve this problem, volunteers gave active support, and bases for community planning such as **community centers** were set up there. It was possible to learn from this what the future housing and the community should be.

In temporary housing for aged and handicapped people who were not able to leave their local communities, the problems about **how to coordinate housing and welfare facilities were raised**. Based on the lessons, a **group home** in which seven or eight aged people who need care, live together with volunteers in the community, and a **home for the aged** with services including an emergency call system and a life support advisory for lower income elderly were built.



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📖 Activity Report 1: Collective housing and a base in the community *Mikura Five*

In the Misuganishi area, Nagata ward, there were many small 40m² housing sites. After the earthquake, this area was designated for rezoning. It was difficult to rebuild similar houses because the housing sites would decrease to 30m² after rezoning. Thus, the idea of **collective housing** to build an apartment by gathering together was thought out. The collective apartment built in December 1999 was named **Mikura Five** and **the first floor was provided for people’s activities in the community**. There is a steering committee run by residents and volunteer groups, and the first floor is used for communication tea parties, dinner parties, and day care for school children. **The idea was proposed by local volunteer groups Machi Communication and Plaza 5**. This is a good example of cooperation between local associations and NGOs/NPO.

✦ Sustainable people's activities

Many of the people's activities aimed to build up a **partnership with the local government**. In order to achieve this, both the cooperation of people and civic organizations were essential. Firstly, **a place which provides necessary information for people's activities, and management system** should be prepared by the people. New leaders in communities such as volunteer groups, NGOs/NPO were required. These organizations carried out their activities based on certain themes. For community building and planning in the future, cooperation between local associations and NGOs/NPO was inevitable.



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✦ Support system for the people's activities

To **build up equal partnership with the local government**, support from the local government and NGOs/NPO was indispensable. For the support system, **human resources and funds** were required. It was also important to develop specialists in community building and planning and to build more detailed and closer networks with NGOs/NPO. The local government should **set up a comprehensive support section for coordination**, and trust NGOs/NPO with practical business and **transfer appropriate funds and authorities to local associations**. It was important to establish a system in which both organizations could cooperate together.

✍ Activity Report 2: Community rebuilding through planning festival

In Biwa town, Nada ward, about 40% of the houses were completely destroyed or burnt down and Biwa town was designated as a rezoning area. As of September 1999 when the rezoning projects had almost finished, just 40% of all households had returned to their former communities. A Town Planning Council set up by the local government everywhere after the earthquake was going to be dissolved at that time. In Biwa town, discussion on the future work was held by residents and a meeting place called **Biwa pocket** was established. With this as a start, residents who had been indifferent to their community gradually began to join residents' meetings. Through the management of an annual festival, their bonds were becoming stronger.

Theme 2: Alternative Livelihood

☀ Problems

☀ Damage on Kobe industry

The Hanshin-Awaji earthquake destroyed urban infrastructures and suspended economic activities which badly damaged both industries and jobs. **The earthquake caused business relocation, close-down and bankruptcy.** It also caused restructuring and dismissal of personnel. According to the Ministry of Labor, the number of jobless victims as of the end of March 1995 mounted to 32,034. In Kobe, both the foundation for living and working were destroyed.

☀ Less employment opportunities

As for employment problems, the government decided to extend the coverage of the employment subsidy which supported employers who maintained employment all over the stricken area. However, it was clear that the measures were not able to cope with the real problems with flexible uses of the present system.

At first, rehabilitation projects were expected to focus on employment, however, they were not able to create enough employment opportunities, specially for office jobs which many victims wanted. Also, because the government mainly focused on infrastructure, **the most employment opportunities were related to construction which were not available to elderly people and woman.** After the rehabilitation projects were finished, the rate of job offers per person declined again and unemployment problems became worse. For example, the chemical shoes industry, which was one of the Kobe's main local industries, had just achieved 50 to 60% recovery of its production level.

☀ Loss of workplaces in the community

The single-track rehabilitation plan had a negative influence on victims' lives and employment. For example, after the earthquake, many victims had no choice but to move to temporary housing most of which were settled in the suburbs. This relocation from the downtown sometimes drove retailers who carried on their business with local people into closing down or going bankrupt.

Under the severe conditions in Kobe, it was necessary to create new workplaces in the community with new reinvigorating ideas, unlike usual methods. **Socially worthy work with a smaller earning was under these new ideas.**

✉ Victims' Voice

There are many people who have trouble due to losing their jobs in the prime of their lives, in their 40's and 50's. Some killed themselves. I hope they can be saved. So do I.

(Toyonaka city, Osaka), (Temporary house),
(Toyonaka city, Osaka), (50's), (F)

✉ **Victims' Voice**

A loan system for a life support fund does not function properly at all and works differently from its initial purposes. Many people are in serious trouble to survive now.

(Kawanishi city, Osaka), (Temporary house), (Nishinomiya city, Hyogo), (50's), (M)



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✉ **Victims' Voice**

My husband seemed exhausted and spiritless for a year after the earthquake. Now he has begun work again with support from his friends and colleagues, however his salary is 1/3 of that in Kobe.

(Fukuoka city), (), (Higashinada ward, Kobe), (50's), (F)

☀ Proposals for Solution

☀ Alternative livelihood and new values

Both the earthquake and country-wide economic depression imposed a burden on industry and employment in Kobe. Under this situation, it was essential to create new employment opportunities and workplaces to maintain people's lives. Kobe was running through a low-growth period and new measures should be taken to cope with its changes.

New workplaces consist of **smaller business could provide human services and satisfy needs in the community**, unlike larger business which concentrated on large-scale technology. In the process of creating small-scale business, consideration should be paid to community planning. It was important to **create satisfactory workplaces in the community** from a **community planning** point of view.

In most cases, it was not easy to get sufficient income from community businesses which were classified as alternative livelihood. However, the criteria of values were slightly changing as the society becomes mature.



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☀ Community business

As examples of alternative livelihood, venture business which was small but used sophisticated technology and community business which integrated resources and needs in the community were mentioned.

As for venture businesses, it was important to do distinctive work. Venture businesses were expected in the fields of information and communication industries, the reprocessing and recycling of resources, welfare, education and culture. When a new business was started, it might be advantageous to be located in the downtown area which was severely damaged but was originally a convenient place, compared to suburban industrial zone. It was also expected that this would have a good influence on the reinvigoration of the community.

As for community businesses, there were many things and services which were in demand in the community, like **culture, welfare, education, environment, information and child care**. Community businesses originated from taking over by government services in the community by NGOs, and various cases had seen the light after the earthquake. **Income from community business and its sustainability was a key issue.**

Community business had two characteristics:

1) To resolve problems in the community with resources from the community

While matching between supply and demand was usually put into the market's hands, in community business, the matching was done inside a micro-community. From the viewpoint of the market economy, **needs** might be regarded as demands which were too subtle, and were often neglected. Community business played an important role in satisfying needs which were often ignored in the market economy.

2) To propose Alternative Livelihood

Although the *earnings* from community business were far from satisfactory, it had significant meaning as *livelihood*. Voluntary work, new ideas, and people's satisfaction were key issues in this regard.

✳ Support for promoting community business

To encourage community business, it was necessary to expand the work. One method was to transfer responsibilities in the community which was carried out by the local government and companies. For this, **a partnership between the government and NGOs/NPO was essential** and following were specific support measures to be taken by the government:

- 1) The flexible application of a support system for starting new businesses and the establishment of a general support section
- 2) The establishment of supporting think tank which includes talented people from private companies
- 3) The supply of unused facilities and the maintenance and rental of bases by the local government
- 4) A subsidy system for skill training and developing human resource
- 5) The commission of public utility work to non-governmental organizations
- 6) A loan system for new businesses with low interest and without collateral security, and a credit guarantee



(N)

The cleaning of parks and public toilets, and the segregation of garbage in recycling came under this. Besides, if small help such as child care was to be included, a number of community businesses would be increased. As concrete services of community business, nursing at home, information services for elderly people, the support of NGOs/NPO, recycling and editing were mentioned. The biggest problem was that there was **a lack of substantial social equipment which coordinates needs and services in the community** and it was desired that this should be built up under the partnership between the government and the non-governmental organizations.

Theme 3: Living Safely in the Community

☀ Problems

☀ Concentration of damage on the weak and the poor

The earthquake changed livelihoods of people significantly. There were some permanent losses: 1) lives of more than 6,400 people, 2) properties, 3) employment and 4) community bonds. **Since the effect of the earthquake was more prominent to the weakest and poorest part of the society, the revitalization of community was necessary.** Although there were some help of voluntary organizations in temporary shelters, the victims were required to be self reliance. Lack of interaction in the community lead to *solitary death* and a feeling of loneliness especially in the aged communities.

☀ Change of voluntary groups' role

After the earthquake, a lot of voluntary work and people's activities were started. As time passed, there emerged two types of organizations: those who continued to find new themes to meet community needs, and those who did not. The organizations that could not find new themes were suffering from a lack of human resources and funds. Most of them hold up ***new community planning*** as themes in their activities and **they were expected to play a supportive role in achieving an equal partnership between local associations and the local government.**



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✉ Victims' Voice

Now I live and work alone. I do not have a house or household goods and my future life will be hard. I need more assistance to live on from the government.

(Nagata ward, Kobe), (Shelter), (Nagata ward, Kobe), (40's), (M)

✉ Victims' Voice

Mothers who have handicapped children have less chance to go out and can not get enough information. I need more useful information.

(Ashiya city, Hyogo), (), (-), (30's), (F)

☀ Proposals for Solution

☀ Substantial cultural resources

Due to the earthquake, cultural resources symbolized by Kobe modernism were completely destroyed. Now, Kobe should create a culturally rich environment and change its industrial structure into more productive and value-added one. **It was an investment on culture that guarantees Kobe's existence in the future.** It was desirable that cultural facilities which functioned not only as places for exhibition but also as those for creation should be enriched.

There were various local cultures in Kobe. Each community should aim for distinctive local culture based on its own history. Many foreigners lived in Kobe. In Nagata ward, an **Asian town idea** was in progress and it was helping to establish the identity of the community.

☀ Community planning based on schools

After the earthquake, **school was a center for constant interaction of communities.** Volunteers and teachers took a leading role in this regard. Based on these facts, Hyogo prefectural government held up **efforts for opening schools for the community** as a basic policy in disaster mitigation education.

Schools had many facilities such as classrooms, musical rooms, libraries, audiovisual rooms, auditoriums, gyms, playgrounds and pools. To increase the efficiency, it was proposed to allow the communities to use even after the school. It was also necessary for teachers to be concerned with the community in an active way. If such mutual interactions were continued, **the school and the community would come closer and the educational ability in the community would be strengthened.**

☀ Safer community





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✎ **Children** 4,015 children who needed mental care still suffered from the aftereffects and the number of them did not decrease as of March 2000. Regarding this problem, a **counseling system for children** and the **positioning of helpers for child care** should be considered. There was an urgent need to create places where children could enjoy and relax.

✎ **Foreigners** There were **three kinds of barriers in the society, language, social system and mentality** and it was quite difficult for foreigners to recover their livelihood due to these problems. As for the language barrier, there were improvements through opening a local radio station in different languages after the earthquake.

Also it was possible to get information in various languages at local government offices and consultation services for medical care and daily living. It was also expected that more discussion in this regard would facilitate smooth recovery for foreigners.

 **'Barrier-Free' for Equal accessibility** To live safely in the community, the improvement listed below were necessary. Tangible aspects include: 1) a 'Barrier-Free' community, 2) the construction of home for the aged, and 3) substantial welfare facilities. The intangible aspects include: 1) community planning, and 2) preparation of public care insurance and welfare services. **'Barrier-Free' community should target pregnant women, women with infants and small children, in addition to the aged and handicapped people.**

 **Welfare housing** Due to the earthquake, the socially weaker communities who lived dispersedly had gathered at temporary housing and it was difficult for them to support themselves. **It was necessary to prepare a safety net which could guarantee minimum public support for such victims while encouraging them to be self-reliant.** It was also necessary to prepare more diverse facilities for the aged in addition to welfare care at home. In such cases, following five points should be considered; 1) building facilities inside the community, 2) small sizes of facilities, 3) maintaining privacy, 4) a homely atmosphere and 5) connection to the community.

Support system for NGOs/NPO

In order to rebuild a community, it was essential to cooperate not only with local associations such as Residents' Associations but also with NGOs/NPO. There might be needs for services in daily life and welfare, which could be provided by NGOs/NPO instead of the local government. As specific services, welfare services in the community such as home help services and nursing services at home were mentioned and this would be a big advantage for the residents.

At present, NGOs/NPO had to continue their activities under severe conditions due to lack of resources. In order not to terminate volunteer activities which arose spontaneously after the earthquake, it was necessary to make up a support system. **In the rehabilitation progress, the need for volunteers had been changing based on the local demand.** To meet the demand, volunteer groups which started their activities in the earthquake had changed the shape of their organizations and themes and developed new forms of organizations.

Victims' Voice

Even though volunteer work has been active since after the earthquake, it continued its activities steadily before the earthquake. Even if problems in temporary housing are resolved, I do not think volunteer work will become useless. It is important to continue volunteer activities.

(Hyogo ward, Kobe), (),
(-), (20's), (F)

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Chapter 3: Kobe Action Plan

~ Toward Sustainable Civil Society

□ What is the Kobe Action Plan?

As stated in the earlier chapter, the earthquake of 1995 caused unprecedented damage to lives and properties and urged to review modern life style and community planning of the 20th century. At the same time, it proved that **empowered community with knowledge and close bonds** could stand up to hardship during disasters, and also could take initiatives in the rehabilitation process. The important thing in disaster management was not to focus on reinforcing buildings, but it was to **enhance capacities of communities in everyday life**. This was the most effective way to mitigate potential risks at community level and the fastest way to recover from the devastated situation. **The Kobe Action Plan was born from the experience** and aimed to hand over the lessons to the next generation.

After eight years from the earthquake, the rehabilitation process was revisited in different perspectives such as local governments, professionals, and academics. In Kobe, the Civic Revisit Forum was established by community group leaders in 1999. It aimed to revisit the rehabilitation process in people's perspective. The member of the forum consisted of people who were actively involved in the actual rehabilitation process, including **researchers, journalists, and the earthquake victims themselves**. They had made efforts to support people of Kobe struggling for obtaining normal lives as ever, and tried to formulate new social system with a motto of self-help. It showed a path and practical method for community groups or individuals to sort out problems by themselves and to take appropriate actions to cooperate with other organizations.

□ Goal

The goal of the Kobe Action Plan was to **achieve “Sustainable Civil Society”**. In the rehabilitation process people of Kobe realized the importance of basic component that people should help each other and protect lives and safer livelihood by themselves in everyday life as well as during disasters. The way of living or thinking unconsciously tended to depend on the government. Building sustainable civil society also meant to change into a new society by creating new sense of value that was not controlled by materialistic aspects and to respect each other in the communities. Therefore, **the goal was not only the recovery from the earthquake damage, but also to change the society itself into people driven one by empowering communities.**

□ Methodology

The Kobe Action Plan was prepared by using the following methodology:

Verification of different areas, communities and different interest groups

Three teams were organized to verify different areas and communities, with **the three major themes: 1) Community Building and Planning, 2) Alternative Livelihood, and 3) Living Safely in the Community.** These themes were mentioned earlier in the People’s Rehabilitation Plan. At the same time, **three main factors: 1) people and the government, 2) change of livelihood and community, and 3) potential of people and the activities,** were set up to verify different interest groups over communities. The overall verification was conducted by weaving these subjects and themes in an integrated pattern. It was a method to look at the deepest problems lying down in communities at grass root level.

People’s standpoint

The verification was conducted with people’s standpoints. This method was not a rough data collection, but came up **from daily activities of people’s groups which had supported earthquake victims.** Thus, the action plans were reflected the people’s real experiences in Kobe.

Hearing from people

The survey was conducted mainly by hearing from people and was not based on a scientific research. As **both of interviewer and interviewee were people, the method was ended up with the best practice to promote discussions and interactions in communities.**

In January 2000, People’s Forum was held in Kobe and the three teams reported results of the verifications. On the basis of the reports and discussions, the formulation of the action plans was started. The Kobe Action Plan was finally released at *the People’s Forum “Individual is Keyword”* in January 2001.

January 17, 1995



The Great Hanshin-Awaji Earthquake

Formulation

3 to 4 years
after the earthquake

Recovery experiences

Physical rehabilitation was completed while socio-economic rehabilitation was stagnant
↳ **80% Rehabilitation**



★ 10 Principles ★

- 1. Dissemination of Kobe experience
- 2. Unification of Livelihood and Community
- 3. Respect each other
- 4. People's initiative
- 5. Decision of "Public" field by people
- 6. New working style
- 7. Utilization of local knowledge
- 8. Creation of necessary system
- 9. New value of life style
- 10. Realization of decentralized system

April 1999

Civic Revisit Forum

Theme 1 Community Building & Planning	Theme 2 Alternative Livelihood	Theme 3 Living Safely in the Community
Integration of three factors in each theme:		
<ul style="list-style-type: none"> ✓ People & the government ✓ Change of Livelihood ✓ Potential of people & the activities 		

Verification was conducted with "People's standpoints" through "Hearing from people"

January 2001

Kobe Action Plan

Theme 1 Livelihood & Community	Theme 2 Develop People's Activities	Theme 3 Sustainable Civil Society
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Verification

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★ 10 principles to set up the Kobe Action Plan

The Kobe Action Plan was proposed according to the following 10 principles:

<input checked="" type="checkbox"/> 1. To disseminate the experience of Kobe worldwide	<p>The damages caused by the earthquake are still remained in bodies and minds of people of Kobe. However, it is the mission for people of Kobe to document and disseminate the experiences and lessons to rest of the world.</p>
<input checked="" type="checkbox"/> 2. To achieve the unification of livelihood and community	<p>Most of people work in center of the city and live in suburb, which makes home just a place to sleep. However, the earthquake reminded them of the importance of community. When one thinks of education or social welfare, the unification of livelihood and community has a critical importance.</p>
<input checked="" type="checkbox"/> 3. To enable people help and respect each others with open mind	<p>A modern society has many problems to be solved such as discrimination, bullying, domestic violence. A new society can be achieved by respecting each others and understanding different sense of values, or lifestyles with open mind.</p>
<input checked="" type="checkbox"/> 4. People to take the first initiative	<p>People need to take initiative in the decision-making process in cooperation with the local government, and should take responsibilities of the works which they can pursue by themselves.</p>
<input checked="" type="checkbox"/> 5. Field of "Public" should be decided by people	<p>The field of "<i>Public</i>" used to belong to governmental organizations since it is socially very important but public works cannot be pursued benefits. However, in order to enhance people's capacity, the works should be taken over from the local government to people on their initiative.</p>
<input checked="" type="checkbox"/> 6. To achieve a new working style	<p>Community business is widely recognized that it has a potential to create job opportunities and achieve a new working style. Community business is expected to become a key to solve problems and support livelihood within communities.</p>
<input checked="" type="checkbox"/> 7. To find out better use of local knowledge	<p>People of Kobe came to know the fact that it was neighbors helped them during emergency such as the earthquake. The Kobe Action Plan aims to rebuild communities and support the efforts by sorting out the knowledge and know-how gathered in the rehabilitation process.</p>
<input checked="" type="checkbox"/> 8. To create necessary systems	<p>To achieve a better social environment, people have to point out inconvenient systems and appeal to the local government to change the law and system. It does not mean to stand against the government, but to promote positive discussions to cooperate with them.</p>
<input checked="" type="checkbox"/> 9. To develop sense of value in life style	<p>People of Kobe lost lots of material stuffs and realized the importance of having a different sense of value. To achieve safer and environment-friendly society, it is important to continue to develop the sense of value in the life style.</p>
<input checked="" type="checkbox"/> 10. To build a decentralized social system	<p>To achieve sustainable civil society, making efforts to build a decentralized system is necessary. It is important to share the vision in the community to build a decentralized system by judging and proposing by themselves.</p>

👉 **Who takes the responsibility
to make the action plans implemented?**

After the earthquake, many proposals to solve problems in the rehabilitation process were brought, but most of them were faded out with time. This was because there were no well-defined roles and responsibilities. In Kobe, many groups or individuals had already played active roles in leading communities to achieve a better livelihood and society. Also community leaders were growing up, which was a key factor for the sustainable activities. Some of the groups are introduced in the following sessions per each theme of the Kobe Action Plan.



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Three themes of the Kobe Action Plan

The Kobe Action Plan is divided into following three themes:

Theme 1: Action Plans to unify Livelihood and Community

To unify Livelihood and Community implies that the base of activity is placed in the community, and problems of the community overlap with individual issues. In another word, one's happiness is the same as the community's. People of Kobe, living in a modern city, had little interest in communities they used to belong, because they did not have the livelihood in the communities. However, the earthquake evoked importance of community bonds which they used to have. It was no exaggeration to say that the bonds definitely influenced the speed of recovery in each community. People of Kobe learned the lesson from the bitter experience and were getting started to change the lifestyle. **The action plans to unify livelihood and community were proposed to empower community and to achieve sustainable livelihood and society.**

Theme 2: Action Plans to develop People's Activities

During the past eight years, the type of people's activities had been changed in Kobe. It had been turned to the activities to enrich the whole society from emergency support immediately after the earthquake. Having achieved 80% recovery in Kobe, financial supports were not expected to come any more. The groups which conducted the people's activities were inquired if the activities were really needed socially. The quality and output of the activities were severely tested. Even if the groups had great deal of ambition, the activities would be at a standstill unless they did not have enough fund and knowledge. **The action plans to develop people's activities were designed to build capacity of the groups and support them to develop the activities to meet needs of the society.**

Theme 3: Action Plans to achieve Sustainable Civil Society

To achieve Sustainable Civil Society, which was the ultimate goal of the Kobe Action Plan, people had to be self-reliant and change the social system counting on the local government. For that, various necessary conditions for people to take the roles and responsibilities were required. Also the authority and fund should be transferred to people's groups. **The action plans to achieve Sustainable Civil Society were recommended to enhance capacities of people and community groups to build a new self-governance system by equally coping with the local government and private sectors.**

Livelihood & Community	Community Creation	A 1-1 Livelihood base in community	A 1-2 Train coordinators	A 1-3 Places for community activities	A 1-4 Utilize schools		
	Community Welfare	A 1-5 Welfare activity place	A 1-6 Community Decision	A 1-7 Welfare community fund	A 1-8 Network welfare communities		
	Community Business	A 1-9 System of community business	A 1-10 People's participation	A 1-11 Utilize participants' specialties	A 1-12 Attractive working conditions	A1-13 Train staffs	A 1-14 Luxury services

Develop People's Activities	Capacity Building	A 2-1 Establish service center	A 2-2 Training program	A 2-3 Standard for self evaluation	A 2-4 Tax system for NPO	A 2-5 Community Fund	A 2-6 Community think tank
	Sustainability	A 2-7 Reform Residents' Association	A 2-8 Cooperation with local shopping centers	A 2-9 Education opportunities	A 2-10 Public relations		

Sustainable Civil Society	Community Governance	A 3-1 Community sovereignty	A 3-2 Community consensus	A 3-3 Cooperation with local associations			
	Local Government Reforms	A 3-4 Comprehensive local governmental window	A 3-5 Exchange of personnel	A 3-6 Decision making	A 3-7 Enhance management capacity	A 3-8 People's initiative for public fields	
	Cooperation & Partnership	A 3-9 Increase the number of third agents	A 3-10 People's proposals on policy & research				

Theme 1: Action Plans to unify Livelihood and Community

The action plans to unify Livelihood and Community were designed to change roles of community and family, and to make them more attractive to people. They were divided into three categories: **Community Creation, Community Welfare and Community Business.**

Community Creation

At the beginning, establishing a place where local residents can gather freely and have meetings is the most important to unify Livelihood and Community. It is also necessary to have a place to be able to use during the night hours to call city-workers back to the community. **As the place should be the core of the community, it should be managed by the local residents.**



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ACTION 1-1

Locate base of livelihood within community

People of Kobe learned that it owed the community to secure safer surroundings from the experience of absence of the local government immediately after the earthquake. **People have to change the passive way of thinking into a positive way of self-help.** For that, local associations and NGOs/NPO should create opportunities to promote cooperation within the communities. Public relation activities in community are also good ways to enhance community participation.

ACTION 1-2

Train coordinators

To promote cooperation between people and the local government or between local associations and professional groups/individuals, coordinators who have specific knowledge or expertise are essential within each community. The roles include: 1) to grasp the gist of problems and needs in the community, and coordinate them, 2) to disseminate appropriate information, and 3) to lay groundwork for the cooperation. In the rehabilitation process, such kind of people was brought in Kobe, but **it is still necessary to continue training the people who take initiatives in activities within communities.** Periodic training seminars are useful for this.

Manage the place for community activities



In order to conduct community activities, there should be a place in a community, which can be used freely by local residents. The place should be managed by people in the long run, so that a permanent secretariat is necessary to support the activities. It is recommended to entrust a people's group such as NGOs/NPO with the management.

ACTION 1-3



Use of core community facilities like schools



Schools are located in the center of communities, and facilities in school are basically well-equipped. The playground, classrooms, meeting rooms are the best places for the community activities during night time or weekend. It is the effective way to make an approach to open schools for the purposes. A private place like a meeting room of private company or collective apartment may also be possible to use for community activities. **Immediately after the earthquake, it was very difficult to find places for community meetings or activities.** Therefore, it is important to keep the places open even in normal situation.

ACTION 1-4

☞ Community Welfare

It is demanded nowadays to enrich welfare activities in communities more than ever due to increasing the aged in a society. In order to attain welfare-friendly-community, the following three conditions are required.

- ✓ To have various groups and circles which engage the welfare activities and members who take part in the activities within community,
- ✓ To have organizations such as NGOs/NPO, cooperative societies, or corporate bodies having expertise in welfare, and
- ✓ To create community business related to welfare



Following are the action plans to achieve welfare-friendly-community.

ACTION 1-5

☞ Create community place for welfare activities

To raise awareness and share problems within community, a comfortable place is required where residents can gather freely anytime and promote interactions. **Interaction within community, holding regular meetings, seminars for welfare activities (child care, care of the aged) are useful tool for this purpose.** By offering the opportunities to share same interests, it can be possible to promote a sense of community among local residents, and expand to activities related to the whole community as the next step.

ACTION 1-6

☞ Proposed by NPO, decided and implemented by community

There was not enough NPO to serve the community in Kobe. In order to overcome the situation in the future, promoting welfare business plans to fulfill the demands is necessary. Furthermore, it is quite important **to promote the business plans in cooperation with the community.** The plans should be decided and implemented by local residents even if they are proposed by NGOs/NPO. This is a key for the success.

Create welfare community fund



Community business is a non profit business managed by the community, applying people, materials, and knowledge procured in the community. It aims to preserve livelihood and community and create the necessary services by self-help. There are many issues about environment or welfare piled up within community. By creating community business to solve the issues, **the community can be revitalized, and interactions between NGOs/NPO and the local residents can be developed through the activities.** However, initial seed fund is necessary to launch community businesses. There are options to create Community Fund invested by local residents or to issue Community Money after the businesses become active.

ACTION 1-7

Network welfare communities



In order to expand the welfare community businesses and make them success, it is important to create network within and outside communities. Since the **welfare community business aims to share problems of families or/and individuals** and support each others within community, it should be expanded to wider communities and put them into practices as much as possible through the network.

ACTION 1-8



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Community Business






In order to overcome various problems within communities, creating community businesses is an effective way to revitalize whole community, and consequently unifying livelihood and community. After the earthquake, community businesses are expanding rapidly in Kobe. The main fields of community business are 1) Welfare for the aged and handicapped and 2) Community Planning/Revitalization. The characteristic features of community business are as follows;

- ★ To show the way to solve problems by **applying affordable resources** within community,
- ★ To achieve a new working style **combining both working (social contributions) and earning within community**, and
- ★ To have **social values** with full of humanity.

It is on the premises that community business should not pursue profit but show a way to achieve a society with full of humanity. For that, it is necessary to extend the business wider by opening the know-how and useful information to anyone. It is also important to provide attractive working conditions and environment for people who are involved in the business. Furthermore, it is required that **the fields of community business should be expanded beyond welfare services**. However, while it is noticed that community business can produce employment opportunities within communities, it is not easy to produce enough profit to support livelihood of employees. Following are the Action Plans for community business.

Create an appropriate system for the success of community business

Since community business should pursue social values but profit, it is hoped to be extended to wider communities. For opening the business methods and **information is critical**. For example, it is effective to share the following information;

-  How to find out needs and to make surveys in communities
-  Logistic to launch a new business
-  How to find out suppliers or to market products
-  Knowledge of social insurance and how to set wages for employees
-  How to apply a grant or subsidy

This information should be gathered and kept available to provide for public reading for the purpose of launching a new community business. It is helpful for groups which already conduct activities voluntarily and hope **to enhance quality of the activities in future**. It is needed to create systems to secure a certain income by providing consultancy with a fee, or public reading with an admission fee, to ensure inflow of information and resources.

Encourage housewives and the aged to take part in community business



After the earthquake, interests to volunteer activities were increasing rapidly in Kobe. Volunteer activities and community business are not exactly the same but there was data which showed **high interests to volunteer activities among the middle-aged or the aged generations**. For the sustainability of community business, human resource is one of the key factors, and this can be systematized by utilizing aged people and housewives.

ACTION 1-10



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Make good use of participants' specialties



It is important to welcome participants warmly and at the same time it is essential to utilize their specialties. Many of the aged people wish to play roles to become members in the society. **Grouping those people with specific knowledge** is a good way to extend community business wider.

ACTION 1-11

Supply attractive working conditions and environment



It is necessary to provide a basic salary scale as long as it is named business. Even if it is important to concentrate on contents of the activities, a system should be established for the proper utilization of human resources. Most of the participants must be aware that they cannot expect big salaries in community business. However, considerations to supply attractive working conditions and environment besides salaries are required. For example, **to provide an atmosphere of enjoyment in working** and making employees feel that the work is very helpful and useful to many people. This is an added incentive to the employees.

ACTION 1-12

ACTION 1-13

 **Train staffs who are involved in community business**


Business knowledge is essential to run community business. Those who have the business experience can make good use of it, but those who do not have or need to have further knowledge are better to learn the method or necessary preparations to start community business. The basis of community business is to find out needs and the solutions within community. It is recommended that **a feasible business plan should be formulated** after intensive surveys in cooperation with experts or the local government. After that, it is needed to decide an actual field of business, and to learn practical methods how to manage fund etc. It is important and effective **to organize seminars or lectures to learn the practical know-how**. Also promoting interactions and internships among groups dealing with community business is a good way to learn effective ways to develop the business. Interactions over different sectors help to train staffs mutually, and it also helps to recognize each other's roles for future cooperation toward building sustainable civil society.

ACTION 1-14

 **Luxury services in community business can be an option to raise funds**

In Japan, welfare is a main field of community business. It is the most essential service especially in Kobe because the local government cannot take care of it sufficiently and private sectors do not target it due to too small needs to make profit. However, **the welfare community business often faces a big problem to continue the business due to lack of funds** caused by the fact that most of the beneficiaries cannot afford to pay enough price to support the business. It is obvious that fully worked-out plans are needed to overcome the situation. One option might be to provide luxury services to wealthy people, and transfer the earning gained by the activities to the activities for the more needy people.

ACTION 1-15

 **Enrich social systems to encourage community business**

There is a social system in Japan to provide a certain grant for smaller businesses when they face difficulty in management. It is a system to secure employment and at the same time it is because those smaller businesses are recognized important to the society. Community business should be regarded as the same category as smaller businesses and given a chance to get grants taking into consideration of the important roles in welfare services in communities. In Hyogo Prefecture, a system to support community business was established in 1999. It was designed **to be able to get a grant** of maximum three million yen per year. Such a system should be continued and also needed **to promote loan systems** for community business. Furthermore, making an appropriate approach to the local government is necessary to enrich those social systems to encourage community business in cooperation with consultants, experts, lawyer, and accountants through networking.

These fifteen action plans to unify Livelihood and Community are essential factors to rebuild communities through grass-root activities and to reconsider the importance of community and its bonds which have become weak especially in urban areas. The actions such as community business seem not to be related to disaster management or preparedness, but in fact people of Kobe learned the importance to enhance capacity in the community during disasters.

Only empowered communities having strong bonds, sense of relationship, full of humanity, can face the problems and emergency including natural disasters.



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Activity Report 3: Women's Company Pole Pole

*Toward women's social participation
through community business plus volunteer activities*

Pole Pole means "slowly" in Swahili. The motto of the women's Company Pole Pole is "Create by ourselves, any services we want". It is a basic concept that **women have to be independent not only socially but also economically, and should keep strong bonds with society.** The business was established in 1994 to provide working women with services such as house-works, nursing.

At the same time, Pole Pole started volunteer activities besides the business, which aimed to raise awareness and promote understanding the importance of knowledge of nursing and the other issues within communities. The main activities were to hold seminars or workshops periodically.

Thus, while Pole Pole as a volunteer group aims to resolve women's issues at community level through the educational activities, women's Company Pole Pole promotes social participation for women through community business.

However, although these business and activities have critical and important roles in the society, it is not easy to secure employees' livelihood sufficiently. The needs to solve the problems, and challenges to create systems for younger generations are still remaining.

In 1997, the Hyogo Prefectural Government acknowledged that the Pole Pole has created job opportunities for women and providing good services for health and welfare in the community, and invested capital applying "Capital system to create new industry". Women's Company Pole Pole is walking SLOWLY but steadily toward **women's social participation through community business and volunteer activities.**

Theme 2: Action Plans to develop People's Activities

The action plans to develop people's activities were designed to build capacity of the groups and support them to develop the activities to meet needs of the society. The action plans were divided into two categories: **Capacity Building** and **Sustainability**.

☞ Capacity Building

➡ Establish a service center to support people's activities

Many kinds of issues would be raised up when people's groups try to manage the activities. It would be helpful for them if there is **a service center for consultation with experts in case of the establishment of the group at any time**. The function to provide necessary information for the activities, such as grants, is also required to the center. It is needed to establish a service center which is able to provide these services and support people's groups and its activities. It is essential to have a place in order to exchange information or network per functions: 1) public relations to local residents, 2) networking with the government/private sectors/research institutions, and 3) coordination. For that, a permanent secretariat should be established as a service center for community use.

ACTION 2-1



Encourage people's groups to conduct training program ←

Like other fields, it is the most critical issue to bring up community leaders. However, it is not easy both economically and physically for any groups to participate in appropriate training. Thus, it is proposed to make a plan in order **to conduct training programs by themselves or in collaboration with other groups by bringing each issue and theme found in the daily activities.**

ACTION 2-2



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Set up a standard for self evaluation ←

For sustainability of people's activities, self-evaluation is essential. It is also necessary to enhance the quality of activities in order to meet social needs. The standard for self evaluation should be set up through **actual experiences and the evaluation should be conducted periodically.**

ACTION 2-3

Introduce a tax system to support NPO and its activities ←

In order to secure funds for people's activities, efforts of both the local government and community/people's group are essential. At the community/people's group level, it is needed to formulate a system, on the other hand at the local governmental level, it is hoped to establish a tax system in order to support NPO. As of December 2000, only few people's groups can get discount on tax duties by the current tax system in Japan. Obviously, it is necessary to make an appeal to the government for **the tax reform in order to activate people's activities much more than ever.**

ACTION 2-4

➔ Create community fund

After the earthquake, people's activities faced serious financial problems. Under the circumstance, "Community Fund, KOBE" was established to raise funds by people themselves. The donations gathered through fund-raising campaigns were used for grants in order to support people's activities. However, there was a severe fact that donations were getting less and less by year. In order to secure the fund continuous efforts to promote *Donation Culture* are required. Funds raising can be done by involving private sectors, and holding events.

➔ Establish community think tank

Besides appropriate personnel, a think tank to provide knowledge and expertise is essential to sustain people's activities within communities. It is required to make necessary policy suggestions with people's viewpoints on surveys and researches from the same stance. The roles and functions required to community think tanks are as follows;

✎ **To sort out the know-how of each people's groups or individuals, and make it a standard practice.** This can enhance sharing knowledge.

✎ **To propose a long-term strategy**

Proposing a long-term strategy is very important in order to develop people's activities. For example, making a list of business should be taken over from the local government or the method to take initiative in social welfare issues are some of the issues to be considered.

✎ **To propose cooperation between people's groups and the local government**

Promoting cooperation with the local government is essential for people's groups in order to take initiative in public businesses. The think tanks are required to prepare general rules and conditions to help the cooperation.

✎ **To propose cooperation between people's groups and local private sectors**

In addition to cooperation with the local government, local private sectors' cooperation is also necessary. It is required to propose collaboration in social contribution or community building. It is also an important role to hold events or forums in order to understand each other's role and responsibility in communities.


✎ **To enhance capacity of coordinators and community leaders**

In order to promote cooperation among the local government, local private sectors, and people's groups, roles of the coordinators are very important. To train the coordinators is also one of the roles of community think tanks.

 Sustainability

People's activities should be created and supported by people themselves. In order to sustain the activities, continuous efforts to familiarize the activities to local residents are required. The following action plans were proposed in this regard:



Empower Residents' Associations 

Residents' Associations can play a role as a core of community activities. For that it is necessary **to increase the self reliance of the associations**. It is required to develop activities of the associations, such as public relations, holding community festival etc.

ACTION 2-7




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Cooperate with local shopping centers and markets 

Local shopping centers and markets are the core of livelihood and interactions in community. In order to make a good use of them in promoting community activities, it is necessary to share ideas of local businesses in cooperation with merchants and community groups like NPO. For example, proposing **shopping help service for the aged**, or **holding events** in order to revitalize the community, and **enhancing cooperation** through community activities can be suggested.

ACTION 2-8

Create opportunities of "Education for All" 

In order to familiarize community activities and create opportunities of community participation, it is advisable to hold various seminars, for example, gardening seminar, computer class, lectures on community history, and so on. Nowadays there are many services of "Education for All" supported by the local government. However **practical activities are better to be conducted by people themselves**, and the local government should provide support to prepare the groundwork.

ACTION 2-9

➡ Establish public relations in order to interact with residents

In order to introduce community activities to local residents, it is effective to **publish community magazines or bulletins in collaboration with media**, or take part in the **Community FM radio**. It is advisable to focus on two-way communications by setting up opportunities for local residents to speak in the bulletins or FM. It helps to have closer interactions with local residents and to get them involved in community activities.

These ten action plans to develop People's Activities were designed in order to enhance cooperation among local associations and residents and NGOs/NPO. It aimed to enhance capacity of people's groups and develop the activities. Immediately after the earthquake, a phenomenon called "bubble economy by the earthquake" appeared in Kobe. However, donations are not gathered in Kobe any more after eight years. Under this circumstance, **people's activities are now tested on the quality and abilities**.

Activity Report 4: Community Support Center, KOBE (CS KOBE)

From the Supported to Supporter

One year after the earthquake, the first community support center in Japan, CS KOBE was established in Kobe in the stream of emergency support activities immediately after the earthquake. People of Kobe had been supported by many people after the devastation. On the basis of an idea that "**the supported can be supporter in return**", people of Kobe must have something to be able to support the other people all over the world. CS KOBE aims to support people to start the activities voluntarily.

The main function of CS KOBE is to incubate people's activities from scratch. It is to instruct how to manage the activities by providing grants maximum 500,000yen per year. The subsidies are supported mainly by Japanese foundations. The activities already launched are: carpentering, computer school, sewing service, and clerical support. CS KOBE consults the groups/individuals to start community business taking into consideration of local needs.

The main business income of CS KOBE comes from **collaborations with the local government**. One of the collaborations is `Job support center`. This is a support center to help matching job recruiters and job-hunters who wish to work for public but not as volunteers. This plays the same roles as a public employment security office. The collaboration business with the local government was authorized by competition and it showed CS KOBE was highly appreciated the capacity of management than many other NPO. The annual budget of CS KOBE is more than 80,000,000 yen, and CS KOBE was registered as an incorporated NPO in 1999.

CS KOBE is one of noteworthy groups which show its ability to transform needs into actions through wider network.

Theme 3: Action Plans to achieve Sustainable Civil Society

The action plans to achieve Sustainable Civil Society were designed to expand the fields in which people should take responsibility, and to enhance community initiative. These were divided into three categories: **Community Governance, Local Government Reforms** and **Cooperation and Partnership**.



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Community Governance

Establish a community sovereignty per school area

After the earthquake, a demand to transform the authority and source of revenue of the local government to each ward was raised from people who were working for the rehabilitation in Kobe. However, it was not easy for each ward, having several thousands of residents, to reflect each resident's wish into governance in such an urban city. Consequently, it is necessary to establish community sovereignty per school area, and **to transform the authority and source of revenue into each community**.

ACTION 3-1

Try to take a tough role to make a community consensus

In order to promote community governance, it is necessary to have ability to settle down different opinions or perception within a community. The role used to be depended on the local government because no one wanted to take the tough role. In order to make a consensus on planning or implementation of activities, **it is essential to share any information and to understand any problems within the community**. It is not very easy to open any information or each opinion because it might cause troubles or confliction among local residents. However, to open information and individual opinions is sometimes required for making a community consensus in the planning process. It is also effective to seek consultation with experts or professionals who are accustomed to the local context.

ACTION 3-2

➡ Have better prospect in cooperation with local associations

Sustainable Civil Society can be achieved only through community activities, such as public security, cleaning, waste disposals, nursing care, managing public library and so on. Those activities are basically regarded as more effective to be handled by people themselves, because they know better about their surroundings and needs. It is necessary to search a real meaning of community initiative through establishing a foundation of practical services to meet community demands. For instance, there are some people's groups which have already started activities to help each other especially in the field of welfare. These activities are mainly initiated by local residents' groups and NGOs/NPO. As **Residents' Associations usually have wider information on the community**, it is helpful for outside NGOs/NPO to develop their activities in cooperation with the associations. It is ideal that the local information and the knowledge gained through actual activities of outside NGOs/NPO should be linked together in order to develop community activities.

📖 Activity Report 5: City and Prefecture Level Initiative

👉 Takarazuka City

After the earthquake, Takarazuka city in Hyogo Prefecture established twenty Town Planning Councils per school area and promoted interaction activities such as community festivals, concerts in each community. **The city government sees itself as a catalyst** without interfering but providing grants, helping residents to get involved in the activities through self-help.

👉 Gunma Prefecture

Gunma Prefecture promotes to establish `small governance`. A practical research to **transform a part of authorities and source of revenues of community planning into community governance is conducted**. This is a governor's proposal, where each community is authorized to manage 300,000,000 yen and conduct any activities by people's decisions. There is a principle that every process, planning, designing, and implementation should be conducted by local residents with affordable sources within community. However, it is possible to send city officers or retired officers to help the activities anyhow if needed. Vacant classrooms of schools are able to be used as a base of the activities during night time or weekend, which enhances interests and attachments to their schools and communities and makes schools as a real core of the community.


Thus, it is hoped that infiltration of the system and activities of small governances are rooted into communities. Also the businesses such as welfare, education and environment should be proposed and implemented by the local residents, and the activities should be managed by community governance, which **enhances local residents' capacities of self-governance**. Through empowering community like this, people can perform appropriately to stand up to any issues and problems such as natural disasters by self-reliance.

 **Local Government Reforms**

In order to transform authority from the local government to people, reform is required, which will establish equal cooperation between the local government and people.



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Put all windows into one to meet local needs 

In order to promote Sustainable Civil Society, the local government is requested to perform advisory roles to back up people's activities, and help the groups/individuals by providing necessary environment. The local governmental structure usually is divided into several departments, such as city planning, welfare, disaster management, and so on, and so does the service windows. On the other hand, **community groups try to act in a holistic way, and face obstruction in seeking cooperation with the local government.** Naturally, each field: welfare, disaster management, city planning etc. is very important factor for community planning, so that there does not exist an idea for community groups to cope with the problems per field. Thus, there is a need to set up a window to provide consultancy services comprehensively in order to help further development of community activities.

ACTION 3-4

Promote exchange of personnel among the local government, NGOs /NPO 

In order to create Sustainable Civil Society in cooperation with the local government and people, it is important to deepen understanding each other's perspective, position, and character. For that, it is advisable to promote exchange of personnel between the local government and NGOs/NPO. It is needed to **shift source of revenues, information, as well as personnel from the local government to people** at the same time when the roles and responsibilities are transferred to people. Therefore, it must be a great opportunity for NGOs/NPO to learn from invaluable experiences of the local government. In order to understand and absorb people's choice and perspective, it is also required for the local government to accept personnel from NGOs/NPO.

ACTION 3-5

➡ Bring local residents in decision making

There are many fields deeply related to people's livelihood, and the community can take leadership in these issues. It is important to consider well in advance and decide together which field of works should be led by local associations or which business should be managed by NPO or NGOs. **The process is far more important to understand what Sustainable Civil Society is, or how to promote it.** In case of that community consent cannot be made, it may be an option to secure fairness by a local referendum.



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➡ Enhance capacity of community management

In order to promote Sustainable Civil Society and meet needs and demands of the community, it is required for local residents and groups to enhance their capacities of community management. In order to conduct these activities, **it is necessary to learn the know-how, such as how to find out needs and problems of the community and to solve them.** For that, it is important to devise methods to promote cooperation between residents groups having community ties and outside NGOs/NPO having experiences and knowledge to conduct community activities. It is hoped to develop capacities of community management by digging up hidden talents, or making up for each others' shortcomings, and learning lessons from best practices.

➡ Establish `White Paper for Public Fields`

It is helpful to identify practical issues as a White Paper by examining each public field to be transferred to people from the local government. However, **it is still left untouched how it should be done practically, even if both the local government and people can understand a principle of the transference.** For example, there were many activities conducted by people voluntarily in the rehabilitation process, some of which were transport services for the aged and handicapped, or care and advisory services for people living alone or far from their families in temporary houses and shelters. Although these activities should be highly regarded as public works seeing from the aspect to be able to support community as a whole, they were still considered as voluntary activities only because they were conducted by people. This inconsistency should be solved. First of all to start cooperation among people and the local government, establishing White Paper by people themselves must be an effective way to define people's field.

☞ Cooperation & Partnership

`To achieve Sustainable Civil Society` was the final goal of the Kobe Action Plan, but there was no definition of the Sustainable Civil Society itself. The definition varied from people to people. However, it could be a common understanding that it was at least not a society with centralized administrative power, but with the principle that **sovereignty resides in people**. It was a major premise of the Sustainable Civil Society that there must exist self-sustained people within the community. In order to be self-reliant of people, the activities of NGOs/NPO are very critical, and the empowerment of NGOs/NPO as well as people themselves is also essential.

Followings are action plans to promote cooperation to achieve Sustainable Civil Society. These are the challenges to be worked out in longer-term. Since the earthquake, the words such as `Cooperation` or `Community Initiative` had been overused, but the proper `Cooperation` or `Partnership` was not likely to be rooted into communities. **Cooperation means that each sector understands each others' roles and differences clearly, and each sector plays their own roles appropriately in equal cooperation with the other sectors.**



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📌 Note:

“The third agent” stands for organizations or parties which coordinate the proceedings of meetings between people and the local government.

Increase the number of the third agents*

In the rehabilitation process after the earthquake, third agents had been playing important roles to solve lots of complex issues. The roles were mainly: 1) to propose policy to the local government on the basis of needs and demands of victims of the earthquake, and 2) to act as mediators to communicate between the local government and the victims. **The roles of the third agents are nowadays changing from emergency supports to creating a new social system and identifying how to function it in a normal situation.** These third agents are expected to promote cooperation between people and the local government, and to secure the collaboration of activities to support people groups with funding, personnel, knowledge and information, and to propose to people, private sectors and the local government from a standpoint of third party. Even if the third agents get funding support from the local government, they should not be controlled by anyone. They should maintain **a neutral position**. The third agents are necessary to involve members of NGOs/NPO to support people's activities at grass root level as well as enhance participation of researchers, experts, businessman, and professionals. There is no doubt that the support such as funding, knowledge, and technology from private sectors are also essential.

ACTION 3-9

➡ Propose people's policy and research agenda

There were only few consultants or researchers who had supported people or its groups voluntarily, and it could be said that **people had not got any think tanks so far**. In order to increase capacities or effective voices for people, community think tanks are required to have following roles and responsibilities: 1) research and analysis of community issues comprehensively, 2) propose practical policy including social system or planning to people, the local government and private sectors, and 3) support them to achieve the policy. The most characteristic feature of the Community Think Tank is to implement the plans or proposals with their expertise and functions as program officers. In addition to the research to put the Kobe Action Plan, it is required to take part in discussions to promote cooperation with the local government or private sectors as experts. For example, **Community Think Tank is required to make a practical proposal on reform of systems of a local referendum**, discussion/decision in community participation, public hearing, and so on. The research to propose how to transfer authorities and source of revenues to people practically in decentralization of power from a people's perspective is also essential. There is no doubt that it will contribute towards achieving Sustainable Civil Society.






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Activity Report 6: Kobe Rehabilitation School: Kobe Research Institute for Community Planning

Under the slogan of 'Let's convey real images of the earthquake nation wide', a group of message tellers, **Citizens Caravan** was established in 1996 and had visited more than 250 places to disseminate the experiences of the earthquake to around 20,000 people in Japan. The member of Citizens Caravan consisted of experts, researchers in city planning, and earthquake victims themselves. After three year activities, the members proposed to deepen the contents of message besides telling the story of the earthquake as wider as possible. Accordingly, Kobe Rehabilitation School was launched by people who actively took part in the rehabilitation process, and involved professors, architects, medical doctors, media, and so on. The motto was **Research, Disseminate, and Implement by victim themselves**. The Kobe Rehabilitation School had held seminars periodically in order to report results and outcomes which each member researches and analyzes issues related to their fields.

In March, 2000, Kobe Research Institute for Community Planning, based on the Kobe Rehabilitation School, was certified as an incorporated NPO and started their activities for sustainable rehabilitation and city planning in a long term perspective. The objectives of the activities are as follows:

-  **Research and policy proposal** for Community Planning,
-  **Support research groups** and NPO networks related to the earthquake rehabilitation, and
-  Business to **promote community planning and activities**

These activities are conducted in a school building which was closed due to decrease of children. A collective office was established in a vacant room and used as General Support Center for civic activity.

Furthermore, most of the members of Kobe Research Institute for Community Planning participate in the local governments' committees for earthquake rehabilitation. From the wide experiences and perspectives, the members try to form a shadow cabinet to make policy proposals to the administration. This will help community to be self-reliant, and achieve Sustainable Civil Society.



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□ Conclusion

Through the formulation of the Kobe Action Plan, various aspects were verified and the needs for achieving Sustainable Civil Society were proposed. As a conclusion of the Kobe Action Plan, some important points were listed below:

Initiative

In the future society, it is desired that people take initiative in activities which are related to their communities. In order to lead the initiative, it is needed to have meeting places for activities in the community. It is also recommended to start community business to satisfy needs in the community. The most important thing is that people should take the lead in commencing any activities and take responsibility for them. By sharing responsibilities in critical areas a partnership with the local government can be achieved.

Partnership

An important issue in the community activities is the partnership with different stakeholders, including local government, non-government, and professional societies. Local associations such as Residents' Associations should establish a workable and need-based relationship in a mutual benefit basis with all these different types of organizations and agencies.

Leadership

To achieve the partnership with the local government, it is essential for people to cooperate together and have common consensus in the community. However in real situation it is difficult to do it. For this, it is useful that a person or an organization take the leadership in making decision and setting up meetings. It is also important to raise future leaders and human resources in the community.

Professionalism

Professionalism of efforts is found to be the key element for success of the community rehabilitation. After the earthquake, it has been observed that the professional bodies (including NGOs/NPO) were involved in the rehabilitation program. Local associations and other community-based organizations can gain useful lessons by working with the professional organizations, and develop professional skills in themselves.

Motivation

Motivation is also the key point, which should urge the local people and the local leader to take appropriate action. Motivation issue is very much related to the leadership and initiative of the community.

 **New Vision**

The community leader should have new vision, which should reflect the dynamic character of the community activities. Involvement of young generation should provide new ideas. New ways of community business, new strategic decision on generation of community fund are important factors in this regard.

 **Community Fund**

Community Fund is an essential tool for the long-term efforts in community activities. While individual people should contribute to this fund, efforts should be made to raise fund from the local governments and local business societies. This fund not only supports the daily community activities, it should also help in generation of new small economy within the community to provide livelihood alternatives in the society.

 **Sustainability**

To make the present people's activities sustainable, the support system by the local government, local associations, NGOs/NPO are essential. This system consists of fund, human resources and institutions. It is also crucial factor to make local people interested in their community and induce them participate in community activities. For this, community business, events, and public relations activities are helpful.

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Chapter 4: Future Needs

Although the Kobe Action Plan was formulated, it is still not enough clear how it should be utilized and who should implement it. Considering that it was formulated for a practical use, this would be a crucial problem. A few key points are mentioned below, which needs future interventions.

★ **Verification, modification & updating of action plans**

As mentioned, the Kobe Action Plan was proposed in 2001 based on previous people's activities in Kobe. It needs to be verified, modified and updated to a better one as situation and circumstances change. Otherwise, it would not be useful and people would forget it. It is desired that it will be developed as a handbook for people who work for **Sustainable Civil Society**.

★ **Roles & responsibilities for implementation**

To make roles and responsibilities for implementation clear among involving organizations, it is needed to decide that how many organizations will cooperate together and which organization will take the leadership among them. It is sure that the leading organization takes the responsibility and it should urge others to cooperate together. Clear roles and responsibilities make the implementation go fast and smooth.

★ **Ownership transfer**

Although the People's Rehabilitation Plan and the Kobe Action Plan were formulated from **people's standpoints**, it is not easy for people to implement by themselves. People need supports from the local government, NGOs/NPO, experts and academic societies. It is desired to turn **People's** Action Plan into **Everyone's** Action Plan to achieve the common goal.



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Community Building and Planning by Residents in the Nishi Suma Area





□ Objectives

The *People's Rehabilitation Plan* and the *Kobe Action Plan* which were explained in chapter 2 and 3, did not exist before the earthquake but were formulated through voluntary actions and experiences of people of Kobe, during and after the earthquake. In this part, the Nishi Suma area in which characteristic people's activities have started before the earthquake is to be focused among disaster-stricken areas in Kobe. Review of the rehabilitation plan and practical example of the Kobe Action Plan in the Nishi Suma area are the characteristic feature of this chapter.

A distinctive feature of people's activities in the Nishi Suma area was that **people had sought for an equal partnership with the local government** in welfare and environmental aspects and achieved it such as in the renewal project of *Tenjoyougawa park*. Besides, people had continued community businesses which provided welfare services instead of the local government, and public relations activities which had contributed to the development of self-sustained people.

Community building and planning by residents in the Nishi Suma area held a lot of pressing problems. It was notable that **civic activities in Nishi Suma started before the earthquake** and due to the community bonds, many people were saved by local residents after the earthquake. This case study would highlight important information on how bonds in the community functioned during and after the earthquake and how they should be built up.

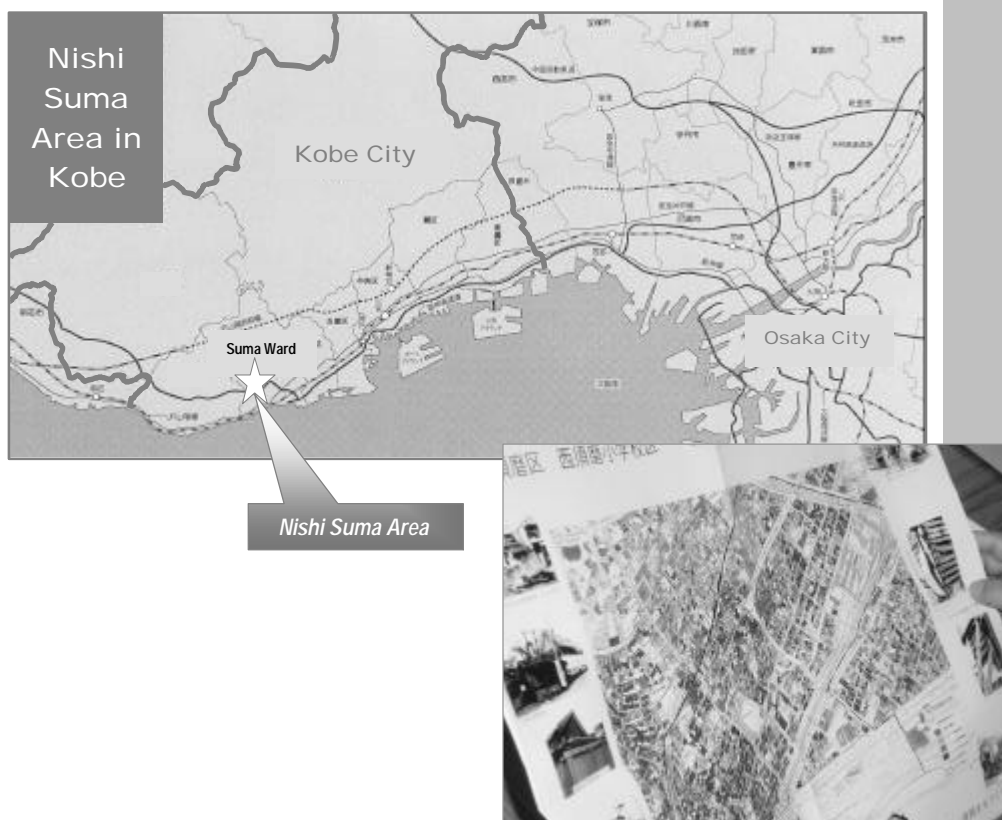
□ **Composition**

-  **Section 1: Characteristics of the Nishi Suma area**
-  **Section 2: Impact of the earthquake**
-  **Section 3: History of people's activities**
-  **Section 4: Implementation of the Kobe Action Plan
in the Nishi Suma Area**
-  **Section 5: Advantages of community bonds and problems
for realizing Community-based Disaster Mitigation**
-  **Section 6: Future Civil Society**

Section1: Characteristics of the Nishi Suma Area

Location and demography

The Nishi Suma area is located in the west part of Kobe city. The area is 2km² which is surrounded by sea and mountains and extends 3km east-west and 1km north-south. The Nishi Suma area has an old urban area and a new area which is called as *Suma new town* in the northern part. In general, it is known for its mild climate and beautiful nature. The population of the Nishi Suma area was about 28,000 before the earthquake. In the old urban area, most residents had a higher average age, and had lived there for years.



Accessibility

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The Nishi Suma area is narrow north-south and wide east-west and has been known for its **critical location in terms of traffic** for a long time. In this narrow area, Japan Railways(JR) and Sanyo Railways run east-west and Route 2 runs between them. Around the Nishi Suma area, the Hanshin Highway is connected with the 2nd Shinmei Highway and the major roads which connect wide areas surrounding the highways. If major roads are to be constructed as the Kobe city government plans, the Nishi Suma area will be divided into more pieces by the passing roads. Consequently, it will be a more difficult town to live.



Emerging problems

There are many complicated alleys in the Nishi Suma area. For elderly people and children, it is a safe place to live because cars can not go into the residential areas. However for the younger generation the existing infrastructure is not convenient to live. This situation has caused **an outflow of the younger generation from the old Nishi Suma area to the suburban residential areas** and the elderly people are left alone in the old area. This is one of the reasons for the **acceleration of the aging society in the area**. As of 2000, the percentage of elderly people (over 65 years old) was just 16% in Suma ward as a whole, however that of the Nishi Suma area was 21% and it showed that aging population was accelerated especially in this area. Because of the many **narrow alleys and slopes, there is no public transportation** like bus services and it is hard for the elderly people to go to clinic for medical check and to visit libraries and cultural classes. In this way, the Nishi Suma area has several emerging social problems to be solved in people's lives and livelihoods.

- Changes of Population and Percentage of Elderly People -

		Population	People Over 65	Percentage of Elderly
1990 Before the earthquake	Suma ward	188,119	18,179	9.66%
	Nishi Suma area	28,017	4,376	15.60%
1995 Just after the earthquake	Suma ward	176,507	20,933	11.86%
	Nishi Suma area	21,002	3,544	16.87%
2000 5 years after the earthquake	Suma ward	174,056	28,647	16.46%
	Nishi Suma area	23,853	4,930	20.67%

Section2: Impact of the earthquake

Characteristics of damage in the Nishi Suma area:

The Nishi Suma area had intensive effects of the Great Hanshin-Awaji earthquake. After the earthquake, as many victims had to leave the places where they used to live, the population in the area had declined to about 24,000 in five years. Because houses and buildings in the Nishi Suma area were not equipped with proper functions as an urban city, the effect on building was severe, especially in densely built-up wooden districts. **41% of houses were completely destroyed and 40% of them were partially destroyed.** Because public money was invested on the removal of completely and partially collapsed houses within a time limit, the increase of vacant lots was prompted during 3 to 6 months after the earthquake, and **54% of the land became vacant in one year.** In its southern part near the sea where the damage was concentrated, the landscape and the atmosphere of the town had changed severely for the reason of additional influences due to **rezoning and the designation as sites for major roads.** In the rescue operations, serious situations occurred where emergency cars were not able to go into areas because of narrow and complicated alleys. On the other hand, **many people were saved from the collapsed houses due to closer bonds of the community.** Although the Nishi Suma area was seriously damaged, it was designated as an “unsupported area” in the rehabilitation plan by the local government. The local government emphasized on the major road project. Rehabilitation and community rebuilding were put into the peoples’ hands.



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- Damage Severity according to Structural Style in the Nishi Suma Area -

	Completely Destroyed	Partially Destroyed	Partially Damaged	No Damage	Total
Wooden	1,154 (40.9%)	1,129 (40.0%)	434 (15.4%)	104 (3.7%)	2,824 (100%)
Reinforced Concrete	11 (0.6%)	429 (25.2%)	424 (24.9%)	841 (49.3%)	1,705 (100%)
Steel Frame	66 (11.9%)	137 (24.6%)	181 (32.7%)	173 (30.7%)	556 (100%)
Total	1,231 (24.2%)	1,695 (33.3%)	1,039 (20.4%)	1,116 (21.9%)	5,085 (100%)

Problems for recovery at individual level

From the results of questionnaire surveys on victims' problems, it was clear that there were many victims who were not able to return to their houses after the earthquake. In rebuilding their houses, following three main constraints were put on the residents: 1) **funds**, 2) **strict building standards**, and 3) **complicated problems with rights adjustments on leases and rent**. These problems had a large influence on the rehabilitation and community building and planning in the Nishi Suma area and they should be considered seriously as common problems in the community along with the preparation of urban foundations like narrow alleys.



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Section3: History of people's activities

Before the earthquake, urban planning projects focusing on rezoning and constructing roads in the Nishi Suma area were an outstanding problem for the Kobe city government. **The people's activities in the Nishi Suma area came into existence from opposing activities towards "major roads" projects** which the Kobe city government worked out before the earthquake. In particular, one-sided decision on these projects by the Kobe city government had a rather negative influence on the community activities and produced opposing relationships between the people and the local government.

At present, people of Nishi Suma continue their activities to solve not only the major roads problem but various other problems. In the chronological table, the major activities and events which are concerned with community building and planning in the Nishi Suma are shown.

- People's activities in the Nishi Suma area -

Y	M	D	Events
1946			Urban planning for five roads was decided
1968			Urban planning for a new road was decided
1989	12	5	The Kobe city government got to work on the major roads projects in the Nishi Suma area
1991	1		Establishment of the Official Nishi Suma Town Planning Council
1994	1	28	Residents were upset with the Kobe city government and official forum was driven to a standstill
1994	12		Proposals from three Residents' Associations were rejected
1995	1	17	 The Great Hanshin-Awaji earthquake
1995	3	15	The Kobe city government decided urban planning for three major roads in the Nishi Suma area
1995	10	1	Establishment of the Nishi Suma Community Planning Forum
1995	11	2	Establishment of the voluntary environmental impact assessment (voluntary EIA) team
1995	12	13	The first voluntary EIA with the assistance of researchers and experts
1996	10	28	Negotiations on the renewal project of Tenjyougawa park with the Kobe city government
1998	2		Inauguration of the "Nishi Suma Urban Planning Road Pollution Dispute Conciliation"
1998	5		Establishment of the Nishi Suma Danran as a welfare network
2000	2	11	The first Nishi Suma Town Meeting
2000	10		Danran was authorized as a NPO cooperation

1) Confrontation with the local government

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'The major roads project' for constructing of three new major roads across the Nishi Suma area, started in 1989. To receive the feigned residents' approval, the local government set up an *Official Nishi Suma Town Planning Council* in 1991, however residents were offended by one-side decision making and the forum was driven to a standstill. Amid such a tense situation, in 1994, the residents' request for community building and planning in the Nishi Suma area was proposed to the Kobe city government by three Residents' Associations (Western Suma, Eastern Nishi Suma and Tsukimiyama) but resulted in no agreement.



2) Establishment of the Nishi Suma Community Planning Forum

Even in the face of hardship and sorrow in shelters immediately after the Great Hanshin-Awaji earthquake, people gathered a few days later and resumed their activities. The aim was **not limited to recovery from the earthquake but to build a community resilient to disaster and a community with sufficient welfare**. Such a prompt resumption reflected the strength of the bonds in the community, and the continued people's activities before the earthquake.



In March 1995, the Kobe city government enforced a decision of urban planning projects which included three major roads in the Nishi Suma area. On top of that, the decided project was changed from an initial rezoning method to acquisition method of sites only for roads.

Although people were indignant at this decision, they were sensible in looking for how to realize community building and planning by people on the principle of **achieving an equal partnership with the local government**. In October 1995, the Nishi Suma Community Planning Forum (hereafter **Nishi Suma Forum**) was established to propose people's plans towards the Kobe city government. For a while, it continued through turmoil of not being recognized by the local government.

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People carried out **Voluntary Environmental Impact Assessment (EIA)** of existing major roads with the assistance of experts and researchers, and had strengthened their unity and influence gradually.

3) Partnership with the local government

Although the Nishi Suma Assembly opposed the local government in the major roads problem, it had achieved an equal partnership with the government in community building and planning by people in other fields. For instance, in a **renewal project of Tenjyougawa park**, peoples' proposals on the renewal of the park were accepted. A new assembly hall for the Residents' Association was built in the park and it functioned as a common meeting place for people's activities. As another example, the welfare network **Nishi Suma Danran** which was derived from the theme-based activities of the Nishi Suma Forum carried out community business in the Nishi Suma area which had an accelerated aging problem.

With regard to the major roads problem, continuous consultation and dialogue were held between people and the Kobe city government. And peoples' proposals on the decrease of the number of lanes and landscape design of an intersection and a square in front of Tsukimiyama station were accepted in the concrete plan of the major roads projects. Consulting firms were asked as the mediator to ease out the problem and to enhance cooperation.



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Section4: Implementation of the Kobe Action Plan in the Nishi Suma area

In the Nishi Suma area, good sample activities of the Kobe Action Plan are noted to be implemented. These activities are divided into two groups, **welfare network Nishi Suma Danran** and **people's activities accompanied with development of the major roads problem**. Each group meets with certain categories of the proposed Kobe Action Plan in chapter3. Among these, the first one corresponds to **Action plans to unify livelihood and community** and the other corresponds to both **Action plans to develop people's activities** and **Action plans to achieve sustainable civil society**.

Action Plans to unify Livelihood and Community - Welfare network: Nishi Suma Danran -

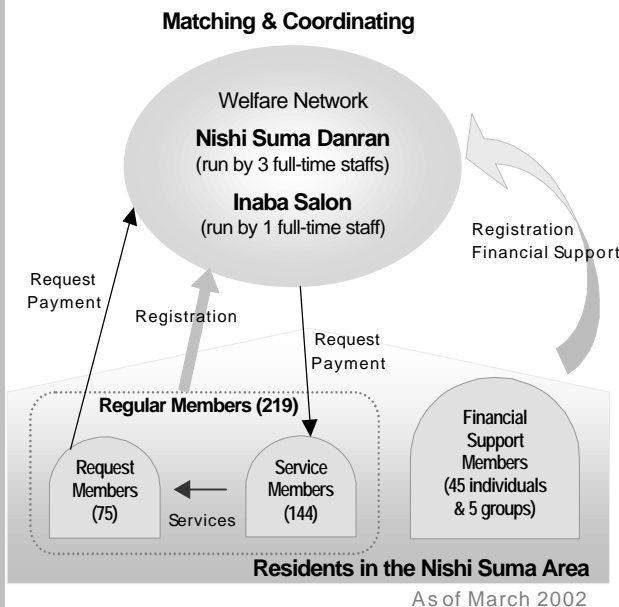
The birth of Nishi Suma Danran

Nishi Suma Danran is a welfare network authorized as a NPO. Meaning of "Danran" in Japanese is "family members get together in a circle and have a fun time chatting". Such thoughts and expectations that **people in the community can gather at a meeting place and have a pleasant time** are added into the name of Nishi Suma Danran(hereafter "Danran"). Originally Danran was the welfare section of the Nishi Suma Forum and became independent in May, 1998 as a welfare network and was authorized in October 2000 as a NPO.

The system of Nishi Suma Danran

Danran adopts a **membership system** and is composed of regular members and financial support members. Its membership system is shown in the figure. The regular members consist of service members, who mainly offer services and request members who need help. The financial support members are individuals or groups that approve Danran's proposed activities and support its management financially.

The contents of Danran's main activities are **housework assist services** and **care services** which are offered with payment, and **periodical day care services** and **periodical meal services** which are offered for free by volunteers. Besides, there are services offered at **Inaba salon** which carries on entrusted services in the community instead of the local government.



Inaba salon functions as an important meeting place in the community.

There is a minimum charge for its service, and a deposit system of working periods for the members who are providing its services. **By adopting this deposit system of working points, Danran can ensure its stable source of revenue.** Other sources of revenue for Danran include rental fees from the Inaba salon, subsidies from various organizations and donations. Subsidies and donations account for the majority of revenue and are important for its sustainable activities and substantial services in the community.

👉 **Implementation of the Kobe Action Plan
– Activities of Nishi Suma Danran -**

Danran's activities correspond to the several actions of the Kobe Action Plan, which are shown in the following table.

Welfare community business	Action 1-7
Community mutual support project	Action 1-1, 5, 6, 7, 9, 10
Plaza project	Action 1-3, 8, 10, 12, 13 and 2-1, 2, 9, 10
Community network project	Action 1-8 and 3-2, 8, 9, 10

Welfare community business

Danran has started its activities taking the special situation of the Nishi Suma area into consideration and this corresponds to Action 1-7 of the Kobe Action Plan. Because Danran used to belong to the Nishi Suma Assembly, the coverage of its services ranges over about 20,000 people. It is significant that **Danran begins various businesses based on the needs in the community**, and offers and manages a meeting place for people's activities. It also sets up new networks with other areas and organizations.

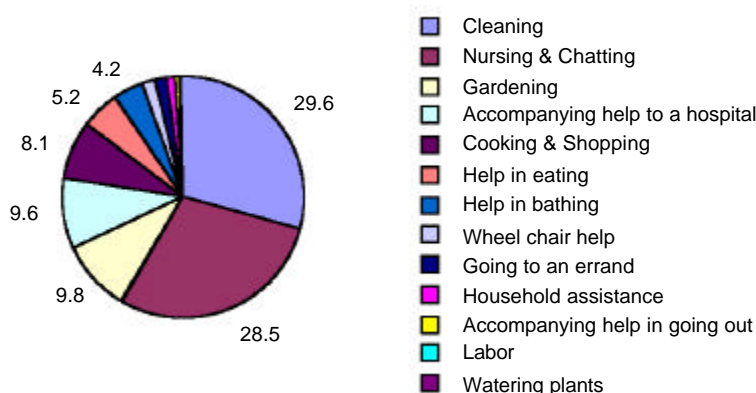
Community mutual support project

The community mutual support project is composed of home welfare services with payment, free volunteer services, training and courses which are focused on **common problems in the community**, and these activities correspond to Action 1-1, 5, 6, 7, 9, 10 of the Kobe Action Plan. The details of homework assist services and home welfare services are shown in the figure in the next page. There are various kinds of work such as cleaning, nursing, gardening, accompanying the aged to the hospital, cooking, shopping, and helping in eating and so on. The data on Danran activities in 2001 was shown in the following table. The total time of services per month amounted to about



250 hours, which was equal to 1.5 full-time jobs. At present, there are 75 request members. In the Nishi Suma area, there are about 5,000 elderly people and the majority of them live without being involved in Danran's activities. This may find more needs in the community and expand the number of jobs in community business further.

Detailed Services offered by Danran in 2001



Records of Services by Danran in 2001

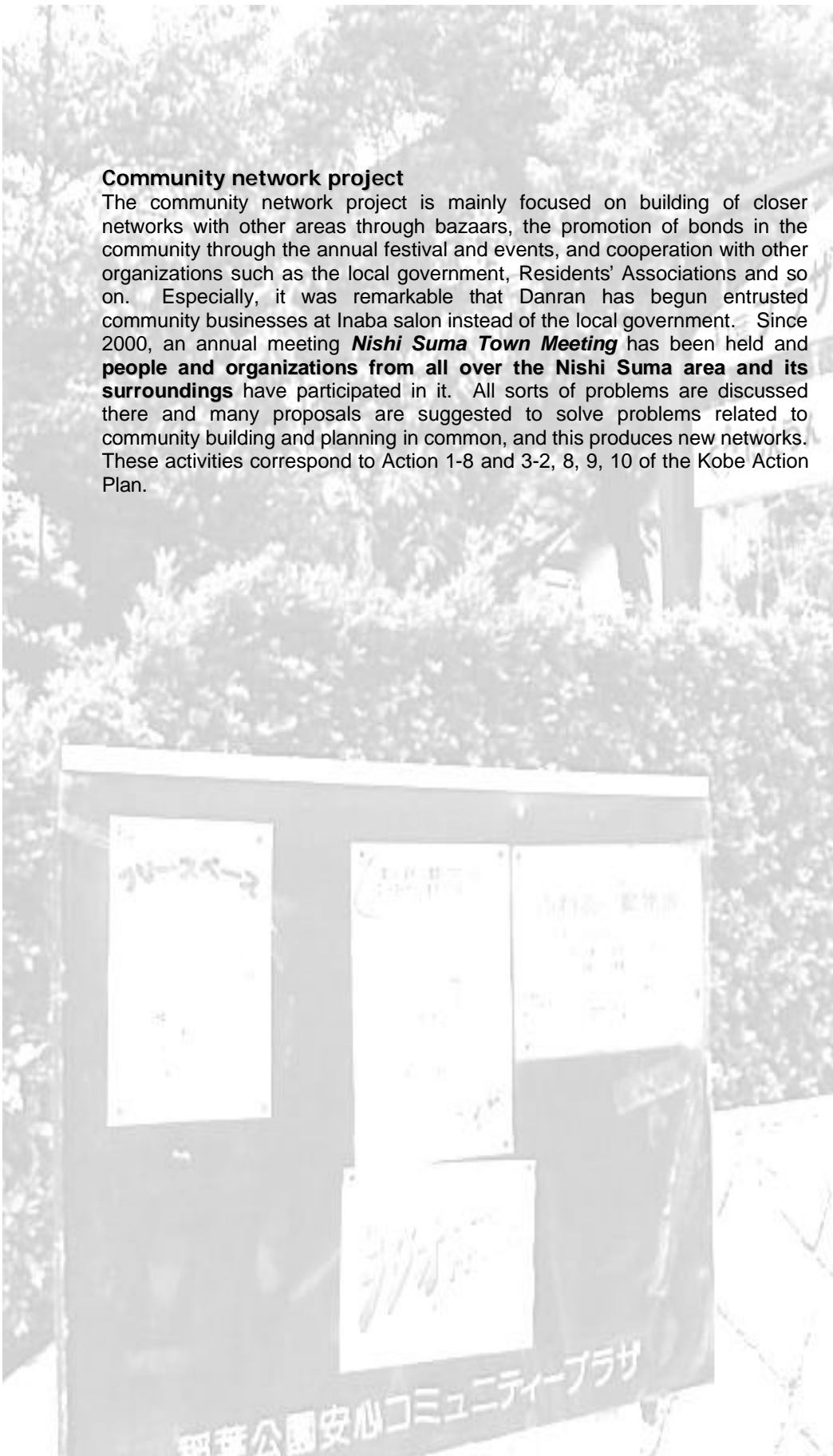
	2001									2002			Total	Monthly Average
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar		
The Number of Workers	28	29	33	35	28	30	31	31	31	27	28	28	359	30
The Number of Requests	40	39	41	50	36	38	40	42	41	32	32	33	464	39
Service Time (Hour)	302	247	284	330	236	254	268	244	228	170	197	192	2,951	245.9

Plaza project

The plaza project is mainly focused on the management of Inaba salon which now functions as the meeting place for people's activities. Inaba salon is used as a place for community seminars, cultural classes, communication tearooms *Plala*, dinner parties and so on which Danran are entrusted to do as *day service community businesses* by the Kobe city government. In the Inaba salon, **not only the needs of the elderly and handicapped people but also those of working mothers who brings up their children are sought.** They have developed different business such as seminars on child care or day care service to response to people's request. Inaba salon is involved in active public relation activities and issues a periodical local newspaper which provides useful information of the community. These activities correspond to Action 1-3, 8, 10, 12, 13 and 2-1, 2, 9, 10 of the Kobe Action Plan.

Community network project

The community network project is mainly focused on building of closer networks with other areas through bazaars, the promotion of bonds in the community through the annual festival and events, and cooperation with other organizations such as the local government, Residents' Associations and so on. Especially, it was remarkable that Danran has begun entrusted community businesses at Inaba salon instead of the local government. Since 2000, an annual meeting ***Nishi Suma Town Meeting*** has been held and **people and organizations from all over the Nishi Suma area and its surroundings** have participated in it. All sorts of problems are discussed there and many proposals are suggested to solve problems related to community building and planning in common, and this produces new networks. These activities correspond to Action 1-8 and 3-2, 8, 9, 10 of the Kobe Action Plan.



Action Plans to develop People's Activities and
to achieve Sustainable Civil Society
- People's activities related to the "major roads" problem -



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The beginning of the major roads problem

It can be said that it was the first stage of community building and planning in the Nishi Suma area. The first stage was a period when people opposed the plan of the local government. There was no **Action** which corresponded to people's activities in this period. However, actions which developed through activities by the Nishi Suma Forum can be regarded as the consequences of people's angers and worries in those days. Moreover, it is notable that the present networks are mostly based on the old relationships and bonds in the community at that time.

☝ *Implementation of the Kobe Action Plan*
- From confrontation to cooperation -

People's activities related to the major roads problem correspond to several actions of the Kobe Action Plan, which are shown in the following table.

Voluntary environmental impact assessment	Action 2-6 and 3-10
Legal actions	Action 2-10 and 3-2
Equal partnership with the local government	Action 3-2,3-7
Renewal of Tenjyougawa park	Action 1-1, 1-3 and 3-3
Tenjyougawa park festival	Action 2-9,2-10

Voluntary Environmental Impact Assessment

It was in response to the **voluntary EIA** organized by the local people from December 1995 to January 1996 that the first appearance of changes in opposing relationship between people and the local government on the major roads problem was observed. Because the Kobe city government refused to carry on EIA on existing highways and major roads in spite of residents' repeated demands, the local people did it by themselves. **The significance of the voluntary EIA exists not in the results of the EIA but in the achievement of cooperation with NGOs/NPO, researchers, and experts.** Through this EIA, the local people encountered indispensable experiences in building up an equal partnership with the local government on their own. The lessons gained through these experiences correspond to Action 2-6 and 3-10 of the Kobe Action Plan.

Legal actions

After the voluntary EIA, the major roads section of the Nishi Suma Forum yielded another big change, the inauguration of the *Nishi Suma Urban Planning Road Pollution Dispute Conciliation Group* in February 1998. Since then, several constructive consultations were held between the people and the Kobe city government. At this event, it was remarkable that the number of participants increased to 3,747, which accounted for 15% of the population in the Nishi Suma area. This was the largest conciliation group in Japan. **It is regarded as the result of sincere and longtime public relation activities in the community.** These activities correspond to Action 2-10 and 3-2 of the Kobe Action Plan.

It can be said that it was the second stage of community building and planning in the Nishi Suma area. The second stage was a period when the people appealed actively to the local government. Through the voluntary EIA and the inauguration of a conciliation group, the Nishi Suma Forum has grown up to in its size and influence.



Equal partnership with the local government

The present state of community building and planning in the Nishi Suma area is in its third stage where the people realizes an equal partnership with the local government and make progress on community building and planning.

In the third stage, **the most significant problem is decision-making and common agreement among people.** Although people stood together to oppose a project planned by the local government in the first stage, it has become difficult to form a common agreement among the people in the third stage because it involves various factors such as their positions and interests. In particular, it is quite difficult to decide which level of common agreement to take as the general opinion of all the people. This corresponds to Action 3-2, 3-7.

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Renewal of Tenjyogawa park

In March 1996, negotiations about the renewal of Tenjyogawa park with the restoration of the Hanshin Highway Kobe Route 3 were started with the Hanshin Highway Corporation. The majority of the people wished that the environment of the park should be improved for the sake of the community.



The cooperation with the park authority and the land-erosion section of the Kobe city government helped the local people to be successful in achieving the renewal of Tenjyogawa park which aimed to create a better habitat for environmental improvement in the community. In the park, a hall for the Residents' Association was built and it functioned as an important place for people's activities in the community. This corresponds to Action 1-1, 3 and 3-3.

Tenjyogawa park festival

More and more people have been gathering at the annual Tenjyogawa park festival which has started after the renewal of the park. This festival is **not only for having a pleasant time together but also for having an opportunity to be aware of problems in the Nishi Suma area.** The major events in the festival have themes such as *environment* and *recycling*. The greatest aim of the festival is to **build up new and closer human relationships** in the community and to provide a chance to interact with one another. This corresponds to Action 2-9, 10 and is essential to rebuilding a community.

Section 5: Advantages of community bonds and problems for realizing Community-based Disaster Mitigation

Roles of community in the earthquake

As mentioned earlier, old and dense districts in the Nishi Suma area were badly damaged in the Great Hanshin-Awaji Earthquake. Because there was no secondary effect such as fire in the Nishi Suma area, it was not an urgent situation for immediate evacuation. As for wooden buildings, 80% were completely or partially destroyed. On top of that, **the width of alleys in densely built-up districts was narrow, collapsed houses covered the alleys, and it obstructed them for rescue operations and evacuations.** These situations made rescue operations difficult in the Nishi Suma area.

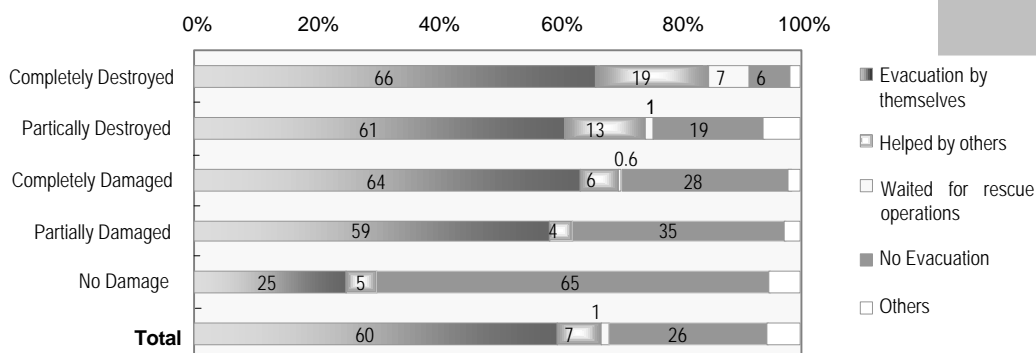
☞ People's evacuation actions in the earthquake

Looking at the results of questionnaire survey on people's evacuation actions in the earthquake, it shows that **60% of households was evacuated by themselves and those who answered "helped by others" and "waited for a rescue" accounted to only 8.5%.** However, looking at the same results separately with regard to damage on houses and buildings, it shows that **25% of households whose houses were completely destroyed, were not able to evacuate by themselves and needed help.** Applying this result to the Tsukimiyama district in the Nishi Suma area, it is estimated that about 140 households (about 320 people) needed help to evacuate.



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- People's' Evacuation Actions in the Tsukimiyama -



☝ **Rescue operations by the local people**

In the Nishi Suma area, the handicapped and the aged who were not able to evacuate by themselves and were rescued mainly by the neighbors. **The rescue operations were carried out by temporary organized residents' groups which consisted of five to ten volunteers in the community.** There were three important factors in organizing the temporary rescue groups; 1) **information and knowledge of the community**, 2) **leadership within the groups**, and 3) **tools for rescue operations such as saws and crowbars.**

This was due to people's activities started long ago and it can be said that the **disaster mitigation capacity of the community was shown in proportion to the strength of the community bonds.** The successful and effective rescue operation is contributed to the people's activities and community bonds which existed before the earthquake, and thereby contributing to the above three factors.

Realization of Community-based Disaster Mitigation

Through the earthquake, the people of Nishi Suma area were able to recognize **the importance of the community's ability in an emergency.** The necessary factors and problems which were obtained through experiences in the Nishi Suma area are divided into *formal* and *informal* necessities.

★ **Formal necessities**

One formal necessity is a system for establishing community-based disaster mitigation. For example, taking into consideration that schools played an important role in the earthquake, **the school should be placed at the core of community-based disaster mitigation in this system.** It is desired that schools maintain close bonds with local associations, NGOs/NPO and the local government constantly in this system.

★ **Informal necessities**

Informal necessities include bonds in the community, local leaders, and large tools to be used in an emergency. In particular, it takes a long time and considerable effort to foster closer bonds and to raise local leaders in the community. It is also necessary to build closer bonds with the people in apartments for single people, in which the damage was higher due to the lack of daily communication.



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Section6: Future Civil Society

The future image of the Nishi Suma area

Why has people's activities advanced in the Nishi Suma area?

In the Nishi Suma area, people's activities have been carried out since 1990. Started initially from the major roads issue, it expanded to such fields as welfare, culture, community planning and recycling. There are four important reasons why such active people's activities occurred in advance in the Nishi Suma area.

- 1) The Nishi Suma area was old, and therefore **experiences and connections** in the community had accumulated through past people's activities.
- 2) Such events as the major roads projects and the Great Hanshin-Awaji earthquake thrust serious and **imminent problems** before the people in the Nishi Suma area.
- 3) NGOs/NPO were derived from **local associations** such as Residents' Associations.
- 4) People took action to achieve an **equal partnership** with the local government.

Sustainable community

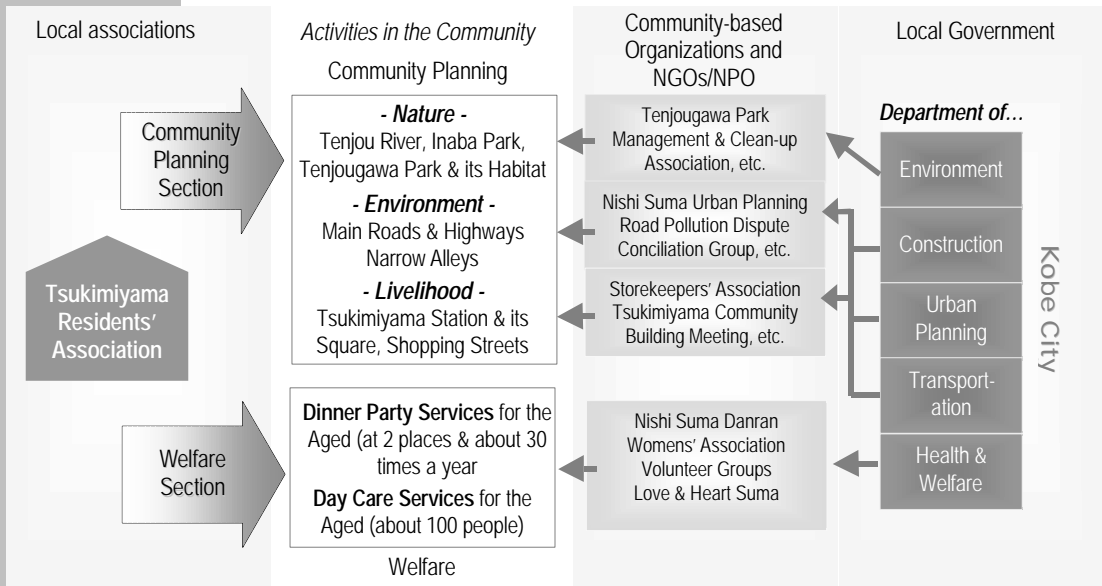
At the Nishi Suma Town Meeting which has taken place since 2000, various topics and problems such as "how to achieve **an integrated community** with NGOs/NPO and local associations" and "how to achieve **an equal partnership** with the local government" are discussed with the involvement of more peoples and groups and it has produced new networks. The Nishi Suma Forum is seeking to attain a **sustainable community** and it claims that it is necessary to continue its movements, paying attention to the four points mentioned below:

- 1) Activities for **deepening and maintaining the principles** of a sustainable community in common
- 2) The **discovery of social capital** which can plan and manage the promotion of a sustainable community
- 3) Proposals and demands about the **extension of autonomy in the community** for the local government
- 4) The **integration of viewpoints for community building and planning** into activities by NGOs/NPO

Closer autonomy system

At present, local associations which have taken the leadership in people's activities are now at a turning point. Community building and planning will no longer be promoted in usual ways such that the local associations such as Residents' Associations take the leadership but **in new ways** such that they **support the activities of NGOs/NPO and coordinate all activities in the community.**

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The interrelationship about the **closer autonomy system** described in the above figure among the local associations, other community-based organizations, NGOs/NPOs and the local government also becomes clearer. The Residents' Association is placed at the center of the community and it functions as a coordinator in the community. It is remarkable that various activities and projects in the community are conducted by community-based organizations or NGOs/NPO which are entrusted by the local government. It is expected that the decentralization of funds and power will be achieved from the central government to the prefectures, from the prefectures to the cities and from cities to areas if such a system is achieved.

Challenges for the future Civil Society

Common agreement and decision-making in the community

To achieve a closer autonomy system, **how to form a common agreement** in the community towards pressing problems such as major roads and **how to formulate a system for decision-making in the community** are the most difficult tasks. This system is being sought through trial and error methods. Several ideas are proposed below:

- 1) Local associations take leading roles in the community
- 2) Community-based organizations and NGOs/NPO should be added to the system
- 3) Representatives who are selected among general people by public subscription should be added to the system
- 4) In addition to decision-making by a representative system, a direct democracy should be used among the people who have influence in important decision-making.

Self-sustained people

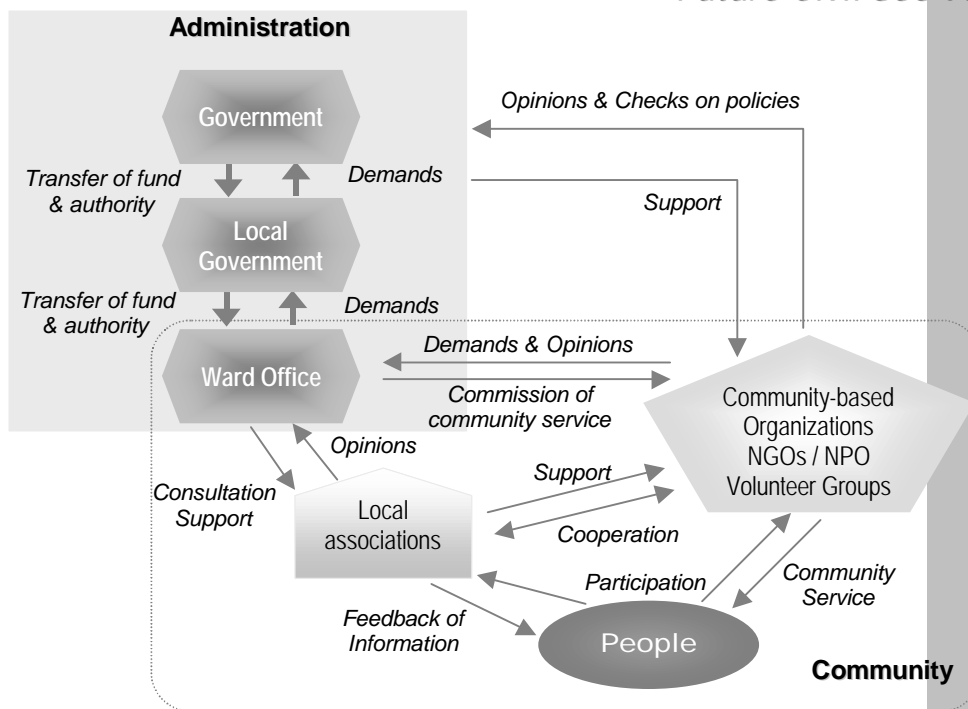
Looking over various cases in people's activities, there are common conditions in all successful cases. These activities were proposed and started voluntarily by people. Although after the earthquake, **Town Planning Councils** were set up by the local government everywhere in Kobe, it is unfortunate that most of them declined and disappeared as the rehabilitation came to the end. Some of them have continued their activities in the community actively and it is certain that there exist inevitably enthusiastic people who make efforts to continue people's activities in such areas. Thus, **it is impossible to realize a sustainable community without self-sustained people.**

Sustainable Civil Society

A scheme of the **Future Civil Society** is shown below. At the community level, demands and opinions should come first from community-based organizations and NGOs/NPO in a civil society. Then the local government should commission these organizations to provide community services in place of it. This will encourage **to bring up new leaders in the community.** It is also important for local associations to feed back information about the community and this will arouse people's interest.

For the government, the realization of a civil society is to reduce its authority and to bring up a system that will take the leadership in the community as a substitute by themselves. It also means a changeover of the system for funds and power from the **top-down** to **bottom-up**. When the central government and local government can select this, the realization of a civil society will advance forward.

Future Civil Society





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ppendix 2



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Victims' Voice

Introduction

□ Objectives

Due to the Great Hanshin-Awaji earthquake, many people lost their families and friends and had suffered from the hardships such as losing their houses and other assets. Most victims had continued their recovery efforts since the earthquake while having unbearable feelings.

Victims' Voice was a driving force for the verification of the People's Rehabilitation Plan and the Kobe Action Plan. Reading them made it possible to go back to the starting point of activities for building a **Sustainable Civil Society** and to reconfirm fundamental problems.

□ Methodology

Victims' voices were collected from August 1996 to March 1997 in order to understand each victim's opinions and anxieties about his/her **personal rehabilitation**. This was presented in the *Second International Forum on Disaster Management of Citizens and NGOs* which was held in 1997. The methodology of collecting voices is shown in the flow chart. All voices were collected as victims' frank and honest opinions through everyday conversations and interactions through support activities at temporary housing locations by volunteer members. In the voices, **hopes, expectations, dissatisfactions, anxieties and the despairs of victims** were written and volunteer members transformed them to **voice cards** for the sake of classification. The total number of voice cards amounted to 1,000. In the editing process, natural voices was considered for readers to vividly feel the victims' opinions.

Collection of victims' voices

Volunteer members collect victim voices through daily conversations and interactions through volunteer work.

Classification by voice cards

Volunteer members transform the voices into "voice cards" for classification.

Edition of Voice Book

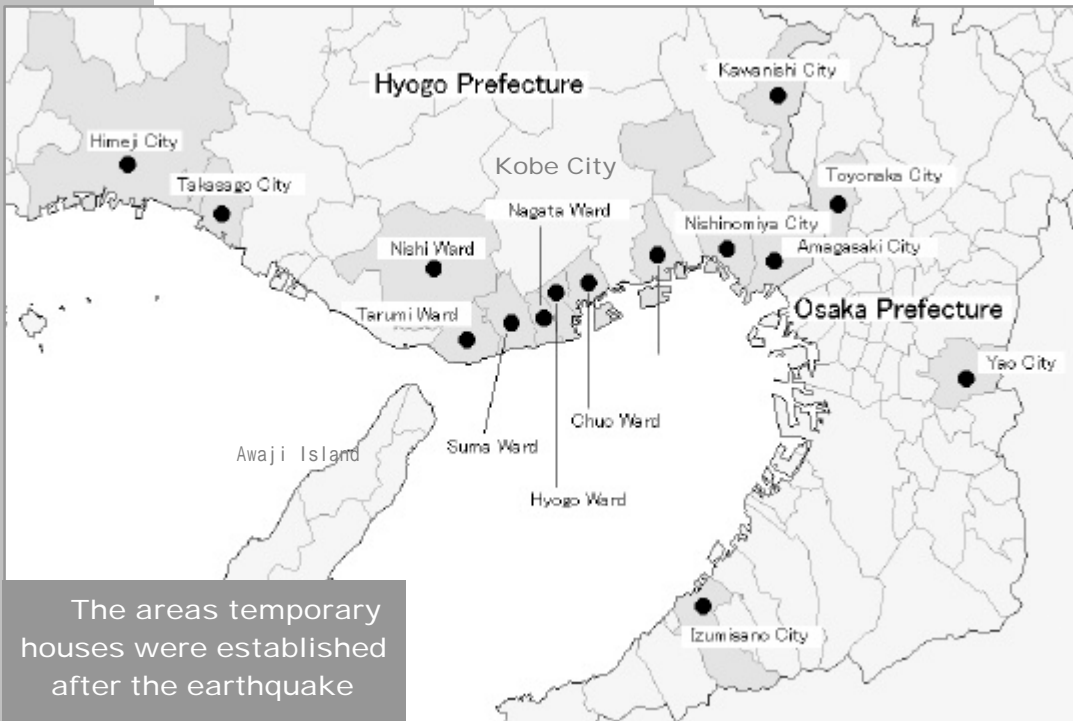
Volunteer members edit the voice cards into a book "victims' Voice"

□ Major Observations

During the period when the voices were collected, the rehabilitation plan was still in progress and insufficient. A lot of opinions which were concerned with institutional financial aids for housing and personal use, and problems with rebuilding communities at temporary housing locations were gathered. It was targeted that **rehabilitation plan should utilize victims' voices to understand the needs and priorities at grass root level.**

Following are a few general observations in victims' voices:

- ✓ Because the voices were collected at temporary housing locations, they included many opinions from those who were not able to make the proper living.
- ✓ When the collection of the voices was started, application for rehabilitation houses had just begun while it was being closed to move into a temporary house, so most victims referred to housing problems such as the poor quality of temporary houses, a hope for winning a ticket for public houses, and a comeback to their hometowns.
- ✓ Among victims, the socially weaker sections such as the aged and handicapped hold severe anxieties towards their future and desired more consideration for rehabilitation supports.
- ✓ Younger victims tried to live in a constructive way.
- ✓ Many victims were not satisfied with the rehabilitation plans and aids for victims supplied by the government.



□ Condition of collecting the voices

Period

August 1996 to March 1997

The number of collected messages

About 1,000

The collected location

Temporary houses: Izumisano, Toyonaka and Yao city in Osaka prefecture.

Amagasaki, Nihinomiya, Kobe (Higashinada, Chuo, Hyogo, Nagata, Suma Tarumi, Nishi ward), Takasago and Himeji city in Hyogo prefecture.

Shelters: Hyogo and Nagata ward, Kobe city in Hyogo prefecture.

Others: Amagasaki, Nishinomiya, Kobe (Higashinada, Chuo, Hyogo, Nagata, Kita, Suma, Tarumi, Nishi ward), Akashi, Kako and Himeji city in Hyogo prefecture. Setagaya ward in the Tokyo metropolitan area, Kyoto city, Osaka city, Kaizuka city in Osaka prefecture, Fukuoka city and Sone city in Kagoshima prefecture.

The second international forum on disaster mitigation by citizens and NGOs

Sample

Because direct sunlight is strong here, I am apt to turn on the air-conditioner. Until just a few minutes ago, I did. Then it gives me a backache and arthritis. Living in such a condition, I will be weaker.

(Toyonaka city, Osaka), (Temporary house),
(Nishinomiya city, Hyogo), (60's), (F), (One)

(Present address), (Type of housing),
(Address before the earthquake), (Age group), (Sex),
(The number of family members)

♪ Note:

“ - ” stands for “not clear”.

“(blank)” in the column of type of housing stands for “living in houses except for temporary houses and shelters” or “not clear”.

(N)

At the temporary houses

There is no way. I feel lonely though. But I am not the only one. I cannot expect such desire. I have a TV.

(Izumisano city, Osaka),
(Temporary house), (Nagata
ward, Kobe), (70's), (F), (One)

We are old. Even if we might die soon, we want to go back to Kobe. We hope to die in Kobe.

(Izumisano city, Osaka),
(Temporary house), (Nada
ward, Kobe), (80's), (F), (Two)



(N)

Because our house was burnt down by fire and everything was burned out, we were not able to take important things out. We had memories even from a stain on the wall. We lost everything due to fire.

(Toyonaka city, Osaka), (Temporary house), (Toyonaka city,
Osaka), (40's), (F), (Three)

We live in a nice environment now, growing flowers in this way. If we move to an apartment or public housing, we will not be able to keep doing so. I would like to stay here.

(Toyonaka city), (Temporary house),
(Toyonaka city, Osaka), (60's), (F), (Two)

Cats are my only friend. I don't have anyone to rely on.

(Nagata ward, Kobe),
(Temporary house),
(Nagata ward, Kobe),
(70's), (F), (One)

I want to go back to Kobe. Kobe is a convenient city. There are large banks, post offices and markets nearby. I am satisfied if there are banks and post offices. However there are no such things here.

(Izumisano city, Osaka),
(Temporary house),
(Nada ward, Kobe),
(80's), (F), (Two)

During the New Year's holidays, I caught a cold and was in bed all the time. In fact, I didn't have to go out anywhere. But I am so happy to see volunteers like this. Please come and visit me some day.

(Hyogo ward, Kobe),
(Temporary house),
(-), (50's), (F), (Two)

Since I became friend with my neighbors, it is sad that some of them are moving out from temporary housing.

(Toyonaka city,
Osaka), (Temporary
house), (Toyonaka
city, Osaka), (60's),
(F), (Two)

At a shelter, an old woman who came to help the victims as a volunteer on the 4th or 5th day after the earthquake, passed away at the shelter. With her death as a start, we discussed about the setup of assistant leaders. My son and I were selected and we accepted it. It was sad that the old woman died, however our shelter ran smoothly.

(Toyonaka city, Kobe), (Temporary house), (Toyonaka city, Osaka), (40's), (F), (Two)

Our house did not collapse by the earthquake, however a residential building next to ours did. And to rebuild it, we had no choice but to take our house apart.

(Izumisano city, Osaka),
(Temporary house),
(Nada ward, Kobe),
(80's), (F), (Two)

I would rather stay here (temporary house). Although it is not far from where I lived, it is a little remote here and I can escape from difficult human relationship. All that I hope is to move into a city dwelling house somewhere in Nagata ward.

(Nagata ward, Kobe), (Temporary house),
(Nagata ward, Kobe), (80's), (F), (One)

On January 16th 1995, my daughter and her family (her husband and 3 children) visited us in Kyoto. On the following day before dawn, they went back to Nada ward, Kobe. Then the earthquake occurred and 3 of them were killed instantly.

I cannot forget about it and be positive. If I donated some money at the international forum on disaster mitigation, I thought I might be relieved. I visit many temples to worship, however it doesn't help. Now I come to think that it will be incurable before I die.

(Kaizuka city, Osaka), (), (Kyoto prefecture), (60's), (F), (One)



(N)

I always tell my children that they are more fortunate to have both parents than those children who lost their parents due to the earthquake.

(Toyonaka city, Osaka),
(Temporary house),
(Toyonaka city, Osaka),
(50's), (F), (Six)

When I moved here, there were some people who were alcoholic. I told them that if they damaged their health, there would be nobody who would take care of you.

(Izumisano city, Osaka), (Temporary house), (-),
(50's), (F), (Two)

My husband is a typical workaholic. He has suffered from cancer and has been back in hospital more than 10 times for operations. Before the earthquake, he had been in hospital for a long time and been suspended from his job and rested quietly at home when the earthquake occurred. However he went to work on the day when the earthquake occurred and didn't come back for 3 days.

(Kyoto city), (), (Tarumi ward, Kobe), (40's), (F), (One)



(N)

It would be hard to keep living in Kobe because it reminds me of a tragic disaster. Now I think it was good choice to get out of Kobe. I have already transferred my residence card to here. I am going to apply for a public dwelling house here.

(Toyonaka city, Osaka),
(Temporary house), (Higashinada
ward, Kobe), (30's), (F), (Four)

Even though I experienced a huge earthquake in my childhood, this earthquake is totally different from that. I have to think of how to repay for the next few decades of my life. I didn't have to think like that in my childhood.

(Izumisano city, Osaka),
(Temporary house),
(Chuo ward, Kobe),
(60's), (M), (Three)

Because my child is going to enter an elementary school next year, I will manage to find a new house before that.

(Izumisano city, Osaka),
(Temporary house), (Higashinada
ward, Kobe), (30's), (M), (Three)

I manage to get along with neighbors here and they help us in many ways. Once I get used to it, I think I can continue to live here for a while.

(Izumisano city, Osaka),
(Temporary house),
(Nishinomiya city, Hyogo),
(20's), (F), (Three)

Because I won a ticket for a house, I feel relieved for the time being. Thinking of those who leave here, I am sorry for them.

(Himeji city, Hyogo),
(Temporary house),
(Nagata ward, Kobe),
(40's), (F), (Two)

Now I go to a part-time high school. I am worried about my future because there are few jobs for the handicapped after graduation.

(Suma ward, Kobe),
(), (-), (10's), (F),
(Three)



(N)

I often hear that there is no time to participate in volunteer work, however, in my opinion, they should manage to make time for volunteer work.

(Hyogo ward, Kobe),
(), (-), (40's), (F),
(-)

There's no place to play. Parks are occupied, aren't they? I cannot play anywhere.

(Nagata ward, Kobe), (), (-), (Less than
10), (F), (-)

My workplace was in Sannomiya. When no transportation was available due to the earthquake, I recognized the value of things that I took for granted. Listening to the volunteers' voices over the radio, I felt that everyone did his/her best to help each other.

(Tarumi ward, Kobe), (),
(Kakogawa city, Hyogo), (20's),
(F), (Four)

✍️ Despair and glooming future



(N)

As long as I can, I am going to stay here. I am not sure after that. I should disappear somewhere.

(Toyonaka city, Osaka),
(Temporary house),
(Higashinada ward,
Kobe), (80's), (F), (One)

My colleagues at my workplace make fun of me living in a temporary housing even now.

(Higashinada ward,
Kobe), (Temporary
house), (Higashinada
ward, Kobe), (60's),
(M), (Two)

Because the dismantling of our house might have damage on buildings around ours, the owner of the building next to our house disagrees with taking it apart. The only way is to repair our house without taking it apart. It will cost the same as taking it apart. Or, we should go to Osaka and look for a new house.

(Izumisano city, Osaka), (Temporary house), (Chuo ward, Kobe), (60), (M), (Three)

Because I have some handicaps, it is difficult to go out by myself. A helper comes only once in a week. During the New Year holidays, I was alone and lonely.

(Suma ward, Kobe), (Temporary house),
(-), (40's), (F), (One)

I want to work but there are no jobs. That's why I paint all day long. I feel each day is really long now.

(Hyogo ward, Kobe),
(Temporary house), (-),
(70's), (M), (-)

I lived in an apartment before I moved here. The residents have not yet agreed on a rebuilding plan of our apartment building.

(Toyonaka city, Osaka), (Temporary house),
(Nishinomiya city, Hyogo), (60's), (F), (One)

I have a serious problem. Roads will be constructed on the site where my house used to be before it burned down due to the earthquake.

(Suma ward, Kobe),
(Temporary house),
(Suma ward, Kobe),
(60's), (M), (Two)

When we came here for the first time, the local people was nice and felt pity for us, however they speak ill of us behind our backs now.

(Takasago city, Hyogo), (Temporary house),
(-), (40's), (F), (-)

I have been disabled since my childhood due to cerebral palsy. I had to move into a temporary house after the earthquake. Because I am taken care of by volunteers, the residents of the temporary houses are jealous of me for my special treatment.

(Suma ward, Kobe), (Temporary house),
(-), (40's), (F), (-)

Even though we planned a farewell party for a person who was going to move out, from a temporary house to a public dwelling house, the person became impatient with his/her flexible and unfixed schedule and said to us: "I have nothing to do with this temporary housing area any more. So please leave me alone." I wonder if the community framework that we made up here was only trivial. I felt sad. If I can, I want to maintain the human relationships which grew here, after residents move out.

(Nishi ward, Kobe), (Temporary house), (-), (60's), (F), (Two)

Volunteer work has been often covered on TV for a year after the earthquake, wasn't it? I think the media such as TV are just looking for novel and attractive news. The mass media looks for unusual topics which will produce a high program rating.

(Kita ward, Kobe), (), (-),
(60's), (M), (-)

Although people in temporary houses are taken up as news these days, I want more attention to be paid to elderly people who have no choice but to move from one daughter's house to another. The events to cheer up victims are held according to each temporary house's community, however there are no such chances for lonely people who can't get used to the community. Please give us hope.

(Kita ward, Kobe), (), (Nagata ward, Kobe), (40's), (F), (-)



With a hope

(When we cooked curry rice together) "I think curry rice tastes better when we cook it together. It tastes better when we eat it together."

(Nishi ward, Kobe), (Temporary house),
(-), (Less than 10), (F), (-)

People from Kobe live here. I associate with them in the same way. I think their mental damage might be the same as ours, however the overall damage done to them must be worse than ours.

(Toyonaka city, Osaka), (Temporary house), (Toyonaka city, Osaka), (40's),
(F), (Two)

In spite of the terrific damage around my neighborhood, I was able to keep myself calm, because my apartment was less damaged. Because of the lack of and delayed restoration of water, electricity and gas, especially water, we had to take it to a distribution station nearby. I still remember that I felt exhausted from doing so. I was able to understand that human peace of mind largely depends on if we have a house or if we have food in such a disaster.

(-), (), (Higashinada ward, Kobe), (20's), (F), (Five)

It is fun to see volunteers. I cheer them up.

(Nishi ward, Kobe),
(Temporary house), (Suma ward, Kobe), (60's), (M), (Two)

Because there are fences which surround us at the boundary of the temporary houses, we have no interaction with local people. We both feel that these fences keep us from meeting each other. This time I asked to put up posters for a community festival in a temporary housing area on the public dwelling houses and local super markets near here. Thanks to the posters, some of the residents of public dwelling houses came and enjoyed the festival.

(Yao city, Osaka), (), (Yao city, Osaka), (30's), (M), (Three)



Because residents here became friendly with each other, I wish the city authorities would build new public dwelling houses here without scattering us.

(Hyogo ward, Kobe), (Temporary house),
(-), (70's), (F), (-)

Even if we can not do anything for victims, we can just listen to their stories and stay together. I think it is sufficient to do what we can do.

I think we should not forget to sympathize with them together. It is out of the question to look down on them and feel pity for them.

(Hyogo ward, Kobe), (), (-), (40's), (F), (-)

(N)

 **Dissatisfaction and anxiety**

There is no one who tries to settle quarrels here. There is no resident's association. So we have to call the police if there is a quarrel, however we can't rely on police very much. When police come, the persons concerned stop quarreling, they will begin again soon. Although the police always say that we should call them whenever we are in trouble, if we ask the police for help, the police are disgusted and leave quickly. That's why we can't rely on the police.

(Hyogo ward, Kobe), (Temporary house), (-), (60's), (M), (One)

After the earthquake, housing rent went up by 20,000 yen. Due to the rise in rent, housing rent surpassed the standard amount for public assistance and a city case worker tells me to improve it again and again. Although I am badly off, there is no one who will rent out a house with a cheap price to an old person over 80.

(Hyogo ward, Kobe),
(), (-), (80's), (M), (Two)



(N)

Stress builds up. Even the voices and TV sounds from my neighbors displease me.

(Toyonaka city, Osaka), (Temporary house), (Nishinomiya city, Hyogo), (50's), (F), (Two)

An earthquake is a natural calamity. No one is to blame. It is unrelieved. I should accept it as it is.

(Toyonaka city, Osaka), (Temporary house), (Toyonaka city, Osaka), (60's), (F), (Two)

Last year, I told the prefectural office and city office what we hoped for over the telephone. But they don't listen to me. It might be useless that an old woman who doesn't have any significant status makes a complaint. So I am not going to do any more. In spite of the hardships of life, it was a waste of fees for calling.

(Toyonaka city, Osaka), (Temporary house), (Higashinada ward, Kobe), (80's), (F), (Two)

Transportation to and from temporary housing is inconvenient. The number of buses needs to be increased. I want the number of buses to be increased more.

(Nihsi ward, Kobe), (Temporary house),
(Tarumi ward, Kobe), (40's), (M), (One)

I heard that there is a distribution station for money and necessities in front of the city hall. We weren't directly informed. Even the passer-by can get them. It is not fair. It costs us money to go there.

(Tarumi ward, Kobe), (Temporary house), (Nagata ward, Kobe), (50's), (F), (Two)



(N)

We cannot find a house where a handicapped person can live by his/herself with a wheelchair. But I have to find one.

(Hyogo ward, Kobe), (), (-),
(60's), (F), (One)

When I moved into a temporary house, I cried ever day. But I got used to it after 2 years have passed. I don't want to move out of here.

(Nishi ward, Kobe),
(Temporary house), (Nagata ward, Kobe), (50's), (F), (-)

Why do they take on restoration work with roadways first? It is hard for handicapped people with a wheelchair to come and go on a sidewalk which is bumpy.

(Hyogo ward, Kobe), (Shelter), (Hyogo ward, Kobe),
(70's), (M), (Two)

Residents living here take it for granted that all the aids are deserved. They think it natural that the government should prepare their houses. Although there are many people who are in more serious troubles than them, they are too optimistic. I think we will be spoilt if we stay here for along time.

(Toyonaka city, Osaka), (Temporary house), (Toyonaka city, Osaka), (40's), (F), (Three)

Even though I donated some money just after the earthquake, I think the donation will not be raised any more in the Kinki district. (She criticized other residents severely and said that "some residents seem to be able to be independent and support themselves, taking their economic situations and ages into consideration. They are spoiled and lack self-help. Life is not such an optimistic thing.")

(Toyonaka city, Osaka), (Temporary house), (Toyonaka city, Osaka), (40's), (F), (Three)

Human relationships at the workplace are full of cheating. We just concentrate on how to avoid responsibilities and deceive others. Those who can do it effectively are men of ability.

(Hyogo ward, Kobe), (),
(Hyogo ward, Kobe), (20's),
(M), (One)



(N)



(N)

There is no consideration for mentally disabled people. I hope the minimum system for seriously mentally disabled people to live in their local community will be prepared. Not a separate facility for the disabled people but in a local community.

(Chuo ward, Kobe), (), (-),
(20's), (M), (Four)

Mass media makes reports on Kobe and its situation if January 17th approaches. Except for death from solitude and accidents concerned with Kobe victims, there is no regular news about them. However I want to know the present situation once a month.

In my opinion, in spite of the great advance in the "hard" aspect of restoration work, there are still many and huge problems which Kobe victims have. Restoration work in the "soft" aspect is far from complete.

(Fukuoka city), (), (Higashinada ward, Kobe), (50's), (F), (Five)

Never give up!

Because both my son and daughter come to see me every week, I don't feel lonely. I am all right.

(Toyonaka city, Osaka),
(Temporary house), (Nada ward,
Kobe), (80's), (F), (One)



(N)

Please guide us closer to the previous Kobe 2 years ago, young generations.

Adults who raised you are exhausted. But we will work harder at least for a while.

(Tarumi ward, Kobe), (),
(Suma ward, Kobe), (50's), (F), (-)

40 days have passed since I moved into this temporary house on October 18th 1996 and I feel better to live here than in the last one. It is quiet here. At night there is perfect silence. Even the strangers say something to me. It largely depends on how to hold my feelings. Even though I heard only bad reputations about temporary houses, there is no serious nuisance except for its smallness.

(Nishinomiya city, Hyogo),
(Temporary house), (Nishinomiya city,
Osaka), (60's), (F), (Four)

No matter how many times we say that our living is still hard, there is nothing for it. 2 years have passed already and we should be independent little by little. In my opinion, it will be a repayment for those who helped us to be independent by ourselves. We should be independent.

(Toyonaka city, Osaka),
(Temporary house), (Toyonaka
city, Osaka), (40's), (F), (Three)

If there is something that I can do, I would love to do it. If there is something interesting, please let me know. I think we should enjoy our lives. If we don't have money, we just think of something enjoyable which needs a lot of money.

(Hyogo ward, Kobe), (Temporary
house), (-), (60's), (M), (-)

I have learned one thing through visiting activities to temporary houses. Needless to say, there is a great difference between lonely feelings that I conceive from time to time and feelings of solitude that old people always hold. We should not forget it. Even now there are many old people who feel solitude and anxiety.

(Hyogo ward, Kobe), (), (-), (10's),
(F), (-)

My friends help me and I help them in turn. That makes me aware that those who can help humans and save them, are humans. My heart makes my passion burn.

(Suma ward, Kobe),
(), (Suma ward, Kobe), (50's),
(M), (-)

 **Let's act together!**

- **Voices from those who participated in the 2nd disaster mitigation international forum by citizens and NGOs -**

 **Note:**

Voices written in this section are not from hearing but writing.

Housing

Fortunately I was able to come back apart from my parents, it was not hard to live alone there. What's far from a temporary house. Because I have a job and I have lived alone for a long time there, the residents got along with each other well. But there are still many people who can not go back to their former places. I hope the government will not make an impractical plan such as "Please get out of here soon because we are going to close this temporary housing area" and all the victims can go back to their former places as soon as they can.

(Takaraduka city, Hyogo), (Takaraduka city, Hyogo), (30's), (M)

Through this symposium, I learned something new that I hadn't thought of since the earthquake. I think it was wrong that the homeless people were not able to receive support aids because they didn't have a present address, nevertheless they also suffered from the earthquake. I never knew that homeless people had no human rights, even though they should have.

(Nishinomiya city, Hyogo), (), (10's), (M)

Unlike the impractical plans in reports, it is very difficult to carry out the practical plans. Because I feel that it might be dangerous for the local government to determine the master plan based on its own judgment, I think it is better if people can support the decision of the local government, however only people might not continue their activities. For the time being, I think it is good to change and revise the plan.

(Kyoto city), (), (20's), (M)



(N)



(N)

Community planning

Please stop spending money wastefully such as on road work in Kobe. I hope more financial aid for victims will be provided.

(Hyogo ward, Kobe), (), (20's), (F)

Although I had no idea about how to improve big projects such as international aid, the idea that we can begin with smaller ones such as the local government suddenly struck my mind.

(Nishinomiya city, Hyogo),
(Okayama prefecture), (10's), (F)

Please make more playgrounds for children. In parks, we need not only dust but also soil and big trees. We need water and a toilet too. Please take children's demands as people's into consideration in town management planning.

(Setagaya ward, Tokyo), (),
(40's), (F)

I don't think the Kobe airport is necessary.

(Higashinada ward, Kobe), (),
(40's), (M)

Security

Because people in Kobe pay their taxes, I think they take it for granted that they can get public support and the government is responsible for it.

(Chuo ward, Kobe),
(), (40's), (M)

Too much public support might induce antipathy from other people.

(-), (), (-), (-)



(N)

I think that the government abandons its responsibility to give contributions as personal supports, nevertheless the earthquake was such a dreadful disaster. A nation only thrives when it saves its people. It should spend taxes efficiently on personal aids. It is a national crime for a country not to save its people because it becomes too careful.

(Tarumi ward, Kobe), (), (50's), (M)

Health and welfare

It appears that medical expenses will go up. Please cancel the rise in medical expenses because I live with a small amount of annuity.

(-), (), (-), (-)

I need a general hospital in the area of the public dwelling houses.

(Nada ward, Kobe),
(), (50's), (F)

Foreigners

There are many foreigners who lived in Kobe and suffered from the earthquake as we did. However in front of them there were many institutional barriers such as qualification to live in Japan, nationality, language, and others. It is essential for Japanese to act perseveringly towards the realization of a cultural symbiotic relationship with foreigners.

(Metropolis of Tokyo), (), (30's), (F)

I think it was so hard for foreign victims to live because their insurance did not work in the emergency. Please help them in some ways. I heard that they were not able to find jobs easily due to language barriers.

(Miki city, Hyogo), (Tarumi ward, Kobe), (-), (-)



(N)

Family, jobs, and differences between the sexes

As for division of labor between the sexes, I think the female domain is less open to males although it is said that only the fact that many kinds of jobs are not accessible to females is focused on when we think about "males work and females stay at home". While a working female has a positive impression, a male who stays at home and does housework has a negative impression. If there were less prejudice towards males who do housework, I think it would be easier for females to work. When we mention gender, the main view is always from the standpoint of the discriminated female. However we need to remember that there are males who are oppressed by "masculine" as well.

(Metropolis of Tokyo), (), (20's), (M)

Children



(N)

My child is in the 3rd grade of junior high school now. She visits temporary houses near her junior school to do volunteer work twice a month. Listening to the stories of students today, I hope she keeps being involved in volunteer work in some ways, not only as a school event

(Tarumi ward, Kobe), (), (40's), (F)

Because playgrounds for children have not been restored yet, they seem not to feel like playing outside. I hope for them to be able to play outside cheerfully.

(Hyogo ward, Kobe), (), (40's), (F)

Although we are apt to misunderstand that the voices of adults are reflected more on the real world, I think that the voices of children can carry a long way. I hope for them to make more and more proposals.

(Suginami ward, Tokyo), (), (20's), (M)

Environment and agriculture

Greenery should be left behind for our offspring. We need a plan that allows each person to leave greens (natural beauty) within one tsubo (3.3m²).

(Chuo ward, Kobe), (), (50's), (M)

Keep remembering that we should live with nature.

(Kyoto prefecture), (), (20's), (M)

Volunteer work and NGOs/NPO



(N)

I also experienced the earthquake and did volunteer work at welfare facilities particularly for 5 months afterwards. Through this, I associated with many people and felt impressively that I was let to live.

(Tarumi ward, Kobe), (), (10's), (M)

I feel that volunteer work is not a duty to "do". Through my volunteer experiences since childhood, I have been excited not about "doing it" but "enjoying it together", however it might seem that all that volunteer work can do is fixed and just offer sympathy. But I want to continue a job like this for good.

(Kameoka city, Kyoto), (), (20'), (F)

Mental care in temporary housing is a big issue. I hope that the local community will investigate the actual conditions of it and cope with it in more effective ways.

(Kita ward, Kobe), (), (60's), (F)

Japan is a country which experiences many natural calamities. We need a nationwide network that even old people can participate in for helping each other (volunteer work).

(Itami city, Hyogo), (), (80's), (M)

One year will have passed since I began volunteer work. I want to work harder on what I can do. I want to make my way with my own values.

(Himeji city, Hyogo), (), (10's), (F)

I would like to understand what I leaned today better not compulsorily but voluntarily.

(Takaraduka city, Hyogo), (), (30's), (F)

Others

Fortunately I have suffered almost no damage due to the earthquake and now I live without any serious difficulties. Therefore I feel it strongly dangerous that the experiences in the earthquake will fade with time. I want to think of what I can do for those who can not make a comeback.

(Nishinomiya city, Hyogo), (), (20's), (M)

I have found pride as a Hyogo prefectural citizen in the existence of a governor. He is a ray of light which will guide the battered people of Kobe. Please work harder, governor. Then we can stand up and recover our strength, instead of being too dependent on others.

(Chuo ward, Kobe), (Nada ward, Kobe), (40's), (F)



(N)

Voices from the high school students

In 2 years, I have never forgotten the tremendous tremor of the earthquake. Within a few minutes, many people were instantly killed. I also never forget that we helped each other in my neighborhood and volunteers came to help us. I appreciate it very much. I think we should keep "January 17th" in our minds forever. I hope that those who can not still make a living will recover their previous lives as soon as possible. Although the fear and sorrow that many people conceived in the earthquake will not disappear for good, I think I should live positively and do my best in everything even if it is a small thing.

(10's), (F)

When the earthquake occurred, I was in the 3rd grade in junior high school. Looking back over the past, I was more selfish than who I am now. Through the dreadful earthquake which destroyed many buildings and killed many people, and unavoidable inconveniences, I think I have changed in some ways. Because January 17th was my grand father's 70th birthday, we were going to eat out for dinner for his celebration. However the earthquake occurred and a house which his estate company managed was destroyed. It was impressive for me that he went out to help the victims and let them stay at his vacant property for a while. I will not forget about the earthquake and hope that people will help each other from now on. I don't want such an earthquake to come again however, if it occurs, I want to go into action as soon as I can.

(10's), (M)



(N)

I lost my best friend in the earthquake. I could hardly believe it just after the earthquake, because she and I went to school together till the day before. I visited the place where she lived on January 17th the year after the earthquake. Just after the earthquake it was messy however it had already been cleaned up after a year had passed. Thus today, 2 years later, I am going to visit her again. I still cannot believe the earthquake occurred. It was the hardest accident to endure in my life. But it is no good just regretting over her, I am going to enjoy my life for her.

(10's), (F)

2 years have passed and I am in the 2nd grade in high school. I feel it quickly that time goes on these days. Because I relatively took the earthquake optimistically just after it happened, I didn't experience much shock even though my house was destroyed and I was called as a victim. I still remember that I was so shocked when I became aware of my situation. At any rate I needed my house where I was able to feel secure. Anything was all right, even a temporary house. But once I began to live in a temporary house, I felt ashamed and became restless at home for a long time. Now I can keep calm and I feel easy because we are going to move into a public dwelling house in November. I am happy. Looking back, I was very childish. Adults are great. I really think so. My father and mother must have been in a harder situation.

(10's), (F)



(N)



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