

Comprehensive Review of Assistance from Overseas
for the Great East Japan Earthquake



March 2014

International Development Center of Japan

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Preface

This study was undertaken by concerned volunteers from related organizations. We believe that consolidating the overall view of the assistance from overseas and then presenting the results to the world is the responsibility of Japan as a member of the international community.

On behalf of all Japanese citizens, we would like to thank all the countries, institutions, and individuals for their generous support. We also apologize to those whose data we could not find and present in our database, despite the fact that it was our intention to comprehend all the monetary as well as in-kind support from overseas as accurately as possible.

This study was entirely financed by the International Development Center of Japan (IDCJ) as a part of its in-house research program. The study was fully supported by Dr. Kazuo TAKAHASHI, former professor at International Christian University, chairperson of the study committee and initiator of this study. Support also came from committee members, concerned people from the Japanese Red Cross Society, Japan NGO Center for International Cooperation (JANIC), Japan Platform (JPF), and the Japan International Cooperation Agency (JICA). Furthermore, the Ministry of Finance, the Ministry of Foreign Affairs, the Reconstruction Agency, Iwate prefectural government, Miyagi prefectural government, and Fukushima prefectural government participated as observers of the study committee. Many institutions and organizations provided us with information, cooperated in our questionnaire survey and helped us organize a field visit to Tohoku. We would like to express our heartfelt respect and gratitude to all who helped us conduct this study.

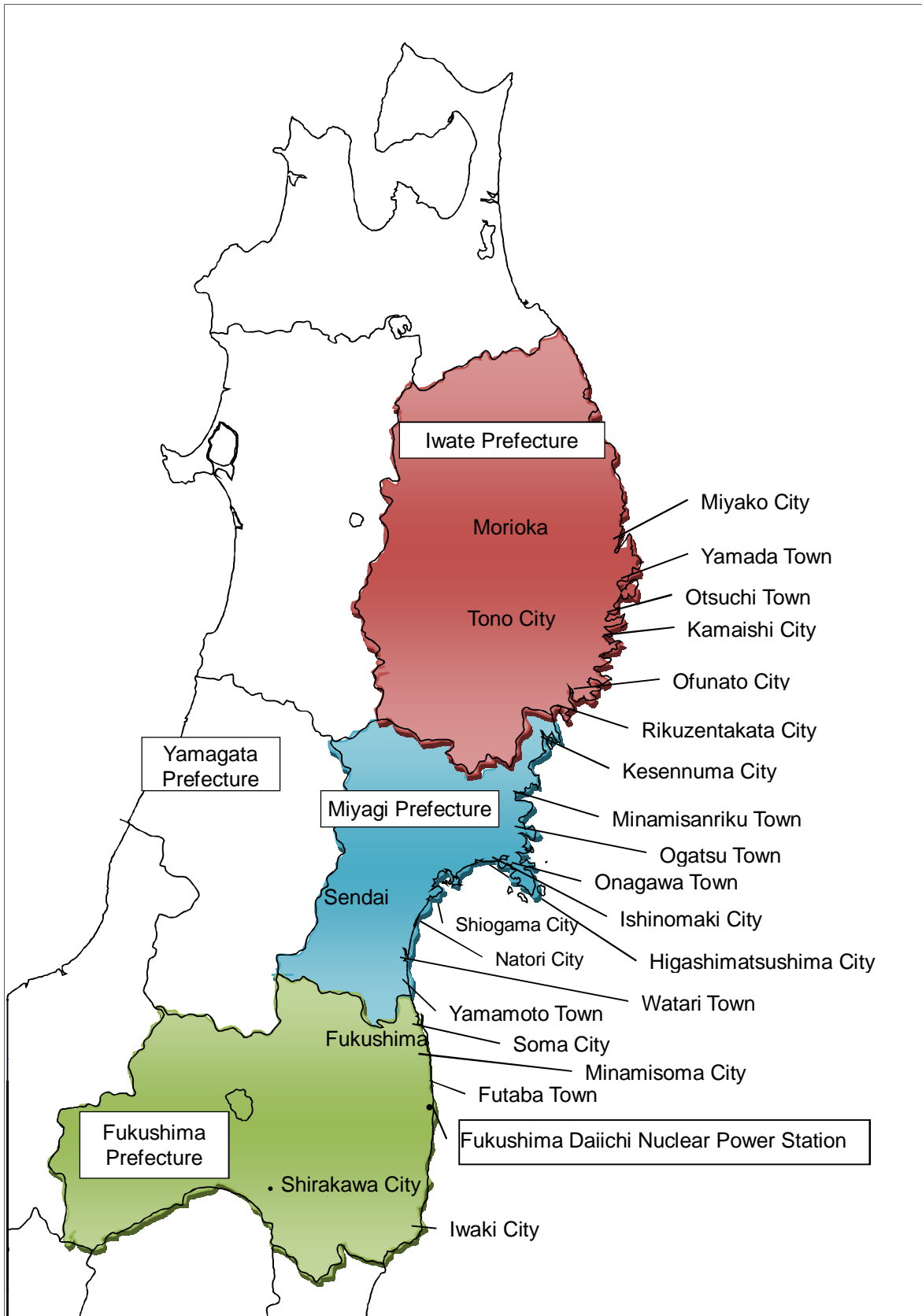
As it will soon be the third anniversary of the disaster, temporary housing and shops in the affected areas have begun to be removed. However, there are still about 278,000 people, who have been displaced and temporarily relocated nationwide (as of 14 Nov, 2013, Reconstruction Agency) and they are still struggling to live filled with angst for the future.

This is especially true in Fukushima prefecture, where in addition to the damages caused by the earthquake and tsunami, the aftereffects of a nuclear disaster stemming from the accident at the Fukushima Daiichi Nuclear Power Station remain. Many people are still displaced and living away from their home towns and villages. When we visited the affected areas, many people appealed to us to not forget about the disaster and to visit the affected areas and to see what is happening there today. We sincerely hope that this report will help to deliver their voices in and outside Japan.

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President of International Development Center of Japan

(Main writers of the report)
Mimi SHEIKH, Senior Researcher of IDCJ
Mana TAKASUGI, Researcher of IDCJ

MAP



Abstract

This study organizes and analyzes different forms of assistance provided from overseas for the Great East Japan Earthquake over a one-year period between March 11, 2011 and March 31, 2012. The study surveys both financial and in-kind (material and human resources) forms of assistance received from all countries and regions, international organizations, private entities (non-governmental organizations (NGOs), businesses, private foundations, religious organizations, etc.), and individuals. However, as it would be impossible to cover all relevant information, the study focuses on major forms of assistance and gives an overall view of overseas support to secure a certain degree of accuracy.¹ It should be noted that the figures below have been calculated, while eliminating overlap whenever possible, based on published information of organizations such as Japanese government agencies, foreign embassies, the United Nations, the Japanese Red Cross Society, and various NGOs. Possible margins of error include downward revision due to a small range of overlap, and large-size upward revisions due to information that the study failed to cover, and information that was excluded due to the potential for overlap.

The study indicates that the governments, individuals and groups that made financial and/or in-kind contributions belonged to a total of 174 countries and regions. 43 international organizations also offered assistance. Out of the 174 states and regions, 119 were recipients of Japan's Official Development Assistance (ODA), and 35 were among the so-called "Least Developed Countries (LDC)" in Asia and Africa.

Financial Assistance: A total of approximately 164 billion yen in financial assistance was provided by the 174 countries and regions.² According to the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), Somalia received the largest amount of humanitarian funding of 868,139,570 US dollars during 2011 (equivalent to 71.3 billion yen at the exchange rate used for this study). The UN announced at the time of disaster that Japan would receive more humanitarian relief from the international community in 2011 than any other country, and it would be safe to say this is accurate based on the figures above. The analysis of donor attributes indicates that governments and international organizations provided 143 cases of

¹ Since various forms of moral support, including high-level messages, messages from the general public, prayer meetings, and visits to disaster-stricken areas are already summarized on the websites of the Ministry of Foreign Affairs of Japan and Japan International Cooperation Agency (JICA), this study excludes such assistance.

² This value may require an upward revision to around 60 billion yen. Specifically, even in cases where the study has obtained information from donors (for example, "Corporation XX donated YY dollars"), if the recipients could not be confirmed, such information was excluded from the survey. This is to avoid overlapping figures, since the study may have already checked and calculated the recipient information (for example, "YY dollars was received from business/group in country ZZ"). It also excludes cases where assistance was not confirmed as accepted even if it was pledged. The number of countries and regions does not include the information on assistance which does not identify the country to which they belong.

financial assistance, whereas non-governmental donors, including Red Cross societies, NGOs, businesses, private foundations, individuals and groups, accounted for 1,250 cases.³ Regional figures show that the Middle East and North Africa, and North America each provided the largest amount at around 30% of the total assistance. The figures for the Middle East and North African countries are explained by a large amount of assistance provided by governments of oil-producing countries. The Kuwaiti and Qatar governments in particular provided a large amount of assistance, though the total number of relief cases from this region was relatively low (eighth out of ten regions, including international organizations/assistance made by entities represented by multiple regions). North America ranked third in terms of the number of cases, with larger per-case amount in comparison with other regions. Europe had the largest number of assistance cases, while East Asia ranked second (the region ranked third in terms of amount). Most of the financial contributions were made by developed countries (i.e. non-ODA recipient countries). However, in terms of the number of assistance cases, ODA-recipient countries accounted for about 30% of all cases. Financial assistance concentrated in the first three months after the disaster. However, it was provided continuously throughout the year.

Financial assistance was utilized in two ways. It was directly distributed to the victims, and allocated for recovery activities. Recovery activities by the Japanese Red Cross Society (JRCS) and other organizations such as NGOs included various activities: purchase/ distribution of food and relief supplies, coordination of volunteer activities, education/child support, livelihood and economic reconstruction such as support for fisheries/employment/ small and medium-sized enterprises, support for community activities, programs for psychosocial care, health care/public health programs, support for the vulnerable including people with disabilities, the elderly and women, information support such as broadcasting, support for victims of the nuclear accident, aid coordination, and much more.

Human Resources Cooperation: Japan received human resources cooperation from 99 countries and regions and many international organizations for a total of 160 cases. Among these countries, 61 countries (60% of the total) were Japanese ODA recipients. In terms of the type of group or organization providing the assistance, 77 were governments and international organizations, while 83 belonged to non-governmental donors. In terms of the type of assistance, 19 cases were dispatch of search/rescue teams, 11 were dispatch of medical teams, 63 were various services for the victims, which included volunteer work, 28 were relief coordination (including surveys and studies), 25 were related to international exchanges through visits to the affected areas or invitations to victims to travel overseas, and 14 were related to the nuclear accident. Among the 30 dispatch cases of search/rescue and medical teams, 26 were

³ The number of cases given is a rough estimate, since some recipient organizations count all forms of assistance provided by overseas parties as one case, and others count assistance provided from general public including businesses and groups together. The same applies to in-kind contributions.

implemented by government or international organizations.

Material Contributions: Japan received donations of goods and services from 73 countries and regions for a total of 305 cases. In terms of the type of group or organization providing the assistance, 154 were governments and international organizations, while 151 were other groups. In terms of the type of assistance, 104 cases were food aid, 158 were various relief supplies, 14 were fuel, 39 were provision of services (e.g. communications and transportation), and 34 were nuclear accident-related supplies. Material contributions were more likely to be provided within 11 to 20 days after the disaster, and 50% of the total was provided within 30 days after the disaster. 88% was provided within 50 days of the disaster.⁴

The preceding analysis reveals six key points.

1. Assistance through private businesses, NGOs/non-profit organizations (NPOs), groups, and other organizations was significant in addition to assistance through governments and international organizations.

Assistance was provided and received across national boundaries, participated by the entire civil society—not only between governments, but also among governments, NGOs, private businesses, and individuals. This trend has been common in recent years when massive disasters occur in developing countries⁵, and it shows that the Great East Japan Earthquake was no exception.

2. A large amount of assistance was provided from extremely poor countries and countries with unstable political and economic conditions.

Out of 174 countries and regions, 119 were Japanese ODA recipients⁶, and 35 were among the so-called “Least Developed Countries (LDC)” in Asia and Africa⁷. In recent years, developing countries have joined developed nations in offering assistance in the aftermath of massive disasters. This global trend—a spirit of mutual aid—was shown even when a developed country like Japan was the victim. A number of countries expressed their gratitude for Japan’s past assistance, including ODA.

⁴ Time periods indicate when assistance reached Japan and not necessarily the affected areas.

⁵ For example, in the 2004 Indian Ocean earthquake and tsunami, in total 6.2 billion dollars were provided from the international community (this amount includes assistance other than financial assistance such as material contributions, and based on contribution and commitment, excluding pledge). Of this, 62% (by amount) was from sources other than governments and international agencies. In the 2010 Haiti earthquake, out of the total amount, 3.5 billion dollars (same as above) was provided, 36% (same as above) was from other than governments. In both cases, more than half the countries that provided assistance were developing countries (ODA recipients of Japan). <http://fts.unocha.org/pageloader.aspx?page=home>.

⁶ Classification of ODA recipients and non-recipients is based on “Japan’s ODA White Paper 2011”. Although South Sudan was not mentioned as ODA recipient in “Japan’s ODA White Paper 2011” as it became independent in July 2011, the study classified it as a recipient country according to the actual condition.

⁷ Out of 48 countries defined as the LDC by the United Nations. <http://www.unohrls.org/en/ldc/25/>

3. Content of the assistance was diverse.

A significant portion of in-kind contributions (material and human resources) provided by overseas businesses fully utilized those organizations' field of expertise and distinctive characteristics. As many artists collected donations through charity concerts and bazaars, many people offered assistance utilizing their expertise, unique features and name recognition.

4. Assistance from overseas consoled and encouraged the affected people, showing that the international community was with them.

Financial assistance from overseas were utilized for various activities implemented by Japanese NGOs/NPOs and private businesses, meeting with the affected people's needs. Many words of gratitude towards such assistance from overseas were heard in this study from the stakeholders of affected local governments, affected people, NGOs/NPOs, and other organizations, revealing that the assistance consoled and encouraged the people in the affected areas through various activities.

5. Financial assistance from overseas complemented the support from the government, meeting the needs of the victims attentively and promptly.

Most of the donations from overseas were provided to support organizations like NGOs which conducted attentive and essential activities to help victims rebuild their lives, complementing the activities by the government. It was also revealed that financial assistance from overseas financed activities of many organizations, especially in the initial stage, both in terms of the timing and the amount. Without donations from overseas, even JRCS would not have been able to implement such large scale and diverse support activities as it conducts today.

6. A large portion of the financial assistance from overseas was utilized for education/child support activities.

Many of the organizations that received a large amount of financial assistance from overseas in this study had been implementing programs for education/child support. Many of the overseas organizations that provided assistance and Japanese organizations that received the assistance were established for the purpose of child support. Thus, their regular activities and expertise may have impacted the content of the support activities after the disaster.

The following four points were lessons learned as a recipient of international assistance.

1. Clarification of the liaison organization in receiving assistance from overseas organizations and individuals

Acceptance of official assistance from governments and international organizations was implemented somewhat smoothly due to a certain principle that was in place. However, the government of Japan did not have any systems or procedures in place to receive assistance from overseas organizations and individuals⁸. Therefore, such assistance was accepted through a variety of private organizational networks without official rules and systems. As revealed in this study, the segment of assistance from organizations and individuals other than governments and international organizations was larger than governments and international organizations in the Great East Japan Earthquake. Cases where official rules could be applied for receiving assistance were in the minority, and this fact sometimes became a burden for the affected areas. Thus, it became practical to set up a liaison organization or office to receive assistance from overseas organizations and individuals. One concrete idea is, for example, to strengthen the collaboration between Japan Platform (JPF) and the government for receiving overseas assistance. This will reduce the burden on local governments in affected areas, as well as enable the effective and efficient acceptance of the assistance.

2. Formulation of a disaster management strategy on the premise of receiving assistance from overseas

Not only the central government and local governments, but also NGOs/NPOs had difficulty receiving assistance from overseas due to shortage of manpower, especially during the initial stage after the disaster. A common feature among the good practices seen when receiving assistance from overseas was the successful establishment of networks with other organizations in a short period of time after the disaster. The disaster management strategy should not be based on the activities and manpower of an organization during ordinary times, but to prepare for an effective scale up of manpower as a contingency measure, taking into account the work related to receiving assistance from overseas. For that purpose, it is suggested that a cooperation agreement be exchanged with other organizations during ordinary times in order to agree on the tasks and fees for the work that can be requested in the aftermath of a disaster.

3. Superiority of financial assistance

It was reconfirmed in the study that financial assistance was superior to material contributions, especially in its practical usage, as it can be used on demand for items that are needed at the appropriate time without any constraint of expiration dates, tastes, and

⁸ Yutaka Katayama. (2013, January). *Higashi Nihon Daishinsaji No Kokusai Kinkyu Shien Ukeire to Gaimusho*, Journal of International Cooperation Studies, vol. 20, No. 2/3.

specifications and without the need to consider the time and cost for transportation. In developed countries like Japan, this aspect seems even greater. Human resources cooperation and material contributions have great significance in showing a sense of solidarity to the affected country and its people, and the superiority of the financial assistance is not always the case, but donors need to keep in mind the superiority of the financial assistance when considering future domestic and international disaster relief assistance, when a choice is available.

4. Difference in people's needs between developed and developing countries

Disaster management capacity of governments of developing countries and developed countries like Japan differs greatly. Therefore, the needs in support activities in the aftermath of disasters in developing and developed countries are different. In some cases, items regarded as luxury goods in assistance for developing countries can be necessities of life in developed countries. Donors need to decide the content of the assistance in due consideration of the economy, culture and customs of the recipient country. This must not be forgotten when Japan provides assistance in other countries as well.

Table of Contents

ACRONYMS AND ABBREVIATIONS

1.	OUTLINE OF THE STUDY.....	1
1.1	Background of the Study	1
1.2	Operation Structure	2
1.3	Methodology	3
2.	DAMAGE SITUATION AND DOMESTIC RESPONSE.....	9
2.1	The Earthquake.....	9
2.2	Disaster Damage.....	10
2.3	Overview of the Nuclear Accident.....	15
2.4	Overview of Domestic Assistance for Victims.....	16
2.5	Characteristics of the Great East Japan Earthquake	21
3.	ASSISTANCE FROM OVERSEAS	23
3.1	Financial Assistance.....	25
3.2	Human Resources Cooperation.....	39
3.3	Material Contribution	48
3.4	Assistance from Overseas against Nuclear Accidents.....	59
4.	UTILIZATION OF FINANCIAL ASSISTANCE FROM OVERSEAS	62
4.1	Outline of Recipient Organizations and Types of Usage.....	62
4.2	Outline of the Assistance through JRCS	68
4.3	Outline of the Assistance through Other Organizations by Field.....	78
5.	CONCLUSION AND ANALYSIS.....	106
5.1	Conclusion	106
5.2	Analysis	109

Appendix 1 List of Participants

Appendix 2 Main Sources of Information

Appendix 3 List of Organizations Responded to the Questionnaire Survey

ACRONYMS AND ABBREVIATIONS

AAR	Association for Aid and Relief
ACCJ	American Chamber of Commerce in Japan
ADB	Asian Development Bank
AfDB	African Development Bank
ANZ	Australia and New Zealand Banking Group Limited
ASEAN	Association of South East Asian Nations
BSEC	Organization of the Black Sea Economic Cooperation
CARE	CARE International Japan
CBIRF	Chemical Biological Incident Response Force
CCCJ	Central Community Chest of Japan
CCP	Children of Palestine
CTBTO	Preparatory Commission for the Comprehensive Nuclear-Test-Ban Treaty Organization
DMAT	Disaster Medical Assistance Team
EU	European Union
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GECF	Gas Exporting Countries Forum
IAEA	International Atomic Energy Agency
ICPO	International Criminal Police Organization
ICRC	International Committee of the Red Cross
IDB	Inter-American Development Bank
IDCJ	International Development Center of Japan
IEA	International Energy Agency
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International Labour Organization
IMF	International Monetary Fund
INBC	International Narcotics Control Board
IOM	International Organization for Migration
ISTC	International Science and Technology Center
ITSO	International Telecommunications Satellite Organization
ITTO	International Tropical Timber Organization
ITU	International Telecommunication Union
JANIC	Japan NGO Center for International Cooperation
JA-ZENCHU	Central Union of Agricultural Co-operatives
JICA	Japan International Cooperation Agency

JPF	Japan Platform
JRCS	Japanese Red Cross Society
KnK	NPO Kokkyo naki Kodomotachi
LDC	Least Developed Countries
LDS	Church of Jesus Christ of Latter-day Saints
MDA	Miyagi Dental Association
MOF	Ministry of Finance of Japan
MOFA	Ministry of Foreign Affairs of Japan
MSF	Médecins Sans Frontières Japan
NATO	North Atlantic Treaty Organization
NGOs	Non-Governmental Organizations
NICCO	Nippon International Cooperation for Community Development
NPOs	Non-Profit Organizations
NPS	Fukushima Daiichi Nuclear Power Station
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PBV	Peace Boat and Peace Boat Disaster Relief Volunteer Centre
PoA	Plan of Action
PWJ	Peace Winds Japan
SCJ	Save the Children Japan
Team C7	International Coordination Team
TEC-FORCE	Technical Emergency Control Force
TEPCO	Tokyo Electric Power Company, Inc.
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNV	United Nations Volunteers
UPU	Universal Postal Union
WCO	World Bank, World Customs Organization
WFP	World Food Programme
WHO	World Health Organization

WTO World Trade Organization
WVJ World Vision Japan

1. OUTLINE OF THE STUDY

1.1 Background of the Study

The Tohoku-Pacific Ocean Earthquake on March 11, 2011 and the subsequent nuclear accident (the Great East Japan Earthquake) was a major catastrophe in Japan. In addition to domestic assistance, the volume of tangible and intangible assistance from overseas in response to the disaster was enormous, and the United Nations (UN) announced at the time of the disaster that Japan would receive more humanitarian relief from the international community in 2011 than any other country. According to the Ministry of Foreign Affairs of Japan (MOFA), 163 countries/regions and 43 international organizations offered assistance¹ as of October 2011, which was more than double the number of countries/regions that offered assistance for the Great Hanshin Awaji Earthquake of 1995. Many were developing countries, which the government of Japan had supported through its Official Development Assistance (ODA).

Not only the affected areas, but the entire nation of Japan was encouraged and filled with gratitude on hearing the news about the magnitude of the assistance. The government of Japan has continued to express its gratitude towards the assistance and to inform the international community about the reconstruction progress through summit conferences, meetings of Foreign Ministers, international conferences, op-ed contributions by the Prime Minister for major overseas newspapers, a reception in commemoration of the Great East Japan Earthquake hosted by the Foreign Minister, the UN Conference on Sustainable Development (Rio+20) in June 2012, and events at the London Olympic Games in July-August 2012. Japanese organizations that received assistance have also published reports on their activities both in Japanese as well as in English.

However, there has been no comprehensive information about the diverse human resources, materials, financial, and moral support from overseas, which differs from cases in developing countries where the UN or other international donors take the lead in summarizing the information on disaster relief activities. It is believed that consolidating the overall view of assistance from overseas and then feeding the results back to the world is the responsibility of Japan as a member of the international community. Against this backdrop, “Comprehensive Review of Assistance from Overseas for the Great East Japan Earthquake” was undertaken by concerned volunteers from relevant organizations.

(1) Objectives

- 1) Compile, organize and widely disseminate the comprehensive information on assistance provided from overseas and the distribution/acceptance results of this assistance based on existing sources to show the gratitude of the Japanese people to the international

¹ This is the number of countries/regions and international organizations that offered assistance to MOFA. The number is different from that of the countries/regions and international organizations whose assistance was actually confirmed in this study.

community.

- 2) Obtain the outcomes and lessons learned on emergency assistance by examining how assistance was utilized on the ground in order to contribute to Japan’s future international cooperation, especially cooperation for developing countries vulnerable to mega-disasters.

(2) Study Period

July 2012 – March 2014

1.2 Operation Structure

To keep the objectivity and neutrality of the study, a Committee was established with members from various related organizations. The members are listed in Table 1.1 below. International Development Center of Japan (IDCJ) served as the secretariat, and conducted the research and analytical work for the study under the Committee. The Committee was held regularly to share the progress and to direct the study as shown in Table 1.2. Moreover, as the study progressed, officials from the Ministry of Finance, MOFA, Reconstruction Agency, and Iwate, Miyagi, and Fukushima Prefectures also participated in the Committee as observers. IDCJ² covered the entire cost of this study as part of its in-house research program.

Table 1.1 Committee Members

Affiliation	Title	Name
Chairperson	Former Professor at International Christian University	Kazuo TAKAHASHI
Japanese Red Cross Society (JRCS)	President	Tadateru KONOE
Japan NGO Center for International Cooperation (JANIC)	Chairperson	Masaaki OHASHI
Japan Platform (JPF)	Co-Chairperson	Toshio ARIMA
Japan International Cooperation Agency (JICA)	Former Vice President	Hiroto ARAKAWA

² IDCJ was founded in 1971 as Japan's first think tank specializing in the field of development and cooperation. It has been pursuing vanguard activities to improve the “quality” of international cooperation and to enhance overall socio-economic development. Activities that IDCJ has conducted in response to the Great East Japan Earthquake are as follows.

- 1) As part of its “Promoting Social Responsibility Activities Program”, IDCJ dispatched its staff to the field office and headquarters of AAR Japan, an international cooperation NGO, which conducted relief activities in affected areas at their request.
- 2) Served as the secretariat of a project named “Higashi-nihon ni Yuki to Kibo wo (Courage and Hope for East Japan)” which aims to raise support to reconstruct East Japan through the purchase of goods. The project sells “reconstruction support stickers” to companies and donates the profits to employment promotion activities in affected areas.
- 3) Entrusted by the international NGO, World Vision Japan, IDCJ designed World Vision Japan’s reconstruction support program in the field of child development support.
- 4) Entrusted by the Rotary Foundation Alumni Association of the Rotary International District 2530, IDCJ implemented a needs assessment survey in Fukushima Prefecture.

Table 1.2 Committee Outline

Assembly	Date	Venue	Number of Participants	Main Agenda
No.1	6 July 2012 16:00-17:30	IDCJ Meeting room	13	Established committee, examined research methods and schedule
No.2	3 September 2012,14:00-15:30	IDCJ Meeting Room	18	Reported the progress and discussed about future direction and work plans
No.3	6 November 2012,15:30-17:00	JRCS Meeting room	23	Examined study results (outline)
No.4	21 February 2013 15:00-16:00	JRCS Meeting room	25	Discussed and exchanged viewpoints about the first half of the report
No.5	13 June 2013 15:30-16:30	International Development Solutions Incorporated Meeting room	13	Shared responses to the first half of the report, discussed about overview and schedule of the second phase study
No.6	22 January 2014 14:00-15:30	International Development Solutions Incorporated Meeting room	11	Shared comments about the second half of the report, and discussed report distribution procedure

Note: The list of Committee participants is in Attachment 1.

1.3 Methodology

(1) Study Step

This study was conducted in two phases; the 1st phase examined the types and volume of the assistance from overseas, and the 2nd phase examined how the financial assistance was utilized on the ground. The concrete steps that were taken are as follows.

(2) Target Period

The target period was about one year from the occurrence of the disaster, namely, from March 11, 2011 to March 31, 2012.

July 2012	Establishment of the Committee, setting the target, methodology, and study plan
Jul.-Sep. 2012	Compilation of existing information, additional information gathering
Sep.-Oct. 2012	Questionnaire survey to NGOs, additional information gathering
Oct. 2012-Feb. 2013	Analysis of overseas assistance, drafting of the first half of the report
Mar. 2013	Completion/publication of the report (the first half: Japanese Report & English Summary), press conference
May-Jun. 2013	Planning the methodology and schedule of the latter half of the study
Jul.-Sep. 2013	Preparation of the field visit, Interviews with NGOs, information gathering
Oct. 2013	Field visit to Tohoku region, analysis of the use of financial assistance from overseas
Nov.-Dec. 2013	Drafting the latter half of the report
Dec. 2013-Feb. 2014	Drafting the comprehensive report (Japanese & English)
Mar. 2014	Publication of the comprehensive report (Japanese & English)

(3) Study Target

All assistance from overseas in terms of human resources, material, and financial support from countries/regions, international organizations, private entities (NGOs, businesses, private foundations, religious organizations, etc.), and individuals were the subject of this study. However,

as it would be impossible to cover all relevant information, the study focuses on major forms of assistance and gives an overall view of overseas support, in order to achieve a certain degree of accuracy. Since various forms of moral support, including high-level messages, messages from the general public, prayer meetings, and visits to disaster-stricken areas had already been summarized on the websites of MOFA and Japan International Cooperation Agency (JICA), and this study excluded such assistance³.

(4) Desk Review

Information was obtained mainly from publicly available sources such as related studies and homepages and reports of Japanese government ministries/agencies such as MOFA, embassies of each country, the UN, and Japanese Red Cross Society (JRCS), and other organizations. The study collected available information on both providers and recipients, which included overseas organizations as providers and organizers of human resources/material/financial assistance; and organizations in Japan served as focal points of assistance such as JRCS and recipients such as NGOs and local governments as shown in Figure 1.1. Then, the collected information was examined to avoid any overlapping information. The main sources of information are shown in Attachment 2.

³ See MOFA, Information related to the Great East Japan Earthquake
<http://www.mofa.go.jp/mofaj/saigai/index.html>, JICA, Information related to the disaster
http://www.jica.go.jp/information/disaster_info.html, and Japan Foundation,
<http://www.jfkc.jp/ja/news/%E6%9D%B1%E6%97%A5%E6%9C%AC%E5%A4%A7%E9%9C%87%E7%81%BD%E3%81%AB%E5%AF%BE%E3%81%99%E3%82%8B%E5%9B%BD%E9%9A%9B%E4%BA%A4%E6%B5%81%E5%9F%BA%E9%87%91%E3%81%AE%E5%8F%96%E3%82%8A%E7%B5%84%E3%81%BF.pdf>

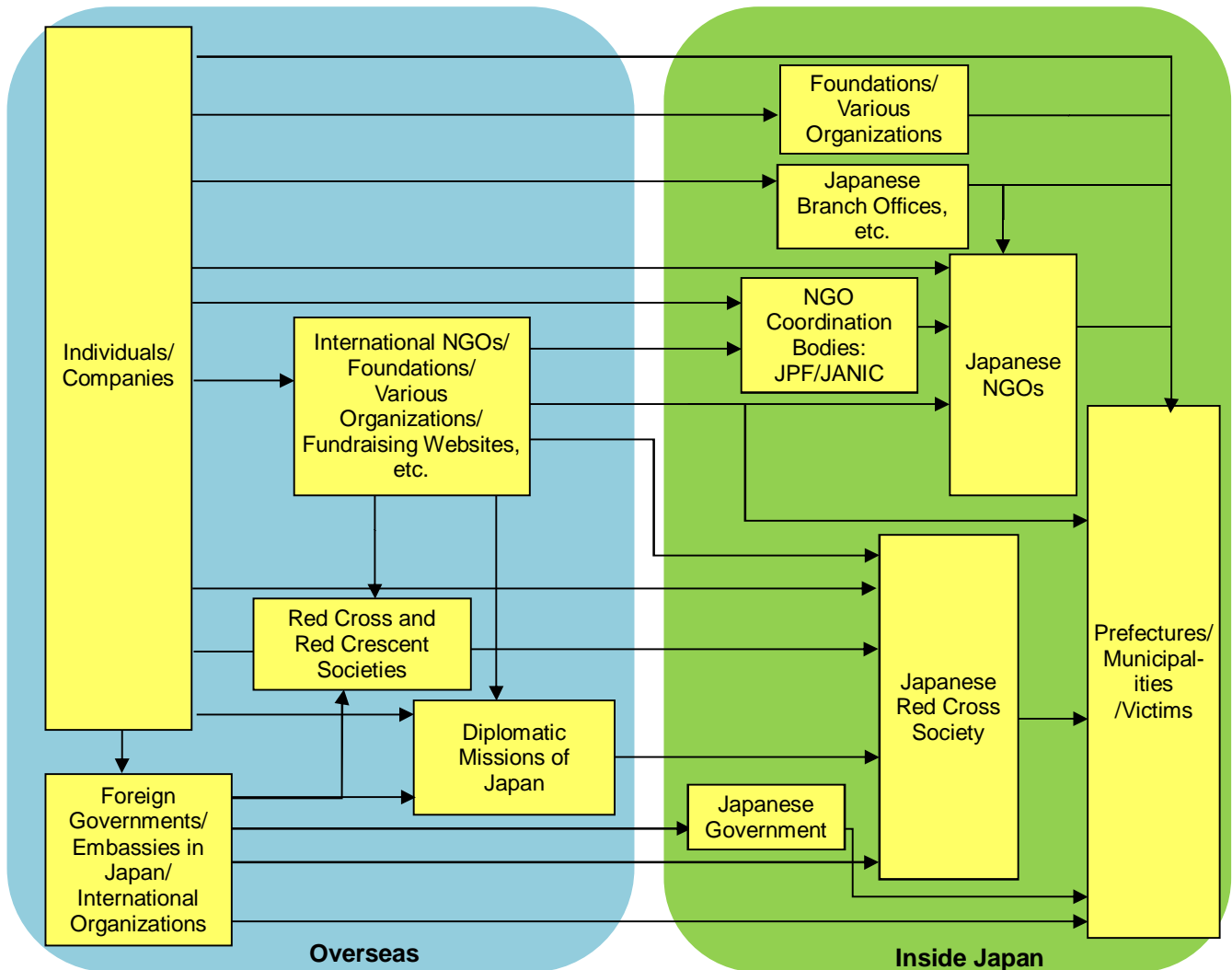


Figure 1.1 Main Flow of Assistance from Overseas

In addition to public information, organizations participated in the Committee provided additional information. Iwate, Miyagi, and Fukushima Prefectures, Central Community Chest of Japan (CCCJ), Keidanren (Japan Business Federation), Nippon Foundation, Japan Center for International Exchange, JA-ZENCHU (Central Union of Agricultural Co-operatives), Junior Chamber International Japan, UN Office for the Coordination of Humanitarian Affairs (OCHA), Rotary International Japan Office, American Chamber of Commerce in Japan (ACCJ), Embassy of India in Tokyo, Global Compact Japan Network, International Medical Corps Tokyo Office, CRASH Japan, Salvation Army Japan, and Japan Committee for UNICEF also cooperated in providing and confirming the information (in random order).

A questionnaire survey targeting the member organizations of Japan NGO Center for International Cooperation (JANIC) and Japan Platform (JPF) was also conducted because most donations to NGOs were not distinguished between assistance from overseas and assistance from within Japan; thus, it was difficult to obtain the information on assistance from overseas from the existing information. The response rate was 20% (50 responses out of 246). It is assumed that many of the organizations that did not answer the questionnaire had not received any assistance from overseas. The list of respondents to the questionnaire is shown in Attachment 3.

(5) Field Visit To Iwate, Miyagi, and Fukushima Prefectures

In the latter half of the study, a field visit to Iwate, Miyagi and Fukushima Prefectures was conducted from October 7 to 10, 2013. The study team made courtesy calls to departments in charge of international cooperation at prefectural offices and exchanged views with them, visited several project sites implemented with financial assistance from overseas, and interviewed stakeholders. In selecting the projects visited in the field visit, the amount of assistance provided, balance among sectors, and geographical balance were considered. Organizations which cooperated in the first half of the study and recommendations from the Committee members were also taken into consideration. The field visit schedule is shown in Table 1.3.

Table 1.3 Field Visit Schedule

			Schedule	Prefecture
1	Oct. 7th	Mon	<p>[AM] <i>Travel (Tokyo-Morioka)</i></p> <p>■Courtesy call at NPO, Culture and International Relations Division, Department of Policy and Regional Affairs, Iwate Prefectural Office</p> <p>[PM]</p> <p>■Field visit and interview at Otsuchi Town Child Center (Assistance by Campaign for the Children of Palestine (<u>CCP</u>))</p> <p>■Field visit and interview at Sakari Station, South Rias Line, Sanriku Railway (Ofunato City) (assistance by <u>Government of Kuwait</u>)</p> <p>■Field visit and interview at Ofunato Yume Shopping Street (Ofunato City) (assistance by <u>the Salvation Army Japan and Peace Winds Japan (PWJ)</u>)</p> <p><i>Travel (Ofunato-Kesennuma)</i></p>	IWATE
2	Oct. 8th	Tue	<p>[AM]</p> <p>■Field visit, and interview at Omose Elementary School (Kesennuma City) (assistance by World Vision Japan (<u>WVJ</u>))</p> <p>■Field visit and Interview at Kesennuma Fishermen's Cooperative, Super-Freezers and Ice Plant, (assistance by <u>WVJ</u>)</p> <p>[PM]</p> <p>■Field visit and interview at Higashishinjo Orange (Kesennuma City) (assistance by Association for Aid and Relief Japan (<u>AAR Japan</u>))</p> <p>■Field visit and interview at Ogatsu Dental Clinic (Ogatsu Town, Ishinomaki City) (assistance by <u>AAR Japan</u>)</p> <p><i>Travel (Ogatsu-Sendai)</i></p>	MIYAGI (Coastal Region)

3	Oct. 9th	Wed	<p>[AM] ■Courtesy call at the Policy Planning and Multicultural Coexistence Promotion Section of the International Affairs Division, Miyagi Prefectural Office ■Courtesy call and interview at JICA Tohoku</p> <p>[PM] ■Field visit and interview at Miyagi Prefecture Dental Association (Sendai City) Mobile dental care services for the elderly and physically challenged persons (assistance by <u>JRCS</u>) <i>Travel (Sendai-Fukushima)</i> ■Courtesy call at International Affairs Division of Social Affairs and Environmental Department, Fukushima Prefectural Office,</p>	<p>MIYAGI (Sendai City) / FUKUSHIMA (Fukushima City)</p>
4	Oct. 10th	Thu	<p>[AM] Documentation</p> <p>[PM] ■Field visit and interview at Kitakanssen Daini Temporary Housing (Fukushima City) meeting rooms (assistance by <u>JRCS</u>) ■Field visit and interview at NPO “Citizens Radioactivity Measuring Station (CRMS) Fukushima” (Fukushima City) ■Interview on Shalom Children’s Health Recovery Program ■Field visit to JANIC Joint Review on CSOs’ Assistance and Fukushima NGO Collaboration Space <i>Travel (Fukushima-Tokyo)</i></p>	<p>FUKUSHIMA</p>

(6) Points Taken into Consideration in the Information Analysis

- Classification of the forms of assistance (human resources, material, or financial) was made based on the forms at the time of arrival in Japan. For example, when the study team obtained the information of “materials worth of XX dollars”, it was recorded as material contribution, not financial assistance. If a Japanese organization received a donation from overseas and used it for their relief activities, it was recorded as financial assistance.
- Basically, the study recorded organizations that finally provided assistance to Japan as donors. For example, when Red Cross societies and NGOs overseas collected donations and sent them to Japan, individuals and private businesses, who donated the money, were not identified as donors. However, to understand the whole picture and to avoid an overlap in information, details of large-scale private business donors and background information on how donations were raised were also collected as much as possible. When a foreign government provided assistance through organizations like national Red Cross societies, the government itself was also recorded as a donor.

- Assistance gathered by foreigners and foreign agencies (embassies in Japan, foreign affiliated companies, chamber of commerce, etc.) in Japan, as well as Japanese, Japanese-owned companies, and Nikkei organizations abroad were included in the analysis as much as possible, though some of the assistance were most likely from Japanese people, as long as it was confirmed that at least some of it originated from overseas or from foreigners.

(7) Limitations and Caution

Due to the limited budget and duration of the study, it was not possible to conduct questionnaire surveys, inquiries, and interviews of each related organization. Therefore, detailed information was gathered only from major selected organizations. Of this information, some did not make a distinction between domestic and overseas assistance, and some did not disclose a breakdown of countries/organizations which provided assistance. Or such information was simply not available. This made understanding the whole picture and analytical work difficult.

As each organization has its respective fiscal year, it was sometimes not possible to obtain the information on assistance as of March 2012. In such cases, information on assistance received after March 2012 was partially included.

Finally, a reminder that the purpose of this study was not to compare the volume of assistance received from each donor, but to comprehend the entire picture of the assistance that Japan received from overseas, and to clarify trends, if applicable, through analysis for future reference.

(8) Outline of the Report

Chapter 2 of this report describes the outlines of the damage caused by the Great East Japan Earthquake and domestic assistance provided to the victims. Chapter 3 provides an overview of the assistance from overseas that Japan received, some analyses, and some issues that were identified when receiving the assistance. Chapter 4 examines how financial assistance from overseas has been utilized in affected areas, and Chapter 5 summarizes the report and provides the lessons learned.

2. DAMAGE SITUATION AND DOMESTIC RESPONSE

2.1 The Earthquake⁴

- 1) Time and Date of Occurrence: At 14:46 on Friday, March 11, 2011
- 2) Hypocenter: Off Sanriku (38° 06.2'N.L., 142° 51.6' S.L., 24km depth)
- 3) Magnitude: 9.0
- 4) Seismic intensity: Max.7. There were 17 prefectures measuring more than “5 Lower.”

Scale 7	Northern Miyagi Prefecture
Scale 6 Upper	Southern/Central Miyagi Prefecture, Nakadori/Hamadori in Fukushima Prefecture, Northern/Southern Ibaraki Prefecture, Northern/Southern Tochigi Prefecture
Scale 6 Lower	Southern coastal Iwate Prefecture, Northern/Southern inland Iwate Prefecture, Aizu in Fukushima Prefecture, Southern Gunma Prefecture, Southern Saitama Prefecture, Northwestern Chiba Prefecture

- 5) Tsunami: A tsunami warning was announced at 14:49, March 11. Recorded height (maximum) of the tsunami at major tsunami observation points were as follows.

Table 2.1 Tsunami Observation (Maximum)

Tide Station	Time	Height
Shoya, Erimo	15:44	3.5m
Miyako	15:26	Above 8.5m
Ofunato	15:18	Above 8.0m
Kamaishi	15:21	Above 4.2m
Ayukawa, Ishinomaki	15:26	Above 8.6m
Soma	15:51	Above 9.3m
Oarai	16:52	4.0m

- 6) Aftershocks: By August 2, 2012, there had been two aftershocks with a seismic intensity of “6 Upper,” two “6 Lower” aftershocks, 11 “5 Upper” aftershocks, 37 “5 Lower” aftershocks, and 197 aftershocks on a scale of 4. There were also earthquakes on a scale of higher than “5 Upper” outside the aftershock area, specifically in the northern part of Nagano Prefecture/Chuetsu region in Niigata Prefecture, the eastern part of Shizuoka Prefecture, the northern interior region of Akita

⁴ This section is based on the homepage of Japan Meteorological Agency, Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Oki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011).*, and an internal material provided by JRCS.

Prefecture, the southern region of Ibaraki Prefecture, and the central region of Nagano Prefecture.

2.2 Disaster Damage

(1) Human Cost

At first, it was said that the number of casualties of the disaster was over 25,000, but as of August 2, 2012, 18,715 casualties were reported due to the disaster. There are still many missing and the search for them has continued.

Table 2.2 Situation of Casualties⁵

Prefecture	Deaths	People Missing	Injured
Hokkaido	1	-	3
Aomori	3	1	109
Iwate	4,671	1,206	201
Miyagi	9,525	1,426	4,136
Akita	-	-	12
Yamagata	2	-	29
Fukushima	1,606	211	182
Tokyo	7	-	117
Ibaraki	24	1	709
Tochigi	4	-	134
Gunma	1	-	38
Saitama	-	-	42
Chiba	20	2	252
Kanagawa	4	-	134
Niigata	-	-	3
Yamanashi	-	-	2
Nagano	-	-	1
Shizuoka	-	-	3
Mie	-	-	1
Kochi	-	-	1
Total	15,868	2,847	6,109

Source: Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyo-Oki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*.

(2) Infrastructure and Property Damages

As shown in Table 2.3, nearly 400,000 buildings were completely or partially destroyed. It is assumed that the large amount of road damage in Chiba Prefecture was due to the massive scale of liquefaction that occurred there. In addition, about 24,000 hectares of farmland were flooded due to the tsunami.

⁵ This includes the casualties from earthquakes centering off the coast of Miyagi Prefecture (April 7, 2011), Hamadori in Fukushima Prefecture (April 11, 2011), Nakadori in Fukushima Prefecture (April 12, 2011), the northeast region of Chiba Prefecture (May 2, 2011), off the coast of Fukushima Prefecture (July 25 and 31, August 12 and 19, and October 10, 2011), the north region of Ibaraki Prefecture (September 10, November 20, 2011 and February 19, 2012), and off the coast of Ibaraki Prefecture (March 1, 2012).

Table 2.3 Infrastructure and Property Damages by Prefecture

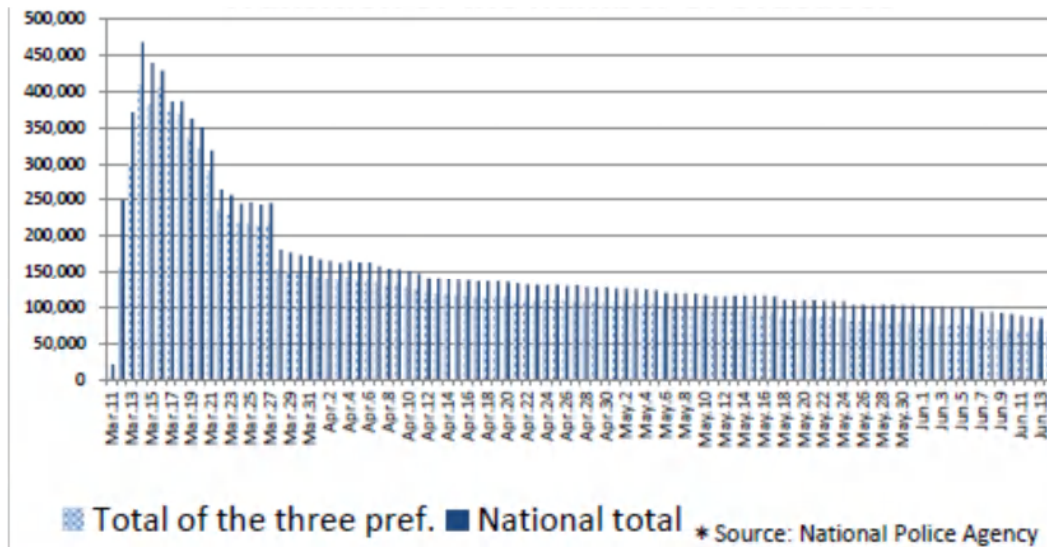
Prefecture	Property damages									Fire breakout	Damaged roads	Damaged bridges	Damaged railways	Landslides	Break of dikes
	Total collapse	Half collapse	Swept out	Total burn down	Partial burn down	Inundation above floor level	Inundation below floor level	Partially damaged	Non-dwelling houses						
Hokkaido		4				329	545	7	469						
Aomori	306	701						835	1,362	5	2				
Iwate	19,199	5,013			15	1,761	323	8,671	4,776	34	30	4			6
Miyagi	85,211	151,015			135	15,475	12,863	223,961	34,531	135	390	12	26	51	45
Akita								3	3	1	9				
Yamagata	37	80									21				29
Fukushima	20,796	70,370		77	3	1,054	339	159,515	1,116	11	187	3			9
Tokyo	15	198		1				4,847	1,101	31	295	55			6
Ibaraki	2,694	24,296			31	1,795	777	185,958	18,662	31	307	41			
Tochigi	260	2,108						71,163	295		257			2	40
Gunma		7						17,246		2	36				9
Saitama	24	194		1	1			1,800	33	12	160				
Chiba	798	10,010			15	157	727	51,604	660	16	2343			1	55
Kanagawa		39						445	13	6	162	1			3
Niigata								17	9						
Yamanashi								4							
Shizuoka							5	13	9						
Gifu											1				
Mie						2			9						
Tokushima						2		9							
Kochi						2		8							
Total	129,340	264,035	0		279	20,577	15,597	726,089	63,048	284	4,200	116	29	208	45

Source: Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Oki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*.

(3) Number of Shelters and Evacuees

Figure 2.1 shows the transition in the number of evacuees in the first three months after the disaster. At its peak, more than 450,000 people were evacuated nationwide, of which 410,000 were in the three most affected prefectures in the Tohoku region alone. Shelters were established in more than 2,000 places at its peak. Most shelters were established in the three prefectures in Tohoku immediately after the disaster, but those established outside these three prefectures gradually increased. To date, most shelters have already been closed; however, more than 340,000 people still live in public/temporary housing or relatives'/friends' homes (as of August 2, 2012)⁶.

⁶ As shown in Figure 2.1, the number of evacuees as of June 2011 was about 100,000, and it decreased to about 80,000 by August 2011. However, it was recorded as 340,000 in the documents released after June 2012. The reason behind this number is not clear, but it might be because information on evacuees became clearer by June 2012 and the move to temporary housing settlements had progressed.



Note: Three prefectures refer to Iwate, Miyagi and Fukushima.

Source: Cabinet Office, Government of Japan

Figure 2.1 Transition in the Number of Evacuees

(4) Lifeline Damages

4.86 million houses or nearly the entire Tohoku region was without power due to outages. Lifeline utilities stopped for a long period of time over a wide region.

Table 2.4 Damage of Lifeline Utilities

Type	Detailed breakdown	Number of households without supply	Recovery
Electricity	Tohoku Electric Power	Approx. 4.86 million households	Except for areas where houses were swept away by the tsunami, all had been restored by June 18, 2011
	Tokyo Electric Power	Approx. 4.05 million households	Restored
	Hokkaido Electric Power	Approx. 3 thousand households	Restored
	Chubu Electric Power	Approx. 400 households	Restored
Gas	General gas	420,000 households	Except for areas where houses were swept away by the tsunami, all had been restored by May 3, 2011.
	Community gas	15,000 households	Restored
Water service	Iwate Prefecture	Approx. 80,000 households	Remaining 21,161 households (located in areas where houses were swept away by the tsunami) without water (As of March 23, 2012)
	Miyagi Prefecture	Approx. 210,000 households	Remaining 21,317 households (located in areas where houses were swept away by the tsunami) without water (As of March 23, 2012)
	Fukushima Prefecture	Approx. 190,000 households	Remaining 2,728 households (located in areas where houses were swept away by the tsunami) without water (As of March 23, 2012)
	Ibaraki Prefecture	Approx. 470,000	Restored

		households	
	Tochigi Prefecture	Approx. 40,000 households	Restored
Telephone	Fixed-line phone (Analog and ISDN)	Approx. 11,000 lines (Max. approx. 1 million lines)	Except for certain areas, all had been restored by the end of April 2011
	Mobile base stations	Approx. 170 stations (Max. approx. 14,800 stations)	Except for certain areas, all had been restored by the end of April 2011

Sources: Based on Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Oki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*; websites of Tohoku Electric Power; Agency for Natural Resources and Energy; and Ministry of Internal Affairs and Communications.

(5) Transportation Damages

1) Roads

As shown in Table 2.3, roads were damaged at 4,200 places, and bridges were damaged at 116 places. Suspension of traffic heavily affected rescue and restoration activities.

Table 2.5 Sections / Routes Closed

	Damage Overview	Closed roads as of October 2012 (excluding the designated restricted area due to the nuclear accident)
Expressway	15 routes	0 routes
National Highway under the direct control of the government	69 sections	0 sections
National Highway under the jurisdiction of the Prefecture	102 sections	1 sections
Prefectural roads	536 sections	40 sections

Source: Ministry of Land, Infrastructure, Transport and Tourism. (2011, April 18). *Tohoku-chiho Taiheiyō Jishin No Higaijyokyo To Doro No Yakuwari Ni Tsuite (On the damage situation of the Great East Japan Earthquake and role of roads)*; and Ministry of Land, Infrastructure, Transport and Tourism. (2012, October 1). *Higashinihon Daishinsai (vol.114) (The Great East Japan Earthquake (vol.114))*.

2) Railroads

Including the damage caused by the earthquake that occurred on April 7, 2011 with a hypocenter off the coast of Miyagi Prefecture, six Shinkansen bullet train lines, 165 conventional railroad lines run by 39 companies went out of service completely or partially. As of October 2012, eight conventional railroad lines by two companies were still completely or partially out of service⁷.

3) Airports

With Sendai Airport, their runways hit by the tsunami, heading the list, a total of three airports that included Hanamaki Airport and Ibaraki Airport were damaged. In addition, three airports at Hanamaki, Yamagata, and Fukushima took charge of the 24-hour recovery support, and they, including Sendai Airport, restarted regular operations during April-June, respectively⁸.

⁷ Ministry of Land, Infrastructure, Transport and Tourism. (2012, October 1). *Higashinihon Daishinsai (vol.114) (The Great East Japan Earthquake (vol.114))*.

⁸ Ministry of Land, Infrastructure, Transport and Tourism. (2012, October 1). *Higashinihon Daishinsai (vol.114)*

4) Harbors

51 harbors in Hokkaido, Aomori, Iwate, Miyagi, Fukushima, Ibaraki, Chiba, Kanagawa, Tokyo, Niigata, and Shizuoka prefectures were damaged.

(6) Estimated Amount of Damage

According to the Cabinet Office, the estimated amount of damage in stock was 16.9 trillion yen (approx. 205.7 billion US dollars). The details are shown in Table 2.6.

Table 2.6 Estimated Amount of Damage

Category	Amount of Damage
Buildings (housing, residential lands, stores, offices, factories, machines, etc.)	Approx. 10.4 trillion yen
Lifeline utilities (water supply, gas, electricity, communication and broadcast facilities)	Approx. 1.3 trillion yen
Social infrastructure (rivers, roads, harbors, sewers, airports, etc.)	Approx. 2.2 trillion yen
Agriculture, forestry and fisheries (agricultural land, facilities for agricultural use, forests and fields, facilities related to fisheries, etc.)	Approx. 1.9 trillion yen
Others (educational facilities, health and welfare facilities, waste disposal facilities, and other public facilities)	Approx. 1.1 trillion yen
Total	Approx. 16.9 trillion yen

Note: The Cabinet Office (a group in charge of disaster prevention) summarized the data based on the given information on the total amount of damaged stocks (buildings, lifeline facilities, social infrastructure facilities, etc.) from all prefectural and related government departments. The data may need to be modified accordingly as details of the incidents become clearer. In addition, the numbers are rounded off; therefore the total numbers may be inconsistent.

Source: Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Ōki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*.

(7) Reconstruction Budget

The Government of Japan announced the “Basic Concept for Reconstruction” on July 29, 2011, and estimated the necessary reconstruction budget for the first five years, which was referred to as the “concentrated reconstruction period” in the concept, as approximately 19 trillion yen (approx. 231 billion US dollars). If this amount is simply divided by the population of Japan, 127.54 million people⁹, the per capita share of the expenses would be about 150,000 yen (approx. US \$1,826).

(The Great East Japan Earthquake (vol.114)).

⁹ Statistics Bureau, Ministry of Internal Affairs and Communications, November, 2012.

2.3 Overview of the Nuclear Accident¹⁰

(1) Outline of the Accident

An unprecedented scale accident occurred at the Fukushima Daiichi Nuclear Power Station (hereinafter, Fukushima Daiichi NPS) of the Tokyo Electric Power Company, Incorporated (hereinafter, TEPCO) as a result of the earthquake and the tsunami on March 11. Fukushima Daiichi NPS was unable to receive electricity from offsite power transmission lines mainly because of the damage to the breakers and the collapse of the power transmission line tower due to the earthquake. In all units, the seawater pump facilities for cooling auxiliary systems were submerged and stopped functioning due to the tsunami. All emergency diesel power generators and the distribution boards except for Unit 6, were inundated and stopped functioning. Losing the cooling functions for the reactor core at 19:03 on the same day, the Japanese government declared a nuclear emergency and established the Nuclear Emergency Response Headquarters headed by the Prime Minister.

As water could not be injected into the nuclear reactor pressure vessels for a certain period of time, reactor meltdown occurred at Unit 1, 2, and 3 because nuclear fuel was exposed due to the lowered water level. Over the next few days, it is presumed that hydrogen explosions occurred at Unit 1, 3, and 4, and the reactor container was damaged at Unit 2. Recovery of power supply, water injection to reactors and spent nuclear fuel pools, prevention of leakage of injected water became the urgent need. As a detailed investigation on the ground cannot be conducted, the whole picture of the accident has not yet been revealed.

The estimated amount of the radioactive materials discharged under this accident was about 900pBq (petabecquerel) in iodine conversion, which is about one sixth of that of the Chernobyl accident. The annual integrated absorption dose of radiation rays is estimated to exceed 5mSV (millisievert) in 1,800km² of land in Fukushima Prefecture.

(2) Evacuation of Residents

As a consequence of the accident, 12 cities, towns, and villages in Fukushima Prefecture became the areas to which the government ordered evacuation; and in total, about 146,520 people evacuated. On March 11, the evacuation order zone within a 3km radius and the in-house evacuation zone within a 3-10km radius of Fukushima Daiichi NPS were established. On March 12, the evacuation order zone was reset within a 20km radius; and on March 15, the in-house

¹⁰ This section is based on Nuclear Emergency Response Headquarters, Government of Japan. (2011, June). *Report of Japanese Government to the IAEA Ministerial Conference on Nuclear Safety- The Accident at TEPCO's Fukushima Nuclear Power Stations.*; The National Diet of Japan. (2012, June). *The Official Report of Fukushima Nuclear Accident Independent Investigation Commission.*; Investigation Committee on the Accident at the Fukushima Nuclear Power Stations of TEPCO. (2012, July). *Final Report by the Investigation Committee on the Accident at the Fukushima Nuclear Power Stations of TEPCO*; and the homepage of the Ministry of Economy, Trade, and Industry.

evacuation zone was enlarged to within a 20-30km radius of Fukushima Daiichi NPS. On March 25, the request for voluntary evacuation was announced for residents in the above mentioned areas. Later on April 21, areas within a 20km radius was set as the restricted area by the Basic Act on Disaster Control Measures, and on April 22, some parts of the in-house evacuation zone were set as the deliberate evacuation area. Though evacuation orders in some areas have been lifted, many residents are still left in evacuation.

Table 2.7 Evacuation Zones and Number of Evacuees Resulting from the Nuclear Accident

	Restricted Area	Deliberate Evacuation Area	Emergency Evacuation Preparation Area in Case of Emergency	Total
Area	Within 20km radius from Fukushima Daiichi Nuclear Power Station	Areas outside the 20km radius where accumulation dose is likely to reach 20mSv within a year	Areas within 20-30km radius excluding deliberate evacuation areas, among the areas still under the instruction to stay in-house	-
Details	Only staff engaged in emergency response measures allowed inside the area. Others must leave this area	Eviction in order to evacuate the area during approximately one month	Residents must always be prepared for evacuation in case of an emergency or an in-house evacuation	-
Current situation	On April and August 2012, restricted areas were partly cancelled and changed to “areas to which evacuation orders are ready to be lifted,” “areas in which residents are not permitted to live,” and “areas where it is expected that residents will face difficulties in returning for a long time”	On July 2012, parts of the areas were changed to “Areas to which evacuation orders are ready to be lifted,” “areas in which residents are not permitted to live,” and “areas where it is expected that residents will face difficulties in returning for a long time”	Designation cancelled on September 2011	-
Evacuees	Approx. 78,000	Approx. 10,010	Approx. 58,510	Approx. 146,520

Source: Based on Nuclear Emergency Response Headquarters, Government of Japan. (2011, June). *Report of Japanese Government to the IAEA Ministerial Conference on Nuclear Safety- The Accident at TEPCO's Fukushima Nuclear Power Stations.*; The National Diet of Japan. (2012, June). *The Official Report of Fukushima Nuclear Accident Independent Investigation Commission.*; and the homepage of the Ministry of Economy, Trade, and Industry.

2.4 Overview of Domestic Assistance for Victims

Prior to examining the assistance from overseas in Chapter 3, this section reviews the overview of domestic assistance for victims. The following is based on reports by the Cabinet Office of the Japanese government, whose contents are mainly about assistance by the government. But in reality, local governments, JRCS, private business, NGOs/NPOs, other organizations and

individuals also provided assistance. Regarding assistance from sources other than the national government, only an overview of donations and volunteer activities are covered in this study¹¹.

(1) Rescue Activities

A cumulative total of more than 10,890,000 people were dispatched from the National Police Agency, the Fire and Disaster Management Agency, the Maritime Safety Agency, and Ministry of Defense, and 27,157 people were rescued.

Table 2.8 Dispatched Rescue Team

Institution	Content of Dispatch
National Police Agency	Interprefectural Emergency Rescue Unit, etc.: Total approx.102,300 people (as of August 27, 2012) Helicopters used: Running total 566
Fire and Disaster Management Agency	Number of teams and people dispatched: Total 8,854 teams/ 30,684 people Running total: 31,166 teams / 109,919 people (Maximum dispatched at once 1,870 teams / 6,835 people) (Dispatched Period : March 11- June 6, 2011 (88 days))
Japan Coast Guard	(Running total): 17,377 patrol boats, etc., 5,460 airplanes, 2,492 people as special rescue teams, etc. (as of August 27, 2012)
Ministry of Land, Infrastructure, Transport and Tourism	Technical Emergency Control Force (TEC-FORCE): running total 18,115 people dispatched Equipment to deal with natural calamities (lighting vehicles, drainage pump vehicles, satellite communication vehicles, countermeasures office vehicles, etc.): Running total 31,948 vehicles dispatched (as of August 6, 2012)
Self-Defense Forces	Dispatch for large-scale earthquake disasters (as of December 26, 2011): running total approximately 10,580,000 people (Maximum number of people dispatched approximately 107,000 per day) (Dispatch Period : March 11 - August 31, 2011 (174 days)) *Dispatch for nuclear disaster: Running total approximately 80,000 (Dispatched Period : March 11 - December 26, 2011 (291 days))

Source: Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Oki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*.

(2) Medical Assistance

As shown in Table 2.9, a cumulative total of 35,062 medical personnel were dispatched.

¹¹ For more information on the domestic assistance, refer to the following materials. Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Oki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*.; and homepages of JRCS (<http://www.jrc.or.jp/index.html>), JANIC (<http://www.janic.org/earthquake/>), Japan Civil Network (<http://www.jpn-civil.net/>), and Tasukeai Japan (<http://tasukeaijapan.jp/>).

Table 2.9 Dispatched Medical Assistance Teams

Teams	Summary of Assistance
DMAT (Disaster Medical Assistance Team)	Approx. 340 teams, 1,500 staffs from all over Japan Duration of activity: March 11-22 (12 days)
Medical teams other than DMAT	Total: 12,385 staffs (2,720 teams) (From the Japan Medical Association, All Japan Hospital Association, Association of Japan Healthcare Corporations, National Hospital Organization, National Center for Global Health and Medicine, JRCS, Social Welfare Organization Sanseikai Imperial Gift Foundation, Japan Labour Health and Welfare Organization (Rosai Hospitals), University of Occupational and Environmental Health, Japan (University Hospitals of Occupational and Environmental Health, Japan), All Japan Federation of Social Insurance Associations (Social Insurance Hospitals), and Employees' Pension Welfare Corporation (Kosei Nenkin) Hospitals) (as of March 22, 2012)
Pharmacists	Total: 1,915 staff members (from Japan Pharmaceutical Association and the Japan Society of Hospital Pharmacists)(as of August 5, 2011)
Nurses	Total: 1,394 staff members (from the Japanese Nursing Association, Japanese Psychiatric Nurses Association, and National Hospital Organization) (As of August 2, 2011)
Dental staff	Total: 307 staff members (from organizations related to the Japan Dental Association) (as of August 5, 2011)
Physical therapists	Total: 223 staff members (Japanese Physical Therapy Association, Japanese Association of Occupational Therapists, and Japanese Association of Speech-Language-Hearing-Therapists) (as of October 7, 2011)
License holders in healthcare	Total: 11,267 staff members (230 teams) (as of March 23, 2012)
Psychological care teams	Total: 3,498 staff members (57 teams) (as of March 23, 2012)
Nursing care staff	Situation of Dispatch: 2,573 staff members (As of January 25, 2012) (Iwate 446 staff member, Miyagi 1,404 staff members, Fukushima 723 staff members)

Source: Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Oki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*.

(3) Relief Supplies

Maritime Safety Agency, Ministry of Defense, Ministry of Internal Affairs and Communications, Ministry of Justice, Ministry of Health, Labour, and Welfare, Ministry of Agriculture, Forestry, and Fishery, Ministry of Land, Infrastructure, Transport, and Tourism, Ministry of the Environment, and Ministry of Finance provided and transported relief supplies.

Table 2.10 Major Relief Supplies Distributed

Category	Supply List	Result
Food supply and drinking water	Bread (piece)	9,391,373
	Instant noodle (pack)	2,557,730
	Rice ball, rice cake, packed rice (serving)	3,501,074
	Rice (serving)	3,357,313
	Others (canned food, etc.) (serving)	7,401,744
	Total food supply	26,209,234
	Drinking water (Bottle)	7,937,171
Household goods	Toilet paper (roll)	379,695
	Blanket (piece)	409,672
	Diaper (piece)	395,521
	Nonprescription medicine (box)	240,314
	Mask (piece)	4,380,442
Fuels	Fuel (liter)	16,031,000

Note: This is the final result of emergency supplies provided by national teams in charge of assisting the lives of disaster victims from March 11 to April 20, 2011. From April 21, 2011, the responsibilities to supply and deliver goods were transferred to prefectural governments. The above summarized data is the goods supplied and delivered only by the national teams while prefectural governments also have been supplying and delivering goods.

Source: Headquarters for Emergency Disaster Response. (2012, August 28). *Heisei 23 nen (2011) Tohoku-chiho Taiheiyō-Ōki Jishin (Higashinihon Daishinsai) Ni Tsuite (On The Great East Japan Earthquake 2011)*.

(4) Temporary Housing

According to the Ministry of Land, Infrastructure, Transport, and Tourism, more than 50,000 temporary housing units were constructed, and except for Fukushima Prefecture, construction was completed as of October 1, 2012.

Table 2.11 Construction Status of Temporary Housing

Prefectures	Number of Houses Required	Number of Houses Under Construction	Number of Houses Completed
Iwate	13,984	13,984	13,984
Miyagi	22,095	22,095	22,095
Fukushima	17,954	16,800	16,775
Ibaraki	10	10	10
Tochigi	20	20	20
Chiba	230	230	230
Nagano	55	55	55

Source: Ministry of Land, Infrastructure, Transport and Tourism. (2012, October 1). *Oukyu Kasetsu Jutaku Chakkou Kansei Jokyo (Situation of Construction and Completion Status of the Temporary Housing)*.

In addition, according to the Cabinet Office, 65,055 national public officers' housing and public housing were available, and out of this figure, 19,359 housing units had been provided to the victims (as of August 6, 2012, Reconstruction Agency). Also, out of 38,767 Employment Promotion Housing available, 7,473 housing units had been allocated to the victims (as of March 22, 2012, Ministry of Health, Labour and Welfare).

(5) Donations and Volunteer Works

1) Donations

As shown in the Table below, the total amount of domestic donations received by JRCS, CCCJ, Cabinet Office, cooperatives, JPF, and Nippon Foundation was about 397 billion yen (partly includes donations from overseas) as of January 2013¹². In addition to this, NGOs, foundations, and religious organizations collected a large amount of donations, and some of them collected hundred millions to billions. Thus, the cumulative total is assumed to be more than 400 billion yen.

Table 2.12 Data on Donations

Acceptance Agency	Number of Cases	Amount (Yen)	Type	Remarks
JRCS	2,893,882	323,669,593,161	Cash donations (for Cash Grant Programme)	Includes donations from overseas but does not include donations from RC/RC partner national societies. (as of Jan. 25, 2013)
CCCJ	-	40,639,161,652		(as of Jan. 23, 2013)
Cabinet Office	9,200	3,335,588,670		Partly includes foreign aids provided through MOFA (as of Aug. 31, 2012)
Cooperative Associations	-	17,173,000,000	Cash donations (general and for Cash Grant Programme)	Total for cooperative associations including Japanese Consumers' Co-operative Union and cooperative unions of agriculture, fisheries, forestry, labor etc. and credit unions. According to the Japan National Planning Committee for International Year of Cooperatives 2012. (as of May/June, 2011)
JPF	43,295	6,943,113,902	Cash donations (general)	Includes donations from overseas (as of Nov. 31, 2012. The number of cases is as of Mar. 2012).
The Nippon Foundation	-	5,230,399,347		Donations from both in and out of Japan. (as of Sep. 18, 2012)
TOTAL	-	396,990,856,732		

Source: Based on homepages of the above organizations.

The collection period for the above mentioned donations differs from the target period of this study (on assistance from overseas), specifically, one year from the disaster (until the end of March 2012). However, in calculating the amount collected in only one year from the disaster, the amount was 352.1 billion yen for the JRCS and CCCJ, 6,835,992,863 yen for the JPF, and 4,966,101,059 yen for the Nippon Foundation, except for the amount collected by the Cabinet Office which was not available. Thus, the difference from the total amount is about 3%, namely, 12.3 billion yen. Therefore, it can be said that most donations were given within one year from the disaster.

¹² Collection period by each organization varied. Some collected until June 2011, and some were still receiving as of January 2013. For reference, the donations collected by JRCS for the Great Hanshin Awaji Earthquake of 1995 was about 101 billion yen, 2,645,040 cases.

Donations to be directly distributed to the affected people (“cash grant programme”) have been sequentially forwarded to the “Grant Disbursement Committee” of each prefecture, and the Committee has distributed it to each city, town, and village, and to each affected person. By the time of this study, 98% of the total amount had already been distributed¹³. Another type of donation usage is to allocate it for rehabilitation and reconstruction projects. This is done by each organization.

2) Volunteer works

Twenty-four, 12, and 28 volunteer centers were established in Iwate, Miyagi, and Fukushima Prefectures, respectively. The number of people, who did volunteer work through these centers, amounted to 947,000 people (about 339,100 people in Iwate, 460,900 people in Miyagi, and 147,000 people in Fukushima) as of March 23, 2012 (Ministry of Health, Labour and Welfare).

2.5 Characteristics of the Great East Japan Earthquake¹⁴

There are seven characteristics of the disaster.

1) Damage was immense and massive.

Due to the gigantic tsunami and the earthquake that affected a massive area, damage was also immense and widespread. The most affected was the three prefectures of Iwate, Miyagi, and Fukushima, but the Kanto region (which includes the Tokyo metropolitan area) was also affected badly by the earthquake, tsunami, liquefaction, and suspension of transportation, which caused difficulties for commuters returning home.

2) It was a “complex disaster” of earthquake, tsunami, and nuclear accident.

Unprecedented scale earthquake, tsunami and nuclear accident occurred simultaneously, which made the rescue and countermeasure activities even more difficult. In particular, the nuclear accident required different countermeasures than those for natural disasters as it takes a longer time to settle the situation and the evacuation also lasts longer. The information on the damage caused by the accident and evacuation order kept changing, and that made the rescue/support activities harder.

3) Most of the human cost was caused by the tsunami. The damage caused by the earthquake itself was small.

Most victims drowned. The extent of the damage was mainly distinguished by geographic contour. The rehabilitation needs and reconstruction stages of the tsunami-affected and non-affected areas were widely different. On the other hand, the damage by earthquake was conspicuous in areas other than human cost such as suspension of factory operations.

¹³ Based on homepages of JRCS, CCCJ, and the Cabinet Office.

¹⁴ Based on The World Bank . *The Great East Japan Earthquake: Learning from Megadisasters, Knowledge Notes (Executive Summary)*; JPF. *Solidarity and Sympathy across the Borders.*; JRCS. *Japan: Earthquake and Tsunami: 12 Month Report.*; and another internal report provided by JRCS.

4) The disaster hit the depopulated region in an aging society.

The affected area of Tohoku region had undergone an aging of population and depopulation. For this reason, the isolation of each affected area has been one of the issues in reconstruction. In many of the affected cities, towns and villages, the proportion of elderly people aged 65 or over of the total population exceeded 30%.

5) Administrative disaster relief functions were lost.

Local government offices and public health centers that were to lead the disaster relief activities were hit severely and lost their capacity to function. Thus, the ability to grasp the extent of damage and coordinate relief activities did not go as planned in the manual.

6) Directly or indirectly, not only the East Japan, but also the entire country was greatly affected socioeconomically.

During the initial stage following the disaster, interruption of communication services, disorder of the commodity distribution system due to damaged production lines and logistics, and planned power outage and power saving due to the power shortage affected greatly the socioeconomic situation in Japan. Over the longer term, contamination of farm and marine products and drinking water, and damage caused by harmful rumors after the nuclear accident have had a huge negative socioeconomic impact. Long-term examination is needed on the adverse effects on human health and the effect of prolonged evacuation due to the nuclear accident.

7) The disaster occurred in a developed country.

From the perspective of overseas assistance, aid-providing/receiving systems were different from the usual pattern in which a developing country receives the assistance, because the disaster happened in a developed country, which usually provides and does not receive the assistance. For example, once a disaster occurred in a country which receives development assistance regularly, international donors especially the UN take the lead in joint needs assessment and relief coordination, while in Japan, the central government plays this role even during emergencies, and provides primary relief support.

3. ASSISTANCE FROM OVERSEAS

Although Japan has the third largest Gross Domestic Product (GDP) in the world and it is one of the major donor countries, it received enormous overseas assistance of both financial and in-kind (material and human resources) forms in the aftermath of the Great East Japan Earthquake. This study reveals that Japan received financial and/or in-kind contributions from governments, individuals and groups from a total of 174 countries and regions¹⁵. Table 3.1 shows the list of countries and regions that provided financial and/or in-kind assistance.

Table 3.1 List of Countries and Regions that Provided Financial/Material/Human resources Assistance in the Aftermath of the Great East Japan Earthquake¹⁶

(in Japanese alphabetical order)

East Asia	Indonesia, Republic of Korea, Cambodia, Democratic People's Republic of Korea, Singapore, Thailand, Taiwan, China, Timor Leste, Philippines, Brunei, Vietnam, Hong Kong, Macau, Malaysia, Myanmar, Mongolia, Laos	18
South Asia	India, Sri Lanka, Nepal, Pakistan, Bangladesh, Bhutan, Maldives	7
Central Asia, Caucasus	Azerbaijan, Armenia, Uzbekistan, Kazakhstan, Kirgizstan, Georgia, Tajikistan	7
Sub-Saharan Africa	Angola, Uganda, Ethiopia, Eritrea, Ghana, Gabon, Cameroon, Guinea, Kenya, Democratic Republic of the Congo, Zambia, Sierra Leone, Djibouti, Zimbabwe, Sudan, Seychelles, Senegal, Tanzania, Togo, Nigeria, Namibia, Niger, Burkina Faso, Benin, Botswana, Madagascar, Malawi, Mali, South Africa, Mauritius, Mauritania, Mozambique, Rwanda	33
Middle East, North Africa	Afghanistan, United Arab Emirates, Algeria, Israel, Iraq, Iran, Egypt, Oman, Qatar, Kuwait, Saudi Arabia, Syria, Tunisia, Turkey, Bahrain, Palestinian Authority, Morocco, Jordan, Lebanon	19
Central and South America	Argentina, Antigua and Barbuda, Uruguay, Ecuador, El Salvador, Guiana, Cuba, Guatemala, Grenada, Costa Rica, Colombia, Jamaica, St. Christopher and Nevis, St. Lucia, Chile, Dominican Republic, Trinidad and Tobago, Nicaragua, Panama, Bahama, Paraguay, Barbados, Brazil, Venezuela, Belize, Peru, Bolivia, Honduras, Mexico	29
Oceania	Australia, Kiribati, Samoa, Solomon islands, Tuvalu, Tonga, New Zealand, Vanuatu, Papua New Guinea, Palau, Fiji, Marshall Islands, Micronesia	13
Europe	Iceland, Ireland, Albania, Andorra, United Kingdom, Italy, Ukraine, Estonia, Austria, Netherlands, Cyprus, Greece, Croatia, Kosovo, St. Marino, Switzerland, Sweden, Spain, Slovakia, Slovenia, Serbia, Czech Republic, Denmark, Germany, Norway, Vatican, Hungary, Finland, France, Bulgaria, Belarus, Belgium, Poland, Bosnia-Herzegovina, Portugal, Former Yugoslav Republic of Macedonia, Malta,	46

¹⁵ This number excludes the cases where concrete amount of financial assistance was not confirmed or assistance was not confirmed as accepted even though the MOFA of Japan recorded these countries as countries that pledged or provided assistance.

¹⁶ Based on MOFA. (2012). *Japan's ODA White Paper 2011* and MOFA's classification of countries/regions on its website. Assistance from overseas territories and overseas provinces was considered as from the countries they belonged to. Assistance from private businesses, groups, and NGOs where their countries were not identified was categorized as assistance from multiple countries or assistance from the country where the organization has its headquarters.

	Monaco, Moldova, Montenegro, Latvia, Lithuania, Liechtenstein, Romania, Luxemburg, Russia	
North America	United States, Canada	2
Total: 174 Countries/Regions		

The table above excludes cases where 1) assistance was not accepted or not confirmed as accepted even if it was pledged; 2) the information did not identify the country to which the assistance originated from (such as assistance from multiple countries not specifying the breakdown of the countries and assistance from individuals); 3) assistance was provided outside of the target period (from April 2012 onwards); and 4) assistance was not confirmed as accepted even if there were expressions of sympathy. It also excludes countries and regions if assistance was not confirmed as accepted even though assistance was given by organizations whose membership include these countries/regions, such as districts of the Rotary Club¹⁷.

There is great diversity among the countries and regions that provided assistance. In terms of GDP (2011, current US\$, World Bank), they vary from 35 million dollars from Tuvalu to 15 trillion dollars from the United States. In terms of GDP per capita (2011, current US\$, World Bank), they vary from 230 dollars from DR Congo to 115,000 from Luxembourg. In terms of population (2011, World Bank), they vary from less than 10,000 from Tuvalu to 1.3 billion from China.

Other than the above, assistance was offered from 43 international organizations listed below, according to the MOFA of Japan¹⁸.

¹⁷ There were 12 countries and regions (Cape Verde, Guinea-Bissau, Cook Islands, Cote d'Ivoire, Comoro, Surinam, Swaziland, Saint Vincent and the Grenadines, Commonwealth of Dominica, Haiti, Liberia, and South Sudan) where assistance was confirmed as accepted only from the Rotary Club districts which these countries were members.

¹⁸ Out of these 43 organizations, this study confirmed 18 organizations actually provided assistance. This is partly because; 1) some cases of assistance from the staff of international organizations were recorded as assistance from "individuals" or "groups" in the information sources and the study could not identify the names of international organizations; and 2) not all assistance offered from international organizations may have been accepted as they provide assistance based on a request from the government of Japan. In addition to the 18 agencies mentioned above, this study confirmed cash donations from the staff of seven other international organizations.

Table 3.2 List of International Organizations that Offered Assistance

Asian Development Bank (ADB), African Development Bank (AfDB), Association of South East Asian Nations (ASEAN), Organization of the Black Sea Economic Cooperation (BSEC), Caribbean Community, Preparatory Commission for the Comprehensive Nuclear-Test-Ban Treaty Organization (CTBTO), Energy Charter Secretariat, European Union (EU), Food and Agriculture Organization (FAO), Global Environment Facility, Gas Exporting Countries Forum (GECF), International Atomic Energy Agency (IAEA), International Criminal Police Organization (ICPO), International Committee of the Red Cross (ICRC), Inter-American Development Bank (IDB), International Energy Agency (IEA), International Federation of Red Cross and Red Crescent Societies (IFRC), International Labour Organization (ILO), International Narcotics Control Board (INBC), International Organization for Migration (IOM), International Science and Technology Center (ISTC), International Telecommunications Satellite Organization (ITSO), International Tropical Timber Organization (ITTO), International Telecommunication Union (ITU), Mercosur, North Atlantic Treaty Organization (NATO), UN Office for Coordination of Humanitarian Affairs (OCHA), Organization for Economic Cooperation and Development (OECD), The United Nations Disaster Assessment and Coordination (UNDAC), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations High Commissioner for Refugees (UNHCR), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Population Fund (UNFPA), United Nations Human Settlements Programme (UN-HABITAT), United Nations Children’s Fund (UNICEF), United Nations Volunteers (UNV), Universal Postal Union (UPU), World Bank, World Customs Organization (WCO), World Food Programme (WFP), World Health Organization (WHO), World Trade Organization (WTO)	43
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Source: MOFA website.

Assistance was provided not only from the public sector such as governments and international organizations, but also from NGOs, private businesses, religious groups, and individuals. This chapter examines donor attributes and contents, timing, and volume of assistance from overseas. In addition, the challenges that were faced when receiving such assistance and the measures that were taken are reviewed. These challenges are based on major comments provided in the answers to the questionnaire survey and during the field visit.

3.1 Financial Assistance

(1) Donor Attributes of Financial Assistance

There were two ways in which financial assistance from overseas were utilized: 1) cash grant directly distributed to the affected people through JRCS, ICCJ, etc.; and 2) donation, funds and grants used for rehabilitation and reconstruction activities by such organizations as JRCS and NGOs. The total financial assistance was approximately 164 billion yen¹⁹. This figure may need to be revised upward to around 60 billion yen. Specifically, even in cases where the study obtained information from donors (for example, “corporation XX donated YY dollars”), if the recipients could not be confirmed, such information was excluded from the survey. This is to avoid overlapping figures, since the study may have already checked and calculated the recipient information (for

¹⁹ As mentioned in Chapter 1, this study does not calculate the monetary values of in-kind contributions, nor include such values in calculating the value of financial assistance.

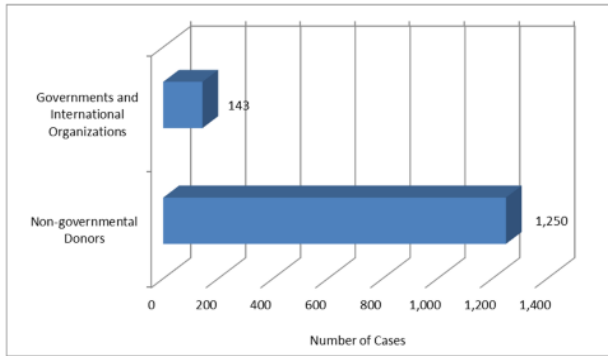
example, “YY dollars was received from business/group in country ZZ”)²⁰. The amount, 164 billion yen, is equivalent to approximately 40% of the donations collected domestically explained in Chapter 2 of this report. It further shows that Japan was the largest recipient of emergency assistance from the international community in 2011 (calendar year), although an exact comparison is difficult because of the difference in target periods²¹.

There were 174 countries and regions that provided financial assistance, which meant that all of the countries/regions mentioned earlier as having provided assistance in financial and/or in-kind forms provided financial assistance. Figure 3.1 shows the number of cases and Table 3.3 shows the amount of financial assistance by donor attributes²².

²⁰ While a certain amount of the excluded figures is considered as actually overlapping since the majority of financial assistance tend to be made through organizations such as JRCS and Red Cross in each country from which the study already obtained information. Nevertheless, there were many other cases where assistance was directly provided to individual NGOs and local governments; thus, it is likely that a certain amount of the excluded figures did not actually overlap, and this may require an upward revision of the total figure of the financial assistance received.

²¹ According to OCHA. See below (3) Timing of Financial Assistance for further details.

²² “Governments and international organizations” include governments, Diet, Congress, Parliament, ministries and government offices, national armed forces, embassies, local governments, Presidents, Kings, and international organizations. Where there were cases that groups of interested staff of these agencies provided assistance, some were recorded as from “governments and international organizations” and others were recorded as “individuals” based on the records of remittance, etc. “Non-governmental donors” include all except agencies mentioned above as “governments and international organizations”, namely, Red Cross and Red Crescent societies of each country, NGOs, foundations, private companies, all sorts of other groups, and individuals. It also includes assistance provided jointly by agencies classified in multiple categories. Cases where governments provided financial assistance through Red Cross and Red Crescent societies may be recorded as “non-governmental”. Assistance from private companies and individuals was mostly made through Red Cross and Red Crescent societies and other organizations and it is not possible to trace the original donors; thus, this study used only two categories; “governments and international organizations” and “non-governmental donors”. The number of cases given is a rough estimate, since it is based on the number recorded by each organization that provided information to this study. Some recipient organizations counted each of the multiple remittances from the same one agency. Some recipient organizations counted all forms of assistance provided by overseas parties as one case, and others counted assistance provided from general public including businesses and groups together. The same applies to in-kind contributions.



Source: Study Team

Figure 3.1 Number of Cases by Donor Attributes

Table 3.3 Amount by Donor Attributes (Yen)²³

Donor	Amount (Yen)
Governments and International Organizations	55,933,377,466
Non-governmental Donors	107,965,703,415
Total	163,899,080,881

Source: Study Team

As mentioned above, in terms of the number of assistance cases, donors were mostly non-governmental. Funds were given and collected by wide-ranging individuals and groups. Except for governments and international organizations, individuals, private businesses, NGOs and foundations were main donors, and donations were collected by the Red Cross and Red Crescent Society in each country, NGOs, private businesses, foundations, and various other organizations.

NGOs included organizations specialized in disaster relief such as Mercy Corps and AmeriCares from the United States, and other organizations that have branches/sister organizations in Japan such as World Vision, Save the Children, UNICEF national Committees, and Salvation Army. Religious organizations and voluntary social service organizations such as Rotary Club and Lions Club collected great amount of donation, utilizing their worldwide network. Similarly, fundraising organizations such as counterparts of CCCJ in Korea and Taiwan and United Way collected donations. There were also charity fundraising websites like Global Giving which introduce relief activities by NGOs and collect donations for them.

There was financial assistance based on worldwide Japanese network. Donations were collected by organizations such as hospitals and schools that had been supported by Japan, alumni of training programs supported by Japan and other people, who had once received Japanese assistance, local governments including sister cities, friendship associations, Japanese/Nikkei associations in each country, overseas associations of people from the same prefecture, associations of Japanese students studying abroad, alumni associations, and others. There was

²³ The amount that was only pledged but the fund was already secured and the amount that was not actually remitted, but the donation was already collected by overseas NGOs earmarked for the Great East Japan Earthquake were partly included. The value excludes the pledged amount if the study could not confirm the actual acceptance or secured fund. This study used the amount in yen when the original information only provided the amount in yen. When the amount was provided in currencies in individual countries or in both yen and individual currencies, the study converted the amount into yen at the International Monetary Fund (IMF) rate on March 30, 2012. As there is no IMF rate for the Taiwan dollar, the study used the rate of Taiwan dollar to US dollar by the Bank of Japan in March 2012.

also financial assistance through business partnerships and sister organizations. For example, there was assistance from consumer cooperatives from each country, International Co-operative Alliance, Norwegian Seafood Council, agriculture cooperative societies in Paraguay and the Philippines, and forestry and livestock cooperatives abroad. Business groups also provided assistance. For example, chambers of commerce and industry in many countries, Japanese chambers of commerce and industry overseas, and foreign chambers of commerce and industry in Japan collected donations.

Many private companies not only made contributions on their own, but also contributed through a matching program in which the corporation contributed the amount matching the donations raised by its employees, effectively doubling the amount of the total donation. The United Nations Global Compact Office encouraged its participating organizations (it has more than 10,000 participants and out of them, about 7,000 are business participants) to support the affected people through the Japan Platform. As donations were provided from individual private businesses/organizations, Japan Platform did not comprehend how many Global Compact participants responded to the appeal by the Global Compact Office; however, many donations were given by many private businesses/organizations in many countries.

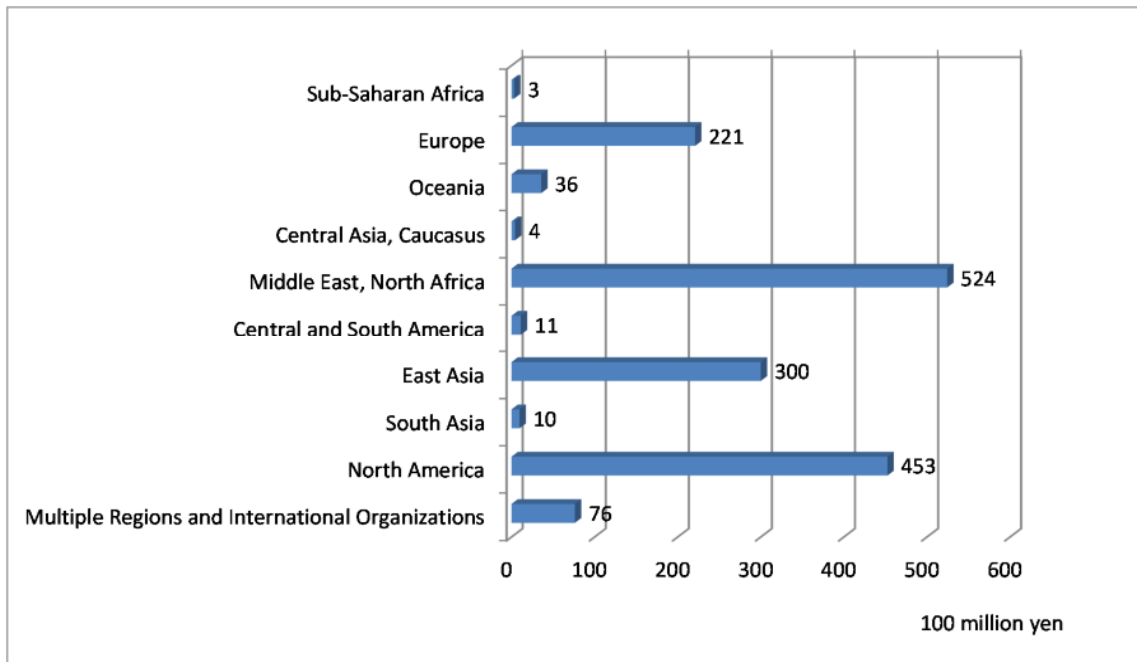
Although this study did not analyze the details about the original providers of the donations, it should be noted that many individuals working at private businesses, international organizations, embassies, etc. donated to the JRCS, Red Cross/Red Crescent Societies in many countries, and Japanese overseas diplomatic establishments. Interested citizens and groups or prominent figures also made enormous contributions. These included fund-raising activities on the street, at stores, offices, and schools, public servants in Mongolia and staff at the Embassy of Bangladesh in Japan donating one-day income, charity bazaars, concerts, and exhibitions, four biathletes donating their whole winning prizes at the world championship, all ballplayers of four Taiwanese professional baseball teams donated their one-day income, and others. It can be said that many people in the world tried to find their own way to contribute to relief efforts. Internet and social media accelerated these efforts by communicating appeals, which generated a global response.

Although this is also outside of the target of this study, supporting the affected areas by buying local goods from the area has been done globally as well as domestically²⁴. For example, in June 2011, a president of a private business in Oman, who is the head of a tribe, ordered 2.6 billion yen of water purifiers from Ochiai-Koki in Minamisoma City in Fukushima Prefecture. This helped the company continue its operation by creating jobs despite the harsh business conditions brought about by the nuclear accident.

²⁴ Japan Platform. (2012). *Solidarity and Sympathy across the Borders*.

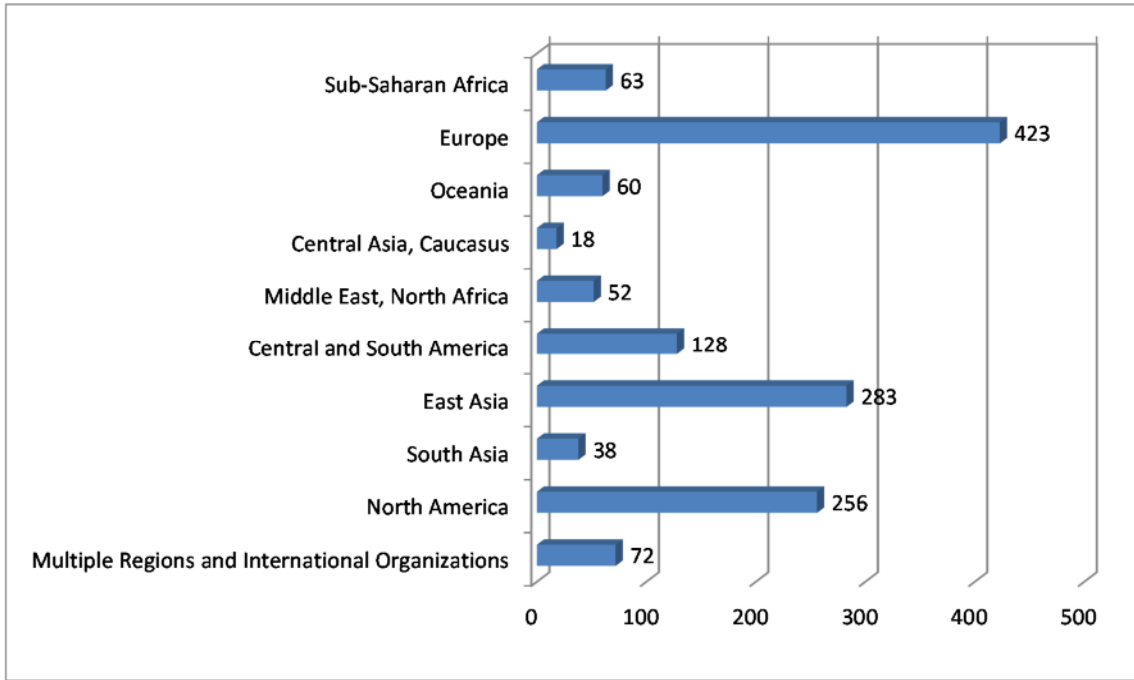
(2) Financial Assistance According to Regional Figures

Figure 3.2 and 3.3 show the amount and number of cases of financial assistance by region. Regional figures show that the Middle East and North Africa, and North America provided the largest amount at around 30% of the total assistance. The figures for the Middle East and North African countries are explained by a large amount of assistance provided by governments of oil-producing countries. The Kuwaiti and Qatar governments in particular provided a large amount of assistance, 40 billion yen and 100 million dollars (approx. 8.2 billion yen) respectively, though the total number of assistance cases from this region was relatively low (eighth out of ten regions, including international organizations and assistance made by entities represented by multiple regions). North America ranked third in terms of the number of cases, with larger per-case amount in comparison with other regions. Europe had the largest number of assistance cases, while East Asia ranked third in terms of amount, and ranked second in terms of the number of cases (see BOX 1 “Relief Efforts Spread by Entertainment Celebrities in Neighboring Countries”).



Source: Study Team

Figure 3.2 Amount of Financial Assistance by Region



Source: Study Team

Figure 3.3 Number of Financial Assistance Cases by Region

BOX 1 Relief Efforts Spread by Entertainment Celebrities in Neighboring Countries²⁵

The value of financial assistance both from the public and private sectors in Korea, China, Taiwan, Singapore, and Hong Kong amounted to approximately 23.3 billion yen. This includes the support from entertainment celebrities of these countries, who are also popular in Japan, and the support given through their personal appeals.

From Korea, with actor Bae Yong Joon, who donated 1 billion won (approx. 70 million yen) at the head of the list, actors Song Seung Heon, Ryu Siwon, and Choi Jiwoo donated 200 million won (approx. 15 million yen), respectively. The production company of BIGBANG, a popular singer group, donated 500 million won (approx. 37 million yen) and KARA, another popular group, also announced their intent to donate the entire sales of its new piece at the time.

In Taiwan, more than 100 celebrities joined a charity TV program on March 18. Vivian Hsu donated 1 million Taiwan dollars (approx. 2.8 million yen) on March 16. A famous MC, Mickey Huang, coordinated a charity auction on March 24, with the participation of Kevin Tsai, Jiang Youbo, Stefanie Sun, and many others for a total of 53 participants, and announced their intent to donate at least 530,000 RMB (approx. 6.5 million yen) to Japan.

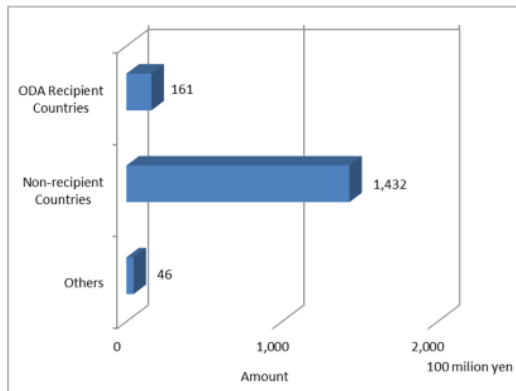
In Hong Kong, the movie star, Jackie Chan organized a charity concert named “Love Beyond Borders” on April 1, and more than 170 entertainment celebrities performed in front of an audience of 10,000 people. The entire profit of about 3 million US dollars (approx. 240 million yen) was pledged as a donation.

The singer from Hong Kong, Eason Chan, gave an encouraging message to his Japanese fans at a concert in China. A Taiwanese actress, Hsu Chi, also gave a consolation message on her micro blog (twitter in China) and tried power saving by herself.

The study also examined financial assistance by ODA and non-ODA recipient countries. Figure 3.4 and 3.5 show the number of cases and amount respectively, by ODA recipients and non-recipients²⁶.

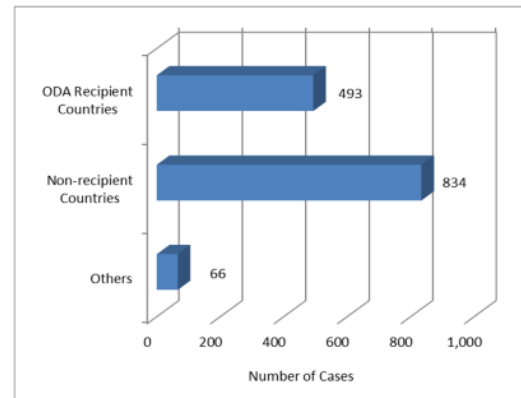
²⁵ Extracted from WoWKorea <http://www.wowkorea.jp/news/enter/2011/0317/10081421.html>; Record China <http://www.recordchina.co.jp/group.php?groupid=50229>; and others.

²⁶ Classification of ODA recipients and non-recipients is based on *Japan's ODA White Paper 2011*. Although South Sudan was not mentioned as an ODA recipient in *Japan's ODA White Paper 2011* as it became independent in July 2011, the study classified it as a recipient country according to the actual situation.



Source: Study Team

Figure 3.4 Number of Cases of Financial Assistance by ODA recipients/Non-recipients



Source: Study Team

Figure 3.5 Amount of Financial Assistance by ODA recipients/Non-recipients

Most of the financial contributions were made by developed countries (i.e. non-ODA recipient countries). However, in terms of the number of assistance cases, ODA-recipient countries accounted for about 30% of all cases. Although financial assistance from ODA recipient countries is smaller than developed countries, a large number of ODA recipient countries provided assistance, resulting in the large number of 174 donor countries/regions.

The amount per case varied from 1,000 yen to 40 billion yen, and the median was about 4.1 million yen. In terms of total amount per country²⁷ (including both public and private sectors), 17 countries/regions (7 in East Asia, 4 in Europe, 3 in Middle East & North Africa, 2 in North America, and 1 in Oceania) provided more than 1 billion yen. Among these, the United States and Kuwait provided more than 40 billion yen, and Taiwan provided more than 10 billion yen.

(3) Timing of the Financial Assistance

Figure 3.6 and 3.7 show a record of financial assistance according to the timing of the support²⁸. It should be noted that the exact timing of one-third of the assistance, both in terms of the number of cases and the amount, was not clear; thus, those with partial information on timing were indicated as “Up to xx Month,” and those without any information on timing (324 cases, about 45 billion yen) were excluded from the analysis.

Analysis results revealed that financial assistance was concentrated in the first three months after the disaster, demonstrating the prompt response of the world. In contrast, assistance was also provided continuously throughout the year. In January 2012, reconstruction funds of

²⁷ This excludes the assistance by multiple countries.

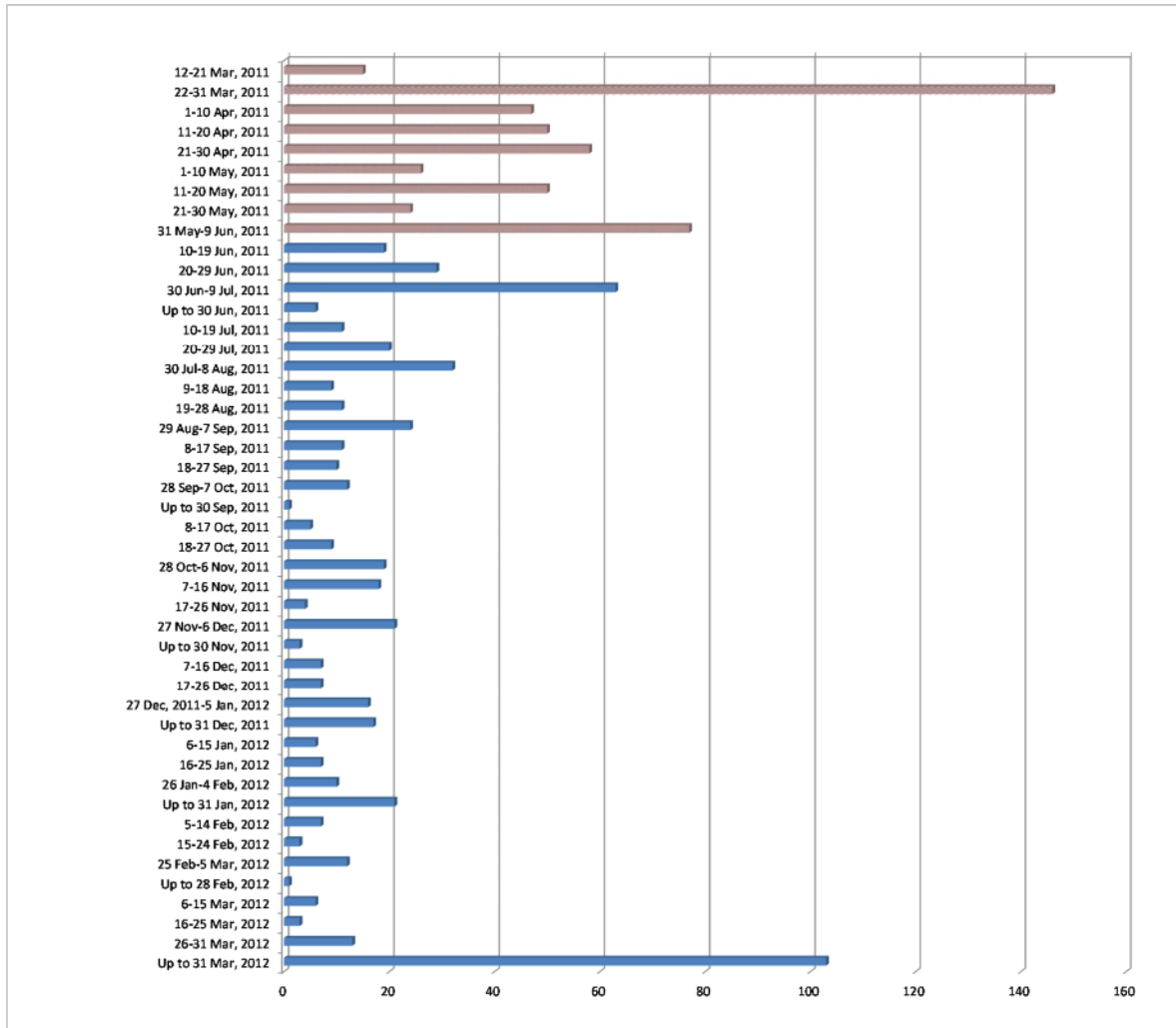
²⁸ The study used the information of the receipt date whenever available. In case that receipt date was not available, the date of announcement of the assistance was used. If both of the above were unavailable, the date of press release was used. When the exact date was unavailable such as “March 2011”, the assistance was categorized as received at the end of the stated month.

approximately 40 billion yen was established in the three most affected prefectures from the sale of the crude oil donated by the government of Kuwait from October 2011. The government of Qatar, which pledged a hundred million dollars soon after the disaster, established the “Qatar Friendship Fund” and started supporting the restoration of the marine products industry from 2012. These funds are utilized in reconstruction activities from a long-term perspective.

According to the UN OCHA, Somalia received the largest amount of humanitarian relief²⁹ of 868,139,570 US dollars during 2011 (equivalent to 71.3 billion yen at the exchange rate used for this study)³⁰. As the target period of this study differs from that of OCHA, and information on the timing of the assistance was only partially available, it was not possible to calculate the total amount of financial assistance given to the Great East Japan Earthquake in 2011. The UN announced at the time of disaster that Japan would receive more humanitarian relief from the international community in 2011 than any other country, and it would be safe to say this was accurate based on the figures and trend analyzed above.

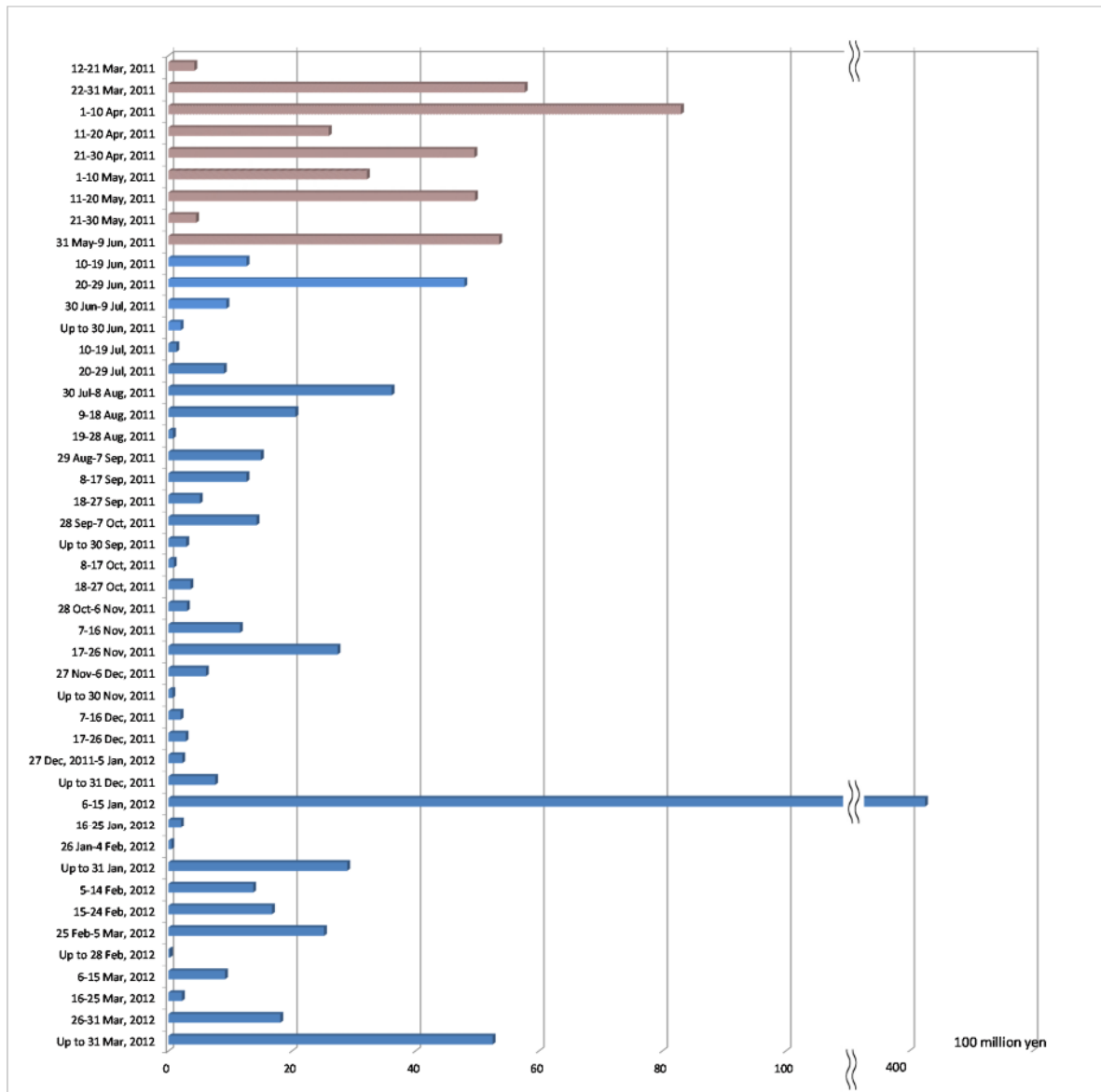
²⁹ This does not include regular development assistance. For reference, according to the statistics by OECD DAC, Afghanistan received the largest amount of ODA of 5,751 million dollars (net disbursement) in 2011. The quoted amount, humanitarian relief of 868 million US\$ that Somalia received was equivalent to the 18th largest ODA amount in the OECD statistics.

³⁰ The second was Sudan at 741,497,675 dollars. The Great East Japan Earthquake was the third at 722,997,114 dollars in OCHA statistics. Financial Tracking Service (FTS). *Global Summary for 2011*. <http://fts.unocha.org/pageloader.aspx?page=emerg-globalOverview&Year=2011>



Source: Study Team

Figure 3.6 Number of Financial Assistance Cases According to Timing



Source: Study Team

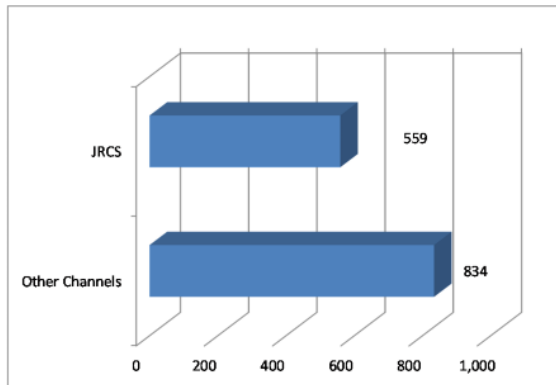
Figure 3.7 Amount of Financial Assistance According to Timing

(4) Financial Assistance Channels

About 40% of the total number of cases and three-fourths of the total assistance amount were provided through JRCS. This includes part of the assistance provided to Japanese overseas diplomatic establishments. Financial assistance through JRCS includes 1) cash grant which was directly distributed to the people affected; 2) cash donation from the Red Cross and Red Crescent partner national societies and other organizations that are utilized for JRCS relief and recovery programmes, and 3) the above mentioned Kuwaiti funds used for prefectural recovery projects.

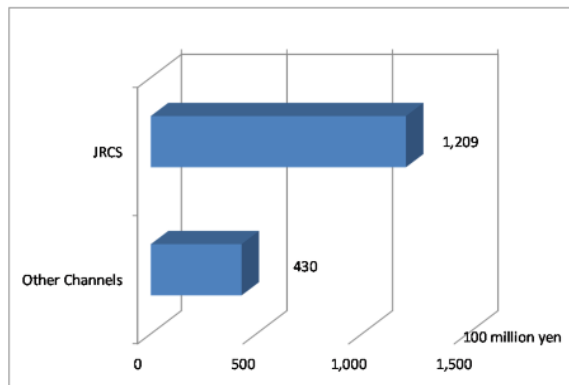
Other channels include organizations that provide grants to NGOs such as JPF, JANIC, and Nippon Foundation, Japanese branches/sister organizations of international NGOs, NGOs that

usually operate in developing countries, private businesses, cooperative societies and business groups, religious organizations, voluntary social service organizations such as Rotary Club and Lions Club, and sister cities. In some cases, assistance was directly provided to the affected local governments.



Source: Study Team

Figure 3.8 Financial Assistance Channels (by number of cases)



Source: Study Team

Figure 3.9 Financial Assistance Channels (by amount)

BOX 2 Assistance by Foreign Affiliated Companies and Foreigners in Japan

This study focused on assistance provided from overseas. However, assistance was also provided from many foreign-affiliated companies in Japan and foreigners studying and living in Japan. Although it was not possible to grasp the entire picture of this support, the following are some examples.

Assistance from Foreign Affiliated Companies

Assistance from foreign-affiliated companies in Japan is recorded in a report by the American Chamber of Commerce in Japan (ACCJ)³¹. According to this report, out of the 75 companies that responded to the questionnaire survey, 98% provided financial assistance and 91% made material and service contributions. It was reported that 27 companies out of these 75 provided more than 10 million dollars of financial/material support.

For example, the world's largest aerospace company and leading manufacturer of commercial jetliners and defense, space and security systems, Boeing, collected about 1 million dollars of donation from its employees in the world in only a few days after the disaster for relief and reconstruction support. This donation was given to JRCS. Boeing employees have also provided packages of school supplies, toy airplanes, and food to evacuee shelters several times.

In April and May, 2011, staff members from the Capital Services Group, a group specializing in asset management, worked as volunteers in Kesenuma City, Ishinomaki City, and Tagajo City. They helped distribute relief materials to shelters and houses of victims and clean up rubble. Some also worked as volunteers at a NPO, Second Harvest Japan, to provide material support. The company also provided financial assistance of more than 2.7 million yen to several NGOs and organizations

³¹ Extracted from ACCJ. (2012). *2012 CSR Year Book*.

working for relief support in the affected areas such as Peace Winds Japan, ASHINAGA, and ACCJ Disaster Relief Fund.

On March 12, 2011, the CEO of IKEA Japan, a company that designs and sells ready-to-assemble furniture, appliances, and home accessories, told the disaster relief project manager, "Don't hesitate to send any of our items. It is okay even if the entire inventory of all our Distribution Centers goes to the disaster region. The most important thing is ensuring the security and safety of the evacuees' and their environment. I believe in you." In response to this, the company provided immediate relief supplies of 6,000 quilts and blankets, 4,500 towels, 60,000 bags of chips, 23,000 bottles of mineral water, and 9,400 soft toys. In addition, about 30 employees volunteered to help deliver kits of life-starter items (desks, lights, kitchen utensils, towels, toys, etc.) to those in need to help them start their life at temporary housing facilities.

Cooperation by Foreigners Living in Japan

According to the Ministry of Justice, the number of registered foreign nationals at the end of 2011 was approximately 2.08 million. Japan received a variety of support from them. For example, students studying in Sendai City from China, Korea, Nepal and Morocco started relief activities for foreign victims immediately after the disaster. They were based in the Sendai Disaster Multilingual Support Center, and answered telephone consultations from foreign victims not only in the city but also outside the prefecture. They also answered calls from Japanese victims, embassies and media, in collaboration with Japanese staff³². They also translated the information from Sendai Headquarters for Disaster Control in multi-languages to disseminate the information overseas.

According to the staff at the Iwate prefectural office, remittance charges from South America was expensive, so some directly visited affected areas to deliver the donation collected from relatives and friends. Although such individual assistance was not recorded systematically, it is assumed that there were many cases of foreigners living in Japan who provided donations through Japanese or their home country NGOs, physically delivered the donations, did volunteer work in the affected areas, and provided relief supplies.

Refugees from Myanmar, who live in Japan, also provided assistance. According to an association of Myanmar people in Japan, Myanmar people, who did volunteer work in the affected areas, totaled 500 persons. They cleaned out disaster-stricken houses and offered Myanmar cuisine³³. They do not have long-term visas and lead an insecure life. Nevertheless, they did volunteer work for Japanese victims, expressing the following feelings, "I do this with a feeling of gratitude for accepting us in Japan", "it is natural to do something for people in a difficult situation," and "I was impressed by donations from Japan when Myanmar was hit by Cyclone Nargis in 2008. I want to do something in return."³⁴ This episode of Myanmar people doing volunteer work in the affected areas of the Great East Japan Earthquake became a documentary movie called "The Neighbourly TOMODACHI."

³² Extracted from Council of Local Authorities for International Relations
http://www.clair.or.jp/tabunka/shinsai/infoforeign/info_06.html

³³ Extracted from the website of Nikkei Inc.
http://www.nikkei.com/article/DGXNASFK1700W_X10C12A8000000/?df=2

³⁴ Extracted from the website of Japan Association for Refugees.
<http://www.refugee.or.jp/jar/news/2011/09/29-1428.shtml>

(5) Challenges Faced when Receiving Financial Assistance and Measures Taken

When receiving financial assistance, organizations receiving the assistance have faced the following challenges.

Additional Administrative Work due to the Difference in Languages

According to an interview with a local government office, during the early stage following the disaster, a bureau was in charge of receiving donations both from inside and outside Japan. However, it took longer to deal with donation cases from overseas than domestic cases, as communications informing overseas parties about the bank account information for wire transfers and notifications about the needed receipt had to be done in foreign languages. Therefore, the responsibility to receive donations from overseas had to be transferred to another bureau. Other organizations such as NGOs also commented that the difference in language was a challenge. For example, when receiving assistance from overseas, documentation such as contracts and memorandums of understanding, monthly or bi-monthly monitoring reports, and financial reports were required in many cases. In general, these documents needed to be written in English. However, this was difficult for some of the organizations, who received assistance from overseas, as they did not have institutional capacity to deal with administrative tasks in English or found it difficult to hire a staff fluent in foreign languages. This was especially true for local NPOs whose activities are mainly domestic. For them, the language bottleneck was so large that some organizations gave up receiving assistance from overseas.

Mismatches between Donors and Recipients

In many cases, recipient organizations were requested by the foreign donors to specify the use of the fund and sign an agreement so that donors can be accountable to their contributors. However, in principle, Japanese local governments cannot receive funds specifying the usage, except the Children Fund utilized for education of orphans. Therefore, local governments introduced their extra-governmental organizations to these donors. This kind of information about the recipient side was not fully known overseas.

Decline in the Amount of Support as a Result of Foreign Exchange Fluctuations

Funding organizations overseas sometimes remitted their funds over multiple periods. As a result, if the funding agreement for a relief project was based on a foreign currency, the project budget was affected by foreign exchange fluctuations. There was a case where the actual amount of project fund received was much less than the nominal amount stated in the project document to the extent that the project plan had to be reformulated³⁵.

³⁵ On the other hand, naturally, there was another case where the actual amount that could be used increased because of foreign exchange gain.

Understanding Socio-Cultural Backgrounds

There were comments from NGOs that it was difficult to persuade foreign donors on cultural differences when purchasing certain relief supplies utilizing their financial contributions. For example, when an organization proposed to purchase and distribute “Randoseru,” hard-sided leather schoolbags used by virtually every elementary school child in Japan utilizing foreign funds, it was not approved since Randoseru is more expensive than the normal backpack and it was regarded as a luxury item and therefore inappropriate according to the assistance standards of developing countries. It took time for these NGOs to explain the culture and practice of Japan, as there were also differences in price levels between Japan and developing countries and differences in the accounting system between Japan and donor countries.

3.2 Human Resources Cooperation

(1) Donor Attributes of Human Resources Cooperation

Number of human resources cooperation cases that Japan received in one year since the disaster occurred was 160³⁶. Of this figure, 77 cases were provided by governments and international organizations. The rest, 83 cases, were from other sources. Thus, the number of cases from other sources exceeded those from governments and international organizations (See Table 3.4). The number of countries/regions that provided human resources cooperation was 99³⁷. Of this figure, 61 countries, specifically 60%, were ODA recipients of Japan. 14 cases were from international organizations and political/economic unions such as the UN, IAEA, EU and ASEAN.

Table 3.4 Donor Attributes of Human Resources Cooperation (Number of Cases)

Donor	Number of Cases
Governments and International Organizations	77
Non-governmental Donors	83
Total	160

Source: Study Team

(2) Channels of Human Resources Cooperation

Human resources for search/rescue and medical teams were mainly dispatched through MOFA. When MOFA received an offer for support from overseas, they contacted the International Coordination Team (Team C7) established in the Cabinet Office. Team C7 made the decisions whether or not to accept support and then coordinated it with related Ministries when necessary³⁸. In contrast, support for affected people, interaction of people between the affected people and

³⁶ This number includes assistance for the nuclear accident.

³⁷ This excludes the countries/regions that were not identified though they seemed provide assistance as a member of a group of multiple countries.

³⁸ Yutaka Katayama. (2013, January). *Higashi Nihon Daishinsaji No Kokusai Kinkyu Shien Ukeire to Gaimusho*, Journal of International Cooperation Studies, vol. 20, No. 2/3.

supporters and relief coordination were undertaken through various channels including JRCS, NGOs and private companies.

(3) Details of Human Resources Cooperation

Though activities carried out by human resources cooperation covered a wide range, most of them were classified into 1) search/rescue and medical treatment³⁹, 2) support activities for affected people⁴⁰, 3) relief coordination⁴¹, 4) interaction of people⁴², and 5) support for the nuclear accident. The number of cases for each category is shown in Table 3.5. They are search/rescue 19 cases including 7 cases of rescue dogs, medical treatment 11 cases, support activities for affected people 63 cases, relief coordination including various surveys 28 cases, interaction of people 25 cases, and support for the nuclear accident 14 cases.

Table 3.5 Number of Human Resources Cooperation Cases by Categories

Donor	Search/Rescue	Medical Treatment	Support Activities for Affected People	Relief Coordination	Interaction of People	Support for Nuclear Accident	Total
Governments and International Organizations	17	9	21	8	12	12	79
Non-governmental Donors	2	2	42	20	13	2	81
Total	19	11	63	28	25	14	160

Source: Study Team

Out of the 30 cases of search/rescue and medical teams, 26 were dispatched by governments or international organizations. The rest were; IHH Humanitarian Relief Foundation (an NGO based in Turkey), KIMSE YOK MU (a Turkish international disaster relief NGO), International Medical Corps (an NGO in the US), and an individual (an American medical doctor).

Table 3.6 shows the number of people dispatched as search/rescue and medical teams. 25,348 people⁴³ (29 rescue dogs) were dispatched for search/rescue. 87 were dispatched as medical teams. 36 people in the press and survey missions were also dispatched as rescue/medical treatment related staff, accompanying the search/rescue and medical teams.

³⁹ Medical Treatment includes medical doctors, nurses, medical clerical workers, pharmacists, etc.

⁴⁰ All sorts of activities for affected people except search/rescue and medical treatment. Examples are volunteer works, distribution of food, and mental care.

⁴¹ Coordination among donor organizations and coordination works for smooth implementation including need assessment, public relations, support for application writing, etc.

⁴² Invitation to visit abroad, invitation to exercises by a football player visiting Japan, etc.

⁴³ This number includes 24,500 people from the U.S. Forces.

Table 3.6 Number of People Dispatched for Rescue and Medical Treatment⁴⁴

Search/Rescue (person)	Medial Persons (person) ⁴⁵	Rescue/Medical Treatment Related Staff (person)
25,348	87	36

Source: Study Team

18 countries/regions, the US, China, Taiwan, Mongolia, India, Indonesia, France, Singapore, Korea, Russia, South Africa, Mexico, UK, Turkey, Australia, New Zealand, Germany, and Switzerland, dispatched search/rescue teams⁴⁶. Neighboring countries like Korea, Singapore, Taiwan, China and Russia sent the teams soon after the disaster (See BOX 3 “Prompt Dispatch of Rescue Teams by Neighboring Countries”). The largest number of people (more than 20 thousand) was dispatched through Operation Tomodachi by the US Forces (See BOX 4 “Operation Tomodachi: A Large Scale Assistance by the U.S. Forces”).

BOX 3 Prompt Dispatch of Rescue Teams by Neighboring Countries

The first thing to do following a disaster is search and rescue of the victims. Korea sent a rescue team composed of staff members from the Fire Defense and Disaster Prevention Agency on March 12, and on March 14, an additional team of 102 people was sent. A large-scale rescue team with a total of 107 personnel operated in the disaster-stricken areas⁴⁷.

The Chinese rescue team decided to operate in Japan as early as March 11, and on the next day, all members were already assembled. Some of them had just returned from a rescue operation in New Zealand, and some were sent from the rescue team for the earthquake that occurred just the day before (on March 10, 2011) in Yingjiang County, Yunnan Province in China⁴⁸.

On March 12, a rescue team from Singapore also arrived at Narita, and started its operation in Fukushima Prefecture.

From Russia, 160 personnel from the Ministry of Emergency Situations were sent. The Russian rescue team was outstanding in physical strength and was very devoted to the operation. For example, when ammonia solution was discharged, they did not hesitate to take a risk in repairing the tank⁴⁹.

⁴⁴ This number is the actual number of people dispatched (net), not running total.

⁴⁵ This includes medical doctors, nurses, and medical clerical workers.

⁴⁶ This includes rescue dogs.

⁴⁷ Extracted from MOFA's Homepage, *Sekai ga Nihon ni Sashinobeta Shien no Te: Higashi Nihon Daishinsai deno Kakkoku/Chiiki Shien Chi-mu no Katsuyaku* (“Assistance towards Japan from the World: Activities by Rescue Teams from Abroad under the Great East Japan Earthquake”) vol. 73, <http://www.mofa.go.jp/mofaj/press/pr/wakaru/topics/vol73/index.html>

⁴⁸ Extracted from *People's Daily Online* (Japanese edition), May 12, 2011.

⁴⁹ Extracted from homepage of the Embassy of Japan in Russia, http://www.ru.emb-japan.go.jp/japan/JEarthquake/JHelp_from_Russia.html

BOX 4 Operation Tomodachi : Large-scale Assistance from the U.S. Forces⁵⁰

In a telephone consultation on the day of the earthquake with the then-Prime Minister Kan, U.S. President Barack Obama articulated the intent of the United States to assist Japan in any way possible. The operation named “Tomodachi Sakusen,” which means “Operation Friend” in Japanese, deployed approximately 24,500 personnel, 24 ships, and 189 aircraft at its peak.

In this operation, the following four activities were mainly conducted. Activities were implemented in close cooperation with the Japan Self-Defense Forces. Many of the survivors expressed their gratitude at the sight of devoted relief works by the U.S. Forces, and emotional exchanges took place, befitting the name of the operation.

Activity 1: Search and Rescue Operation

Examples of activities: The aircraft carrier Ronald Reagan, together with its accompanying fleet, carried out search and rescue operations, and rescued 10 survivors.

Activity 2: Transporting and Providing Relief Supplies and Human Resources

Examples of activities: They transported and provided 246 tons of emergency food, 8,131 tons of water, and 120 tons of fuel.

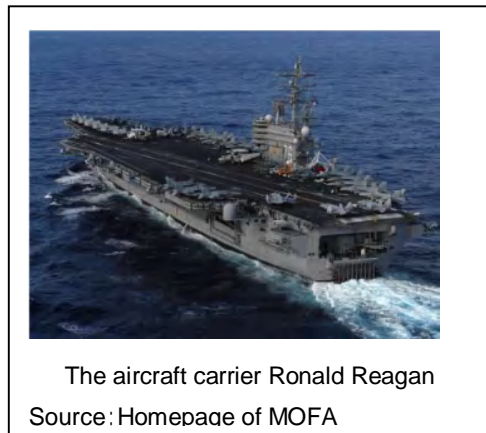
Activity 3: Assistance at Fukushima Daiichi Nuclear Plant

Examples of activities: The U.S. Forces transported and supplied fire trucks (for spraying water), pumping units, and boron. They also supplied fresh water using U.S. Navy barges. Approximately 150 people from the Chemical Biological Incident Response Force (CBIRF) of the U.S. Marine Corps arrived in Japan.

Activity 4: Reconstruction of Infrastructure

Examples of activities: Operated mostly in Miyagi Prefecture. Helped with repairs at Sendai Airport, removal of debris from Kesenuma City and the JR Senseki Line.

Besides the U.S. Forces, Australian Forces provided C17 aircraft, which was used to transport its rescue teams, so that it can be used to provide relief supplies and help activities by the Japan Self-Defense Forces.



It is said that there were offers to dispatch medical teams from more than 30 countries; however, the government of Japan received medical teams from only four countries, namely, Israel, Thailand, Jordan, and Philippines (see BOX 5 “Support from Israeli Medical Team Realized

⁵⁰ Written based on MOFA *Assistance by U.S. Forces in the Aftermath of the Great East Japan Earthquake* (Operation Tomodachi) as of August 29, 2011.

by a Strong Backup from Mayor of Kurihara City”).

As for the reason why the number of received assistance is smaller than the amount of offered assistance, firstly, the decision was made after considering all the factors including the needs of the affected local governments and also the level and types of medical services that could be provided by each offering country. In fact, there were not many persons with injuries at the affected area requiring support from medical doctors, but rather emotional/psychological support was needed for people living at evacuation shelters and medical treatment for elderly persons, were suffering from chronic illness⁵¹.

Secondly, compared to other overseas support, medical doctors from overseas often require careful preparation and support structure at the affected area because those medical doctors will be directly interacting with disaster victims⁵².

Thirdly the Japanese government strongly requested and made it clear to all countries that were planning to dispatch medical teams and search/rescue team to be “self-sustained,” which included translators for their operations, food, and accommodation at the disaster-stricken area. This government policy may have limited the number of assistance to Japan. While Indonesia, Netherland, Canada, Sri Lanka, Taiwan, Turkey and the US dispatched medical teams through NGOs or directly to the disaster stricken areas without contacting the Japanese government⁵³.

In particular, for the medical teams and search/rescue teams that were dispatched from overseas, communication with the people at the affected area was often cited as a challenge; however, no major problems were identified in the Great East Japan Earthquake⁵⁴. Although the above mentioned Japanese government’s policy of “self-sustained” assistance could be considered as one of the factors for the success, another further important aspect is that the Japanese central government took the initiative and assured that liaison persons such as doctors and nurses, who had experience in working as JICA experts overseas, and persons from Ministry of Foreign Affairs who could speak foreign languages, accompanied overseas medical teams in order to reduce the workload of the affected prefectural governments.

⁵¹ Unlike the Great Hanshin Awaji Earthquake, necessities for emergency medical treatment for earthquake victims of the Great East Japan Earthquake were limited in spite of the fact it was the cause of a number of deaths by tsunami. A certain amount of the medical needs were secured by Japanese medical doctors and volunteers gathered from all over Japan.

⁵² To all countries that were planning to come to Japan to undertake relief operations, the government of Japan distributed a check list of carrying equipment and items, and requested them to be "self-sufficient".

⁵³ The study might not be able to grasp the information of medical assistance by individuals.

⁵⁴ Yutaka Katayama. (2013, January). *Higashi Nihon Daishinsaji No Kokusai Kinkyu Shien Ukeire to Gaimusho*. Journal of International Cooperation Studies, vol. 20, No. 2/3.

BOX 5 Support of the Israeli Medical Team Achieved with the Strong Support of the Mayor of Kurihara City⁵⁵

The Japanese government received medical teams from four countries. Out of these four countries, assistance from Israel was the most immediate and the largest in scale. The government of Israel offered to dispatch an advance team including medical staff through its Ambassador to Japan on March 20, and on March 28, the medical team arrived and started operations in Minamisanriku Town in Miyagi Prefecture. At first, it was scheduled to be around 30 personnel, but 55 actually joined the operation⁵⁶.

The reason behind the relatively smooth acceptance of the Israeli medical team in contrast to medical teams from other countries was due to the strong support of the Mayor of Kurihara City, who once lived in Israel. On receiving the medical team, the Mayor himself examined the site and discussed the possibility of medical assistance with the Ambassador of Israel to Japan. Furthermore, he arranged the site for medical treatment activities, electric power, and base camp for the assistance team, and did all the preparation needed to receive the medical team in just eight days after the offer.

In the operations of the Israeli medical team in Minamisanriku Town, staff members from MOFA, volunteer interpreters, Japanese medical doctors, nurses, and coordinators joined the team to bring together many other Japanese medical teams that operated there. The Israeli medical team had some uncertainties about the types and dosage of medicines in Japan as they differed from other countries. Thus, support from Japanese pharmacists with rich international experience was very useful for them.

The devoted medical assistance by Israeli team continued until April 11, 2011. On withdrawal, they left all the medical facilities and equipment brought to Minamisanriku Town. This was highly appreciated by the people in Minamisanriku Town as everything had been lost in the tsunami, and helped contribute to accelerating the opening of a temporary clinic in the town.

152 disaster coordination specialists were also dispatched through 28 cases⁵⁷ to Japanese government agencies, NGOs, and private companies to undertake disaster evaluation, accounting support, needs assessment, emergency disaster relief, financial management support, arrangement for activity report, public relations, working out countermeasures, logistics support, consulting, and others. As international organizations, WFP, UNDAC, OCHA, and IAEA dispatched disaster coordination specialists to coordinate the overall disaster relief activities and to communicate the information on the ground globally (see BOX 6 “Support to Link the Disaster stricken Areas and the World by International Organizations”). NGOs and private entities

⁵⁵ MOFA. (2011, May). *Diplomacy*. vol.07, pp6-9.

⁵⁶ According to “Tadafumi NISHIZAWA and Katsuhiko SUGIMOTO. (2012, February). *Inochi wo Mamoru: Higashi Nihon Daishinsai, Minami Sanriku Cho ni okeru Iryo no Kiroku (Saving lives: A Record of Medical Treatment in Minami Sanriku Town under the Great East Japan Earthquake)*. Herusu Shuppan, Co. Inc. p144, the breakdown of 55 personnel are; 14 medical doctors, 7 nurses, 1 pharmacist, 2 clinical technologists, a medical radiographer, coordinators, and interpreters.

⁵⁷ Out of 28 cases, 3 cases were not clear about the number of personnel dispatched.

dispatched coordinators to decide their operation details, quantity of supplies to send, target areas, and to help their activities on the ground efficient.

BOX 6 Support to Link Disaster Stricken Areas and Overseas by International Organizations⁵⁸

International organizations such as the United Nations Office for the Coordination of Humanitarian Affairs⁵⁹ (OCHA), the United Nations World Food Programme (WFP), and the Office of the United Nations High Commissioner for Refugees (UNHCR) supported prompt and appropriate provision of support from overseas. For example, since WFP was the expert in emergency aid, it supported domestic transportation of relief supplies and established mobile warehouses and prefabricated buildings for stocks of food. OCHA started information exchange with the Japanese government immediately after the disaster, and dispatched the United Nations Disaster Assessment and Coordination (UNDAC) team. UNDAC team advised the government on transmitting information to the international community and acceptance of overseas assistance. The report by UNDAC was summarized as a situation report in English and announced to the international community by OCHA, the Regional Office for Asia and the Pacific. These reports became an essential information source when countries and organizations plan to provide support following the disaster, as information in English from Japan was limited.

The number of people engaged in support activities for victims was not calculated in the study as it was not clear in many cases. Various people such as the staff of embassies in Tokyo, employees of private companies, youth dispatched from ASEAN Secretariat (see BOX 7 “The ASEAN Youth Caravan of Goodwill”), people in the restaurant business, and sport organizations were organized and did volunteer work like cleaning rubble and providing multinational food.

800 persons from 54 countries/regions and 1,200 persons from 83 countries/regions volunteered at Peace Boat and CRASH Japan, one of the NGOs, respectively. Specialists in psychosocial care from NGOs were dispatched; and private companies and joint reconstruction activities by university students from overseas and Japan were conducted.

BOX 7 The ASEAN Youth Caravan of Goodwill

The Special ASEAN-Japan Ministerial Meeting was held on April 9, 2011 in response to the disaster. At the meeting H.E. Dr. Surin Pitsuwan, Secretary-General proposed to dispatch the ASEAN Youth Caravan of Goodwill to Japan. This was realized and organized by the ASEAN Secretariat, which called for heart-to-heart assistance and not only financial and material assistance⁶⁰.

⁵⁸ Extracted from MOFA's homepage. <http://www.mofa.go.jp/mofaj/press/pr/wakaru/topics/vol75/index.html>

⁵⁹ UNOCHA is a UN body with mandates to respond to complex emergencies and natural disasters and to coordinate humanitarian response.

⁶⁰ Extracted from MOFA Press Release “Arrival of the ASEAN Youth Caravan of Goodwill”, June 3, 2011. http://www.mofa.go.jp/mofaj/press/release/23/6/0603_10.html

The caravan was composed of 45 persons, who were the victims of the 2004 Indian Ocean earthquake and tsunami, people involved in the ASEAN Secretariat, artists and journalists. 25 students from ASEAN countries studying in Japan also joined. In total, 70 people visited Ishinomaki City, Miyagi Prefecture for 5 days from June 3, 2011. They helped cleaning shelters, offered South East Asian cuisine, and performed songs and dances as a pledge of friendship, and encouraged the victims of the disaster.

The number of people engaged in supporting the interaction between people was not calculated in the study as it was not clear in many cases. Some overseas professional sport teams organized sport classes for children in disaster stricken areas, and governments and NGOs invited affected children and families overseas or supported studies abroad. Governmental agencies, regional organizations, sports, show business, music industry, sister cities (see BOX 8 “Cooperation by International Sister Cities”), universities, students, restaurant business, industry, religious organizations and many other organizations and people supported relief activities in their own way, reflecting their relations with Japan.

BOX 8 Cooperation by International Sister Cities

Many Japanese local governments have concluded agreements with sister/friendship cities with overseas local governments for the purpose of promoting interaction between the people in the two cities. In response to the disaster, Japanese local governments, especially those in the disaster stricken areas, received various assistance from their sister/friendship cities. In the capital city of Belarus, Minsk, which has a twin-city agreement with Sendai City in Miyagi Prefecture, many citizens gathered at the Sendai Public Garden, the symbol of friendship, immediately after the disaster. They mourned the casualties and offered flowers, candles, and origami. There were even messages written in Japanese⁶¹.

In Compiègne in France, the sister city of Shirakawa City in Fukushima Prefecture, people collected donations and sent it to Shirakawa City with consolation messages and origami folded by kindergarteners. In Bragg, California in the US, the sister city of Otsuchi Town in Iwate Prefecture, the Fort Bragg Otsuchi Cultural Exchange Association, a volunteer organization, established the “Otsuchi Recovery Fund” six days after the disaster. They put donation boxes at stores, restaurants, and markets. They also organized a charity event, bringing pictures taken in Otsuchi and things related to Otsuchi, and sold Ganbare Otsuchi T-shirts. Likewise, sister cities with non-stricken areas such as Chamonix in France (Fujiyoshida City in Yamanashi), Issy Les Moulineaux in France (Ichikawa City in Chiba), Nantes in France (Niigata City in Niigata), Grindelwald in Switzerland (Matsumoto City in Nagano) also offered assistance to Japan⁶².

⁶¹ Based on homepage of Sendai City http://www.city.sendai.jp/koryu/1198687_2446.htm

⁶² Based on homepage of MOFA. *Higashi Nihon Daisinsai ni taisuru Kokusai Syakai karano Shien to Hagemashi (Assistance and Encouragement from International Society concerning the Great East Japan Earthquake)*, vol75. <http://www.mofa.go.jp/mofaj/press/pr/wakaru/topics/vol75/index.html>; and home pages of Embassies of each country in Tokyo.

Although there is no official partnership agreement between Tunisia and Ishinomaki City of Miyagi Prefecture, there have been exchanges between the two cities since 1992 when a Tunisian student studying at Tohoku University experienced a homestay in Ishinomaki through the exchange program of the Miyagi International Association. There is a road named “Tunisia Street” in Ishinomaki in commemoration of a visit by the Ambassador of Tunisia. Friendship between Ishinomaki and Tunisia was reconfirmed in the aftermath of the disaster. On April 15th, the staff of Embassy of Tunisia offered Tunisian cuisine in front of Ishinomaki station. They put up a poster saying,



Staff of Embassy of Tunisia offering Tunisian cuisine to victims

Source: International Japanese Art and Culture Association's blog

“Japan-Tunisia, Let's Cooperate for the Future!”, and their slogan was “A friend in need is a friend indeed.” Many Ishinomaki citizens were encouraged by the Tunisian cuisine and kind words⁶³.

(4) Challenges Faced when Receiving Human Resources Cooperation and Measures Taken

When receiving human resources cooperation, organizations receiving the assistance have faced the following challenges.

Additional Tasks that Occurred at Disaster Stricken Municipalities

As described earlier, human resources cooperation through the Japanese government was undertaken through a “self-sustained” process, to reduce the workload of the disaster stricken municipalities. However, there were cases where the Japanese government received a rescue team and a VIP, such as an ambassador of the supporting countries, the MOFA requested the disaster-stricken prefectural government to set up an operation center for them and the prefectural government further coordinated communication between Japan and the supporting country, and sometimes even arranged a translator.

In another case, Individuals and institutions that sent human resources cooperation from overseas and did not contact the Japanese central government came to Japan without accommodations or transportation to the coastal disaster area, and asked the affected prefectural or city/town government for support. Although the municipal government helps overseas visitors in non-disaster times, these requests were burdensome especially during the early period after the disaster when the situation was in chaos and there were many urgent tasks to be done.

Limitations due to Regulations

There were cases where foreign staff faced immigration issues when an international organization

⁶³ Based on homepages of Ishinomaki City, Embassy of Tunisia, etc.
<http://www.city.ishinomaki.lg.jp/monou/kokusaikouryu/sinzenkouryu.jsp>

dispatched foreign staff members to Japan for an extended period of time to directly support their relief activities without any proper residence visas. There were comments from organizations, which planned to provide relief support for a long period of time. They often faced regulation barriers as they tried to obtain what was needed for their activities such as contracts for a rental office, Internet, and mobile phones, in addition to the visa problem.

3.3 Material Contribution

(1) Donor Attributes of Material Contribution

There were 305 cases⁶⁴ of material contribution that Japan received from overseas in one year after the disaster as shown in Table 3.7. The breakdown is 154 cases from governments and international organizations, and 151 non-governmental cases; thus, the number of cases from the two donor categories is almost the same. Those donors were NGOs, associations of people from the same prefecture, friendship associations, Japan Chamber of Commerce and Industry in each country, religious organizations, Japanese/Nikkei associations in each country, multinational corporations, as well as governments and international organizations (see BOX 9 “Earthquake Recovery Aid from Overseas Nikkei Communities”).

The number of donor countries/regions was 73, and assistance was also given from the organizations that do not belong to any country or region, such as WFP, UNHCR, and ITU. Out of the 73 countries, 37 countries were Japanese ODA recipients. Some of these countries expressed their gratitude towards Japanese past assistance and expressed a sense of giving back and solidarity with Japan (see BOX 10 “Upsurge of Solidarity between Developing Countries and Japan”).

Table 3.7 Donor Attributes of Material Contribution (Number of Cases)

Donor	Number of Cases
Governments and International Organizations	154
Non-governmental Donors	151
Total	305

Source: Study Team

⁶⁴ Contents of material contribution are classified into 5 categories; 1) food and drink, 2) relief supplies, 3) fuel, 4) services, and 5) measures against nuclear accident. When a donor provided materials in more than 1 category at one time, it was counted as one case.

BOX 9 Earthquake Recovery Aid from Overseas Nikkei Communities⁶⁵

Nowadays, there are more than 2.9 million Japanese immigrants and their descendants, called Nikkei, living in the world mainly in North America and Central and South America. They are active in various fields such as politics, economy, education and culture, and contribute to strengthening the relationship between Japan and the country they moved to, either temporarily or to immigrate, and they act as a bridge between the two countries, as well as contribute to the development of the country they live. In response to the disaster on March 11, many Nikkei communities throughout the world collected and provided donations through the National Red Cross Society and Red Crescent Society, which amounted to more than 1.6 billion yen.

In Brazil, which has the largest Nikkei community in South America with 1.5 million Nikkei, five major Brazilian Nikkei associations (the Bunkyo-Sociedade Brasileira de Cultura Japonesa, Federação das Associações de Províncias do Japão no Brasil, Brazilian Chamber of Commerce in Japan, and Aliança Cultural Brasil-Japão, and the Beneficencia Nipo-Brasileira de São Paulo) established the Japan Earthquake Victim Aid Donation Campaign immediately after the earthquake on March 11, 2011.

In Argentina, the Centro Nikkei Argentino, a group of Nikkei youth organized “1000 Paper Cranes Charity Campaign” to encourage and cheer Japanese people, praying for their early recovery. Participants folded paper cranes and put message on them. Then, took pictures of the paper cranes to send out their sympathy. They also sold metal badges designed after the letters of “Fuerza Japon (Bear up Japan)”, and sent the profits as donation to Japan through Red Cross and Japanese Embassy in Argentina.

In Paraguay, the Nikkei community cooperating with Nikkei Agricultural Cooperative Association organized a project to send one hundred tons of soybeans. The Federation of Japanese Associations in Paraguay collected donations of 10 million yen from all over Paraguay for the cost of shipping and producing tofu, bean curd, from donated soybeans, with the cooperation of Gialinks Co., Ltd., a Japanese company with years of experience in importing soybeans grown by the Nikkei farmers. The soybeans were used to produce tofu, which were distributed to victims of the disaster. The tofu made in this project had a package with a message, “Our hearts are with you. People of Paraguay are rooting for Japan”. The project will be continued up to one million packets of tofu to be produced. This “Paraguay Tofu Disaster Relief Activity” spread beyond the Nikkei community, and attracted the attention of the government of Paraguay, with the President and Ministers taking the lead in charity events.

⁶⁵ Based on JICA. *Japanese Overseas Migration Museum*. JICA Annual Report 2012, p135.
http://www.jomm.jp/newsletter/tayori23_01.html, and Homepage of GIALINKS Co., Ltd.
<http://www.gialinks.jp/tofu100mancho.html>.

BOX 10 Upsurge of Solidarity between Developing Countries and Japan

In responding to the disaster on March 11, many countries expressed their gratitude for Japan's past emergency relief and longtime development assistance and a sense of solidarity with Japan.

For example, the Republic of Maldives provided more than 600,000 canned tuna for Japan. In providing the relief, Ambassador of the Republic of Maldives to Japan, H.E. Mr. Ahmed Khaleel noted the whole-hearted gratitude of the Maldivian people for various kinds of assistance that Maldives had received from Japan over 40 years, including in particular, the construction of a factory of canned tuna in 1970s, as well as Japan's assistance to build the sea wall in the 1980s, which protected Male island, the capital of Maldives, from the 2004 tsunami, and the significant amount of reconstruction assistance after the tsunami⁶⁶.

Sri Lankans in Japan served curry as emergency food in several disaster stricken areas, and H.E. Admiral (Rtd.) Wasanta Karannagoda, Ambassador-designate of Sri Lanka to Japan also joined the activity in Tamura City in Fukushima Prefecture. He stated, "Japanese are our friends. When the 2004 Indian Ocean earthquake and tsunami happened, the Japanese people responded immediately. People in Sri Lanka deeply appreciated it, and still remember the feeling at that time. This is why we came here today, and we wanted to express our sense of solidarity with Japan"⁶⁷.

The editorial column of the Vientiane Times of Laos stated, "The fact that Japan has long supported Laos is well known to Lao citizens. Many families in Laos live under the poverty line, even though, these low income families provided donations, having in mind their sympathy and friendship". With these episodes, solidarity between Japan and the world has been reaffirmed⁶⁸.

The director of Centre National Hospitalier Universitaire of Benin visited the Embassy of Japan in Benin, and delivered donations collected from the staff at his hospital. Director said, "Japan has been a donor of our country for a long time. Japan has provided generous economic and technical cooperation, which contributed to the development of Benin. It is very natural that all people in Benin are eager to do something for Japan in its difficult time. Staff at the hospital discussed and decided to collect donations. Please utilize it for the victims of the earthquake and tsunami"⁶⁹.

Episodes introduced in this BOX are just a small part of the support from all over the world. More than 50 million yen of donations were delivered to JICA, an independent governmental agency that coordinates official development assistance (ODA) for the government of Japan, through its overseas offices in a total of 73 countries (19 countries from Asia, 20 countries from Africa, 18 countries from North, Central and South America, 8 countries from Oceania, and 8 countries from Middle East and Europe), about 4,000 people (citizens, government officials, alumni of training programs in Japan through ODA, JICA's Japan Overseas Cooperation Volunteers, Senior

⁶⁶ Extracted from MOFA Press Release. (2011, June 15). *Courtesy Call on Parliamentary Vice-Minister for Foreign Affairs Makiko Kikuta by Ambassador of the Republic of Maldives to Japan Ahmed Khaleel*, http://www.mofa.go.jp/announce/announce/2011/6/0615_03.html

⁶⁷ Extracted from P.1 of a pamphlet by MOFA. *Todoita E-ru...Nihon to Tomoni* (Yells from the World). Sekai aga Ouendan.

⁶⁸ Extracted from P.4 of a pamphlet by MOFA. *Todoita E-ru...Nihon to Tomoni* (Yells from the World). Sekai aga Ouendan.

⁶⁹ Extracted from homepage of MOFA : <http://www.mofa.go.jp/mofaj/saigai/episode/episode26.html>

Volunteers, JICA Experts, and JICA staff)⁷⁰. There were also more than 3,000 condolence messages, origami, and pictures from more than 100 countries⁷¹.

(2) Channels of Material Contribution

Relief supplies from overseas were delivered to the affected areas through Japanese organizations. Most material contributions from governments and international organizations were through MOFA of Japan. In the case of assistance from international NGOs/organizations, contributions were made through their Japanese branches. Contributions from NGOs/organizations which do not have branches in Japan were delivered through network NGOs such as JPF, JANIC, and Nippon Foundation.

Material contributions from overseas private companies were delivered through their Japanese branches, liaison offices in Japan, and Japanese NGOs. For example, S-OIL Corporation in Korea provided fuel, kerosene, and diesel fuel through a Japanese oil company. UPM Kyummene from Finland provided materials for temporary housing through a Japanese construction company.

(3) Details of Material Contribution

Material contribution can be classified into categories of food and drink⁷², relief supplies, fuel, and services (communication and transport). As shown in Table 3.8, there were 104 cases of food and drink, 158 cases of relief supplies, 14 cases of fuel, and 39 cases of service. There were 34 cases of material contribution for measures against nuclear accidents.

Table 3.8 Number of Material Contribution Cases for Each Category⁷³

Donor	Food and Drink	Relief Supplies	Fuel	Service (telecommunication, transportation, etc.)	Material contribution for measures against nuclear accident	Total
Governments and International Organizations	83	75	13	9	19	199
Non-governmental Donors	21	83	1	30	15	150
Total	104	158	14	39	34	349

Source: Study Team

About 80% of food and drink contributions were provided by governments and international organizations. As food such as meat, vegetables, fruits, and dairy products is need to be delivered securely to the destination in a certain period of time, and some need to be put in quarantine, food

⁷⁰ Results of a questionnaire survey to JICA.

⁷¹ Extracted from JICA homepage http://www.jica.go.jp/information/disaster_msg/index.html

⁷² Water was provided for drinking and other purposes such as cooking and cooling water for the nuclear plant, but all were categorized as drinking water because its usage was not clear from the available information.

⁷³ When a donor provided material contributions in more than one category at one time, it was counted in each category.

and drink contributions were mostly through government channels with secured routes for transportation.

Materials provided from overseas were wide-ranging from clothes, shoes, beddings, medical/sanitary goods, goods for nursing and kids, to daily commodities. Some were T-shirts and blankets with messages from sport teams and artists. Though the quantity was limited, there were also survival kits, mobile warehouses, and mobile generators from international organizations, computers, solar-paneled battery chargers for mobile phones, licenses for security software, and fiberscopes from private companies.

Fuels such as kerosene, gasoline, diesel fuel, LNG, crude oil, and LPG were provided by 12 countries, namely UAE, Indonesia, Oman, Qatar, Korea, Kuwait, Saudi Arabia, China, Brunei, the US, Malaysia, and Russia. This includes commercial measures to permit additional LNG import quota for Japan.

Japan also received a variety of support in services. ITU lent out 153 satellite mobile communication terminals. Some private entities exempted the communication fees from abroad to Japan for a certain period of time. Transportation of relief supplies and rescue teams were offered from the US, Australia, Korea, and Thailand by using military planes. DHL Express offered a commercial aircraft to transport relief supplies from EU, and FedEx provided its expertise in logistics. Automobile manufacturing companies offered services for car sharing and vehicles for relief/reconstruction activities. WFP provided assistance for domestic transportation of relief supplies collected from all over the world. The government of the Marshall Islands provided permits to fish in its exclusive economic zone free of charge. Other services provided in response to the disaster include exemption of remittance fees for donations, donation of mileages from airline companies, refund of merchant fees on credit card payment for charity purposes, and others. Table 3.9 is the list of contributed materials by category⁷⁴.

⁷⁴ This table does not include material contribution for nuclear accident as it is explained in detail in section 3.4.

Table 3.9 List of Contributed Materials by Category

Foods and drinks					
【Cereal grains】	Rice	【Foods】	Canned food	【Snacks】	Cookies
	Corn flakes		Canned tuna		Popcorns
	Canned rice		Korean seaweed		Biscuits
	Ready-made fried rice		Canned beef		Chocolates
	Ready-made rice		Corned beef		Canned sweets
	Ready-made rice with mixed vegetables	【Meat】	Sirloin steak		Yokan (sweet jellied red bean paste)
	Pasta		Beef		Choco pies
Hardtack	Ham / Sausage		High energy biscuits		
【Soups】	Canned vegetable soup	【Vegetables and Fruits】	Ready-made beef curry	【Condiments / others】	Soda crackers
	Instant ramen		Kidney beans		Apple chips covered with chocolate
	Dried soup		Dry fruits		Beef jerky
	clam miso soup		Pinto beans		Ghana pies
	Clam chowder		Canned peaches		Brown sugar
【Drinks】	Water	【Dairy products】	Tofu	【Condiments / others】	Seasonings
	Coffee		Powdered milk		Tomato sauce
	Tea	Yogurt			
	Shelf-stable milk				
	Nutrition-supplement drink				

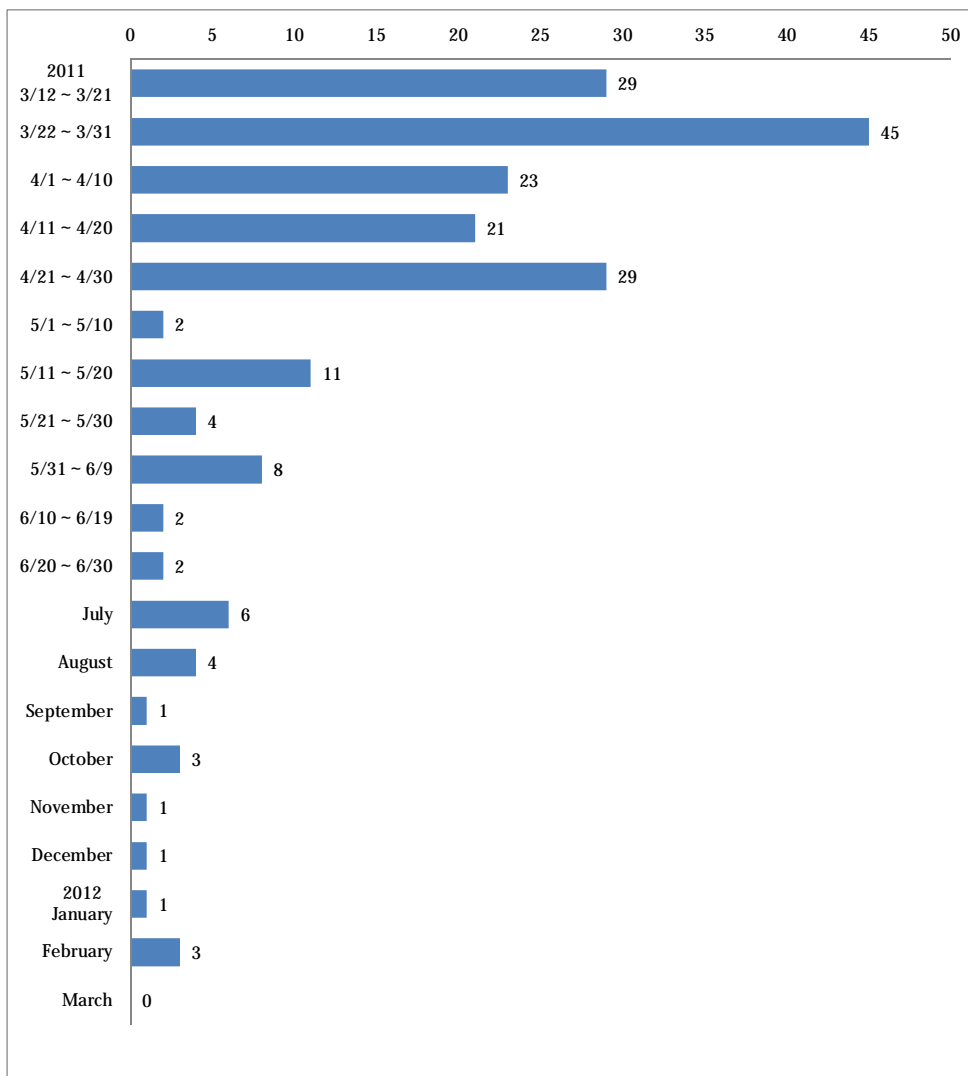
Relief supplies					
【Clothing and shoes】	Polo shirts / T-shirts	【Medical supplies / Sanitary supplies / Sanitary facilities】	Toilet rolls	【Infants and children supplies】	Toys
	Socks		Oxygen masks		Colored pencils
	Winter clothing		Medical products		Stuffed animals
	Men and Women's underwear		Alcohol for disinfection		Soccer balls
	Pants		Disposable gloves		Diapers
	Boots		Soaps		Randoseru (backpack for elementary school children)with stationery
	Sneakers		Towels		Children's clothing
	Uniforms with messages from sport players		Masks		Day care center, container house for classroom use
【Beddings】	Pillows		Wet tissues	Athletic goods	
	Makeshift beds		Toothpastes	Bicycles	
	Quilts		Shampoo	Plastic wraps	
	Blankets, blankets with written messages		Medical equipment	Cups	
	Sleeping bags		Sanitary sets	Bags	
	Tents		Sanitary napkins	Pens	
	Mattresses		Disposable rubber gloves	Portable cooking stoves	
	Sleeping pads	Disposable heating pads	Lighting equipment		
	Portable toilets	Flashlights			
	Mouth wash	Storage containers			
		Dust-cloths with support messages			

Relief supplies			Services			
【Others】	Power generators	【Others】	Materials for temporary housings	【Communication】	Lending out of satellite mobile communication terminals	
	Portable lamps		Solar power equipment	Exemption from communication fee to call Japan for a limited time		
	CD players		Electric whiteboard	【Transportation】	Domestic transportation of relief supplies from countries outside Japan	
	Computers		Electric tools for professionals		Transportation fee for container house	
	Oil stoves		Solar paneled battery chargers for mobile phones		Trucks for relief and restoration , off-road vehicles	
	Canteens		Industrial endoscopes		Vehicles (for car sharing)	
	body bags		Washing machines		Electric motorcycles	
	Survival kits		Scanners		Use of helicopters	
	Plastic containers		Licenses for security software		Expertise on transportation and distribution	
	Portable power generators		Radios		Transportation by military aircraft to deliver relief supplies and rescue parties	
	Mobile warehouses	Fuels			【Others】	Exemption from remittance fee for the purpose of donation
	Prefabricated houses	Kerosene	Airline mileages			
	Solar lamps	Gas canisters	Exemption from transportation cost for EC			
	Foldable water containers	Gasoline	Refund on merchant discount (only for credit card user) for charity purpose			
	Shelter boxes (large tent, water filter, stove, blanket, rug, tools, dishes, colored pencils, coloring book)	Diesel oil	Card fee donation			
	Plastic waterproof cloths	LNG (additional supply to Japan) (on a commercial basis)	Donation of Card Points			
	Teakwood logs	Crude oil	Exemption from remittance charge			
	Plywood	LP gas	Free provision of permits to enter Exclusive Economic Zone (EEZ)			
	Suitcases		Artists' performance fee of participating charity programs			

(4) Timing of Material Contributions

Figure 3.10 shows the number of material contributions every 10 days after the disaster. According to this, the largest number of material contributions were undertaken from 11 days to

within 20 days, and 50% were made within 30 days, and 88 % were made within 50 days after the disaster. It should be noted that the information on timing was based on the date of arrival in Japan, not the date of arrival at the final destination in the affected areas. There were cases where supplies were delivered to the disaster stricken areas promptly due to well-coordinated activities by senders and receivers (see BOX 11 “Assistance from Private Company: Donation of Disaster Restoration Support Vehicle by Daimler AG”). However, there were cases where it took more than one month for delivery after the offer of the material contribution. In such cases, supplies needed in the emergency phase arrived in disaster stricken areas three months after the disaster. Further study is needed to examine how promptly materials were delivered to the affected areas, and how these materials met the changing needs on the ground.



Source: Study Team

Figure 3.10 Number of Material Contribution Cases According to Timing⁷⁵

⁷⁵ The study analyzed 196 cases with clear timing information. Cases excluded from the analysis were those without any information on timing, those provided at the very initial stage after the disaster, those provided on occasions, and those provided throughout the year. When a donor provided different kinds of materials several times, it was counted as one case and timing was recorded for the first support. When the information on the

BOX 11 Assistance from a Private Company:

Donation of Disaster Restoration Support Vehicles by Daimler AG⁷⁶

Daimler AG, with its headquarters in Germany, announced the financial assistance of two million Euro (approx. 113.6 million Yen) on March 18, only one week after the disaster. It also announced to lend out disaster restoration support vehicles for free on April 12. On April 15 and 16, 20 vehicles including eight off-road trucks Zetros arrived in Japan by Antonov, the Russian world biggest airlift cargo aircraft. This prompt and large-scale assistance was made possible by the quick decision and implementation of the Daimler AG headquarters. In receiving this support, the government of Japan also cooperated fully. For example, although it usually takes one year to grant an import permit for vehicles which do not fit the domestic emission regulations and other related regulations. The Ministry of Economy, Trade and Industry and the Ministry of Land, Infrastructure, Transport, and Tourism negotiated, and all vehicles offered by Daimler AG were permitted to operate in Japan for two years as disaster restoration support.

20 vehicles from Germany and 30 other vehicles lent out by Mercedes-Benz Japan, Daimler AG's corporate body in Japan and Mitsubishi Fuso Truck and Bus Corporation, were lent out to the local governments in disaster stricken areas and NGOs working there. These vehicles worked well in the face of bad roads. They were fully utilized in events and patrolling even on roads with much debris. Due to their novelty and the first time in Japan, vehicles from Daimler AG gave courage and hope to the victims.

(5) Challenges Faced when Receiving Material Contributions and Measures Taken

When receiving material contributions, organizations receiving the assistance have faced the following challenges.

Organization Structure to Receive Material Contribution in Disaster Stricken Prefectural Governments

Although most of the material contributions from overseas were delivered to the affected areas through the Ministry of Foreign Affairs of Japan, the regional disaster prevention plans or manuals of local governments did not describe the administrative structure and procedure for the receipt of material contributions from overseas. Therefore each local government took measures according to the situation at the disaster areas. For example in Iwate Prefecture, the Living Safety of Citizen Division was in charge of receiving material contributions within Japan, but a division to deal with material contributions from overseas was not clarified, thus, materials were received by divisions according to the nature or classification of the material.

date of the arrival was unavailable, it was recorded as the end of the stated month.
⁷⁶ Based on Nippon Foundation, *ROAD Project: Higashi Nihon Daishinsai 1 Nenkan no Katsudou Kiroku (ROAD Project: The Great East Japan Earthquake, 1 year on)*, P.80-81.

In Miyagi, the Secretariat for Headquarters for Extreme Disaster Management received material contributions from overseas in the early days after the disaster; however the office in charge was changed to the International Affairs Division later because the workload of the Secretariat became more than they could deal with. Furthermore, they assigned one person exclusively for this task and established a new administrative structure for receiving material contributions from overseas in cooperation with the Secretariat for Headquarters for Extreme Disaster Management.

Additional Tasks that Occurred at the Disaster Stricken Municipalities

There were cases in which some overseas donors asked local governments to arrange transportation from an airport to the disaster stricken areas in order to deliver material contributions. In this case, the affected prefectural government needed to arrange it. In another case, the material was delivered directly to affected local governments without contacting the prefectural government. The local government was often confused about how to handle the material and sometimes was unable to receive it efficiently. In the case of food and drink contributions, a person at a local government checked the ingredients of each contribution. The translation of labels on food and drink written in a foreign language took a while and sometimes impacted their office work.

Mismatch with Affected People's Needs

There are two types of information on material contributions that were provided to Japan from overseas donors. One was the material contribution where the decision to deliver to Japan had already been made, and the other were contributions where the decision to deliver had not been made and only announced. Matching material contributions from overseas and the needs of the disaster-stricken area was undertaken by MOFA; however, for the announced material contribution, it took a while and many cases were late in the actual time of delivery. Thus, there were cases where the affected local governments had to turn down offers due to the change in the needs of the people who had been affected.

Even after receiving the material, there were cases where the material was wasted because of seasonal change. For example winter clothes and protection against cold were needed for a several months after the disaster; however they were delivered to the affected local governments even during the summer time. For other issues, there were cases where the volume of material was too large for country level assistance, on the other hand, there were cases where the volume of material was too small in some cases of individual assistance and the government could not deliver the material due to the inability to equally distribute them among the affected people. There were cases where the local government held food stock because some did not suit the food culture and taste of Japanese people. In this kind of situation, those foods were delivered to foreigners, who had been living in the affected areas, by such international associations and were

appreciated.

3.4 Assistance from Overseas against Nuclear Accidents

The Accident at TEPCO's Fukushima Nuclear Power Stations (hereinafter, the nuclear accident) has turned out to be a major challenge for Japan. Thus, the government of Japan received support from many countries around the world in terms of material contributions and dispatch of experts from its initial stage to settle the situation⁷⁷. Although it is difficult to determine the total amount, a part of the financial assistance was made especially for the measures against nuclear accidents (see BOX 12 “Countermeasures against Nuclear Accident Implemented by JRCS with the Donation from Red Cross and Red Crescent Societies.”) Assistance from many countries has played an essential role in stabilizing the situation at the nuclear facility.

(1) Assistance by Experts

Since the occurrence of this nuclear accident, experts from the US, France, Russia, Korea, China and the UK were dispatched to exchange views with the Japanese government and TEPCO and to give advice for stabilizing nuclear reactors and spent fuel pools and preventing the diffusion of radioactive materials and radioactive contaminated water. From the private entity, AREVA, a French company, proposed some solution to treat radioactive contamination and dispatched 200 experts to build a system for treating accumulated contaminated water.

International organizations such as the International Atomic Energy Agency (IAEA), the Nuclear Energy Agency of the Organization for Economic Co-operation and Development (OECD/NEA), the Food and Agriculture Organization (FAO), and the World Health Organization (WHO) also provided much assistance and advice based on their expertise. For example, from March 18th onward, the IAEA sent to Japan teams of experts in radiation measurement including a marine expert, a food monitoring team jointly with the FAO, and boiling water reactor (BWR) experts.

⁷⁷ Nuclear Emergency Response Headquarters, Government of Japan. (2011, June). *Report of Japanese Government to the IAEA Ministerial Conference on Nuclear Safety- The Accident at TEPCO's Fukushima Nuclear Power Stations.*

BOX 12 Countermeasures against the Nuclear Accident Implemented by JRCS with the Donation from Red Cross and Red Crescent Societies

JRCS provided Fukushima Red Cross Hospital with a whole body counter and equipment for thyroid tests to measure the internal dose provided by Fukushima Medical University with other equipment for measuring radiation exposure, and provided several cities in Fukushima and Miyagi with radiation detectors using donations from overseas. It also held mobile theaters in some cities in Fukushima where there were many residents displaced due to the accident, and constructed a temporary center for early childhood education in Iwaki City.

(2) Assistance through Material Contributions

Japan diligently accepted supplies and equipment based on proposals offered by other countries, as special supplies and equipment were required to help stabilize and settle the situation and evacuate residents. Pumps and fire engines used by TEPCO for cooling the nuclear reactors and other facilities and barges for transferring fresh water were provided mostly by the US to stabilize nuclear reactors and as fuel pools. Japan also received remote control robots and supplies and equipment needed to process massive amounts of water containing radioactive materials.

Japan received dosimeters, protection suits, and protection masks for individual workers and individual residents to protect them from radiation. Equipment to analyze the radiation impact on soil, water, and agricultural products was also provided.

Nearly 30 countries and international organizations offered assistance⁷⁸. After considering their necessity in the emergency response effort, Japan received supplies and equipment from 16 countries/regions namely Ukraine, Australia, Canada, the Czech Republic, Germany, Finland, France, the US, Malaysia, Russia, the UK, Hong Kong, Taiwan, and China. In terms of the number of assistance cases, there were 19 cases from governments and international organizations and 15 cases from others. In terms of assistance volume, those from governments and international organizations were bigger; however, private companies provided assistance that utilized their expertise, such as establishing a system to treat contaminated water and providing tablets of potassium iodide. Table 3.10 shows the list of overseas materials and measures provided against the nuclear accident.

⁷⁸ Nuclear Emergency Response Headquarters, Government of Japan. (2011, June). *Report of Japanese Government to the IAEA Ministerial Conference on Nuclear Safety- The Accident at TEPCO's Fukushima Nuclear Power Stations*.

Table 3.10 List of Provided Materials as Measures against Nuclear Accident⁷⁹

Country	Donor Attributes	Provided materials
Ukraine	Government / International Organization	Radiation survey meters (1,000), Personal dosimeters(1,000), Protective masks and replacement filters for protective masks (1,000sets)
Australia	Government / International Organization	Special pumps (in order to cool down Fukushima Nuclear Power Stations)
Canada	Government / International Organization	Radiation survey meters (78), Personal radiation dosimeters (75), dosimeters (glass batch) (5,000), Readers for dosimeter (5)
Czech Republic	Others	Dosimeters (10)
Germany	Individual	Dosimeters (2)
Finland	Government / International Organization	Radiation survey meters (52) (through the EU)
France	Government / International Organization	Radiation measuring instruments (Radiation survey meters (103), Personal radiation dosimeters (310), dosimeters (glass batch) (1,161)) and other nuclear related goods
	Government / International Organization	Protective body armors (1,000)
	Government / International Organization	Protective body armors and masks (approx. 20,000 sets), Radiation survey meters (239), Personal radiation dosimeters (35), Power generators (5), Compressors (5), Pumps (10), Radiation measurement vehicle (1), Radiation measurement trailer (1)
	Private Business	Establishment of the water decontamination system in Fukushima Nuclear Power Stations
	Private Business	Protective masks (3,000), Protective body armors (11,000), Gloves (40,000), Boric acids (10 tons), Self-contained breathing apparatuses (200), several Environmental monitoring trucks
	Private Business	Protective masks, Radioactivity measurement equipment
	NGOs	MICROCHEM4000 (Radiation protective suits; 30)
	NGOs	Advanced special equipment (130 tons) such as Remote control robots
US	Government / International Organization	Large stainless steel tanks (5), Improved trailer equipped with shield tank
	Government / International Organization	Personal radiation dosimeters (2,000)
	Government / International Organization	Custom-made robot, Radiation sensor kits, Radiation-proof camera, Gamma camera
	Government / International Organization	Protective body armors (10,000)
	Government / International Organization	Dosimeters (seal and card types) (31,000)
	Government / International Organization	Pumps (5), Protective body armors against nuclear, biological and chemical weapons (99), Boric acids (approximately 9 tons), Large water spray pump unit (1), Barges (2), Fresh water carried by two barges, Germanium semiconductor detectors (3), Fire trucks (2 from US Forces in Japan, in order to discharge water into the damaged reactor)
	Government / International Organization	Establishment of a chemical, biological, radiological and nuclear control center with limited decontamination equipment in the Yokota Air Base
	Government / International Organization	Protective body armors against nuclear, biological and chemical weapons to TEPCO employees (150)
	Private Business	Radiological decontamination products and services equivalent to \$250,000
	Private Business	Potassium iodide tablets (50,000)
	Private Business	Potassium iodide tablets (approximately 50,000)
	Private Business	Radiation detectors
Russia	Government / International Organization	Personal radiation dosimeters (400), Masks (5,000)
UK	Government / International Organization	Personal radiation dosimeters (195), Radiation survey meters (135), Protective masks , replacement filters for protective masks , Protective hoods
	Government / International Organization	Radiation survey meters (249), Protective masks (3,672), etc.
Republic of Korea	Government / International Organization	Radiation survey meters (20)

Source: Study Team

⁷⁹ Materials listed here include items that were seen as assistance for the nuclear accident due to the content and donors, in addition to the assistance that clearly stated for the nuclear accident.

4. UTILIZATION OF FINANCIAL ASSISTANCE FROM OVERSEAS

4.1 Outline of Recipient Organizations and Types of Usage

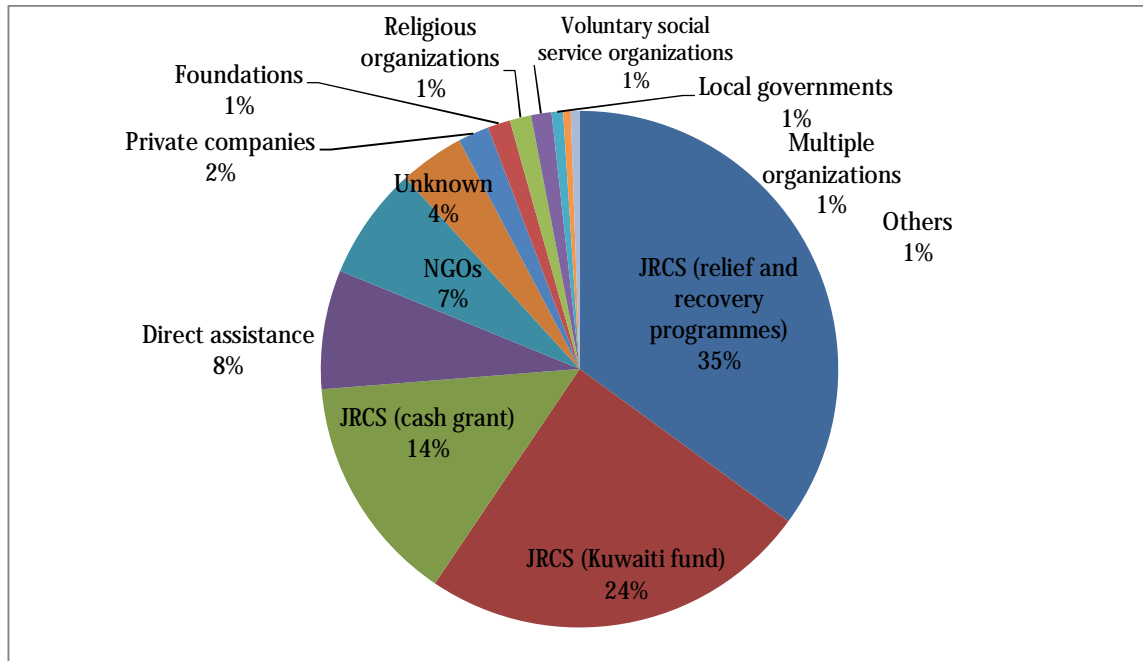
In response to the Great East Japan Earthquake, an innumerable amount of financial assistance was provided from overseas. This chapter describes how the financial assistance was utilized and through which groups and organizations. Many of the organizations, which received financial assistance, publish reports on support activities (including financial reports), and carry out audits. This chapter includes the information from such existing reports and the results of the questionnaire survey and field visit conducted in this study, and introduces an overview and a few cases on the use of the financial assistance.

(1) Recipient Organizations

As mentioned in Chapter 3, JRCS received the largest portion of the financial assistance, which was about 40% of the total number of cases and three-fourths of the total amount. In addition to JRCS, direct support from overseas and receipt by Japanese NGOs were outstanding in amount, which was more than 10 billion yen, respectively. Direct support from overseas was mainly about 100 million dollars (about 8.2 billion yen) of support funds from the government of Qatar⁸⁰. Among NGOs, NGOs working in the field of international cooperation that have experience and expertise in emergency aid abroad received the largest amount. Subsequently, private businesses, foundations, religious groups⁸¹, and voluntary social service organizations such as Lions Club and Rotary received several billion yen, respectively. As most of them donated the collected funds to the Red Cross and NGOs, the segment from private businesses is small here, but there were a few cases of company headquarters in Japan or foreign companies in Japan directly implemented support activities in collaboration with the affected local governments, utilizing the funds collected from group companies from all over the world. Remittance from overseas to local governments totaled more than 1 billion yen, as confirmed in this study.

⁸⁰ Foreign NGOs without a Japanese branch implemented support activities in three ways: 1) directly conducted support activities by establishing temporary offices in Japan, 2) established temporary offices in Japan and provided funds to existing Japanese organizations, and 3) provided donations/funds to existing Japanese organizations. It is assumed that most foreign NGOs chose either 2) or 3), and not many directly operated in Japan (based on the material provided by JANIC).

⁸¹ Organizations such as religious corporations, affiliates of religious groups, and organizations which include religious activities in their introduction or mission were classified as religious groups. Other organizations were classified as NGOs even in cases when their activities were based on a religious mission.



Source: Study Team

Figure 4.1 Channels of Financial Assistance by Organization Type

(2) Types of Usage

There are basically two types of financial assistance usage: 1) cash grants directly distributed to the affected people, and 2) utilization for support activities in the affected areas. Assistance through JRCs which accounts for three-fourths of the total amount includes both of the above. The breakdown is: 1) cash grants directly distributed to the affected people (about 20%), 2) cash donations from partner national societies and other organizations utilized for relief and recovery programs (about 50%), and 3) reconstruction support fund from the government of Kuwait (about 30%). Organizations other than JRCs used most of the financial assistance for support activities in the affected areas, though some also distributed donations or scholarships to the affected people.

Table 4.1 Two Types of Usage of Financial Assistance

Direct Cash Distribution to the Affected Population	Relief and Reconstruction Activities
<ul style="list-style-type: none"> ● Cash Grant through JRCs, CCCJ, Cabinet Office and local governments (distributed to the victims together with domestic cash grants) ● Monetary condolences, emergency relief grants, scholarships, etc. distributed by NGOs and organizations such as the Nippon Foundation and ASHINAGA that partly utilized overseas fund. 	<ul style="list-style-type: none"> ● JRCs relief and recovery programs utilizing cash donations from its partner national societies and other organizations. ● Prefectural recovery projects utilizing the funds established in the three prefectures by the government of Kuwait. ● Relief and recovery projects and programs utilizing donations, funds and grants entrusted to various organizations. ● Donations sent to local governments (utilized for prefectural public works, etc.)

Source: Study Team

In the case of local governments, financial assistance provided as cash grants to the victims were distributed with the cash grants provided to JRCS, etc. Financial assistance without any specified usage was incorporated into the prefectural budget, and used for social capital reconstruction such as public works. Financial assistance provided to the “Children’s Fund” at each prefecture has been utilized for the education of orphans from the disaster.

Out of the entire financial assistance, assistance provided for the cash grant program of JRCS and others is directly distributed to the victims. None of this was utilized for any other usage. Regarding the funds utilized for support activities in the affected areas, some of the large-scale organizations (such as the Japan Committee for UNICEF, ASHINAGA, and Rotary) have used 100% of the donations for distribution and support activities for the victims, and used their own budgets for administrative expenses. In other organizations, usually about 3-25% of the funds is used for administrative expenses (such as operational expenses of field offices, logistics, accounting, fund-raising, reports to donors, public relations, and evaluation). Although it is difficult to obtain consent from donors to use part of the financial assistance for administrative expenses, it is a necessary cost in order to utilize a large amount of the financial assistance appropriately.

In examining the usage of financial assistance, the following two points should be noted. First, there are two types of organizations that received the fund: 1) organizations that directly implement activities in the affected areas, and 2) organizations that serve as intermediary organizations to provide grants to other NGOs/NPOs and volunteer groups that implement activities in the affected areas. In this chapter, former cases are mainly introduced, and the latter are introduced in BOX 13. The latter cases included many activities that met the needs of the victims promptly and attentively, as this form enabled small organizations with little experience and difficulty in communicating directly with foreign donors, to obtain grants for their activities and allowed them to respond promptly to the people’s needs with quick apply/approval procedures. There were also a few cases where a new foundation was established that did not use the existing organization as an intermediary to provide grants (BOX 14: Example of Grant Type Assistance: Qatar Friendship Fund).

The second point to be noted is that there are two patterns to administering foreign funds: 1) organizations that do not distinguish “which programs used how much from assistance from overseas”, as they manage the funds from overseas and donations/grants collected inside Japan together, and all of their programs utilize some part of the funds from overseas, and 2) organizations that distinguish “which programs used funds from overseas.” They distinguish the funds from overseas from funds collected in Japan, and utilize funds from a certain foreign donor to a certain program. It was impossible to distinguish which programs used only overseas funds in this study, as some organizations apply both of the above two patterns. Therefore, cases of

support activities introduced in this chapter include a few programs that use both domestic and overseas funds.

Table 4.2 below shows locations where organizations introduced in this chapter mainly operate.

Table 4.2 Major Areas of Operation of Organizations Introduced in this Chapter

Prefecture	Municipalities	Organizations (Japanese alphabetical order)	Prefecture	Municipalities	Organizations (Japanese alphabetical order)
Iwate	Miyako city	CARE, Médecins Sans Frontières Japan (MSF), NPO Kokkyo naki Kodomotach (KnK), WVJ	Miyagi	Kesenuma city	IVY, NICCO, PWJ, WVJ
	Yamada town	CARE, KnK		Minamisanriku town	ANZ, Salvation Army Japan, MSF, PWJ, WVJ
	Otsuchi town	CARE, KnK, CCP		Ishinomaki city	IVY, Caritas Japan, JEN, Peace Boat and Peace Boat Disaster Relief Volunteer Centre (PBV)
	Kamaishi city	Caritas Japan, CARE, KnK		Onagawa town	Salvation Army Japan
	Ofunato city	Salvation Army Japan, KnK, PWJ		Shiogama city	Caritas Japan
	Rikuzentakata city	KnK, NICCO, PWJ		Sendai city	Caritas Japan, Rio Tinto
Fukushima	Whole area	ADRA Japan, Shalom		Natori city	NICCO
	Soma city	Colliers International		Yamamoto town	ADRA Japan
	Fukushima city	CRMS Fukushima			
Throughout the three provinces		ASHINAGA, Oxfam Japan, Qatar Friendship Fund, CRASH Japan, JANIC, Rotary International/Rotary Foundation, The Coca-Cola Company, JPF, The Save the Children Japan (SCJ), CCCJ, AAR, Japan Foundation, JRCS, Japan Committee for UNICEF, BHN Association, Church of Jesus Christ of Latter-day Saints (LDS), Lions Club			

Note: Organizations introduced in this chapter include those that received more than 200 million yen from overseas according to this study, other organizations that have characteristic activities, and those visited during the field visit of this study. Therefore, this table does not represent the entire picture of assistance to the affected area. Locations are obtained from published reports and official websites of these organizations. Organizations that operated widely and those which the study could not identify their main operating areas are categorized under “throughout the three provinces.” Organizations under each municipality are presented in the Japanese alphabetical order of their official name excluding the corporate status heading.

Source: Reports and official website of each organization.

BOX 13 Examples of Assistance through Intermediary Grants

- Emergency Grants to Nonprofit Organizations and Volunteer Groups by the Nippon Foundation⁸²
From April to the end of June 2011, the Nippon Foundation provided grants to 695 projects by 651 groups. Each grant was capped at one million yen and the total amount granted was approximately 662 million yen. Funded projects were child assistance (16%), providing psychological and physical care (11%), relief supplies (11%), livelihood assistance (8%), assistance for persons with disabilities (8%), clearing debris and dirt left by the tsunami (7%), medical assistance (5%), assisting the elderly people and people in need of nursing care (5%),

⁸² First established as the Japan Shipbuilding Industry Foundation, it is now a foundation which funds domestic projects related to public interest, welfare, and maritime fields. It also supports International exchange and assistance to developing countries. It has spent 5.8 billion yen for the Great East Japan Earthquake through both donations from inside and outside Japan and their own revenue sources under the “ROAD Project” (The initials in the project name stands for “Resilience will Overcome Any Disaster”). Approximately three-fourths of this grant program drew on its own revenue and a quarter was from donations.

and information assistance (5%). It placed importance on responding to emergencies, and promptly assessed and approved the applications. Approximately 43% of the grant recipients were NPOs and approximately 40% were private organizations (volunteer groups). Among those organizations, around 28% were established after the earthquake.

- Central Community Chest of Japan's "Disaster Relief Volunteer & NPO Support Fund" (Volsup)⁸³
As of July 2013, CCCJ has received donations totaling approximately 4.2 billion yen from home and abroad, and has granted a total of approximately 2.8 billion yen to volunteers and NGOs/NPOs as operating funds between May 2011 and April 2013. There are grants for short-term activities that amount to tens of thousands of yen (a maximum 500,000 yen) and for mid- to long-term activities, which amount to a maximum of 3 million yen to 10 million yen. Over 2,000 projects have been funded. The content of those projects included emergency relief provided immediately after the earthquake, such as removing debris and running soup kitchens (500 million yen in total), livelihood support such as visiting temporary housing residents and supporting children's learning (900 million yen in total), reconstruction assistance that led to rebuilding local communities (1.1 billion yen in total), and local residents' mutual support activities (130 million yen in total). CCCJ accept applications for this fund once every 2 months (once in 3 months after March 2012) so that it can respond to the changing needs of the stricken areas. The fund is also open to newly established organizations and completed activities.
- Japan NGO Center for International Cooperation (JANIC) "NGO Relief Fund for Japan Earthquake and Tsunami"⁸⁴
For two years until March 31, 2013, JANIC received donations around 100 million yen from inside and outside Japan, and distributed funds monthly from April 2011 to approximately 30 member NGOs that had conducted projects to assist the affected areas. The money was provided as operating funds without any usage specification, so the NGOs could allocate it to their administrative cost. Such expenses are crucial to their project operations but otherwise it is difficult to raise funds in general, since such use of funds may not gain the understanding of donors. In this regard, this fund has greatly contributed to the operation of those NGOs. The list of member NGOs and their project reports are available on the JANIC website. Many of the member NGOs are also later mentioned section 4.3.
- Japan Platform (JPF)⁸⁵
JPF has received donations of about 6.8 billion yen (as of the end of March 2012) from home and abroad. It has been providing two types of grants for assistance to the affected areas. List of recipient organizations, projects, project durations, and granted amount are available on the JPF website.

⁸³ CCCJ acts as a national coordinating body for 47 prefectural Community Chests. It receives and coordinates donations which are used by more than two prefectures. The donations from overseas received by CCCJ was allocated for the cash grant program, volunteer coordination, and "Disaster Relief Volunteer & NPO Support Fund."

⁸⁴ JANIC is a member organization of this study. It is an organization to network NGOs engaged in international cooperation (93 full member organizations, 62 supporting member groups, 39 supporting member corporations: as of the end of October 2013).

⁸⁵ JPF is a member organization of this study. It consists of a consortium of NGOs, the business community, and the MOFA of Japan and has the capacity to promptly and effectively respond to a humanitarian emergency through standby funds and goods. It provides grants and coordinates NGOs in times of humanitarian crises happening in and outside Japan. After the Great East Japan Earthquake, JPF received a large amount of donations from private companies around the world.

- “Co-existence Fund,” or “Stand By Together Fund”: It was set up in April 2011 to support NGO/NPOs that are non-JPF member NGOs with a budget of 1 billion yen. As of the end of March 2013, applications were accepted for 12 rounds, and JPF has subsidized 860 million yen in total to 188 projects. It has been targeting projects that aim to support “self-reliance” of the local area, co-existence’ across aged boundaries, and “recovery of the spirit” rooted in the local tradition and culture. It also helps strengthen the capacity of local NPOs involved in reconstruction by monitoring projects and offering advice on formulating action plans and project operation and management.
- Grants to 40 JPF member NGOs which normally conduct humanitarian emergency assistances to overseas: During FY 2011 and 2012, JPF granted a total of 5.67 billion yen to 65 projects. A total of 6.8 billion yen was received in one year from the disaster, half of which was used in the Initial Response Phase (in the initial three months). Subsequently, 5.4 billion yen was directed to the Emergency Response Phase (June 12 to December 2011). Together, these expenses in the first nine months account for 80% of the total fund received. In terms of the amount of money spent, distribution of everyday non-food items took up the largest portion during both phases⁸⁶. Many of the NGOs referred to in section 4.3 of this Chapter are JPF member NGOs and they have been conducting around half of the JPF granted projects⁸⁷.

Initial Response Phase Outcome-based Input

Outcome	Activities	Input (Yen)	
Outcome1 : Support for evacuees	Distribution of food and everyday goods, sanitation and medical care, support for information and communication, support for restarting schools, and services to the most vulnerable	537,723,952	15%
Outcome2 : Support for transition to temporary housings	Distribution of daily goods to temporary housings, clearing debris and cleaning houses	2,934,231,485	83%
Outcome3 : Logistical support and coordination	Support for NGOs/NPOs, coordination and cooperation with relevant organizations	64,604,829	2%
Total		3,536,560,265	100%

Emergency Response Phase Outcome-based Input

Outcome	Activities	Input (Yen)	
Outcome1 : Safety net support	Recovery of living environment, sanitation, medical care and welfare services, and recovery of school education environment	1,184,302,716	63%
Outcome2 : Community support	Provision of places and opportunities for local people to gather such as community assembly halls, children’s’ facilities, processing facilities, and shops for local products	245,134,255	13%
Outcome3 : Occupation Support	Support for restarting local industries, income generation for the most vulnerable	163,434,250	9%
Outcome4 : Coordination	Support for NGOs/NPOs, coordination and	279,464,911	15%

⁸⁶ Japan Platform. *Hyoka Houkokusho: Higashinihon Daishinsai Hisaisha Shien Program [Shodo Taiou Kij (Evaluation Report: Assistance for the Victims of the Great East Japan Earthquake [Initial Response Phase])]*; and Japan Platform. *Hyoka Houkokusho: Higashinihon Daishinsai Hisaisha Shien Program [Kinkyu Taiou Kij (Evaluation Report: Assistance for the Victims of the Great East Japan Earthquake [Emergency Response Phase])]*.

⁸⁷ However, these grants are classified as domestic assistance in each organization and are not included in “the total amount of assistance from abroad” received by these organizations.

and Support	cooperation		
Total		1,872,336,132	100%

Fields of assistance in the Recovery Phase (from January 2012) are as follows. 1) Local industries and occupation (support for employment and reconstruction of fisheries industry), 2) Regional development (support to rebuild or form local communities), 3) Shelters and temporary housing (physical and psychological care, provide relief supplies), 4) Fukushima (provide playgrounds, create national networks for evacuees, and provide physical and psychological care to evacuees), 5) Children (provide playgrounds, libraries, and nursing salons), 6) Elderly people and the most vulnerable (provide psychological care, promote communication, and repair houses), and 7) Collaboration and coordination (promote coordination among local authorities, social welfare councils, and NGO/NPOs).JPF has been conducting projects in accordance with the five-year plan since the earthquake.

**BOX 14 An Example of Intermediary Grants through a Newly Established Fund:
Qatar Friendship Fund⁸⁸**

The Qatar government established the "Qatar Friendship Fund" to donate 100 million dollars (approximately 8.2 billion yen) in the aftermath of the Great East Japan Earthquake. From January 2012 to December 2014, the Qatar government has provided funds in three areas namely Education for Children, Health, and Fisheries to help recovery in the affected areas.

In January 2012, the first project was to invite 1,400 affected children to a ski class in Yuubari, Hokkaido Prefecture. This was followed by Qatar government funding of 24.3 million USD in cooperation with the Nippon Foundation to build a multifunctional fish processing facility in Onagawa Town. It was the first large-scale project of the Qatar Friendship Fund. The facility was named "Maskar", a traditional Qatari fishing method and began operations in October 2012. It is expected to create jobs for 670 people (13% of the working population of the town) and has had a positive economic impact of 13 billion yen. The government of Qatar hopes Onagawa Town to become Japan's number one town in mackerel pike catch.

Consequently, 5 projects (1.6 billion yen) were chosen from 113 proposals at the first public invitation (May to June 2012), and 4 projects were chosen from 71 proposals at the second public invitation (October to December 2012). Selected projects included the development of children's science camp facilities for elementary and junior high schools (at Sendai city and Iwaki city), sport facilities, cultural center, childcare centers, club house for preventive care for senior citizens (Minamisoma city), high-efficiency freezer facility (Kamaishi city), facilities inside the athletic park (Shirakawa city), facilities for physically challenged persons, and health care centers for people living in temporary housing. These projects will be completed between 2013 and 2014.

4.2 Outline of the Assistance through JRCS

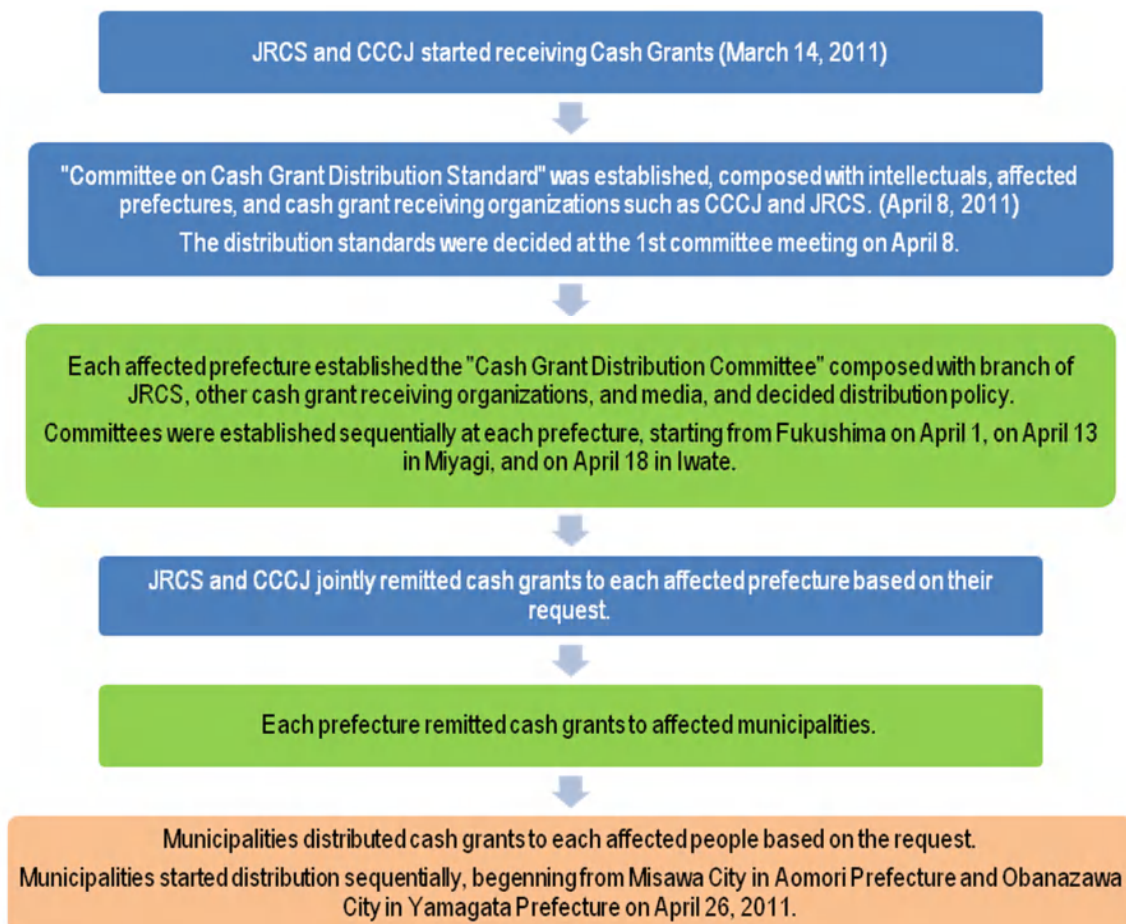
The breakdown of financial assistance from overseas through JRCS is: 1) cash grants directly

⁸⁸ Qatar Friendship Fund homepage <http://www.qatarfriendshipfund.org/en/projects/projects>

distributed to the victims (about 23.5 billion yen (19.4%) remitted to JRCS's cash grant program account), 2) cash donations from the Red Cross/ Red Crescent partner national societies and other organizations utilized for relief and recovery programs (about 57.4 billion yen, (47.5%), and 3) reconstruction support funds that was established in three prefectures in Tohoku through assistance from the government of Kuwait (40 billion yen, (33.1%)). Cash donations from RC/RC partner national societies and other organizations was mainly remitted from the Red Cross and Red Crescent of each country, and included embassies, government aid agencies, organizations and individuals. Cash grants are the funds directly remitted to JRCS's cash grant program account from governments, organizations and individuals, and funds remitted to JRCS through Japanese governmental agencies such as embassies in each country. The following is the overview of how each type of fund was utilized.

(1) Cash Grants Distributed to the Victims

The full amount of cash grants from overseas were, together with cash grants collected domestically, were distributed to the victims according to the following standards and procedures. In addition, cash grants received by CCCJ, Cabinet Office, and local governments were distributed according to the same standards and procedures. The total amount of cash grants both from overseas and Japan was 352.1 billion yen as of March 30, 2012, of which about 7% was from overseas.



Standards for Cash Grant Distribution

- The first committee meeting on April 8, 2011 decided that “350,000 yen per casualty/missing”, “350,000 yen per completely destroyed (burned down) housing”, “180,000 yen per half-destroyed (burned down) housing”, and “350,000 yen per household in evacuation order areas due to the nuclear accident” for the first distribution.
- The second committee meeting on June 6, 2011 decided the indicators for damages as “1 for casualty/missing, completely destroyed (burned down) housing, and household in evacuation due to the nuclear accident”, and “0.5 for half-destroyed (burned down) housing,” and decided to remit the proportionately divided amount promptly based on reports from the affected prefectures on the total number of damages (second distribution).

In some municipalities, it took time to issue a certificate of affliction and cash grant distribution as an administrative function was devastated. Municipalities also had difficulty contacting people who had evacuated far away due to the nuclear accident. Under such conditions, the problem of the time it took to distribute to the victims after the prefectural governments had sent the cash grants to municipalities was pointed out at the National Diet or by the media during the first several months. According to the Ministry of Health, Labour, and Welfare⁸⁹, as of August 5, 2011, 80% of the first distribution was completed in Iwate Prefecture, about 70% (Sendai City 40%, others 90%) in Miyagi Prefecture, and about 90% in Fukushima Prefecture. It almost fully completed in Miyagi and Fukushima prefectures as of September 9, and in Iwate Prefecture as of November 25, 2011⁹⁰. Cash grants have been remitted even after the first distribution, and from the second distribution, distribution procedures have improved, and municipalities continued providing cash grants to victims⁹¹. According to the latest data (as of February 28, 2013), distribution to victims has been completed 98.3% in Iwate, 98.7% in Miyagi, 90.8% in Fukushima, and 97.8-100% in other 12 prefectures⁹².

(2) JRCS Relief and Recovery Programs ⁹³

JRCS has formulated and implemented a three-year Plan of Action (PoA) for its Relief and Recovery Programs. Financial reports (in Japanese and English) are published on its website, and details of activities are also published as “Operations Update” periodically in English, and as

⁸⁹ http://www.mhlw.go.jp/shinsai_jouhou/dl/gienkin_0805_01.pdf

⁹⁰ However, in Fukushima Prefecture, the percentage declined to 90% again, as the comprehensive damage situation remained unclear. For example, application for a certificate of affliction had been continuously submitted.

⁹¹ In Fukushima, from the second distribution, 1) municipalities needed to set the standard for distribution due to the new arrangement to delegate the decision to them, and 2) in some of the municipalities, distribution became per person, not per household as it was in the first distribution, based on the TEPCO's delayed payments of compensation. Due to these circumstances, it took more time to distribute compared to other prefectures, and distribution in Date City and Koori Town was delayed.

⁹² http://www.mhlw.go.jp/shinsai_jouhou/dl/gienkin_130228_01.pdf

⁹³ The amount and usage of the funds here include some 2 billion yen of cash donation which was remitted after March 2012, the target period of this study. However, most of the cash donation (about 96%) was received within the target period.

“News” in Japanese on the website. The outline of the Plan of Action is as follows.

Table 4.3 JRCS Relief and Recovery Program Plan of Action (unit: JPY 1,000)

Program	Project Details	Budget
1. Distribution of Emergency Relief Supplies	525 partitions for evacuation centers, 66 large pots for soup kitchens, 1 vehicle for emergency relief, 37 tents for setting up local HQ and soup kitchen stands, 597 uniforms for the volunteers, 1 storage for relief goods, and 30 large rice cooker	467,625
2. Emergency medical services and Psycho-Social Support Programme (PSP)	Emergency medical relief teams, psycho-social support by Emergency Response Units, and medical assistance for nuclear disaster evacuees who temporary access into the restricted areas.	2,987
3. Regional Healthcare Support	Pneumonia vaccination for 430,000 elderly persons and air purifiers for temporary clinics	3,620,000
4. Assistance for nuclear power plant disaster victims	Whole Body Counters, 73 thyroid gland monitors, 100 food radiation measuring equipment, and establishment of Nuclear Disaster Information Center at JRCS National Headquarters	2,335,066
5. Rehabilitation of health infrastructure	Construction of a temporary night-time emergency medical center (Ishinomaki), construction of a temporary hospital for secondary medical care (Ishinomaki), construction of a temporary hospitals as a secondary medical care (Minamisanriku), strengthening the disaster/emergency medical capacity of Ishinomaki RC Hospital and reconstruction of RC nursing school and emergency health training center (Ishinomaki), construction of a hospital (Motoyoshi), Rehabilitation of Community Medical Center (Onagawa), and construction and rehabilitation of Shizugawa permanent public hospital (Minamisanriku)	9,987,156
6. Improving the living conditions of affected people in evacuation centers and temporary housing	Installation of 6 electric household appliance sets (washing machine, refrigerator, TV, rice cooker, microwave oven, and electric water heater) to over 133,000 households, installation of electric household appliance to 29 evacuation centers, distribution of 370,000 winter and summer amenities, psychosocial support, free community bus operations support, construction of public housing (Otsuchi), construction of community center (Kawauchi and Otsuchi), Nordic style walking as physical exercise class, Health and Social Class, home visit, construction of Psychosocial support center for children and youth in Iwate Medical University Hospital, mobile dental care services for elderly and physically challenged persons, over 57,000 medical items, event activities, and financial support for rebuilding shipping boats to a fishery union in Iwaki	29,521,390
7. Social welfare support	959 medical/nursing beds, 338 warfare vehicles, deployment of caretakers, distribution of over 2,200 items for temporary group homes for the elderly, rebuilding of social welfare center (Kesenuma, Miyagi), construction of public housing for the elderly (Soma, Fukushima), construction of public housing for the elderly (Shinchi, Fukushima), and	1,982,372

	various supports for social welfare centers	
8. Children's education support	Provision of over 8,900 items (dishes, cooking tools, food delivery truck) for school kitchen centers, construction of Nursery schools and after-class centers, health and safety support, 18 school bus operations support, provision of school items (81 types of gymnasium goods, 121 PCs, 3,655 training outfits, 5,621 flashlights, 1,799 items for school clinics, electric blackboards, and etc.), Organisation of indoor playground (Smile Parks), summer camps, prefabricated school gymnasiums, movie shows, establishment of "Children's World (Kodomo-en) of Naraha town" (Iwaki city), distribution of playground equipment , art workshops, and others.	2,970,833
9. Community Based Disaster Preparedness	Provision of disaster preparedness materials (generators, cord reels, floodlights, lanterns, mobile toilet sets, partitions), vehicles, and 109 disaster preparedness storage units and others.	1,500,355
10. Capacity building of JRCS in the area of disaster	Distribution of large-size tent, cars and trucks, satellite phones, cooling/heating system, portable ultrasound diagnostic devices, and others to JRCS Chapters.	2,000,000
11. Other Projects	Distribution of Automated External Defibrillator (AED) ,emergency kits, temporary showers, and tents to volunteer centers,	15,916
12. Project under formulation		3,660,894
13. Project management and support	HR, consultancy, audit, evaluation, etc.	1,808,997
Total		59,873,591

Source: Japanese Red Cross Society. (2013, September 12). *Japan: Earthquake and Tsunami. Operations Update No. 12*, and websites of JRCS.

About 45% of the total PoA budget or about 27 billion yen was used for the set of six household electrical appliances (washing machine, refrigerator, TV, rice cooker, micro wave, and electric pot) for more than 133 thousand households who were in prefabricated or rented temporary housing⁹⁴. Next is the reconstruction/rehabilitation of health facilities including hospitals, utilizing about 17% of the PoA budget. In addition to these, support for the elderly/physically challenged persons, support for victims of the nuclear accident, and support for children are about 5%, respectively. As of the end of June, 2013, about 70% of the PoA budget was already used for the above mentioned programs and 24% was already allocated/under implementation. The remaining 6% or 3.66 billion yen of the budget will be utilized for programs under formation or programs to meet the future needs. The funds whose usage have already been decided and not yet disbursed are for programs that take a long time such as large scale construction projects for hospitals, and soft component programs that have been conducted continuously such as programs for providing play zones and summer camps for children and psychological care (see BOX 15 and 16).

JRCS commissioned third party evaluations of its recovery and rehabilitation activities for the

⁹⁴ Rented temporary housing are regular properties municipalities rent to be used as temporary housing. They are called "deemed-temporary housing."

Great East Japan Earthquake, and the report on FY2011 project are available both in Japanese and English on the Internet⁹⁵. According to the report, JRCS mainly combined hard components like construction and material support and soft components effectively, and its extensive and comprehensive support utilizing the vast financial resources provided from overseas was highly appreciated. At the same time, the report pointed out some issues. The variety of support activities was limited in some part of the region or field, monitoring after material/grant provision, and securing/training human resource for soft component programs. The report also pointed out that further dissemination and publicity was necessary show that financial assistance from overseas was utilized for their activities. FY2012 projects were also evaluated and an evaluation report will be published in FY2013⁹⁶.

BOX 15 Japanese Red Cross Society's Support for Temporary Housing

Residents of Futaba Town, where units 5 and 6 of the Fukushima Daiichi Nuclear Power Plant are located, evacuated and relocated to Kitakansen Daini Temporary Housing in Fukushima. About 80% of the 90 residents living in 50 houses are senior citizens, farmers who remained active by working the field every day. However, as people started to live in evacuation shelters, their strength started to decline due to lack of daily exercise. Approximately 10 people passed away from diseases such as high blood pressure and diabetes every month at the shelter. Even after moving into temporary housing, solitary death still remains a concern, thus maintaining the emotional health of the elderly is considered as one of the important issues to prevent this.

At the community space in the temporary housing there are desks, chairs, refrigerators, pots, vacuum cleaners, and other equipment provided by JRCS. This space is opened every day for the residents, and there are usually about 10 people who spend time drinking tea and chatting. It is also used for events such as health promotion class and patchwork class. When the study team visited the community space, exercises for the elderly were being led by a person from the health and welfare office of Fukushima. In order to get the residents out of their homes, the president of the residents' association makes use of relief supplies and money received from collecting used papers and newspapers, and cardboards to hold a dinner party for residents a few times a month.

Furthermore, in order for the residents to exercise safely, JRCS developed a ground-golf course and provided clubs, balls, and other equipment in the premises of the temporary housing settlement. Playing ground golf a few times, is equivalent to walking 10 thousand steps in a day. Ground golf became popular among the residents, and about 230 people per month come to the ground to play, including people living in temporary housing in Namie Town. The residents are thinking of participating in the Japan Ground Golf Association's Competition in 2014.

Regarding other support from JRCS, the president of the residents' association said, "Home electronic appliances are expensive, but everyone needs them, but it was hard for everyone to buy it all at once. In addition, the compensation from TEPCO to Futaba town was delayed in comparison to other towns,

⁹⁵ The Japan Research Institute, Limited. (2012, November 30). *Summary Report: Third Party Evaluation of the Great East Japan Earthquake Recovery Task Force (FY2011 Project)*.

⁹⁶ Japanese Red Cross Society. (2013, July 26). *Japan: Earthquake and Tsunami. 24 Months Report*.

so support from JRCS was very helpful." "At the shelter, blankets provided by the prefecture were for summer-use, so I was worried about how to survive the winter season at the end of 2011 when I moved into temporary housing. But then, JRCS provided winter-use blankets for each resident. That was a great help." "Because no compensation was paid at first, we had to use our limited savings without knowing what the future held. We had been barely making a living and depended on relief supplies. Thus, cash-donations from JRCS were extremely helpful. Since all the goods we needed could not be provided by relief supplies, we have to buy what we need on our own. We were really thankful for the cash-donations. "

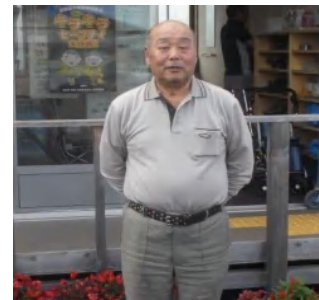
It is well known to everybody that cash contributions from overseas have been used for the JRCS' relief activities. The president of the residents' association commented, "We cannot tell you how thankful we are for the support provided during the difficult times. In return for this, we even thought about collecting donations from the residents and sending it to JRCS to help those countries that are in need of support. Although the idea did not come to fruition, I believe every resident is willing to donate his or her money in view of how much we have received from economically poor countries. People from overseas take action quickly. Japan should also assist other countries that are in need of our help without hesitation."



Exercise at the community space. A sticker with "From overseas, through Japan Red Cross" is placed on each supply



Ground golf supplies



Mr. Horii, the president of residents' association

BOX 16 Mobile Dental Care Service for the Elderly

Many dental clinics near the coast were greatly damaged from the Tohoku earthquake. It is difficult for people, especially the elderly living in temporary housing and nursing homes, and physically challenged people who have difficulty visiting a clinic to receive dental care. How to prevent aspiration pneumonitis, which many elderly people died from during the Great Hanshin-Awaji Earthquake in 1995 was an important issue to tackle. Soon after the earthquake struck Miyagi prefecture, mobile clinics came from outside the prefecture to provide dental care services. This prevented immediate cases of aspiration pneumonitis, however, a long-term measure to prevent the disease was still needed.

In April 2013, JRCS using financial donations from overseas provided 11 portable dental service sets to the Miyagi Dental Association (MDA) that consisted of 60 dental care equipment (valued at about 56.32 million yen). These included items such as mobile x-ray equipment, sterilizer equipment, electrical generator, wheel chair with a head rest, portable mini light, protective clothing for x-rays, and vehicle.



Dental care equipment

MDA distributed the dental service sets to their branches at Shiogama city, Iwanuma city, Ishinomaki city, and Kesenuma to undertake the “Long-term Mobile Dental Care Service Project for the Elderly and Physically Challenged” as one of the earthquake disaster reconstruction projects for Miyagi Prefecture. The project provided dental checkup services once a month at the temporary housing and nursing homes. The transportation and human resource costs for the project were incurred by MDA.

In the first three months from April to June after starting the project, a total of 242 persons from 8 municipalities received dental care namely dental checkups, lessons on how to properly brush teeth, and denture adjustment. Medical treatment is not included in the service; however, if a visit-based consultation is need, DMA introduces other programs that allow for medical treatment if necessary.

One MDA executive said, “This service was especially helpful for the elderly and physically challenged who are seeking dental checkups but cannot visit the clinic due to difficulty moving. All I want to say is thank you for the support. I was not aware of such a support structure, and I believe others did not know about it too. I am very thankful to JRCS for thinking about our association.”

(3) Reconstruction Support Funds Established in Three Prefectures in Tohoku through Assistance from the State of Kuwait

Funds from the sale of crude oil provided from the government of Kuwait were divided and allocated to three prefectures in Tohoku to establish reconstruction support funds. Out of about 40 billion yen in total, approximately 6 billion yen (about 15%) has been disbursed as of March 2013⁹⁷. Its usage is decided by an independent panel in each prefecture (composed of prefectural and municipal governments, media, bank, enterprises, etc.). Each prefecture reports the status of fund

⁹⁷ Japanese Red Cross Society. (2013, September 12). *Japan: Earthquake and Tsunami. Operations Update No. 12.*

usage to JRCS semiannually (see BOX 17).

Table 4.3 State of Utilization of the Reconstruction Support Funds from the State of Kuwait

Prefecture	Allocated fields
Iwate	<ul style="list-style-type: none"> · Recovery of the regions along the Sanriku Railway and the recovery of train cars and stations · Rehabilitation of the homes of disaster survivors (subsidy to municipal governments) · Restoration of private schools · Recovery of traditional local performing arts · Support for fish farming of salmon and trout in order to stabilize and expand fisheries · Financial support for the restoration of small to medium-size businesses
Miyagi	<ul style="list-style-type: none"> · Maintenance of prefabricated housing · Rehabilitation of homes through support of mortgage interest · Revitalization of fish farming · Restoration of utilities for small to medium-size business · Resumption of local commerce · Revitalization of tourist destination facilities
Fukushima	<ul style="list-style-type: none"> · Preservation of designated cultural property · Restoration of local cultural heritage · Restoration of historical architecture · Supplement the purchase of vehicles such as buses and taxis · Rehabilitation of homes through support of mortgage interest · Maintenance of prefabricated housing · Support for farmers whose business is suspended due to evacuation · Restoration and recovery of utilities for small to medium-size businesses · Support for Fukushima industries · Funding support for small and medium-size businesses · Subsidy for the elderly to receive pneumococcal vaccination <p>(The following fields were added in the fiscal year 2013)</p> <ul style="list-style-type: none"> · Human resources development, vitalization of villages, and implementation of the “Satoyama Ikiiki Senryaku Jigyo (Lively village forest strategy project)” which pilot new business models · Enhancement of the living environment for emergency dormitories of satellite high schools and training environment for sports classes · Support for satellite classes of prefectural high schools (Improve academic abilities, carry out career and vocational education, support mutual coordination, secure accommodations, operate buses for practical training, and purchase equipment) · Projects aiming to stabilize the lives of evacuees living outside Fukushima and to facilitate their return

Sources: Japanese Red Cross Society. (2013, September 12). *Japan: Earthquake and Tsunami. Operations Update No. 12*; Japanese Red Cross Society Website, Miyagi Prefecture Website “Heisei 24 Nendo Tousei Yosan An no Shuyou Kadai (Major Issues of the Fiscal 2012 Original Budget Plan)”, Fukushima Prefecture Website “Kuwait Karano Kyuenkin (Relief Fund from Kuwait).”

**BOX 17 Support for Recovery of the Sanriku Railway from the Sale of the Crude Oil
Donated by the State of Kuwait**

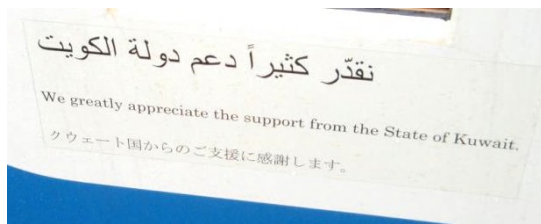
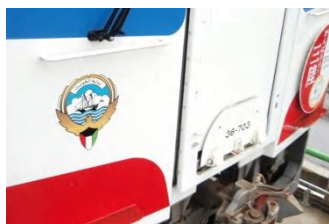
Sanriku Railway of Iwate prefecture is a small railway company that runs the North Rias Line and the South Rias Line along the Sanriku coast. Many station buildings and sections were washed away by the tsunami. Of the 4 train cars that the South Rias Line held, 3 were in the garage and became unusable due to inundation, except for one train car that was running through a tunnel at the time and miraculously avoided the disaster. Some sections that had less damage in the North Rias Line restarted its service in March. Many residents, more than double of its capacity, got on board to go shopping for daily commodities. In the sections where service had been suspended, those who used the railway before the disaster had to endure inconvenient days by using buses and asking their families to pick up/ drop them by cars.

While Sanriku Railway was putting effort to reopening all of its lines within 3 years, Iwate prefecture that was considering a way of using the funds from the State of Kuwait, decided to restore 5 station buildings and purchase 8 train cars (3 train cars so far) for Sanriku Railway as a remembrance of the support. Through this support, partial operation of the South Rias Line was achieved in April 2013. In spite of the heavy rain, many residents packed to the opening ceremony that was attended by the Iwate Governor and Kuwaiti Ambassador, and welcomed the first trains in tears, waving the flag of Sanriku Railway and the national flag of Kuwait. The 50-seated new train cars are designed to be accessible for the elderly and fun for tourists. The train operates 7 round trips a day, compared to 10 before the disaster. Around 5,000-6,000 passengers, mainly high school students, the elderly who cannot drive and tourists, use the railway every month. At the time when Prime Minister Shinzo Abe visited Kuwait in August 2013, thank you messages from local residents have been delivered to the country's Crown Prince.



Train cars purchased

As the essential means of transport of the local aging society, and for industrial promotion and regional activation through tourism, restoring the railway plays a very important role. The Sanriku Railway, in order to compensate for reduced fare revenue due to the relocation of residents, decline of transport capacity and suspended services, the Railway started to sell various local products and goods such as pieces of disaster-struck rail. It also puts effort in organizing disaster study/tours, accepting observation tours from all over the country, and planning special event trains such as "ozashiki ressha," a decorated train to serve special lunches. Aiming to reopen the whole line by April 2014, the remaining section is under construction. President Mochizuki of Sanriku Railway said, "We will achieve the reopening of the entire line by keeping the support and assistance from everybody in mind, and by never forgetting it, continue to do our best to live up to the support".



National emblem of Kuwait marked on the car body (left), Words of appreciation to the support (right).

4.3 Outline of the Assistance through Other Organizations by Field

Relief and reconstruction activities conducted by utilizing financial assistance from overseas included activities in various fields, direct cash distribution, purchase/ distribution of food and relief supplies/support for evacuees, coordination of volunteer activities such as operation of volunteer centers, education/child support, livelihood and economic reconstruction such as support for fisheries/employment/ small and medium-sized enterprises, support for community activities, programs for psychosocial care, health care/public health programs, support for the vulnerable including people with disabilities, the elderly and women, information support such as broadcasting, support for victims of the nuclear accident, aid coordination, and many others. The following sections introduce the activities in each field, and provide some examples of the activities by organizations that received much financial assistance from overseas⁹⁸ or had unique activities⁹⁹. The classification of the fields here is only an expedient, as each organization has its own classification of activities.

(1) Direct Cash Distribution

Other than cash grants distributed by JRCS and other public entities described in the preceding section, there were several organizations that had directly distributed funds in the form of consolatory money or scholarships. Examples are shown below. There were two characteristics: immediate payouts, which were appreciated because those were more promptly distributed than the above-mentioned cash grants, and scholarships, which supported affected children for a longer term.

- The Nippon Foundation: Since the beginning of April 2011, it has provided condolence and consolatory money of 50,000 yen per deceased and/or missing person to the families utilizing donations from home and abroad. As of the end of March 2012, it had finished providing 870 million yen in total to the bereaved families of 17,329 persons out of the 18,940 persons (91.5%) confirmed dead or missing by the National Police Agency.
- Ashinaga¹⁰⁰: Since the beginning of April 2011, utilizing donations from within Japan and from overseas, Ashinaga has provided one-time emergency relief grants to 2,075 children from newborns to graduate students, whose parents/guardians were either dead or suffered serious disabilities due to the earthquake and tsunami. The grant was initially a uniform sum of 2 million yen, but was increased to 2.82 million yen in April 2013. Ashinaga has also provided one-time housing subsidies, ranging from 300,000 to 500,000 yen, to each of the

⁹⁸ About 20 organizations which received more than 200 million yen.

⁹⁹ As it is difficult to present activities of all of the vast number of organizations that implemented assistance, this chapter presents only examples of some organizations. The overall picture of assistance by the civil society is described in detail in JANIC. (2012) *Higashinihon daishinsai to kokusai kyouryoku NGO: Kokunai deno aratana kanosei to kadai, soshite teigen (The Great East Japan Earthquake and International and NGO for International Cooperation: New possibility and issues in Japan and lessons learnt)*.

¹⁰⁰ Ashinaga is a NGO which normally supports children who have lost their parents to disease or natural disaster by providing scholarships in the form of interest-free loans. It also provides psychological care to these children.

168 orphaned students in the affected areas. The total sum provided is more than 5.9 billion yen.

- World Vision Japan (WVJ)¹⁰¹: In collaboration with the National Federation of UNESCO Associations in Japan¹⁰², WVJ has provided a 20,000 yen monthly scholarship to 1,118 elementary and junior high school students in Minamisanriku Town and Kesenuma City from April 2011 to March 2014.
- A British-Australian major metals and mining corporation, Rio Tinto: By jointly investing 200 million yen each with the Japanese corporation Komatsu, it has established a 400 million yen “Rio Tinto-Komatsu Scholarship” at Tohoku University. It will provide assistance over a 10 year period to the University’s undergraduate and graduate students, including future students¹⁰³.
- A global commercial real estate services corporation, Colliers International, headquartered in Seattle, USA: It has raised more than 22,000 dollars in donations from its employees in over 60 countries, and it has donated the sum to the Soma City Earthquake Disaster Orphan Scholarship Fund. This fund will be set aside to provide monthly support to approximately 50 children in the city orphaned in the disaster, who will attend university in the future¹⁰⁴.

Voices from Recipients of Direct Cash Distribution¹⁰⁵

“I could not take out a single item. My wife and our house were both swept away by the tsunami. I would like to use the fund for my wife’s funeral. Thank you very much.

“It made me realize that many people are thinking about us and that gradually encouraged me.

(2) Purchase/Distribution of Food and Relief Supplies and Support for Evacuees

While many relief supplies were delivered from abroad at the time of the Great East Japan Earthquake as described in Chapter 3, there were also a lot of support in the form of donations that were then allocated to supply food and goods for victims. This includes emergency relief provided during the approximately three months after the earthquake and support for the transition to temporary housing after that. There was a wide range of support to meet the varying needs of

¹⁰¹ WVJ is one of the support offices in the World Vision Partnership, an international NGO dedicated to implementing programs in community development, emergency humanitarian relief, and advocacy (appeal to the public or government) based on Christian values. WVJ has received donations in total of approximately 4.6 billion yen for the support of victims of the Great East Japan Earthquake. Among 80% of those were from World Vision around the world.

¹⁰² National Federation of UNESCO Associations in Japan works in the field of education, and preservation of nature and culture. It is an independent NGO which coordinates and cooperates with UNESCO, a United Nations organization, and Japanese National Commission for UNESCO, a governmental organization under the Ministry of Education, Culture, Sports, Science and Technology.

¹⁰³ Extracted from Rio Tinto Japan and Komatsu websites.

¹⁰⁴ The American Chamber of Commerce in Japan. (2012). *2012 ACCJ Corporate Social Responsibility Year Book*.

¹⁰⁵ The Nippon Foundation. *ROAD PROJECT Higashi Nihon Daishinsai Ichinen no Katsudou Kiroku (The Great East Japan Earthquake Project record of the year)*.

the stricken areas. These supplies were procured locally as much as possible.

- Many organizations provided emergency relief to sheltered evacuees and victims who remained in their houses. Diverse relief supplies include fuel, water, food such as rice, seasoning, vegetables, fruits, retort pouch food, canned food, and long life milk, daily goods such as blankets, underwear, clothes, towels, bedding, surgical masks, insecticides, detergents, toilet paper, and sanitary goods, medical and pharmaceutical supplies, nursery items such as baby food, feeding bottles, and diapers, and goods for children such as picture books, crayons, and toys. Furthermore, large appliances were distributed to shelters such as generators, washing machines, refrigerators, high pressure washers, portable toilets, solar panels, LED lamps, computers, printers, photocopiers, microwave ovens, electric fans, vacuum cleaners, rice cookers, futon driers, and TVs. In the case of Peace Winds Japan (PWJ)¹⁰⁶, it has provided approximately 160 tons of relief supplies to Rikuzentakata City and Ofunato City in Iwate Prefecture, and Kesenuma City and Minamisanriku Town in Miyagi Prefecture one month after the outbreak of the disaster.
- Many organizations ran soup kitchens at the shelters. For example, Nippon International Cooperation for Community Development (NICCO)¹⁰⁷ has employed local chefs in Kesenuma City who lost their jobs in the disaster, and ran soup kitchens at lunch and dinner every day between April and October 2011. It provided a total of 88,961 warm meals during the period. CARE International Japan (CARE)¹⁰⁸ provided a total of 45,000 morning and evening meals to a total of 870 people at two shelters in Yamada Town from April to the end of June 2011, and donated cooking devices after the project was completed. ADRA Japan¹⁰⁹ ran soup kitchens to provide a total of 12,500 meals three times a day every day to approximately 100 public servants and support personnel of the town's Headquarters for Disaster Control, who served 24-hour continuous duty in Yamamoto Town, Watari District, Miyagi Prefecture, and thus could not receive public food rations even though they themselves were victims of the disaster. In Yamamoto town, approximately 45% of the area was damaged by the earthquake and tsunami, and approximately 45% of the population

¹⁰⁶ PWJ is a NGO which provides emergency relief and development cooperation for self-sustainability in and outside Japan. Its relief operation was provided in Iwate and Miyagi Prefectures.

¹⁰⁷ Headquartered in Kyoto, NICCO is an NGO which provides emergency relief and self-reliance support around the world. It has implemented projects in Kesenuma City and Natori City in Miyagi Prefecture, and Rikuzentakata City in Iwate Prefecture.

¹⁰⁸ CARE International Japan is a member organization of an international NGO CARE International. The assistance to Tohoku was the first time for CARE to assist a developed country. It has received donations of more than 300 million yen from home and abroad, including CARE International members around the world. It has specifically targeted coastal areas of Iwate Prefecture (Miyako City, Yamada Town, Otsuchi Town, and Kamaishi City) to operate, and conducted evaluation of Tohoku Earthquake Response Activities from May to September 2012. Many of its project report videos are available on their website.

¹⁰⁹ ADRA Japan is the Japanese branch of an international NGO which conducts emergency and development assistance. Many of its donations for the Great East Japan Earthquake are from ADRA networks in member countries. It conducts projects in Yamamoto Town, Watari District, Miyagi Prefecture and in Fukushima Prefecture.

suffered from the disaster. JEN¹¹⁰ ran soup kitchens to provide a total of 38,666 meals to Sendai City and Ishinomaki City, and Association for Aid and Relief (AAR)¹¹¹ ran soup kitchens to provide a total of 25,000 meals at 73 places in the stricken three prefectures.

- In coordination among themselves and with the local authority, many organizations have distributed daily necessary items, other than the set of six electrical appliances distributed by the JRCS to residents living in temporary housing. The content of the items differs depending on the municipality and organization, but approximately 70 to 100 goods that are indispensable in daily life were distributed as a set, including furniture such as tables and cupboards, bedding, cooking utensils, dishes, cleaning utensils, bathroom items, stationery, bicycles, first-aid kit, and emergency equipment. For example, PWJ has distributed goods to 44,281 people in nine municipalities in Iwate Prefecture, while CARE covered 3,340 households of temporary housings and those remained in their houses in four municipalities in Iwate Prefecture. WVJ covered approximately 14,000 households residing in prefabricated and rented temporary housing in Miyagi and Iwate Prefectures. ADRA Japan covered 4,320 households in three municipalities in Miyagi Prefecture, 26,683 households in nine municipalities in Fukushima Prefecture, and 6,138 evacuee households living outside Fukushima Prefecture. AAR has distributed goods to all 22,599 households residing in prefabricated and rented temporary housing in 13 municipalities in Fukushima Prefecture. Part of these was done through the JPF grant.
- Inequality among residents living in temporary housing in the stricken areas was a major problem. While countermeasures against the harsh cold weather in prefabricated temporary housing built by the government were taken by the government through municipalities under the Disaster Relief Act, such countermeasures were not taken in the rented temporary housing (deemed-temporary housing) due to construction reasons. Accordingly, several support organizations have coordinated to provide heating appliances to all households living in the deemed-temporary housing using private properties. For example, Caritas Japan¹¹² has distributed the appliances to 14,901 households in three prefectures, while AAR covered approximately 9,000 households in 18 municipalities in Miyagi Prefecture by allocating donations from home and abroad and subsidies from an American NGO AmeriCares and International Rescue Committee. JEN covered 6,180 households in Ishinomaki City and Sendai City, and The Salvation Army¹¹³ was in charge of distribution to approximately 6,000

¹¹⁰ JEN is a NGO which provides emergency relief in and outside Japan. It has conducted relief activities in Miyagi and Fukushima Prefectures. From March 2011 to April 30 2012, 206,264 people have benefited from the activities.

¹¹¹ AAR is an NGO which focuses on emergency relief, support for persons with disabilities, and actions against landmines and unexploded ordinances overseas. According to the present study, AAR has received several hundred millions of yen from overseas.

¹¹² Caritas Japan is one of the Catholic Bishops' Conferences of Japan, and is a member of the international NGO Caritas International. It has conducted projects by integrating donations from home and abroad. 70% of those donations comprised of assistance from overseas, including the 165-nation Caritas Internationals.

¹¹³ The Salvation Army is a Christian (Protestant) organization which has presence in 124 countries and regions.

households in 11 municipalities in Miyagi Prefecture utilizing the support of the Salvation Army in Hong Kong.

In addition to the above, there was wide ranging support to meet the local needs in the stricken areas such as operating buses to connect shelters, temporary housing, supermarkets, and hospitals, dispatching specialists to repair, disinfect, and confirm the safety of buildings, and provide gift vouchers that can be used in local supermarkets and shopping malls. Moreover, after the shift into the recovery and reconstruction phase, many organizations visited the temporary housing to deliver lunch boxes and seasonal meals. For example, CCCJ distributed rice cakes and Toshikoshi-soba (buckwheat noodles eaten on New Year's Eve) to the victims living in temporary housing at the end of 2011 by allocating donations from Community Chest of Korea and United Way of Taiwan.

Voices of People who Received Food and Relief Supplies¹¹⁴

"Because everything was gone, anything was appreciated. For example, since we were hardly able to get fresh food, canned fruits were very appreciated. We delivered supplies to every house from door-to-door and the elderly said, 'thank you, thank you'" (voice of victims involved in goods distribution in Otsuchi: from the field visit)

"Thanks to everybody who supported us, we are doing well. We were really happy when our dietary life changed from rice balls to meals in a home atmosphere"

"I felt acutely that the stability of food leads to the stability of the mind [...] I strongly felt that the warm meals are full of sincerity"

"We live supported by the feeling that 'someone cares about us.'"

"The oil heater has arrived. It will help us face the cold. Unlike the people in temporary housing, those of us staying in other places do not receive much assistance. We thank you so much for your 'warm' support."

"We are glad because there were things that we wanted to buy for our children but could not afford in the relief supplies. We feel very grateful. Thank you very much."

(3) Coordination of Volunteer Activities

Chapter 3 of this report introduced the many volunteers from overseas who worked in the affected areas. Volunteer workers from inside and outside the country operated soup kitchens, distributed relief supplies, cleared rubble and mud, cleaned affected houses, supported the fishing industry, and many other good deeds. At the same time, they played an important role in the psychological care and grasping the needs of the victims by being there and listening to them, and checking up on the elderly households. Financial assistance from overseas was utilized to coordinate these volunteers to help them work efficiently and effectively. The following is some examples.

Its head office is in London.

¹¹⁴ Extracted from Care International Japan official website; ADRA Japan. *Annual Report*; and Caritus Japan. *The Great East Japan Earthquake & Tsunami Activity Report*.

- Peace Boat and Peace Boat Disaster Relief Volunteer Centre (PBV)¹¹⁵: They dispatched and coordinated volunteers to work in Ishinomaki City, Miyagi Prefecture through recruiting, conducting orientations (in six prefectures, 99 times in one year), and providing bus transportation for volunteer workers (157 times in one year). The total number of dispatched volunteer workers was 11,427 in one year, and the total number of volunteer working days was 67,991. Volunteer workers operated soup kitchens, distributed relief supplies, cleared rubble and mud, and supported the fishing industry.
- Central Community Chest of Japan (CCCJ): It provided grants (in total 880 million yen) to about 150 Disaster Volunteer Centers established in the affected areas. Grants were utilized for temporary buildings for the centers, bus transportation for volunteer workers, equipment for volunteer work (dust respirators, helmets, tools, etc.), office supplies, sanitary goods, insurance fees for volunteer workers. It also dispatched volunteer coordinators to Disaster Relief Volunteer Centers.
- Among religious groups, Caritas Japan established the Sendai Diocese Support Center (SDSC) and four volunteer bases in Kamaishi in Iwate Prefecture and Yonekawa, Ishinomaki, and Shiogama in Miyagi Prefecture, and conducted relief activities. Volunteer activities included clearing rubble and mud, cleaning, listening to the survivors at temporary housings, mending fishing implements, supported the summer festival, provided hot water at shelters, operated mobile cafés at temporary housing, provided transportation, photo cleaning, and other activities. CRASH Japan¹¹⁶ established five volunteer bases in Tono City and Ichinoseki City in Iwate Prefecture, Sendai City in Miyagi Prefecture, Nasu City in Tochigi Prefecture, and Hitachi City in Ibaraki Prefecture so that they can cover the entire Tohoku region. They provided food, accommodation, training and necessary tools for volunteer workers. The Salvation Army Japan, The Church of Jesus Christ of Latter-day Saints (LDS)¹¹⁷, and many other religious groups conducted volunteer activities, utilizing financial assistance from overseas.

¹¹⁵ An NGO that coordinates “Peace Boat voyages” which also implements emergency relief activities. Peace Boat Disaster Relief Volunteer Centre was established following the Great East Japan Earthquake.

¹¹⁶ A non-profit Christian disaster relief organization based in Tokyo. It implemented relief activities in cooperation with Japan Evangelical Association and others, and received donation of several hundred million yen from overseas.

¹¹⁷ LDS has implemented relief and volunteer activities called Mormon Helping Hands in response to past disasters. Upon the Great East Japan Earthquake, it received 13 million dollars (about 1 billion yen) of donations from LDS Charities, an US Mormon Church humanitarian aid organization, and utilized this for their relief activities.



Activities by Volunteers (courtesy of Peace Boat)

Voice from a survivor who accepted volunteer workers¹¹⁸

“Honestly, I thought I could never again do any work at sea, and I had no will either. Houses, fishing boats, and equipment were all swept away, and I think most fishermen thought of giving up fishing. Then came the volunteers, and in no time the beach was clean again. A lot of people helped us do the “heavy, exhausting, and dirty” cultivating work, and that really changed my mind. Now is the time for young fishers to revitalize the beach, and we organized called “Bonding with the Sea Association.” I want many people to know how great Sudachi-hama is.”

(4) Education/Child Support

Among the organizations researched in this study, about three-fourths of the 20 organizations that received a large amount of financial assistance from overseas conducted activities in this field. Many organizations provided equipment, furniture, teaching materials, musical instruments, school supplies, playground equipment, and etc., provided funds for repairing damaged school buildings and facilities, repaired/ developed playgrounds, equipped evacuation routes, supported art activities and tutoring at shelters and such for nursery schools, kindergartens, elementary/junior high schools, Boy Scouts, and children’s centers (see BOX 18). The following are some examples.

- Save the Children Japan (SCJ)¹¹⁹: It supported 65,000 children in more than 30 municipalities in Iwate and Miyagi prefectures within one year after the disaster. Beneficiaries in 2012 were 75,460 children and 21,933 adults. In the emergency phase, it established child-friendly spaces at 19 shelters, provided toys, school supplies, and sanitary/first aid kits, and established “child-friendly toilets”. In the “child protection” sector SCJ provided play zones at temporary housing settlements, rehabilitated parks, supported Gakudos (after-school day care centers), kindergartens and nurseries, and planned/conducted activities that would raise community awareness about children. As “educational” sector activities, it has provided school lunch and supplemental items (vegetable juice, milk, etc.), micro-bus services to allow

¹¹⁸ Peace Boat Disaster Relief Volunteer Centre. *Annual Report 2011*.

¹¹⁹ A member of an international NGO that implements development/emergency aid mainly for children. More than one billion yen was provided from members in the world. Combined with donations collected domestically, support activities of about 77 million dollars is planned in 5 years. Out of the total budget, 36 million dollars were disbursed in the first two years. Progress review and mid-term evaluation were conducted.

students to attend their schools and take part in school club activities, emergency supplies, school supplies, and classroom items, supported sports/cultural activities, provided educational support (online tutoring, study rooms), and conducted disaster risk reduction trainings. It has also provided children with opportunities to participate in the development of reconstruction plans in their municipalities, and advocate children's voices to decision makers. It has also provided grants to more than 300 NPOs in the Tohoku region and supported their capacity development and activities to raise awareness on children's rights.

- Japan Committee for UNICEF¹²⁰: It supported reconstruction/large scale repair of 14 nursery schools/kindergartens, provided stationery kits for 26,376 children in three prefectures, provided classroom items for 638 schools and 73 nursery schools/kindergartens, provided school lunch supplemental items for nursery schools, provided school lunch tableware for all 15,000 elementary/junior high school students in Ishinomaki City, and provided dishwashers and sterilizing keepers to three school lunch preparation centers. It also conducted training on prevention of violence to children and town-building workshops, and supported a child-friendly reconstruction plan.
- NPO Kokkyo naki Kodomotachi (KnK) (Children without Borders)¹²¹: It provided school supplies, school bags, school uniforms, sports uniforms, classroom items, sporting goods/uniforms to children in Iwate, Fukushima and Ibaraki prefectures. It also supported repair of four housings for teachers in Yamada Town, rehabilitation of school yards in Yamada Town, and joint wastewater treatment tank at a junior high school in Rikuzentakata City, provided two buses for mobile child center that go round temporary housings and elementary/junior high schools in Rikuzentakata City, provided/operated school buses in Ofunato City, provided rescue boats to yacht clubs of Miyako High School and Miyako Commercial High School, provided foodstuff for school lunches at nursery schools in Minamisoma City, and supported students from the affected areas to visit France as friendship-reporters.
- World Vision Japan (WVJ): It operated Child-Friend Spaces in seven shelters and schools in Minamisanriku Town, and provided school supplies and classroom items to about 90 elementary/junior high/high schools in Iwate and Miyagi prefectures. It also provided side dishes for school lunch to all 1,100 elementary/junior high school students and teachers in Minamisanriku Town, as well as supporting the reopening of school lunch facilities. It supported junior leaders in Minamisanriku Town to develop a town reconstruction plan, and submitted a proposal to the mayor. It provided solar panels and disaster prevention

¹²⁰ About four billion yen of donations from inside and outside the country was provided by the end of 2011. Out of this, 1.2 billion, about one fourth of the total, was from Committees for UNICEF from 15 foreign countries.

¹²¹ A Japanese NGO which was established in 1997, and implements child support projects in Asian countries. Its main supporters are private businesses/groups from Western countries, mainly France. It specifies financial assistance from which organization supports which activity for all their activities.

warehouses to 22 elementary/junior high schools and 30 shelters in Kesenuma City and Miyako City as “Child Focused Disaster Risk Reduction” (see BOX 19). It also provided tidal level/tsunami observation systems at 5 points in Kesenuma City, 2,500 emergency radios, 30,000 tsunami inundated area maps, and 100 evacuation signposts.

- The Coca-Cola Company: It established “Coca-Cola Japan Reconstruction Fund” at the Coca-Cola Education and Environment Foundation. The Fund was used for 1) providing solar panels, storage batteries, and environment education to 50 public elementary/junior high schools in Iwate/Miyagi/Fukushima prefectures, spending in total 1.5 billion yen, 2) the Young Americans Tohoku Project where children in Tohoku and an US organization that organizes music concerts and music education create singing and dancing shows, 3) providing buses for three high schools in Iwate Prefecture to be used for transportation to fishery/agriculture practices, and busses equipped with a lift for wheelchairs for two special support education schools, and 4) providing overseas homestay and English training programs for junior/senior high school students in Iwate/Miyagi/Fukushima prefectures¹²².
- Australia and New Zealand Banking Group Limited (ANZ): Utilizing 53 million yen out of the total of one million Australian dollars provided for the Great East Japan Earthquake emergency/reconstruction support, it constructed “Minami Sanriku-Australia Friendship Learning Centre” (Koala House), a civic learning center equipped with a library, study rooms, and seminar rooms in Minami Sanriku Town where Australian and New Zealander rescue teams operated. The completion ceremony was held in January 2013, and it opened on February 1, becoming the first permanent public building within the town that was constructed after the disaster¹²³.

¹²² <http://j.cocacola.co.jp/corporate/ccjrf/>

¹²³ <http://www.anz.co.jp/about-us/corporate-responsibility/>

BOX 18 A Place to Play for the Children

More than half of the town of Otsuchi, Iwate Prefecture, was inundated by the tsunami. Of the 1,256 people immediately impacted, (7.8% of the town population) there were 750 casualties and 505 persons remain missing. The situation was further devastated when one third of the administrative officers working at the town hall were found dead. The Campaign for Children in Palestine (CCP)¹²⁴ started its activity soon after the disaster, conducting community-based support from March 26, 2011 at Otsuchi Town. One of their activities was support for children. In the evacuation centers, there were no place for children to play. Seeing this, CCP created a “Space for Children” inside the evacuation center and offered playground activities in order to create a space where children could spend time. Later, schools reopened and people moved from the evacuation center to temporary housing. “Space for Children” was renamed “Children’s After-school Space” and activities have continued in the community space of the temporary housing settlement.

According to a survey conducted by the municipal government, the demand of parents for a place for children to play remains high. A permanent facility where children can play was considered necessary; thus, the “Otsuchi Children’s Center” was constructed. Otsuchi Town provided the land for building the center while CCP supported the construction and the management. For this support, CCP used cash donations collected within Japan and funding from the Japan Platform (JPF) and SPF (a NPO based in France). The room of the Otsuchi Children’s Center is surrounded by wooden materials and is a bright space with exhibitions of colorful children’s drawings and messages of encouragement from all over the nation. Pictures of children from Palestine are posted as well.

About 40 children come to the Center after school every day. Exciting events were organized each season. A park is located next to the center and the children can play there freely. According one of the caretakers, she was worried about the children who were emotionally unstable and those who did not talk at all when the center was first opened. However, she has since observed that those children smile and talk more today compared to before.

The Center provides a safe place for working parents to leave their children. The present population of Otsuchi is 13,404, which is a decrease of 2,509 people, compared to 15,994 people before the disaster. The percentage of the aging population was already large in Otsuchi Town before the disaster, but because numerous jobs were lost due to the disaster, the younger population is moving out to other regions has accelerated. In order for



The chairman of SPF, Julian Lauprêtre visited the Otsuchi Children’s Center for the Opening Ceremony
(Provided by CCP)



The bright room of Otsuchi Children’s Center

¹²⁴ An NGO established by Japanese citizens in 1986. CCP wishes for the peace in Palestine and the Middle East and supports education, health, and welfare. It also conducts activities for the protection of human rights, so that children living there can grow up with hope. CCP received financial assistance from SPF through the introduction of a person CCP worked with in the Middle East.

Otsuchi Town to restore and further develop, the younger population must remain here and support the economy of the town. “Above all, I am very, very thankful for the support we have received. Thanks to you all, the children can actively play here every day. Many thanks to all.” (Caretaker).

BOX 19 Children’s Hopes for Reconstruction Illustrated in a Disaster Prevention Warehouse

Kisenuma City Omoso Primary School is located 13 meters above sea level. It is designated as one of the evacuation centers in the Omoso area. The damage from the tsunami caused by the Great East Japan Earthquake was relatively small, but the first floor of the school building was partly inundated. After the disaster, students and their parents of Omoso Primary school as well as community members evacuated to Omoso Junior High School for further safety as it is at a higher elevation than the elementary school. Omoso Primary School was used as a mortuary. Since there was not enough living water at the evacuation shelter at Omoso Junior High School, everyone helped bring water from Omoso Primary School pool to the junior high school. Omoso Primary School received a solar panel system, a well, and a disaster prevention warehouse from World Vision Japan (WVJ).

According to a study undertaken by WVJ, residents suffered the most from a lack of electricity, water, and gas. Based on this study, WVJ held discussions with the Board of Education at Kisenuma City, Miyako City, and Minamisanriku Town. As a result, in Miyako City stocks of supplies (warehouse with disaster preparedness, foodstuff, blankets, portable type toilets, etc) were provided to 30 evacuation centers; and solar panel systems in cooperation with Solar Frontier K.K were installed at six elementary/junior high schools. In Kesenuma City, solar panel systems, wells, and disaster prevention warehouses were installed at 16 elementary/junior high schools. Omoso Primary School was one of these schools.

Teachers at Omoso Primary School have been managing and maintaining the solar panel system that was installed to supply electricity to evacuation centers as an emergency power source in case of natural disaster reoccurrence. They prepared their own manuals and organized training exercises on how to use the solar panel system for teachers once a year in case of teacher transfers so that they will be prepared against natural disasters in future. Furthermore, they are considering a training program for community members in the event a disaster occurs when teachers are not at school.

Materials and equipment necessary during a disaster are kept in the disaster prevention warehouse that was built next to a well. On the warehouse, children (6th graders as of October 2013) have drawn



Top : Disaster Prevention Warehouse with illustrations of children’s hopes for reconstruction

Bottom : Board displaying the storage of electricity placed in the school

a mural of "Our Village in the Future." "I hope that I will be able to play in the sea." "I hope the sea will become beautiful again." From the illustrated pictures and messages, the spirit of the children and their love for the abundance of nature and their hope for reconstruction can be felt. There are many fish swimming in the sea and the rivers, mountains with many animals, houses and stores, a village where we see many smiles of the residents. The process of drawing the mural on the warehouse was undertaken as part of a "Period of Integrated Study." However, as the expressions of the children changed through drawing the pictures, the principal, Mr. Katsuichi Osada noted that drawing serves as a source of emotional expression and therapy as well.

"I cannot express my gratitude enough for the countless support we have received from abroad for the Tohoku area following the unprecedented disaster. We have even received support from people whose countries are in difficulty as well. These things can only be done by people with a heart. After experiencing the disaster, I have started to think that we may be able to solve the numerous problems of the world such as war, if we cooperate and join together to act as one. Please continue to support Tohoku. I would like to continue teaching in order to support the dreams of the children and to not end it." (School Principal Osada)

(5) Livelihood and Economic Reconstruction

Among the support for livelihood and economic reconstruction, support for fishery, the key industry in the affected areas were the majority. There were also many activities for the support for small-sized enterprises such as temporary shopping streets. Some organizations applied "Cash for Work", a method often used in the context of emergency assistance to developing countries.

- Fisheries in the affected areas included deep-sea fishery for such as pacific saury and bonitos, cultivations of oysters, seaweeds, salmons, etc., and coastal fishery for abalones and such. For rehabilitation and reconstruction of fisheries, many organizations supported fishery cooperatives in providing fishing boats, fork lifts, fishing implements such as materials for fishing nets, and tents, and repair of cooperatives' facilities. Some also support brand promotion of local specialties. For examples, the Salvation Army provided Izushima in Onagawa Town with a fishery patrol/patient transfer boat (by utilizing funds from UK, Canada, and Australia), and provided the fishery cooperative of Onagawa Town with 14 fork lifts (by utilizing funds from the US) and 30 fishing boats (by utilizing funds from the Salvation army Hong Kong, which were collected through charity concerts introduced in BOX 1), and 550 sets of fishing tools such as life jackets, waterproof coats, high boots, and gloves. The fund from the US also provided the Kesenuma branch of the JF (Japan Fisheries Cooperative) Miyagi with four work trucks, 15 large-size tents, 10 sets of diving device, and a large compressor (see BOX 20).
- To support small-sized enterprises, many organizations helped build temporary stores or provided materials. For example, PWJ provided grants or moving stalls to small-sized

enterprises in Kesenuma City and Minamisanriku Town in Miyagi Prefecture and Rikuzentakata and Ofunato Cities in Iwate Prefecture. JEN built a temporary shopping street with 16 stores in Ayukawa district, Ojika Peninsula in Ishinomaki City, lent 29 vehicles for debris removal to waste service companies, and conducted a project for female entrepreneurship support. CARE provided materials to 25 restaurants that lost stores in Miyako City, Yamada Town and Otsuchi Town in Iwate Prefecture to restart their business, so that it would lead to food security for the victims. It also supported 15 shops in Otsuchi Town to open the morning market with light trucks. The Salvation Army supported building three temporary shopping streets with funds from the US (see BOX 21).

- Due to the disaster, approximately 110,000 people (excluding self-employed persons like fishermen and part time workers) became unemployed. IVY¹²⁵ applied a method called “Cash for Work” in which those affected were employed in reconstruction projects to help them rebuild their livelihoods and revitalize the economy in the affected areas. It conducted the program in Ishinomaki and Kesenuma Cities. Those who lost their jobs due to the disaster were employed by this project and participated in debris removal, mud removal, dismantling, morning market at temporary housings, cultivation of seaweed, and etc., and were paid on a daily basis. 50% of the funds used for this program was from overseas assistance. It continuously employed 112 persons (from teenagers up to persons in their sixties, on average 35.7 year-old, male 75%, female 25%) who became unemployed due to the disaster for 350 days from April 12, 2011 to March 31, 2012 when the employment situation in the affected areas were very serious, and implemented 458 cases of cleaning, 633 morning markets at about 40 temporary housing settlements, and 1,923 visits to check up on the victims. It also helped participants to be re-employed or start up new businesses, and 65% (73 persons) were re-employed, 7% went on education, and 5% started a new business, accomplishing its target of providing reemployment for half the people.

BOX 20 Large-scale Facility Support for Recovery of the Fishing Industry

World Vision Japan (WVJ) received 80 % of the total donations for the Great East Japan Earthquake (4.6 billion yen) from overseas networks, making them the recipient of the largest overseas support among the Japan based NGOs. One form of support undertaken by the WVJ was for the fishery industry in Kesenuma City. The city is one of the largest ports in Miyagi Prefecture and is well known for landing mackerel pike and skipjacks.

¹²⁵ Formerly, International Volunteer Center Yamagata. An NPO headquarters in Yamagata Prefecture conducts activities for poverty reduction in Asia and supports foreigners in Yamagata and neighboring regions. This report takes up this case as its method is unique even though it received less than 100 million yen from overseas, according to this study. Information is based on the report on IVY's homepage (only in Japanese); <http://ivyivy.org/cat119/cat124/post-9.html>, results of questionnaire survey in this study, and JANIC. (2012) *Higashinihon daishinsai to kokusai kyouryoku NGO: Kokunai deno aratana kanosei to kadai, soshite teigen (The Great East Japan Earthquake and International and NGO for International Cooperation: New possibility and issues in Japan and lessons learnt)*.

WVJ financially supported reconstruction of the Industrial Freezer Warehouse and reconstruction of the Ice-Making Warehouse owned by Kesennuma Fishery Cooperative. In general, when fish are unloaded at a port, 70% of them are distributed as raw fish and 30% are distributed as frozen fish. Ice is needed to transport raw fish to the market and a freezer warehouse is needed to freeze and store fish temporarily.

Even if fishing boats and fishing gear are restored, without these facilities, fisheries won't return to the ports. All of the restoration was undertaken as a part of the disaster recovery projects of Miyagi Prefecture. Five-sixths of the total costs were covered by the local and national government. WVJ provided Kesennuma Fishery Cooperative with financial support because they had been struggling to repay the remaining loan for equipment investment and to cover self-payment segment of the facility construction costs.

The Industrial Freezer Warehouse was wiped away by the tsunami leaving only walls and polls, and no equipment remained. Construction of a large facility was generally not approved at that time because the city's reconstruction plan was under preparation. However the construction was allowed as a part of a restoration project because of the remaining walls and polls at the construction site. In February 2012, the freezer warehouse was restored. Although the capacity of the freezer warehouse of the city was not at the same level as before the earthquake, due to delays in the reconstruction of some of the privately owned freezer warehouses, the freezer warehouse financed by WVJ greatly contributed to the restoration of the fishing industry, which is the key industry of Kesennuma City.



Industrial Freezer Warehouse

The Ice-Making Warehouse had been washed away by the tsunami, leaving only the foundation of the facility. On October 2012, the warehouse started operating again after the reconstruction. The warehouse is operating at about twice the scale before the earthquake, it can store 3,800 tons and produce 110 tons of ice every day. Together with privately owned facilities, the city's ice making capacity has recovered to levels before the earthquake. The amount of ice needed is said to be equivalent to the amount of fish hauled, because ice is used inside the boat, during the fish haul, and when the fish is transported from the city to other places. Mr. Kumagai, the manager of



Ice-Making Warehouse

Kesennuma Fishery Cooperative stresses the importance of ice-making and said, "The ability to produce and store ice gives a sense of security to the crew on a fishing boat." Tsunami protection measures had been implemented for the facilities. For instance, the pre-tsunami facility was a two-storied building, the new facility was reconstructed to a six-storied building to allow people to evacuate when necessary, and the ice-producing machinery was stored on the 5th floor; and the first floor is the least equipped in order to minimize losses in the event of another tsunami attack. The Kesennuma Fishery Cooperatives are planning to propose those changes to other places as well. For example, the Fishery Cooperatives had been receiving trainees from Africa and Asian countries to observe the facility under a JICA training program.

"We are very thankful and we have been encouraged by the support. I felt there was no way to move

forward, but after receiving support, I felt that maybe we can somehow manage through this situation. If something happens somewhere in the future, it will be our turn to extend the helping hand." (Mr. Kumagai, Manager of Kesenuma Fishery Cooperative)

BOX 21 Aid for Opening the Temporary Shopping Street

At Ofunato City, three shopping streets were nearly completely destroyed. 31 of the concerned shop owners gathered to open a "Ofunato Dream Shopping Street" from December 2011. The temporary shop units were built by the Organization for Small & Medium Enterprises and Regional Innovation, JAPAN, but there was no financial support for the common area and many small-sized enterprises could not apply for financial support for restarting business provided by the prefecture because of the strict application criteria. In addition, because the local community centers had been destroyed, there was no space for business owners and community members to gather and hold discussions.

Due to these needs, the Salvation Army spent approximately 40 million yen of the financial support provided by the American Salvation Army to construct a wooden deck, parking space, the arch of the shopping street, signboards for each store, benches,



A store which received support for interior finishing and showcases

plants, etc. Peace Winds Japan (PWJ) utilized the financial support of the JTI Foundation of Switzerland in addition to the cash donations/financial support collected within Japan to build the interior finishing or purchase some of the meeting room equipment such as desks and chairs, and office equipment such as whiteboards. In total, they provided tens of million yen in financial support.



The shopping street with a beautiful wooden deck and plants

The shopping street, which is equipped with wooden decks and benches make it easier for children as well as the elderly to gather, and the pink arcade and plants create a cheerful atmosphere. On opening day, neighbors and friends, who had been living in other areas and could not contact each other for a long time after the disaster, were reunited on the shopping street. This shopping street not only allowed community residents, who shopped at shopping centers located faraway to do their shopping at their community, but also various events such as morning markets were organized, and tourists as well as volunteers visit this shopping street to take a break or buy souvenirs. As of October 2013, about 100 shoppers have visited the street every day. The meeting room is used as a cultural classroom. Over 20 culture classes in foreign languages, computer skills, flower arrangements, etc. have been held. It has also been used as a place for the neighborhood association and local business owners to discuss their plans for reconstruction.

Two years have passed since the earthquake and although the situation seems under control for now,

new issues have risen. The number of tourists and community supporters has greatly decreased; the number of cultural classes has been decreasing since the classes were moved to reconstructed community centers; and the prosperity, which was seen at the beginning of reconstruction, is starting to disappear. Furthermore, some storeowners have become ill and feel depressed about reopening their permanent store after leaving the temporary shopping street. Moreover, the constructed temporary stores rented out free of charge are now obligated to recuperate all facilities except the main building and return the unit to the Organization for Small & Medium Enterprises and Regional Innovation. The storeowners started to discuss how to raise the recuperation cost, which is expected a year later.

Preparations to open the shopping street began in September 2011, about six months after the earthquake. Everyone was passionate about the reopening their business. The quick financial support to help reopen businesses was truly meaningful. The planning process to open the temporary store brought happiness and helped to encourage store owners, who were impacted by the disaster. The representative of the shopping street, Mr. Ito said, “Up to now, there was much happiness in being able to work, and we had little difficulty. We are very thankful for the support we have received. We are not thinking about asking for further support for the removal cost. Even though it is a serious problem, we will discuss this with the local government, and make the effort such as creating funds among store owners.”

(6) Support for Community Activities

Some of the affected people who lost a lot and underwent drastic changes in lifestyle due to the earthquake tend to seclude themselves from the society and become subject to disuse syndrome, or become isolated living in temporary housing. To avoid this situation, many activities to encourage exchanges among residents were conducted to support organizing communities where people can support each other.

- Many organizations conducted events (lunch/dinner parties, stewed potato parties which is tradition in Tohoku, concerts, handicrafts lessons, massage, events for children and such), set-up/manage community café and tea salon, installed vegetable garden, and provided materials and equipment to encourage exchanges among people living in temporary housing settlements and in the localities so that they would smoothly form residents' association.
- Others supported repair or reconstruct community centers destroyed by the tsunami. For example, KnK has supported renovation of community centers in Yamada Town and Ofunato City and reconstruction of 17 community centers in Kamaishi City. JEN built community spaces at 25 temporary housing settlements in Ishinomaki City.
- Community activities that utilized the volunteer base introduced in (3) above were also conducted. PBV opened “Peace Boat Center Ishinomaki” where volunteer workers and residents of the region can interact, and it has been utilized for many events and clubs.

Caritas Japan utilizes its volunteer bases for children to play and people to gather for neighboring associations, club activities, and mini concerts.

In addition to these, support for management of local reconstruction support centers, issue of community newspapers, and support for community disaster prevention activities are also conducted.

(7) Programs for Psychosocial Care

As exemplified below, among the psychological care projects conducted, there were therapies practiced by experts and activities such as organizing recreations for affected local residents to encourage and help them interact with each other, in addition to the above-mentioned communal activities.

- Ashinaga: It has provided emotional care to children who lost parents in the disaster. Approximately 1,000 orphans and guardians have participated in the program by November 2012. Based on the experience of building the Kobe Rainbow House to heal the emotional trauma of children after the 1995 Great Hanshin Earthquake, Ashinaga has decided to build Tohoku Rainbow Houses in Sendai City and satellites at two locations in Ishinomaki City and Rikuzentakata City. The construction of these facilities are scheduled to be completed by March 2014. They will serve as centers to help provide orphans with short and long-term support, and to train volunteers who will act as facilitators and take care of grieving children who visit these centers¹²⁶.
- NICCO: It has sent psychotherapists, occupational therapists, and nurses to communities living in temporary housing settlements in Rikuzentakata City and Kesenuma City to hold psychosocial workshops. A total of 20,839 people participated. It has also held psychosocial care programs including play elements such as playing games and making craft-works, and creative activities such as drawing pictures and performing dramas. Those programs were designed for affected children and adults in Natori City, Miyagi Prefecture and a total of 3,200 people have participated.
- Japan Committee for UNICEF: It has organized play therapies and psychological care seminars (2,200 participants), conducted psychological care projects (9,949 parents and children), implemented outdoor activities and field trips, and distributed books.
- JEN: Since the emergency response phase, it has continuously conducted activities such as sending experts to perform therapies, massages, hair salons, soccer classes, concerts, cooking classes, and handicraft classes.

¹²⁶ <http://www.ashinaga.org/news/entry-759.html>

- CARE: It has supported cafes especially targeted for elderly people, mothers/children, and men residing in homes and 49 temporary housings in Yamada Town (which a total of 3,674 people have used). It has also supported publications of community newspapers in three areas (Yamada Town, Otsuchi Town, and Taro Town in Miyako City), holding festivals and traditional performing arts, and facilitating recreational activities.
- CRASH JAPAN: It has provided psychological care through music, gospel and hula classes. It also trained and dispatched pastors for psychological care.

(8) Healthcare and Public Health Programs

There was not much support for healthcare and public health conducted by organizations taken up mainly in this study, however, organizations such as Lions Clubs International¹²⁷ and Rotary International/ Rotary Foundation¹²⁸ have provided medical instruments (ophthalmic equipment and x-ray diagnostic systems), and beds to hospitals. In addition, Médecins Sans Frontières Japan (MSF)¹²⁹ has supported building and repairing temporary clinics, and has provided equipment to those clinics. Moreover, there were other projects as shown below.

- Japan Committee for UNICEF: It has conducted health check-ups and vaccinations for infants during the emergency response phase, and has subsidized influenza vaccines for children in 29 municipalities in three prefectures (benefiting a total of 140 thousand people in FY 2011). It has also rebuilt two health centers in Minamisanriku Town that were washed away by the tsunami.
- AAR: It has provided mobile clinics (to a total of 817 patients) and nurse visits (to a total of 387 patients) in Ojika Peninsula in Miyagi Prefecture during the emergency response phase. It has conducted public sanitation activities for 1000 people in 25 evacuation shelters in Ishinomaki City and Minamisanriku Town (sun drying beddings, blankets, and mattresses which were soiled from long use, and providing bedding-drying machines, vacuum cleaners, dehumidifiers, cleaning utensils, insect repellents, insecticides, new bedding, and refrigerators). It has also built a temporary dental clinic (see BOX 22).
- NICCO: It has conducted “mobile clinics” (traveling medical clinic) and “pest controls” (monitor

¹²⁷ Lions Clubs International is a service club organization consisting of 46,000 clubs around the world. Most of their support is considered to have come from members worldwide and the Lions Clubs International Foundation. It has raised more than 21 million dollars, including donations from within Japan.

¹²⁸ Rotary International is an international organization who brings together business leaders, professionals, and local community leaders. There are 33,000 clubs in over 200 countries and regions. More than 160 projects by clubs and districts were approved by utilizing a total of approximately 7.8 million dollars (as of June 2012) from the Rotary Japan 2011 Disaster Recovery Fund, which was established by donations from overseas on July 2011. In addition, much support came through the Matching Grants programs, which are the trilateral funds raised by Rotary clubs in overseas, Rotary districts in Japan, and the Rotary Foundation.

¹²⁹ MSF Japan is the Japan office of an international, independent organization MSF that delivers medical and humanitarian aid.

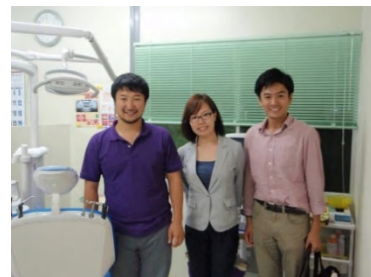
insect infestation and extermination) during the emergency response phase. When experts were dispatched to affected areas for an assessment in early May 2011, the need to promptly establish an extermination system was recognized due to an expected mass outbreak of flies. NICCO first applied for domestic grants, however, approval was delayed because of a lack of precedents. It then consulted with an American NGO Church World Service, and was able to immediately receive financial support to promptly start the project. Between May and November 2011, it conducted insect outbreak monitoring surveys 1,420 times, and extermination for 270 times (47 small-scale exterminations based on fixed point surveys, and 223 large scale extermination based on periodical surveys) in 23 municipalities in three prefectures¹³⁰.

BOX 22 New Ogatsu Dental Clinic – Supporting the Town’s Health

Ogatsu Town of Ishinomaki City, Miyagi Prefecture, was a fishing town with a population of 4,300. However, the tsunami caused by the earthquake reduced the population to 1,300 and destroyed almost 80% of the buildings. Before the disaster, there were two dental clinics in Ogatsu. One of them was in the Ishinomaki City Ogatsu Hospital, but the hospital itself was damaged by the tsunami and it has been demolished. The other dental clinic has transferred from Ogatsu and restarted in Ishinomaki city. Therefore, Ogatsu became a town without any dentists.

The oral condition of the victims had deteriorated by the 3.11 catastrophe, because of water outage, disturbed hormone balance due to the stress caused by the long-term evacuation in the shelters, interruption of dental treatment, and imbalanced food, etc. In addition, parents and grandparents gave snacks to their children more frequently than they used to, as they felt sorry for their children forced into an inconvenient life in the shelter. Children’s oral environment has been exacerbated by this and initial dental care has increased. As for the elderly, some could not eat well as their dentures were swept away by the tsunami.

In Ogatsu, a university hospital conducted a mobile dental clinic until September 2011. However, after this operation, local residents had to take the bus that runs only once a day to dental clinics in the center of Ishinomaki City, an hour away from Ogatsu. The situation imposed a heavy burden especially on the elderly, who cannot drive.



Above: Ogatsu Dental Clinic
Below: Director Kawase and staff
of AAR Japan

¹³⁰ <http://www.kyoto-nicco.org/project/support/presentation/control.html> and from the response to the questionnaire survey.



With a patient after the treatment

On June 4, 2012, the long-awaited Ishinomaki Ogatsu Dental Clinic opened. Materials and equipment that were needed for the dental clinic was financed by the local government, but there were not enough funds for the construction. In view of this situation, AAR Japan (Association for Aid and Relief, Japan) leveraged the support of AmeriCares and succeeded in assisting the construction of the dental clinic. Since the opening of the clinic, many patients have visited the clinic every day and some of them visit even from outside of the

town. The total number of registered patients is 410 people and on average, approximately 200 people visit the clinic every month.

Dr. Souichiro Kawase of Ogatsu dental clinic used to work at the Matsumoto Dental University in Nagano Prefecture. He provided dental care at the shelters as a member of the mobile dental clinic immediately after the earthquake, then moved to Miyagi Prefecture with his family from Nagano, and now serves as the director of the clinic. In addition to general dental treatment, Dr. Kawase specializes in dental treatment for ailing persons, persons with dental phobias and disabled children and people. Therefore, there are the latest and unfamiliar medical devices in the clinic.

According to a patient, who just had a tooth extraction on that day, she had a toothache for a long time but could not go for treatment, because she was worried whether she might suffer from a prescription-related heart rate elevation as in the past. She smiled that she was happy for her treatment and her healthy pain-free physical condition.

Since there are no shops around the clinic, they decorated the clinic with light bulbs in Christmas and organized summer festivals with dentist colleagues around the country in order to cheer up the atmosphere of the town.

“Thank you very much for your substantial support in establishing Ishinomaki Ogatsu Dental Clinic. Currently, we have been providing stable dental care to local residents and people with disabilities. Please continue watching over the Ishinomaki Ogatsu Dental Clinic and disaster area warmly.”
(Director Kawase)

(9) Support for People with Disabilities, Elderly, and Women, and Human Rights Protection

There was assistance focused on persons with disabilities, elderly people, women, and foreigners who have special needs but tend to have little access to information and support in times of emergencies. The following projects are given as examples.

- AAR has distributed emergency relief supplies focused on elderly people and persons with disabilities (paper diaper for adults, retort nursing care food, and fuel such as gasoline), has carried out repairs of 71 facilities for people with disabilities and the elderly, and has provided 44 vehicles to these facilities and municipalities. Moreover, it has assisted activities at welfare facilities (repairing workplaces and expanding sales channels), and has distributed 258

portable power generators and 419 foot-operated phlegm aspirators for persons with disabilities who use artificial respirators to help them continue to live at home without fearing blackouts (see BOX 23).

- Oxfam Japan¹³¹: Since the emergency response phase, it has supported women (expectant and nursing mothers), children (infants), and immigrants to Japan (foreigners) for whom support has generally been insufficient. It has provided emergency relief supplies (sanitary goods and underwear), information (distributed radios and created contents for multilingual broadcasting), telephone counseling, and cash donations for pregnant women. It has also provided job-hunting support for single mothers, business start-up support for women, and training for specialists in domestic violence and sexual abuse.

BOX 23 A Journey for Reconstruction: Afterschool Day-Service Facility for Children with Disabilities and their Families

Higashi-Shinjyo Orange in Kesennuma City is an afterschool day-service facility for mentally/physically challenged children (called Orange Kids) whose grades range from first to the sixth grade. A total of 30 registered users and 15 full-time or part-time staff members are employed at the facility. The original day-service facility was completely destroyed by the tsunami.

It was a long journey to reconstruct the day-service facility. At the evacuation shelter, people have to keep their voices down because the shelter is shared with other people. The children of Higashi-Shinjyo Orange suffer from a developmental disorder such as autism. The characteristics of autistic children include impaired social interaction, hyperactive, and repetitive behavior. For example, some autistic children could not eat food at the evacuation center because their repetitive behavior led to deviated eating habits.



Higashi-Shinjyo Orange

The parents' of these children had to pay special attention to make sure that their children did not disturb others by screaming or being hyperactive around and inside the evacuation shelter. Some members stayed inside their cars for three days because they did not want to their children to disturb others. The first floor of one of their facilities at Mikkamachi, was restored and reopened a café space and a class for working experience. Consequently, they renovated the warehouse and temporarily reopened the day-service for children.

Together with the reopening of day services, the representative of the Network Orange and AAR Japan (Association for Aid and Relief Japan) contacted each other during the summer of 2012. The Welfare Division for Persons with Disabilities of Miyagi Prefecture gave AAR Japan a list of facilities having difficulty after the earthquake. Caritas Germany, an organization that provided funding to AAR

¹³¹ Oxfam Japan is a member organization of the international NGO Oxfam which conducts emergency relief and development assistance. The funds from overseas were mostly collected through Oxfam member organizations around the world.

Japan, wanted to support the children with disabilities. Hence AAR Japan started to support the reconstruction of Higashi-Shinjyo Orange facility, which was one of the facilities listed by the Welfare Division for Persons with Disabilities. The construction period was prolonged due to a rise in construction demand, an increase in material costs and difficulty finding construction workers. However, the facility was finally completed in June 2013.

Since Higashi-Shinjyo Orange was built as a permanent facility, it was built 2.5 kilometers away from the coast to prevent damage from another tsunami. The facility is 160 square meters with vibrant and colorful paint and provides an environment where children can play freely and safely. When the children were at the temporary facility, elementary, junior high, and high school students had to spend time in the same space, and this environment made some of the children feel restless.

Today there is a spacious room just for the elementary school children, where guardians can leave their child at the facility without any worries. A consultation room was created inside the facility as well. The room can be used to temporarily in take restless children to calm them down and to have individual meetings with the staff and guardians. The consultation room was painted light green, a relaxing color. The temporary facility was also near the disaster-stricken area and did not have parking spaces, but the new facility is located far from the coast, so guardians, staff members, and children can go there without worries about a tsunami.

At the launch of the new facility, guardians and staff were worried that the children would not get used to the environment, but it turns out that the children enjoyed the place. After school, they could relax



Spacious and homely room

and have fun at the new facility. Even though most of the parks are not available for children to play because of the construction of temporary housing, there is Shinjyoki Park near the new facility where children can play. The park is also sometimes used as a concert and Tohoku Marche area. Higashi-Shinjyo Orange has been organizing activities and events using the park to provide opportunities to develop relationships between the children and the community.

(10) Information Support

In the affected areas, radios played an important role for people to obtain necessary information like information on safety confirmation, support activities, and damage and information from the town office. Several organizations provided thousands of radios and funds to cover the operating cost of emergency broadcasting stations, and set up local FM studios. An example of the organization, which has the expertise in this field is as follows.

- BHN Association¹³²: It provided equipment for damaged community broadcasting stations, supported broadcasting of programs for affected foreigners and children, supported setting up

¹³² A NGO specialized in ICT. This case is presented in this report as its activities utilizing its expertise in ICT are unique, even though it received less than 100 million yen from overseas according to this study.

emergency broadcasting stations (in Rikuzentakata City opened in December 2011 and in Otsuchi Town opened in March 2012), and conducted activities on fringe zone reduction, antenna relocation support (Minamisanriku Town, Watari Town, and Yamamoto Town), and installation of radio receivers and broadcast equipment at shelters and facilities where tourists and commuters gather. Additionally, it supported 21 broadcasting stations out of 23 stations established after the disaster. In Higashi Matsushima City in Miyagi Prefecture, it installed the Internet and provided computer classes at community spaces in temporary housing settlements.

(11) Support for Victims of the Nuclear Accident

In addition to relief and recovery support provided in the affected areas including Fukushima Prefecture, the following support related to the nuclear accident was also provided in Fukushima. A notable characteristic is that there are many activities for children as they are susceptible to radioactivity and activities for evacuees dispersed in and out of Fukushima Prefecture aimed at keeping connected.

- Decontamination/Radioactivity Measurement: Lions Club provided 2,000 high pressure washers for decontamination and radiation detection assembly to hospitals. Rotary International/ Rotary Foundation provided radiation dosimeters/integrators. AAR provided new curtains for decontamination of 15 elementary/junior high schools and air radiation dosimeters to 20 special support education schools in Minamisoma City, and provided 11 radiation detectors for agro products and foodstuffs to temporary support centers and community centers in Soma City (see BOX 24).
- Support to maintain relationships among the evacuees: BHN Association provided support to build up an information network for evacuees from Fukushima by installing Internet, TV phones, a TV conference system, a villagers' social network, and a remote health consultation system to temporary housing settlements, village offices, and schools. Other organizations conducted house visits and exchange events for evacuees out of Fukushima Prefecture.
- Play zones for children who are restricted to outdoor activities due to high radiation: Several organizations provided meeting spaces, indoor play equipment to nursery facilities, indoor sandboxes to kindergartens, and ball playing classes.
- Support for evacuated mothers and children: Many mothers with children, especially below elementary school age who are susceptible to radiation, and pregnant women are voluntarily evacuated, leaving their family members in Fukushima. Due to the prolonged evacuation period, many suffer from the economic burden of living in separate locations and friction

among family members. IVY, an NGO from Yamagata Prefecture where 20% of evacuees from Fukushima live, operates a nursery school for evacuated mothers and children and provides subsidy for day-care fees with support from an US NGO, International Medical Corps, JPF, and others. Oxfam Japan provides individual consultation and support for evacuated mothers in Tokyo, in particular single mothers, on residence, jobs, and education for children.

- Provision of safe water and foodstuffs: There are projects to provide nurseries in Fukushima Prefecture with mineral water and people in Fukushima with vegetables.
- Rotational retreat programs for children: Several organizations support rotational retreat programs where children from Fukushima stay for a certain period of time in places without radioactive contamination (see BOX 25).

BOX 24 Radioactivity Measuring Station Providing Safety and Security to the People in Fukushima

In October 2011, the NPO “Citizens’ Radioactivity Measuring Station (CRMS) Fukushima” was established, and opened a radioactivity measuring station on the 1st floor of a shopping mall called Pasenaka Misse near Fukushima Station where people can easily drop by while shopping.

When it started, there was no radioactivity measuring service for citizens by the government. This was the only place for citizens to measure radiation. There, people can measure the internal exposure and radiation of food, water, and soil using the latest devices. Measurement of internal exposure can be completed in 10 minutes while sitting in a chair. In the front, there is also a TV for children to watch during the measurement. Food such as rice and shredded or minced vegetables and meat are put into a measuring device. The measurement duration can be selected from 30 minutes to 12 hours. Users are not only private enterprises, but also individuals, such as a person who was growing vegetables in his/her garden and was anxious about contamination before giving it to their grandchildren.



Devices for radioactivity measurement

The number of users has declined to about 20 cases per month as of October 2013, but when it was established more than 50 people used the station every day, and a flood of phone calls was received.

CRMS Fukushima was established with the extensive support of the French NGO “CRIIRAD”, an NGO which advocates environmental protection against radiation. Besides CRIIRAD, many Japanese and foreign organizations had supported CRMS Fukushima. Devices used at CRMS Fukushima are either made in Belarus, USA, and Japan. The station is operated by two full-time staff members and 12-13 volunteers. The majority of the volunteers are mothers who wanted to confirm with their own eyes whether their children are safe living here.

Many of the users of CRMS Fukushima are also mothers who are anxious about their children. As activity by CRMS Fukushima started ahead of the government, it put pressure on the government to start radioactivity measuring services for citizens. Although the number of cases measured at CRMS Fukushima has declined compared to before, the need among citizens for information on radioactivity measured by a third-party is still high, since there are quite a few people who think that the information delivered by the government after the disaster was not adequate. The activities of CRMS Fukushima meet this need by the people in Fukushima.

In addition to requests from the clients, CRMS Fukushima independently measures the radioactivity of objects outside government regulations. For example, they measure the radioactivity of laundry. Perishable foods and water are periodically monitored under supervising ministries such as the Ministry of Agriculture, Forestry and Fisheries and the Ministry of Health, Labor and Welfare, but nobody monitors to check and see if laundry hang outside is safe. CRMS Fukushima measured the radioactivity of a towel hanging out on a balcony for 24 hours and disclosed the result. CRMS Fukushima voluntarily measures about 70 objects per month that have real relevance to the daily lives of the citizens, and publishes the results in a newsletter or blog.



Top: The reception desk at CRMS Fukushima
Lower: Information distributed by CRMS Fukushima

“Neutrality is what CRMS Fukushima puts the most importance on”, said Mr. Tanzen, the director of CRMS Fukushima. It puts importance on continuously measuring accurate data and widely sharing the results among the people rather than advocating for a particular issue by using data. If accurate data is available, people in Fukushima can use it as a basis for the decisions in their daily lives, and it can also be used for various analyses later on. Mr. Tanzen emphasizes that the important thing is not to forget the view point of the people in Fukushima, who are still struggling to live with the angst for the future. Though it has been three years since the disaster, problems caused by the nuclear accident still continue. Mr. Tanzen feels it necessary to disclose accurate information not only domestically, but globally. He said that he wanted the foreign media to report the current issues in Fukushima and to listen to the voices of the people here. He also wants all the people of Japan to know that problems still continue in Fukushima.

BOX 25 Children being able to Play Outside without Fear of Radioactivity

Since the accident at the Fukushima No.1 Nuclear Plant many evacuated Fukushima, but the majority of the people in Fukushima remained in the prefecture due to various reasons; and they are living anxiously. Although some of the grounds of public kindergartens and schools were decontaminated, not all streets to schools and parks were. The radiation dose also varies depending on the direction of the rain/wind and material of the ground surface. Therefore, most children still unable to play outside or

go for long walks. Even three years after the accident, scarcely anything has been done about the decontamination of forests and groves where children used to play.

According to the experience of Belarus, which was heavily impacted by the Chernobyl disaster, and results of related studies, it is known that the level of internal exposure of a person who was exposed to radioactivity through food and breathing can be reduced if the person stays for a certain duration in places without radiation. Based on this fact, the NPO Shalom Disaster Relief Center (Shalom) has been conducting recuperation programs for children. Participants of the program are children living in Fukushima or evacuating from Fukushima and their caregivers, 20-30 persons per time. They visit outside Fukushima prefecture to refresh or for short stays. The program started in the summer of 2011 and it is still continuing. As of October 2013, about 20 programs were organized and a total of 650 children aged 0-17 years old and their caregivers have participated.

Shalom also launched a database called “Hoyon Soudankai” online, in collaboration with many other organizations, to introduce refreshment programs conducted nationwide. In the last two years, 500 programs were introduced and in total more than 15,000 children and caregivers participated in 3,000-day programs.

Children, who participate in the program, can enjoy playing outside as much as they want during the program. The program is highly appreciated by the caregivers, saying that their children have become remarkably robust. Many of them want to be repeaters, and there is a high demand for the program’s continuation. However, the number of such programs is limited, and the number of children able to participate is also limited partly due to the cost of the program and the information gap. Therefore, Shalom recently conducted “school camps” in collaboration with public schools in Date City, Fukushima City, and Soma City where children stay about four days in Yamagata, Miyagi, Iwate Prefectures, and Aizu-Bange City in Fukushima Prefecture. Caregivers, schools and Boards of Education in each city appreciated the camp, and commented “it was worth doing”, and “let’s continue”, while stakeholders of host cities also gave the program high marks and commented, “children of my city also learned a lot after receiving friends from Fukushima”.

Mr. Yoshino of Shalom, the proposer of the refreshment program for children, said, “children who were 0 year old at the time of the disaster have grown up in-doors today. They have never seen free-flying butterflies before, and they are seeing them for the first time during the program. Some of them cannot even follow the



Children enjoying outdoor activity after a long time in the recuperation program
(Provided by Shalom)

butterflies with their eyes. Such children have become three-year olds. What will they grow up to be without experiencing outdoor activities? The negative effect of not being able to play outside is immeasurable.” He emphasized the importance of more children being able to participate in the program. For that sake, he recognized the necessity to cooperate with the prefectural and national government so that many more children can participate equally in the refreshment programs and school camps that have been implemented by local governments and civil society organizations. At the same time, he expressed his views that novel activities such as refreshment programs for children could only be achieved by civil society organizations with nimble and flexible footwork. He said, “what we can do is to create good practices” as many as possible ahead of the prefectural/national

government, and show them the outcome. I hope this made-in-Fukushima program will spread nationwide.”

Most of the activities on Shalom’s refreshment programs have been financially supported by the Church World Service (CWS) in the US. Though these two organizations did not know each other before, JANIC mediated between them. Mr. Yoshino said, “without JANIC, we would not have been able to receive CWS’s support. We are grateful to JANIC for bridging local organizations like Shalom with many supporters, not to mention CWS.” In addition to this, thanks to the support from the Executive Committee of the France Refreshment Tour, 8 children and 1 caregiver spent 3 weeks in France, participating in a refreshment program there during the summer vacation. In the program, they met the prefectural governor, the mayor, local residents and children, and told them the influence and lessons learned from the nuclear accident.

According to the experts, it will take more than 30 years to stabilize the problems that occurred due to the nuclear accident, and it will take 100 years for radiation levels to decrease to pre-incident levels. Therefore, Mr. Yoshino thinks it is important to implement the activities with a long-term perspective, and continue to search for supporters. “The situation in Fukushima is changing day by day. We would like to cope flexibly with this changing situation. Our experience and lessons learned after the nuclear accident must be useful for the future of the world. We don’t want the world to waste the grief and hardships of the people in Fukushima”, said Mr. Yoshino.

(12) Aid Coordination

In cases of emergency relief activities in developing countries where government functions are vulnerable, the UN usually plays the role of aid coordinator among the governments of the country concerned, international aid agencies, NGOs and other supporters. In contrast, in the case of Japan, its disaster prevention plan was made on the assumption that local governments in the affected areas would play the role of coordinator. However, in the Great East Japan Earthquake, the local governments themselves were affected heavily by the disaster and could not function adequately as coordinators. There were the potential problems of overlapping support activities, unreached areas, and not being able to grasp the whole picture of support. Under such circumstances, JANIC and JPF contributed to the collaboration among governments, social welfare councils, NGOs/NPOs, private businesses, and other related organizations. In particular, they played important roles as contact points for foreign NGOs and coordinators for collaboration and funding among NGOs that normally work in the field of international cooperation and matching the support from foreign NGOs. Some segments of financial assistance from overseas were utilized for these activities¹³³.

¹³³ For more detail information on coordination works by these organization, see JANIC. (2012) *Higashinihon daishinsai to kokusai kyouryoku NGO: Kokunai deno aratana kanosei to kadai, soshite teigen (The Great East Japan Earthquake and International and NGO for International Cooperation: New possibility and issues in Japan and lessons learnt)*., JPF. (2012) *Solidarity without Borders* and JPF. *Report: Assistance for the Victims of the Great East Japan Earthquake*.

- **JANIC:** It opened liaison offices in Iwate, Miyagi and Fukushima prefectures with the support from donors inside and outside the country, and conducted information gathering and coordination works among NGOs and between NGOs and the local people. It supported information sharing among NGOs, international donors, and private businesses by holding “the Great East Japan Earthquake NGO Information Sharing Meetings” (every week up to three months after the disaster, and every other week up to nine months after the disaster. In total, 27 meetings were held and 115 organizations participated), provided matching services between international donors/private businesses and NGOs, provided logistical support for member NGOs, and provided the above mentioned “NGO Relief Fund for Japan Earthquake and Tsunami.” It places importance especially on support for Fukushima, and operates the “Fukushima NGO Collaboration Space,” where organizations and individuals who provide support for the victims in Fukushima can use as shared office space or meeting/event space in front of the Fukushima railway station with the support of US NGOs, International Medical Corps, CWS, and Direct Relief International. It also sets up and operates an English portal website, “Fukushima on the Globe”, disseminates information, holds events and makes recommendations about Fukushima.
- **JPF:** It opened field offices in Sendai City in Miyagi Prefecture and Tono City in Iwate Prefecture, and dispatched staff to social welfare council volunteer centers in Kesenuma City and Onagawa Town in Miyagi Prefecture and Ishinomaki Disaster Recovery Assistance Council. Inc. in Ishinomaki City. It provided grants and monitoring and evaluation services for member NGOs and other organizations, provided matching services for private businesses, and conducted aid coordination through its field offices. Some of the concrete outcome of its coordination works are 1) demarcation of areas for soup kitchen operations between the Self-Defense Forces and NGOs/NPOs, 2) provision of starter packs for people in temporary housing in the three affected prefectures by NGOs, and 3) provision of heating appliances for victims living in privately rented housing (deemed-temporary housing) by NGOs.



A workshop implemented by JANIC with support from Give2Asia, an US organization (left), NGO workers gathering and exchanging information after the workshop (right) at the “Fukushima NGO Collaboration Space” operated by JANIC (center)

5. CONCLUSION AND ANALYSIS

5.1 Conclusion

Japan experienced an unprecedented earthquake, tsunami, and consequently a nuclear accident on March 11, 2011. This massive disaster was a great hardship on every Japanese citizen, not to mention the people in the affected areas. Under such circumstances, tangible or intangible assistance from overseas poured in.

However, there has been no comprehensive information on this diverse assistance from overseas including those from NGOs, private businesses, and individuals, though part of the assistance at governmental level was recorded¹³⁴. This study was conducted to grasp the overall view of assistance from overseas as accurately as possible, and to express gratitude to the international community, which we believe, is the responsibility of Japan.

The study indicates that the governments, individuals and groups that made financial and/or in-kind contributions belonged to a total of 174 countries and regions, and a total of approximately 164 billion yen in financial assistance was provided within one year after the disaster. This is equivalent to about 40% of the amount donated to the affected areas domestically, as revealed in Chapter 2 of this report. The study also indicates that financial assistance from overseas was utilized by JRCS and other Japanese NGOs/NPOs and groups, in ways that supported relief for survivors and reconstruction of the affected areas. Such assistance was highly appreciated by those affected by this disaster. The following are the characteristics that were revealed in this study, both during acceptance and utilization of assistance from overseas.

[At Acceptance]

1. The amount of assistance through private businesses, NGOs/NPOs, groups, and other organizations was significant in addition to the assistance received through governments and international organizations.

The number of financial/material/human resources assistance from governments and international organizations was 374, while it was 1,484 by others. In accepting this assistance in Japan, the

¹³⁴ Differing from the cases of disasters in developing countries where the UN OCHA calls for financial assistance, and takes the lead in summarizing the information on disaster relief activities by governments and others, it did not make emergency appeal in the Great East Japan Earthquake occurred in a developed country, Japan. Thus, the information on disaster relief activities in the Great East Japan Earthquake summarized by OCHA is not comprehensive, and its numerical value is different from that of this study.

roles of NGOs and other private organizations were essential. It meant that assistance was provided and received across national boundaries with the participation of civil society in its entirety and not just between governments, but also among governments, NGOs, private businesses, and individuals. This trend has been common in recent years when massive disasters occur in developing countries¹³⁵, and it shows that the Great East Japan Earthquake was no exception.

2. A large amount of assistance was provided from extremely poor countries and countries with unstable political and economic conditions.

Out of 174 countries and regions, 119 were Japanese ODA recipients¹³⁶ and 35 were among the so-called “Least Developed Countries (LDC)” in Asia and Africa¹³⁷. In addition, regions affected by conflicts such as Afghanistan, Iraq, Palestinian Authority, and Sudan, countries in the Middle East that were under political and social upheaval due to “Arab Spring” such as Egypt and Tunisia, European countries in economic crisis like Greece, and countries that experienced natural disasters like earthquakes and heavy floods immediately before 3.11 such as New Zealand and Brazil provided assistance. In recent years, developing countries have joined developed nations in offering assistance after massive disasters. This global trend—a spirit of mutual aid—was shown even when a developed country like Japan was the victim. A number of countries expressed their gratitude for Japan’s past assistance, including ODA.

3. Content of the assistance was diverse.

A significant portion of in-kind contributions (material and human resources) provided by overseas businesses fully utilized those organizations’ field of expertise and distinctive characteristics. Examples were provision of vehicles for relief activities or car-sharing in the affected areas, lending of satellite mobile communication terminals, and donation of mileages by an airline company. In the area of material contributions, many countries provided their principal products such as Australian beef from Australia, canned tuna from the Maldives, and Korean seaweed from Korea. Many artists and athletes utilized their expertise, unique features and name recognition to collect donations, artists collected donations through charity concerts and bazaars and provided towels with encouraging messages, and athletes provided donations and organized charity support events.

¹³⁵ For example, in the 2004 Indian Ocean earthquake and tsunami, a total 6.2 billion dollars were provided from the international community (this amount includes in-kind form of assistance, and based on contributions and commitment, excluding pledge). Of this, 62% (by amount) was from other governments and international agencies. In the 2010 Haiti earthquake, out of the total amount of 3.5 billion dollars provided (the same as above), 36% (same as above) was from non-governmental sources. In both cases, more than half the countries that provided assistance were developing countries (ODA recipients of Japan). <http://fts.unocha.org/pageloader.aspx?page=home>.

¹³⁶ Classification of ODA recipients and non-recipients is based on “Japan’s ODA White Paper 2011.” Although South Sudan was not mentioned as an ODA recipient in “Japan’s ODA White Paper 2011” since it became independent in July 2011, the study classified it as a recipient country according to the actual situation.

¹³⁷ Out of 48 countries defined as the LDC by the United Nations. <http://www.unohrlls.org/en/lhc/25/>

[In Utilization]

4. Assistance from overseas consoled and encouraged the victims, showing that the international community supported and cared.

Financial assistance from overseas was utilized for various activities implemented by Japanese NGOs/NPOs and private businesses to meet the needs of those affected by the disaster. Activities included direct cash distribution, purchase/ distribution of food and relief supplies/support for evacuees, coordination of volunteer activities such as operation of volunteer centers, education/child support, livelihood and economic reconstruction such as support for fisheries/employment/ small and medium-sized enterprises, support for community activities, programs for psychosocial care, health care/public health programs, support for the vulnerable including people with disabilities, the elderly and women, information support such as broadcasting, support for victims of the nuclear accident, aid coordination, and many others. Many words of gratitude towards such assistance from overseas, not only financial assistance, but also material and human resource contributions, were heard in this study from the stakeholders of affected local governments, the victims, NGOs/NPOs, and other organizations, revealing that the assistance consoled and encouraged the people in the affected areas through various activities.

5. Financial assistance from overseas complemented the support from the government, met the needs of victims attentively and promptly.

Though government took initiatives in reconstruction and repair of large-scale infrastructure such as schools, harbor/fishery facilities, temporary housings, temporary shopping streets, and roads, it was difficult for the government to meet the individual needs of each victim. Therefore, much of the donations from overseas was provided to support organizations like NGOs which conducted attentive and essential activities for victims to help rebuild their lives, complementing the activities by the government. Examples of such support include provision of school supplies and classroom items needed for resuming schools, provision of fishing implements, provision of daily commodities necessary at temporary housing settlements, and provision of materials for setting up temporary stores.

It was also revealed that financial assistance from overseas financed activities of many organizations, especially in the initial stage, both in terms of timing and the amount. As many organizations responded in the questionnaire survey that receiving a large amount of financial assistance from overseas within a short period of time after the disaster enabled them to act quickly in their relief activities. Specifically, the survey revealed that timely financial assistance from overseas enabled support for the fishing industry and public health that required delicate seasonal timing. Generous financial assistance from overseas also enabled NGOs to cover wide range of benefits such as provision of heating appliances to every type of temporary housing.

Without the donations from overseas, even JRCS would not have been able to implement such large scale and diverse support activities as it conducts today, with the exception of its legislated disaster relief activities including distribution of relief supplies, medical relief, and cash grant activities.

6. A large portion of the financial assistance from overseas was utilized for education/child support activities.

Many of the organizations that received a large amount of financial assistance from overseas in this study have implemented programs for education/child support. Their activities consisted of equipment, furniture, teaching materials, musical instruments, school supplies, playground equipment provision, for nursery schools, kindergartens, elementary/junior high schools, Boy Scouts, and children's centers, establishment of child-friendly spaces at temporary housing settlements, provision of funds for repairing damaged school buildings and facilities, repair of damaged school yards and playgrounds, equipment for evacuation routes, support for art activities and overseas education programs. Many of the overseas organizations that provided assistance and Japanese organizations that received the assistance were established specifically to provide support for children; thus, their regular activities and expertise may have impacted the content of the support activities after the disaster.

5.2 Analysis

The study team believes that before the Great East Japan Earthquake becomes a past event, a comprehensive review on the lessons learned by the government, NGOs/NPOs, other groups and private businesses is needed and the results of such a study should be disseminated to the international community. This study was conducted for this purpose. Natural disasters can occur at anytime, anywhere. In addition to disasters, international assistance including ODA has been implemented regularly across national boundaries. Lessons that Japan has learned as a recipient of international assistance can surely be utilized when Japan provides international assistance in the future. The following are the lessons learned from the Great East Japan Earthquake revealed in this study.

1. Clarification of the liaison organization in receiving assistance from overseas organizations and individuals

A manual on emergency measures and a system for accepting international assistance at the government level were prepared in the basic disaster prevention plan that was based on the experience of the Great Hanshin Awaji Earthquake of 1995. Therefore, the acceptance of official assistance from governments and international organizations was carried out relatively efficiently due to the existence of certain principles such as "self-sufficient assistance." However, the

government of Japan did not have any systems or procedures to receive assistance from overseas organizations and individuals¹³⁸. Thus, such assistance was received through various private organization networks, without official rules and systems. As revealed in this study, the portion of assistance from organizations and individuals other than governments and international organizations was larger than that of governments and international organizations in the Great East Japan Earthquake. Therefore, cases where official rules applied when receiving assistance were actually limited, and this sometimes became a burden in the affected areas.

Although MOFA recorded, organized, and published information on assistance provided from governments and international organizations, information on overseas assistance provided by others was recorded by each receiving organization in many possible ways. Therefore, there is no unified manual or guidelines on how to record this overseas assistance. In view of the situation, the study tried to organize the information based on a certain rule to obtain a comprehensive view of assistance from overseas, but in many cases, the information was incomplete and analysis ran into difficulties. It is assumed that if there had been a liaison organization to receive non-governmental assistance from overseas, it would have been easier to collect information.

One concrete idea to address this situation is, for example, to strengthen the collaboration between Japan Platform (JPF) and the government office when receiving assistance from overseas. As mentioned in section 4.1, JPF is the only NGO that was established in collaboration with NGOs, the business world, and the government, and it has expertise in emergency humanitarian aid. In the Great East Japan Earthquake, it collected about 6.8 billion yen in donations from both within and outside the country, and granted its member organizations' relief activities. Thus, it was a practical move by the government to position JPF as a liaison organization to receive non-governmental assistance from overseas, and set its roles and functions in the national system for accepting international assistance so that JPF was able to receive information from the government and communicate the necessary information to foreign organizations through its network. In future this will reduce the burden of local governments in affected areas, as well as enable the effective and efficient acceptance of assistance.

2. Formulation of a disaster management strategy on the premise of receiving assistance from overseas

Not only the central government and local governments, but also NGOs/NPOs had difficulty receiving assistance from overseas due to a shortage of manpower, especially during the initial stage after the disaster. To cope with this problem, the disaster management strategy should not be based on the activities and manpower of the organization for ordinary times, but to prepare for a scale up in manpower as a contingency measure, taking into account the work related to

¹³⁸ Yutaka Katayama. (2013, January). *Higashi Nihon Daishinsaji No Kokusai Kinkyu Shien Ukeire to Gaimusho*, Journal of International Cooperation Studies, vol. 20, No. 2/3.

receiving assistance from overseas. The following is a few examples of good practices found in this study.

- Iwate prefectural government has a Memorandum of Understanding (MOU) on mass transport support with the Iwate Trucking Association, and it enabled the efficient establishment of a relief supply logistics system. This was later called the “Iwate method,” and became a national model case on logistics during disasters¹³⁹.
- Sendai city received financial assistance from Nancy City, France, through its Japanese sister city, Kanazawa city. Kanazawa city, which was not an affected area, took over the administrative work of receiving the assistance, allowing Sendai city to reduce its administrative work.
- When international medical teams were dispatched, Japanese doctors and nurses, who had experience in medical support activities through JICA’s international cooperation, accompanied them. They supported the smooth communication between the victims and international medical teams¹⁴⁰.

A common factor of these good practices was the quick formation of networks with other organization/institutions during the disaster. Due to the language barrier, only a few staff members at the affected prefectural offices were able to deal with the assistance from overseas. During an emergency when inquiries and contacts from overseas poured in, they stayed at the office overnight to cope with the situation. If there had been collaboration with organizations with international experience, the situation might have been easier to handle. In building networks, as shown in the example of Iwate Prefecture, it is suggested that a cooperation agreement be exchanged with other organizations during ordinary times in order to agree on the tasks and fees for the work that can be requested in the aftermath of a disaster.

Though assistance from overseas is received based on offers by the providers, and not by the Japanese side, it is suggested that a wish list be prepared with specifications to distinguish “what is needed and what is not”, and a manual be prepared on communicating information, in anticipation of offers from overseas.

3. Superiority of the financial assistance

It was reconfirmed in the study that financial assistance is superior to material contributions, especially in its practical usage, as it can be used on demand for items that are needed at the appropriate time without any constraint of expiration dates, tastes, and specifications and without

¹³⁹ Iwate Prefectural Office. (2012, February). *Higashi-Nihon Daishinsai Tsunami ni kakaru Saigai Taiou: Kensyo Hokokusyo (Verification Report on Disaster Response in the Great East Japan Earthquake)*. P34.

¹⁴⁰ JICA. *Topics: Making the best use of assistance from each country (The Great East Japan Earthquake)*, Homepage (Japanese) http://www.jica.go.jp/topics/2011/20110426_01.html

the need to consider time and cost for transportation. In developed countries like Japan, this aspect seems even greater. As mentioned in 5.1 (4), human resources cooperation and material contributions have great significance in showing a sense of solidarity to the affected country and its people and to reveal the bond between countries. Thus, the superiority of financial assistance is not always the case, but donors need to keep in mind the superiority of financial assistance when considering future domestic and international disaster relief assistance, when a choice is available.

4. Difference in people's needs between developed and developing countries

The disaster management capacity of governments of developing countries and developed countries like Japan differs greatly. For example, in the case of developing countries, temporary housing is mostly constructed through the support of international NGOs, private businesses, and international organizations, while in case of Japan, the government started the construction of temporary housing two months after the disaster. Therefore, the needs in support activities in the aftermath of disasters in developing and developed countries are different. Some of the issues in financial assistance mentioned earlier showed that items regarded as luxury goods in assistance for developing countries can be necessities of life in developed countries. Although there is an international standard called Sphere Standard that sets the minimal standard for each category in humanitarian aid, the quality of relief supplies required, for example even the quality of a blanket in developed and developing countries is different. Donors need to decide the content of the assistance in due consideration of the economy, culture and customs of the recipient country. This must not be forgotten when Japan provides assistance in other countries as well.

Appendix 1 List of Participants

1st Committee Meeting (July 6, 2012)

Affiliation	Title	Name
Chairperson	Former Professor at International Christian University	Kazuo TAKAHASHI
Japan Red Cross Society(JRCS)	President	Tadateru KONOE
JRCS Public Relations, Planning and Public Relations Office	Deputy Director General	Atsuhiko HATA
JRCS International Department	Deputy Director General	Naoki KOKAWA
Japan NGO Center for International Cooperation (JANIC)	Chairperson	Masaaki OHASHI
JANIC Taskforce for Disaster Response	Coordinator	Asako HAGA
Japan Platform (JPF)	Secretary General	Noriyuki SHIINA
Japan International Cooperation Agency (JICA) East and Central Asia and the Caucasus Department	Director General (Former Director-General of the Secretariat of Japan Disaster Relief Team)	Kae YANAGISAWA
JICA Japan Disaster Relief Team Secretariat Training Division, Secretariat of Japan Disaster Relief Team	Director	Yoshihisa KASUYA
JICA Strategic Planning Division/Office for Global Issues and Development partnership, Operation Strategy Department	Deputy Director	Tsuyoshi KIYOHARA
< Secretariat >		
International Development Center Japan (IDCJ)	President	Masaaki TAKEUCHI
IDCJ	General Manager	Michio WATANABE
IDCJ	Researcher	Mana TAKASUGI

2nd Committee Meeting (September 3, 2012)

Affiliation	Title	Name
Chairperson	Former Professor at International Christian University	Kazuo TAKAHASHI
Japan NGO Center for International Cooperation (JANIC)	Secretary General	Masashi YAMAGUCHI
JANIC Taskforce for Disaster Response	Coordinator	Asako HAGA
Japan Platform (JPF)	Secretary General	Noriyuki SHIINA
Japan International Cooperation Agency (JICA) East and Central Asia and the Caucasus Department	Director General (Former Director-General of the Secretariat of Japan Disaster Relief Team)	Kae YANAGISAWA
JICA Training Division, Secretariat of Japan Disaster Relief Team	Director	Yoshihisa KASUYA
JICA Office for Global Issues and Development partnership, Operation Strategy Department	Deputy Director	Hiromi NAI
Japan Red Cross Society (JRCS) Public Relations, Planning and Public Relations Office	Deputy Director General	Atsuhiko HATA
< Observers >		
Ministry of Finance (MOF) Development Institutions Division, International Bureau	Director	Shigeo SHIMIZU

MOF Development Institutions Division, International Bureau	Section Chief	Yuya GOTO
Reconstruction Agency	Counselor	Yoshio ANDO
< Secretariat >		
International Development Center Japan (IDCJ)	President	Masaaki TAKEUCHI
IDCJ	Executive Director	Yukihiro TERADA
IDCJ	Senior Researcher	Mimi SHEIKH
IDCJ	Researcher	Mana TAKASUGI
IDCJ	Administrative Staff	Yosuke KAWAGOE
IDCJ	Temporary Staff	Yuki SHIRAKAWA

3rd Committee Meeting (November 6, 2012)

Affiliation	Title	Name
Chairperson	Former Professor at International Christian University	Kazuo TAKAHASHI
Japan NGO Center for International Cooperation (JANIC)	Secretary General	Masashi YAMAGUCHI
JANIC Taskforce for Disaster Response	Coordinator	Asako HAGA
Japan International Cooperation Agency (JICA) East and Central Asia and the Caucasus Department	Director General (Former Director-General of the Secretariat of Japan Disaster Relief Team)	Kae YANAGISAWA
JICA Operation Strategy Department	Senior Advisor to the Director General	Masahiro TAWA
JICA Training Division, Secretariat of Japan Disaster Relief Team	Director	Yoshihisa KASUYA
Japan Platform (JPF)	Co-Chairperson	Toshio ARIMA
JPF	Secretary General	Noriyuki SHIINA
Japan Red Cross Society (JRCS) Public Relations, Planning and Public Relations Office	Deputy Director General	Atsuhiko HATA
JRCS Public Relations, Planning and Public Relations Office	Director	Chisato MATSUNO
< Observers >		
Ministry of Foreign Affairs (MOFA) Diplomatic Record and Information Disclosure Division, Minister's Secretariat	Director	Takashi MANABE
MOFA Management and Coordination Division, Minister's Secretariat	Officer	Tsutomu SHIBATA
Ministry of Finance (MOF) Development Institutions Division, International Bureau	Director	Shigeo SHIMIZU
MOF Development Institutions Division, International Bureau	Section Chief	Yuya GOTO
Reconstruction Agency	Counselor	Yoshio ANDO
Reconstruction Agency	Official	Hideto WATANABE
Miyagi Prefecture Government, Tokyo Office	Staff	Hiroshi YOSHIDA
< Secretariat >		
International Development Center Japan	General Manager	Michio WATANABE
IDCJ	Senior Researcher	Mimi SHEIKH
IDCJ	Researcher	Mana TAKASUGI

IDCJ	Administrative Staff	Yosuke KAWAGOE
IDCJ	Temporary Staff	Yuki SHIRAKAWA

4th Committee Meeting (February 21, 2013)

Affiliation	Title	Name
Chairperson	Former Professor at International Christian University	Kazuo TAKAHASHI
Japan NGO Center for International Cooperation (JANIC)	Secretary General	Masashi YAMAGUCHI
JANIC Taskforce for Disaster Response	Coordinator	Asako HAGA
Japan International Cooperation Agency (JICA) East and Central Asia and the Caucasus Department	Director General (Former Director-General of the Secretariat of Japan Disaster Relief Team)	Kae YANAGISAWA
JICA Operation Strategy Department	Senior Advisor to the Director General	Masahiro TAWA
Japan Platform (JPF)	Co-Chairperson	Toshio ARIMA
JPF	Co-Chairperson	Keiko KIYAMA
Japan Red Cross Society(JRCS) Public Relations, Planning and Public Relations Office	Deputy Director General	Atsuhiko HATA
JRCS Public Relations, Planning and Public Relations Office	Director	Chisato MATSUNO
< Observers >		
Ministry of Finance (MOF) Development Institutions Division, International Bureau	Director	Shigeo SHIMIZU
MOF Development Institutions Division, International Bureau	Section Chief	Yuya GOTO
< Secretariat >		
International Development Center Japan	President	Masaoki TAKEUCHI
IDCJ	Senior Researcher	Mimi SHEIKH
IDCJ	Researcher	Mana TAKASUGI
IDCJ	Administrative Staff	Yuki SHIRAKAWA
IDCJ	Administrative Staff	Yosuke KAWAGOE

* In addition to the above participants, many staff members from JRCS Recovery Task Force and International Department participated.

5th Committee Meeting (June 13, 2013)

Affiliation	Title	Name
Chairperson	Former Professor at International Christian University	Kazuo TAKAHASHI
Japan NGO Center for International Cooperation (JANIC)	Secretary General	Masashi YAMAGUCHI
JANIC Taskforce for Disaster Response	Coordinator	Asako HAGA
Japan International Cooperation Agency (JICA)	Vice President	Hiroto ARAKAWA
JICA Operation Strategy Department	Senior Advisor to the Director General	Masahiro TAWA
Japan Platform (JPF)	Co-Chairperson	Toshio ARIMA
JPF	Secretary General	Noriyuki SHIINA

Japan Red Cross Society(JRCS) Public Relations, Planning and Public Relations Office	Deputy Director General	Atsuhiko HATA
JRCS Public Relations, Planning and Public Relations Office	Director	Chisato MATSUNO
< Observers >		
Ministry of Finance (MOF) Department of Institutions Division, International Bureau	Section Chief	Yuya GOTO
< Secretariat >		
International Development Center Japan (IDCJ)	President	Masaaki TAKEUCHI
IDCJ	Senior Researcher	Mimi SHEIKH
IDCJ	Researcher	Mana TAKASUGI

6th Committee Meeting (January 22, 2014)

Affiliation	Title	Name
Chairperson	Former Professor at International Christian University	Kazuo TAKAHASHI
Japan NGO Center for International Cooperation (JANIC) Taskforce for Disaster Response	Coordinator	Asako HAGA
Japan International Cooperation Agency (JICA) Operation Strategy Department	Senior Advisor to the Director General	Koji YAMADA
Japan Platform (JPF)	Co-Chairperson	Toshio ARIMA
Japan Red Cross Society(JRCS) Public Relations, Planning and Public Relations Office	Deputy Director General	Atsuhiko HATA
JRCS Public Relations, Planning and Public Relations Office	Director	Chisato MATSUNO
< Observers >		
Ministry of Finance Department of Institutions Division, International Bureau	Official	Kazutaka YASUI
Reconstruction Agency	Official	Kotoha ITAKURA
< Secretariat >		
International Development Center Japan	President	Masaaki TAKEUCHI
IDCJ	Senior Researcher	Mimi SHEIKH
IDCJ	Researcher	Mana TAKASUGI

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Appendix 3 List of Organizations Responded to the Questionnaire Survey

1. Peace Boat and Peace Boat Disaster Relief Volunteer Center (PBC)
2. Ashinaga
3. Ajinomoto Co., Inc.
4. International Development Center of Japan
5. Institute for Human Diversity Japan
6. Wesley Foundation
7. Sustainable Planning, Inc.
8. DENTSU Inc.
9. MIZUNO Corporation
10. Foundation for International Development/Relief (FIDR)
11. The Japan Committee for UNICEF
12. The Organization for Industrial, Spiritual and Cultural Advancement-International (OISCA)
13. CARE International Japan (CARE)
14. Plan Japan
15. Shanti Volunteer Association
16. Japan Overseas Christian Medical Cooperative Service (JOCS)
17. Nippon International Cooperation for Community Development (NICCO)
18. Save the Children Japan (SCJ)
19. Fukuoka International Exchange Foundation, International Regional Section
20. Catholic Bishops' Conference of Japan, Caritas Japan
21. IVY
22. ADRA Japan
23. ayus
24. WE21 Japan
25. Caring for Young Refugees
26. Oxfam Japan
27. Institute of Environment Rehabilitation and Conservation (ERECON)
28. Good Neighbors Japan
29. Japan NGO Center for International Cooperation (JANIC)
30. Kokkyo naki Kodomotachi (Knk)
31. Services for the Health in Asian & African Regions (SHARE)
32. JIPPO
33. ShaplaNeer=Citizens' Committee in Japan for Overseas Support
34. GLM Institute (GLMi)
35. Japan Platform (JPF)
36. Citizens' Alliance for Saving the Atmosphere and the Earth (CASA)

37. Child Fund Japan (CFJ)
38. Association for Aid and Relief Japan (AAR)
39. Japan International Volunteer Center (JVC)
40. Japan Demining and Reconstruction Assistance Center (JDRAC)
41. Habitat for Humanity Japan
42. Campaign for the Children of Palestine (CCP)
43. Telecom For Basic Human Needs
44. Peace Winds Japan (PWJ)
45. HOPE worldwide Japan
46. Green Earth Network
47. Medecins Du Monde Japon
48. World Vision Japan (WVJ)
49. Japan International Cooperation Agency (JICA)
50. Friends of Haiti

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