

HYOGO Forum for Advocating Individual Recovery

Report No. 1

1. Basic Concepts

The social and economic rehabilitation of earthquake victims must be grounded in the following basic concepts:

(1) Emphasis on the disaster victims

The reconstruction of the disaster area and the recovery of victims in that area are two sides of the same issue and must be treated as a single, inseparable challenge. Until now, however, while proactive steps toward the reconstruction of the disaster area have been taken under the Phoenix Plan and others, the recovery of victims themselves, for whom there remain many pressing issues, can hardly be said to have been given sufficient attention.

The focus of recovery efforts should always be the victims because it is their fervent efforts toward social and economic recovery and independence that bring life to the region and that serve as the motive force behind the restoration of the disaster area.

Again, it is our strong desire to see all efforts toward recovery focused on contributing to the socioeconomic recovery and restored independence of the victims.

(2) Victims are living in the moment

Some victims remain in their own homes, while others are living in temporary housing, staying with relatives, or relying on the generosity of friends. Regardless of the differences in their living conditions, they are living not in "temporary" situations waiting to return to their previous lifestyles, but are living in the moment, in the here and now, making the most of this precious time, knowing that it can never be relived.

The temporary housing units especially are designed to be emergency facilities until permanent housing becomes available, but for the people living in them, they are not "temporary houses" or "temporary communities." Rather, they have become "second homes," much like the winter homes that some people have; they are the "current residences," the "current communities" of the victims living there.

It is from this viewpoint and on behalf of the victims who are making the most of where they are right now that we ask that serious consideration be given to improvements in the current living environments of earthquake victims.

(3) Mutual understanding and a shared future

Although encouraging words urging us to "press on!" are even now coming in from around the globe, the tone of the feeling and concern behind them has changed quite a bit since the time immediately after the earthquake.

Even within the disaster areas, there has, unfortunately, been an undeniable shift from the sense of total cooperation and helpfulness for overcoming common obstacles that was pervasive immediately following the quake, to an emphasis on the "gaps" and the "differences" between, for example, vic-

tims who sustained major damage and those who sustained only minor damage, and people living in temporary housing versus those living in other types of housing.

We must revive the sympathy and compassion that everyone, both those who were victims and those who were not, shared immediately after the disaster. We must try to understand one another, and recognize once again the importance of moving forward in our struggles together, for these attitudes are the source of our recovery.

(4) Formulate expectations for the future

Having been struck a severe blow both emotionally and materially by the earthquake, many victims still feel extremely uncertain about how they will live tomorrow and are unable to formulate expectations for the direction of their lives into the future.

What is needed most is for victims to establish clear and easy-to-reach goals for their future living situation. The courage and strength they need to meet goals for rebuilding their lives and reclaiming their independence will come more naturally once they have set expectations for themselves about the future. Considering that the largest of victims' concerns is for obtaining housing, victims themselves need to create a specific plan that they can relate to for securing permanent housing.

We would like to see these victims expectations for the future spelled out as soon as possible in a statement by the head of local governments.

(5) National efforts toward recovery

The problems of our aging society and of urban disaster preparedness that were highlighted by this earthquake should serve as warning signs to contemporary society and urban civilization. They cannot be addressed only by a single region, but demand a response at the national level as well.

National efforts must not only focus on recovering from the unprecedented damage in the stricken region and restoring pre-quake conditions, but must place priority on new regional developments that will be useful for handling 21 century phenomena including the aging of the population, internationalization, and the developments of the information age.

We strongly urge the nation to consider legal as well as financial assistance measures for the stricken region.

While we would like to express our deepest appreciation and gratitude to the people around the world who have assisted us so generously, we also ask for their continued understanding for and cooperation with recovery efforts in the region.

2. Urgent Challenges

Given these basic concepts, the following are the most urgent challenges we face.

(1) There is an immediate need to provide residents with concrete plans for constructing permanent housing and to specify the term of occupancy in temporary housing facilities.

1) Since victims are most anxious and concerned about their current and future housing situations, a plan that provides for future permanent housing while taking into account the term of occupancy in temporary housing facilities must be devised immediately.

2) When plans are devised for constructing permanent housing, the construction site, number of units, room plans, rental costs, and availability date should be clearly stated in order to help victims reclaim their independence and make plans for rebuilding their lives.

3) Future public housing construction should take into consideration elderly residents who, satisfied with 1K apartments, are unable pay higher rents than they were paying before the quake (20-30,000 yen/month).

(2) Community centers should be opened and additional facilities should be added to small apartment buildings with fewer than 100 units.

1) Since it is only at community centers that people living in temporary housing facilities can get together and interact, these should be opened as soon as possible (as of 8/27 there were 116 centers planned, and 42 open).

2) In consideration of the strong desires of small apartment building (less than 100 units) residents for additional facilities, steps should be taken to install additional space after examining the rather cramped areas (100 m²) and tent-like structures available at present.

(3) Living environment improvements to temporary housing facilities (e.g., rainwater drainage, directories and site markers) must be undertaken immediately.

1) Since inadequate rainwater drainage systems have already caused the outbreak of moisture-related health problems, insect problems, and foundation corrosion, improvements must most be made before the typhoon season arrives.

2) In addition to installing directories and site markers from nearby stations to the temporary housing communities, measures for improving living standards in temporary housing facilities, such as placing building numbers on both sides of every building (currently they are only on one side), must be taken.

(4) In addition to plans for more extensive professional services for providing emotional assistance to residents, support groups made up of earthquake victims themselves for sharing their concerns and feelings should be started and other community development activities should be undertaken.

1) Emotional support services are extremely complex, and require a solid foundation of trust between the service provider and the service recipient.

Even as adequate provisions for victims' insurance, welfare, medical treatment, and education are being made, expanded emotional support services (e.g., telephone, one-on-one interviews, home visits) must also be offered.

2) Support is needed for community development activities, such as events planned and executed by the residents themselves, in which residents can deepen their relationships through cooperative efforts and can experience joy in their lives.

(5) A system must be implemented for facilitating the communication of accurate, complete, and up-to-date

information from the government, as well as from community and private organizations, to earthquake victims.

1) Poor communication of information from various local governments and other active groups to the people who need it when they need causes anxiety among victims and promotes government distrust. An examination of a system for the efficient gathering, processing, and distribution of information should include studies of the establishment of comprehensive information centers.

2) Community associations are being established in temporary housing communities, and the collection and distribution of information about these temporary housing associations is urgently needed to help bolster the associations themselves and to help them form networks with other groups.

HYOGO Forum for Advocating Individual Recovery

Report No. 2

The socioeconomic recovery of earthquake victims requires an appropriate functional balance between three elements: (1) self support - victims' efforts to reclaim their own independence, (2) communal support - mutual support among victims and community understanding of and cooperation with victims, and (3) public support - public support mechanisms that back up the first two support sources.

Crucial to all of these is the underlying concept of people helping people, for it is such mutual assistance that will drive independent recovery.

In its first report, this Council primarily emphasized public support, but in this second report the Council wants to draw attention to the self support and communal support measures being taken by victims to achieve socioeconomic recovery, as reported in a survey taken among temporary housing residents.

1 Creation of Community Associations

Sample comment: "In Kobe's municipal temporary housing facilities, community associations have been formed as a result of informal discussions among residents during the morning's radio exercises, during walks, or while chatting at the end of the day. These associations engage in a wide variety of activities, from visiting single elderly residents, to holding festivals, arranging concerts, and conducting disaster preparedness drills.

To create a better living environment for its residents, one association made a suggestions box available to

residents. The ideas that are submitted regarding community rules (for parking, trash collection, preparing fires, etc.) are collected and discussed by the entire community."

Problems that cannot be solved by one person alone may be more manageable if everyone works together toward a solution. This allows victims to interact with each other and to heal some of their wounds in the process. One of the most urgent needs in the temporary housing facilities today is the creation of more community associations. Of the 669 temporary housing locations, only 100 have organized community associations.

Associations are often started by offhand discussions among residents and informal talks with others about how to handle certain living problems, that turn into discussions within the wider community as those concerned begin to talk about these issues with other residents. Since this Council wants to support the creation of community associations by cooperating with prefectural, municipal, and volunteer groups, and by helping to distribute information, we hope to see many more residents start up discussions about community associations in their communities.

2 Integrating Regions

Sample comment: "At the temporary housing facilities in Higashi Kakogawa and on Rokko Island, interactions between the temporary housing residents and the surrounding communities have been quite successful. The temporary housing residents are invited to community events, such as the Obon dances, Tanabata festivals, respect-for-the-elderly associations, and athletic meets, while the residents of the surrounding communities and of other temporary housing communities are invited to luncheons and outdoor markets at the local temporary housing facilities. These interactions help foster mutual understanding and

cooperative efforts between these communities."

Antipathy towards temporary housing residents and bullying of the children of these facilities have also unfortunately been reported.

Residents of both the temporary housing facilities and of the surrounding local communities all shared in the experience of the earthquake, and because of it they have ended up living in the same area. It is extremely important that the residents of these two communities work together to achieve mutual understanding and to build cooperative relationships so that an enjoyable living environment can be maintained for all.

3 Participation in Events

Sample comment: "The opening of the community center at this temporary housing facility has resulted in the initiation of a variety of events: karaoke, folk singing, dances, games of go (Japanese checkers), crafts and other hobby group gatherings, respect-for-the-elderly associations, health consultations, and others. The unique produce market held regularly for purchasing produce directly at cost is one of the many events held there in which many residents participate and which contribute to deeper relationships and help people live more enjoyable lives together."

Many victims sustained both material and emotional damages in the earthquake, and what the shut-in victims need most is to get out of their houses, interact with others, and to participate in and learn to enjoy various activities. For this to happen it is important for fellow victims to check in on and watch out for one another.

The construction of more community centers is planned for the future, and we hope that people will become

involved in the managing organizations of these centers, so that all residents will feel comfortable participating in events there, and so a wide variety of events will be held for deepening relationships and interactions within the community. It is, after all, these relationships that cultivate the joy for today and hope for tomorrow that drive socioeconomic recovery.

4 Staying Healthy

Sample comment: "One elderly person's morning begins with a walk and some chitchatting with some close friends. Many others never begin a day without radio exercises. Others still take time each day to tend to flowers they have planted in a corner of the housing complex. Recently, many people have begun watching out for their own health. They talk with public health nurses that make rounds in the community, find a personal doctor in the neighborhood, and make regular visits to the health clinic."

Many still feel the effects of the earthquake in their minds and bodies, and are apprehensive about their health.

To stay healthy, it is important to establish a health regimen, choosing a time every day to go for a walk or get some kind of exercise. In addition to having people pay regular attention to their own health and create a health regimen for themselves, we would like to see people talk about these issues with others, and enjoy themselves even as they encourage one another. It is also important that people take advantage of the opportunities provided by local health clinics for consultations, examinations, and health education, and that they go talk to a physician when necessary, rather than worrying all alone about a health issue. They should also find a personal doctor who they can visit for minor problems, and who can make a house call should a major problem arise.

5 Do What You Can

Sample comment: "In one area in Amagasaki, a local community association, temporary housing residents, and some volunteers have pulled together to establish a People's Association for Socioeconomic Recovery.

'We think about what we, the residents, can do to help improve our own community, and then we work together to do those things.' With this as its purpose, the Association has initiated many new events to help earthquake victims reclaim their independence. It opened a social consultation service run by earthquake victims themselves, encourages visits and interactions among temporary housing residents, cares for the elderly and the handicapped, organizes community clean-up events, and publishes the People's Association Newsletter."

These are all activities that were started by earthquake victims who, with a view toward their own future and that of the community, asked themselves, "What can we do now? What has to be done?"

Recognizing that the assistance provided by the government is limited, these earthquake victims know that they must start by doing whatever they can to rebuild their own lives, and they are taking action. We hope that such courageous efforts will start taking place among earthquake victims everywhere.

HYOGO Forum for Advocating Individual Recovery

Report No. 3

1. Promoting the Establishment of Community Associations

There is an urgent need to establish community associations to promote personal independence and mutual interaction among temporary housing residents and to carry out improvements to the living environments at temporary housing facilities.

Establishing community associations does not just mean forming new associations, but may mean joining existing associations in the surrounding neighborhoods.

As explained in Report No. Two, the Earthquake Victims' Recovery Assistance Council wants to actively assist in the creation of these associations, and has thus implemented the activities described below.

We would like to encourage as many people as possible, including the temporary housing residents and others concerned, to participate in and support these events.

(1) Forums for the Establishment of Community Associations at Temporary Housing Facilities

These forums are being held to take a look at community associations that have already been formed so as to examine and discuss the problems and solutions involved in the creation of an association.

a) Participants

- a leader or organizer of the effort to create a community association
- volunteer organizations supporting these efforts
- temporary housing residents
- representatives of the relevant prefectural/municipal governments
- members of the Earthquake Victims' Recovery Assistance Council

b) Forum dates

The first meeting will be held in early November 1995, and after that as necessary.

(2) Practical applications of forum results

- a) Compilation and distribution of the community association development experiences of other communities
- b) Enlistment of people interested in supporting the association
- c) Establishment of a time and place at which the community association members can meet

2. Issues Facing Temporary Housing Facilities

(1) Creating a livable atmosphere at temporary housing facilities

As people find themselves living in temporary housing for longer periods, they are asking that small touches (such as benches, swings, sand boxes, potted flowers, and planted trees) be added for creating a more livable atmosphere.

There are also offers coming from volunteer organizations like the Lions Club and Rotary Club as well as from volunteers who want to be of some service to earthquake victims.

Since government assistance is limited, it is naturally hoped that temporary housing living improvements will be made possible by the good will of prefectural residents, but a system must be established to match the offers of help to the needs of the victims.

(2) Creating opportunities for health consultations

To combat the problem of people dying alone in their homes, efforts are being made to care for shut-ins, and to emphasize the importance of regular and ongoing health management and medical check-ups for maintaining physical and mental health.

Many physicians and health care professionals from medical, nursing, and nutritionists associations have offered to voluntarily provide health consultations and medical check-ups to temporary housing residents.

It is important to create a system for matching temporary housing community associations that desire such services, with the various organizations of health care professionals that can meet their particular needs.

Efforts must be made to expand opportunities for obtaining health care services in temporary housing facilities that have benefited from the generosity and manpower being offered by these private health care organizations.

(3) Extend period for medical cost exemptions

The partial exemption of medical costs for earthquake victims insured under the National Health Insurance plan extend through December of this year, but many are urging the government to extend the period of exemption. Doctors are among those urging an extension because they fear that many chronically ill or elderly patients will discontinue needed medical treatment if required to cover all of their medical costs.

Since health maintenance and improvement is necessary for victims to achieve socioeconomic independence, we also would like to see the exemption period extended.

(4) Fire prevention system for temporary housing units

Since the temporary housing units are wooden structures and built very closely together, the outbreak of even a small fire could end up causing extensive damage.

With winter approaching, the prefectural and municipal governments need to create a complete fire prevention system, from installing fire extinguishers and preparing water for extinguishing fires, to preparing roads for emergency vehicles, establishing evacuation routes, and increasing awareness of fire prevention techniques.

Since residents will be using kerosene stoves and other heating devices more often during winter, they also need to be careful and make themselves more aware of fire prevention techniques.

3. Temporary Housing Residents Outside Hyogo Prefecture

Earthquake victims living in temporary housing facilities outside of Hyogo Prefecture (there are 1,070 units in Osaka Prefecture) left the prefecture in response to the prefecture's first emergency housing plan immediately after the earthquake. They have been more restricted and inconvenienced, and have undergone greater hardships than their counterparts within the prefecture, and we fear that due to inadequate information dissemination, they are being left out of the recovery that is occurring in the hardest hit areas.

Given this situation, the residents of temporary housing units outside the prefecture require even more assistance than those living within the prefecture.

(1) Government services

We are deeply grateful for the various services that Osaka Prefecture, the concerned municipal governments, and the prefectural residents have offered temporary housing residents.

We would like to have each of the affected cities in Hyogo Prefecture establish close communication arrangements with Osaka Prefecture and with other affected cities, and to implement adequate government services. We would also like to see the civil employees of Hyogo Prefecture and the City of Kobe help allay earthquake victims' fears through such efforts as making occasional visits to temporary housing residents outside the prefecture.

(2) Information distribution

The greatest concern of temporary housing residents outside the prefecture is obtaining information, especially information related to housing.

Publications from the affected cities are mailed directly to earthquake victims that request them, and victims are receiving some information from Osaka Prefecture and other cities, but there is a lack of information regarding the earthquake stricken areas from the mass media and other non-governmental resources.

We must devise comprehensive information distribution strategies, such as systematizing the process for mailing information directly to people who request it and compiling government information for distribution to temporary housing community associations. At the same time, the installation of toll free information lines to

earthquake consultation service offices specifically for victims living outside the prefecture should be investigated.

(3) Community centers

At the temporary housing facilities in Osaka Prefecture (58-334 unit complexes in 6 locations) the Osaka prefectural government is installing meeting facilities in two locations rather than having Hyogo Prefecture does not provide community centers. There are no community center management costs for these facilities in Osaka prefecture, making them different from the centers installed within the Hyogo prefecture.

Although the centers are located in a different prefecture, the installation and management costs of the community centers must be handled in the same manner as those for locations within the prefecture, so a body to organize and run these facilities must be determined immediately.

HYOGO Forum for Advocating Individual Recovery

Report No. 4

1. Staying Patient after 10 Months - Slow, Steady Progress is Crucial

Ten months have passed since the earthquake. The diligent around-the-clock efforts of earthquake victims, volunteers, and the government have resulted in a shift from the confusion that reigned in the immediate aftermath of the disaster to a sense of relative stability.

Although many challenges remain and our recovery is only just getting underway, emergency efforts to help victims have made some progress, volunteer activities have had a stabilizing effect across the region, and many government measures and policies for helping earthquake victims have been implemented. Together these show that progress is being made. In addition, the creation of prefectural and municipal restoration plans has made our future outlook brighter. We have, in other words, moved out of the state of confusion and shock that pervaded immediately after the quake, to a state of stability and calm.

However, this stability and calm does not at all mean that the victims, volunteers, and government bodies can let up on their efforts. Just as they did in the quake's immediate aftermath, they are still working for something better, still knowing that there are things that need to be done now, and it may be that they have to experience this sense of powerless and impatience before they can regain their stability and calmness.

It is also about time for the stress and fatigue that has built up in everyone over the past 10 months will be reaching their peaks, making it extremely important for people to take care of themselves both physically and

mentally. The process of victim rehabilitation and reconstruction is a long-term effort, and now is the time to rest for a moment, take a deep breath, and regain our composure before moving forward again.

Over these past 10 months, we have been working at full speed to achieve socioeconomic rehabilitation as well as urban reconstruction and recovery, but to persevere over the long term, we have to slow down from our supercharged speeds to a more normal pace, and look toward the goals we want to accomplish by the first anniversary of the disaster. A pace of slow, steady progress is absolutely essential for the situation we are facing.

2. Approaching the New Year

(1) Show compassion and encouragement

It goes without saying that the sympathy and encouragement shown to earthquake victims in the immediate aftermath of the quake were of great help to them, and now as the new year approaches, we would like to show an even greater degree of compassion to those victims who are experiencing exceptional hardship.

We have heard exciting reports of volunteers arranging a Caring Postal Service program for delivering temporary housing residents postcards with messages of encouragement and of volunteers from T Town in the Tajima region planning a rice cake and shimenawa making event. There are many other events planned by volunteers for encouraging the earthquake victims as well. Festive, enjoyable events like making rice cakes, shimenawa, and new year's soba, as well as Christmas parties and flea mar-

kets are sure to cheer up those who participate

We would like to see these suggestions implemented through local social welfare associations and volunteer groups in the earthquake stricken region, and we also would like this Council to be involved by way of the temporary housing community associations or community centers. We ask for your continued support in this.

(2) Hopes for securing housing

Considering that the greatest concern of earthquake victims is their housing situation, we would like to offer a message from the head of local governments on Prospects for Housing Procurement now and into the future so as to encourage earthquake victims during this new year's season.

In consideration of victims' efforts to rebuild their lives and to start thinking about their futures, a permanent housing construction plan should be created that includes such basic information as expected move-in period, construction location, and construction regulations.

Plans should also clarify what will happen to those who, despite all efforts, do not obtain permanent housing by the time the term of occupancy in temporary housing facilities has expired.

(3) Fire and crime prevention

As the year end approaches, an increasing number of earthquake victims are being cheated through business scams and theft, and as temperatures drop, the fire danger in temporary housing units is increasing. While we expect the police and fire departments to be fully prepared to handle these problems, it is also necessary for earthquake victims themselves to make

efforts to protect themselves against fire and crime. Community organizations also need to hold disaster drills and to organize security and safety patrols.

- To prevent crime, be especially aware of unknown home salespersons. If approached by someone suspicious, adamantly refuse their offers, and call the business scam hotline number 110 (078-371-9110). Protect yourself by letting your neighbors know when you leave your home, and if threatened by a group of people, do not confront them alone. Call this toll-free number immediately for assistance: 0120-21-8930. If you see anything out of the ordinary, be sure to inform the nearest police box or police station.

- To prevent fires, make sure to provide adequate ventilation for and completely extinguish kerosene stoves, and be careful when disposing of cigarette butts and frayed wires (these issues were discussed in Report No. Three as well). Also, be sure to participate in fire drills conducted by the fire department or other local organizations.

3. Developing Our Community

Community development associations are being formed for residents to discuss their concerns and ideas regarding land readjustment projects and downtown redeveloped in areas where such projects are being conducted, but in other regions, community development efforts originating out of discussions among residents is sorely lacking.

For community development to proceed, residents of the community must take the initiative to communicate with one another their ideas and desires.

- Such effort would require securing a meeting place, professional advice,

and other assistance including information on community development. Since there are limits to what residents can do in terms of securing a location, we hope to ask the government to support us by letting us use public facilities like public halls, local council halls, or by installing "kontenahausu (container using for house)" a meeting hall.

- Once discussions begin among the residents, organizations such as the Hyogo Urban Development Center and the Kobe Housing and Urbanization Personnel Center are available for providing professional advice and information, and for helping the group determine what its next step should be.

There are also private funds (e.g., the Hanshin-Awaji Renaissance Fund) available for privately managed activities.

We hope that earthquake victims will act quickly to take advantage of the available resources for starting up discussions on the issue of community development.

4. Health Watch for Winter

Specialists suggest that in the tenth month after a major disaster, people reach a peak of emotional and physical fatigue, and it is at this time that problems in their living environment and feelings of uncertainty about the future really begin to take a large toll on their health.

Now that 10 months have passed, and winter is approaching, adequate measures for earthquake victim health management are crucial.

As a follow-up to its Forum for the Establishment of Community Associations, the Earthquake Victims'

Recovery Assistance Council is going to hold a Forum on Health Management Policies for Winter.

We would like to encourage as many people as possible, including earthquake victims and others concerned, to participate in and support these events.

(1) The 2nd Forum of the Earthquake Victims' Recovery Assistance Council - Forum on Health Management Policies for Winter

The forum will include presentations by professionals and discussions among earthquake victims on health measures for the elderly during winter. Topics for discussion will include the increasing problem of alcohol dependency and care for the middle-aged.

1) Participants

- earthquake victims
- medical professionals (doctors, nurses, representatives of Alcoholics Anonymous, etc.)
- representatives of temporary housing community associations
- volunteer groups
- prefectural and municipal representatives in charge of insurance and welfare
- members of the Earthquake Victims' Recovery Assistance Council

2) Forum date and location

Date: December 16, 1995, 10:30 a.m. - 4:00 p.m.

Location: Hyogo Prefecture Ishi Kaikan

(2) Practical applications of forum results

Results of the forum will be distributed to earthquake victims through a reconstruction newsletter.

HYOGO Forum for Advocating Individual Recovery

Report No. 5

Now that one year has passed since the earthquake, an overall sense of stability and calm have been regained, but while some earthquake victims have been able to get back on their feet by themselves and others are on their way to doing so, there are still others who feel uncertain about their lives today and about how they will live tomorrow, and many who have no idea of what will become of them in the future. With such differences emerging among victims, their situations are becoming more diverse and more individualized.

To manage such a situation, it is necessary to end the measures implemented immediately after the disaster that treated earthquake victims as a single group, and devise drastic and flexible measures that meet the diverse and individual needs that have arisen.

It is extremely important to recognize that the ability of these struggling earthquake victims to create and hold onto hopes for their future and to take steps toward achieving socioeconomic recovery is of the utmost importance to the recovery of the region as a whole.

1. Breaking Down Barriers

As the situations of earthquake victims become more diversified, the largest problem we face is the large number of victims who, unable to see an end to their plight, end up shutting themselves off from the world

outside. The reasons they do this vary widely, but the single greatest cause for such behavior is their lack of a "home," a place from which they can start rebuilding their lives. The prefectural and municipal governments have established a permanent housing construction plan and have set a fixed limit on the term of occupancy in temporary housing, but these distressed victims do not fully understand how this affects them.

This earthquake was the first major urban disaster to have been experienced by our nation's aging society, and the nation must consider ways that it can assist these elderly victims at the national level. If the nation does not investigate some serious policies, victims will feel that in times of crisis their country's legal system does not provide disaster relief or emergency recovery measures, and that "reconstruction efforts" that aim for the socioeconomic rehabilitation of earthquake victims and the reconstruction of the city have no place in the nation's legal system.

Just as the Disaster Relief Law was established following the Nankai Earthquake in 1946 and The Disaster Measures Basic Law was established after the Ise Bay Typhoon in 1959, the important lessons learned in the Great Hanshin-Awaji Earthquake should be used as a basis for establishing a new legal structure for achieving disaster recovery. To break down the barriers around distressed victims, it is necessary to consider drastic measures based on new concepts that move beyond the existing legal framework, and to institute these legal changes.

Even as those in the stricken areas continue to give their utmost to the recovery effort, we would like to strongly urge the government to provide public security in the event of a natural disaster. We need to examine the possibility of instituting a worker's accident insurance or creating an earthquake insurance system as proposed by Hyogo Prefecture. We need to quickly find ways to secure inexpensive public housing that pensioners can afford, to intensify temporary housing and extend the terms of occupancy in

those units, and to promote the construction of new cooperative housing complexes.

2. Assisting Those Engaged in Recovery

Over the past year, our efforts have naturally concentrated on emergency measures for those earthquake victims who sustained the greatest damage in the quake. While these must certainly continue, we must also support the majority of victims in the region who have been quietly laboring on their own and forming the social and economic foundation upon which the city is rebuilding. We must form a social circle of support and must not forget to help those engaged in recovery, the many who have been the driving force behind reconstruction efforts thus far.

It is precisely these leaders' deep understanding of and sympathy for the stricken areas, together with their diligent efforts that will drive Hyogo's rebirth.

It is thus necessary to provide these people with regular and accurate information on the state of recovery and the issues arising from it, to either revise or at least flexibly apply various regulations for the sake of recovery efforts, and to provide even more assistance to the primarily private efforts that are really making recovery happen.

Specifically, those responsible for reconstruction, beginning with the governor and the mayors of the affected cities and towns, should regularly address the public in person to describe the state of recovery, issues being faced, and the outlook for the future. Also, since reconstruction is top priority, the possibility of revising or flexibly enforcing regulations like the building-to-land ratio and the capacity rates allowed under the Building

Standard Law should be examined. Measures should be implemented for securing meeting space for residents to discuss community developments in undeveloped areas, a service base should be provided to support the ongoing activities of volunteers, and cultural activities should be supported through measures like providing theaters for public recitations (a growing trend in the stricken area), holding street fairs, assisting publishing activities, and creating an earthquake memorial video.

3. Promoting Recovery Through Resident Participation

The knowledge and strength of residents is needed now more than ever to promote socioeconomic rehabilitation measures for victims, as well as to advance a mid-term reconstruction plan. Upcoming efforts will absolutely require that the government and the people work in unison.

Since cooperation between the government and the people is so important, the government will include residents in its deliberations on various policies, inviting them to participate in the whole process from the policy drafting stage to the implementation stage.

As much as possible, earthquake victims and others involved in assistance will be asked to participate on working to decide what to ask and how to conduct surveys for understanding the needs of earthquake victims. Their assistance will also be requested when studying plans for intensifying temporary housing and devising ways to smoothly transition people into permanent housing, and when devising a comprehensive reconstruction program. Their ideas will be acted upon when possible, and when assistance policies using reconstruction funds are drafted and implemented, efforts will be made to obtain the opinions of those who will be receiving the assistance so that their desires can be reflected in the final outcome.

Systems that dynamically link personnel, information, and know-how from the private sector with the functions of the government produce exceptional results. Examples of such systems are the ??Private Housing Occupants' Assistance Association?? formed as a cooperative effort between the government and the private sector to provide housing information and consulting services to earthquake victims, and the ??Akashi Temporary Housing Care Network Promotion Committee formed as a cooperative effort between the government, private groups, and volunteers to care for people. We hope that more of these kinds of cooperative efforts are begun in many areas in the future.

4. Aligning the Goals of Prefectural Residents

The various problems already discussed are not the kind that can be solved by any one region, or any one local government; they must be dealt with on a national level, from the viewpoint of the society as a whole.

Since the central government today does not really fully understand the reconstruction effort, now is the time for prefectural residents to muster up their passion and energy, to make an appeal to people inside and outside of the prefecture for national understanding and cooperation for the recovery effort based on considerations of the conditions and problems facing the earthquake stricken area.

Until now, each group and organization has made their own appeals, but some kind of action group for gathering a consensus of opinion on reconstruction among prefectural residents must be organized to speak out more effectively on behalf of the whole region.

We hope that these efforts will be started quickly so as to further hasten the

socioeconomic rehabilitation of distressed victims.

5. Course of Victim Assistance Activities

Victims' needs in terms of achieving socioeconomic recovery have become more diverse, more individualized, and are constantly changing. Thus, while promoting integration among victim assistance activities, it is necessary for people involved in helping the victims to exchange opinions from their various perspectives, search for ways to carry out victim assistance while looking at mid-term expectations, and look for opportunities and locations for facilitating more effective action. This also requires that the people, information, and monetary resources for supporting long-term recovery be matched up to particular needs in the earthquake stricken areas.

The Earthquake Victims' Recovery Assistance Council is planning to organize a regularly scheduled Victim Assistance Activities Meeting to help meet these needs. Volunteer groups and others who are interested are invited to attend and participate in these meetings.

HYOGO Forum for Advocating Individual Recovery

Report No. 6

1. Basic Consideration for Housing Reconstruction

(1) Assistance with housing reconstruction

More than just a shelter for keeping out the rain, home is the place where people, no matter what their circumstances, can lay down the burdens of today and rejuvenate themselves for action tomorrow. People's daily efforts are what make up societies and cities, and are the basis by which they live. If a city is destroyed, all that is left when the rubble is cleared away is emptiness. No people, no energy. That city's vigor as a society is lost.

A home is a basic necessity for human living and it would be no exaggeration to call it the wellspring of social vitality. Victims who lost their homes moved to temporary homes, including temporary housing facilities, and though this intensified the degree of their mental and physical burden, it was bearable because they saw it as "only temporary." Now, however, almost a year and a half after the earthquake, there are many victims who in spite of the diligent efforts of the earthquake victims and others, are still unable to see the end of their plight and have no hope for the future. In many cases, the continuation of this lifestyle, combined with uncertainty about the future and other stress, has had an effect on people's health. For these victims, moving to a new home as soon as possible is easily their most pressing desire, and it is our responsibility as a society to do everything in our power to help them do this.

The principle of self responsibility that underscores the system of private ownership suggests that there are limits to the assistance that should be made available for helping victims who lost their homes, but while a home is a private asset, it is also an important element of a city, and should be considered in part a social asset.

Since violating the principle of self responsibility can have an enormous social impact, it goes without saying that this is an issue that must be handled as a whole society. Several tens of thousands of people lost the foundation of their lives, and when considering how difficult it will be for all of them to rebuild, it is easy to see that this is not an endeavor that can be handled individually, but one that requires society to develop new means of providing support.

(2) Independence and assistance

Although earthquake victims' own efforts are central to their socioeconomic rehabilitation, requiring people who cannot rebuild without some assistance to be independent will only make them feel isolated. Likewise, giving unnecessary assistance to victims who ask for it even though they have the strength to be independent is not social justice. Granting extra assistance to victims who can stand on their own will rather be a hindrance to them actually doing so. A balance must be reached between victims' own efforts to attain independence and assistance for supporting those efforts.

There are many difference between earthquake victims in terms of socioeconomic recovery, and now, as their situations are becoming increasingly diverse, it is extremely important to consider detailed assistance policies for meeting the individual needs of earthquake victims.

(3) Promoting individual housing reconstruction

In the region all around Kobe, the ratio of owners to renters before the earthquake was about 50:50, and of the renters, about 60% lived in private rental housing. Since owners and renters in private rental housing made up about 80% of the total, clearly the reconstruction of their homes would contribute greatly to earthquake victim housing procurement.

Among those who want to rebuild, there are many who cannot either because they are elderly and unable to obtain financing, or are faced with various restriction under the Building Standard Law, or are unable to reach agreements with others in the community on land readjustment issues. The construction of small private rental units is being hindered by an insufficient aid system for financing and other issues.

Housing reconstruction requires significant amounts of construction capital aid (e.g., creation of a housing reconstruction system for the elderly, joint construction of housing on small and irregular shaped parcels of land, expanded aid for promoting joint construction, expansion of assistance for small private rental housing units), as well as revisions to or the flexible enforcement of regulations pertaining to housing construction for the sake of achieving recovery.

In recent discussions residents have been agreeing to build housing jointly or to use their own knowledge and strength to cooperate and build a jointly owned apartment building rather than hiring a developer. We want to urge all residents involved to work together and accept compromises so that reconstruction can be completed as quickly as possible.

(4) New place, new neighbors, new life

In a survey of temporary housing residents conducted by the prefecture, the most common reason people gave

for choosing the site of their future home was "because I lived there before the earthquake" (53.7%).

Undoubtedly people feel affinity for their original homes because they had established themselves and built friendships there, had memories and landmarks of their lives there, and feel nostalgic about the sights and sounds with which they had become familiar. Because of these feelings, we would like to for people to be able to move back to the sites of their original homes, but realistically, there are several limitations that make this difficult in many cases.

The acceptance of a new place, new neighbors, and a new life is just one element of the new lifestyle that was brought about by the earthquake. We hope that all of the earthquake victims will adopt a new attitude and try to carve out a new vision for their lives.

Land readjustment projects within the prefecture and affected cities should aim to create attractive areas where earthquake victims will want to live (with full amenities, like health clinics, medical treatment and welfare facilities, daily conveniences, and an attractive urban environment with ample greenery).

2. Current Challenges

(1) Hopes for a comprehensive program for housing reconstruction

According to a survey of temporary housing residents conducted by Hyogo Prefecture, many temporary housing households are elderly or low-income. Because of this, the prefecture is researching a comprehensive program for housing reconstruction.

At meetings of the Earthquake Victims' Recovery Assistance Council, time and time again we have heard that victims do not have future plans for obtaining housing, their greatest source of concern and an absolute necessity for their socioeconomic rehabilitation. Any program must outline housing details from the construction site and number of units of public rental housing, such as emergency public housing, to the housing layout, rent reduction measures, and conditions of occupancy. Since the departure of more and more people from temporary housing facilities is creating a sense of impatience in those who remain, this program needs to be implemented as soon as possible.

However, there is concern over whether this program reflects the needs of victims not living in temporary housing facilities as it does the needs of those who have been temporary housing residents all along. While the development of a comprehensive program for housing reconstruction raises the hopes of disaster victims, it may also generate some uncertainty for them. This must be considered as this program is developed.

(2) Follow-up with victims once the program is implemented - Individual advice for victims

Once this program is implemented, individual victims must create a specific future plan that includes details like what kind of housing they want, when they want to move, and how they will pay the rent, so as to prevent their feelings of uncertainty and powerlessness from deepening. Though it is essential for victims to carve out their own future plans, there are many people who do not understand how this program will affect their own socioeconomic rehabilitation. As already stated, a system is needed that does not treat victims as a unified whole, but that can meet their individual needs and offer personal advice.

Since simply starting up an information services office will not really meet the needs of the elderly and others who have limited access to information who would need such a service, home visit programs and other ways of providing complete and accurate advice must be devised.

(3) Reorganization of temporary housing

It goes without saying that temporary housing residents want to transition to permanent housing as quickly as possible, but in the meantime, until a specific plan is devised for supplying housing, the increasing number of vacant temporary units resulting from increasing resident departures, is having an effect on cooperative buying and food services, community maintenance, and care for the elderly. Vacancies are also causing problems in terms of crime and fire prevention, thus impacting the overall living environment. Also, since local residents want the school grounds, parks, and stadium areas in which temporary housing units have been installed to be reverted to their normal functions, the issue of reorganizing temporary housing facilities cannot be avoided.

Since problems are already occurring at temporary housing facilities where reorganization is being conducted, these issues must be faced immediately.

The Earthquake Victims' Recovery Assistance Council would like to see particular attention given to the situations of the earthquake victims when reorganization is being conducted. Specifically, we want the following to happen:

1) Include residents in the process

As stated in the last report, "Since cooperation between the government and the people is so important, the government will include residents in its deliberations on various policies, inviting them to participate in the whole process from the policy drafting stage to the implementation stage."

Efforts to reorganize temporary housing facilities must include a plan for providing permanent housing as well as a plan for eliminating the temporary units, and temporary housing residents need to be included in determining how to carry out the reorganization.

2) Look out for the elderly

For the elderly, changes in their living environments and human relationships can be quite traumatic both mentally and physically. Reorganization efforts must be done carefully so as to move elderly people together with their peers with whom they have become friends and formed social groups.

3) Provide options

Since reorganization will have a considerable impact on the lives of temporary housing residents, residents should be informed of the overall reorganization plan and should be given choices of where they would like to move.

4) Cover moving costs

Since reorganization of temporary housing facilities is a publicly managed process, moving costs associated with this process should be covered not by the victims, but by public funds.

5) Minimize movement

Since temporary housing residents have already been forced from their homes to evacuation shelters, and from evacuation shelters to temporary housing facilities, moving them to new facilities that still are not permanent should be kept to a minimum. The elderly and handicapped should especially be taken care of in this regard.

6) Use of empty temporary housing units

There may also be some earthquake victims who for various reasons want to move to new temporary housing facilities or others who want to enter a temporary housing unit. There are also some who want to use the

empty units as rest centers for the elderly. We should be flexible and try to grant these requests when reorganizing the facilities.

HYOGO Forum for Advocating Individual Recovery

Report No. 7

In August 1995, six months after the earthquake, the first report of the Earthquake Victims' Recovery Assistance Council discussed the basic concepts underlying the socioeconomic rehabilitation of earthquake victims. In this report we would like to suggest the underlying concepts of socioeconomic recovery now that conditions have changed and we are well into the reconstruction process.

1. Emphasis on the victims

The first report stated, "It is our strong desire to see all efforts toward recovery focused on contributing to the socioeconomic recovery and restored independence of the victims."

In the year and eight months since the quake, the long-continuing assistance efforts of the government, volunteers, and other organizations have been remarkable, and have clearly have made a significant contribution to the socioeconomic recovery of the earthquake victims. Still, in promoting these efforts, have we adequately emphasized the role of victims as the "doers" of recovery, who must continuously increase their efforts to achieve socioeconomic rehabilitation, rather than as the mere "recipients" of aid? Questions about this distinction remain.

Although it is not often communicated by the mass-media, there are many instances of earthquake victims planning events on their own in order to regain control of their lives without accepting the assistance of any volunteers. We must respect their efforts to fend for themselves and ask

that the government as well as others who provide assistance and those involved in the mass media give attention to their activities. The government and regional organizations must not forget to follow up on people who have worked toward their own recovery under the reconstruction plan that has been in place until now.

Today we want the government and volunteers to reward the inner drive of victims who have acted as the "doers" of their own recovery, and ask that priority be given to creating an environment in which these victims can channel their energies.

2. Victims are living in the moment

The first report stated, "on behalf of the victims who are making the most of where they are right now that we ask that serious consideration be given to improvements in the current living environments of earthquake victims."

Living in the moment, in the here and now, making the most of this precious time and knowing that it can never be relived is a desire that is shared by all earthquake victims.

Over the past year, various assistance measures have been discussed for the temporary housing facilities, such as the installation of community centers and medical clinics, environmental improvements, home consultation services, and the dispatch of Living Support Advisors to local facilities, but it has become clear that the needs of temporary housing residents do not reflect the needs of all earthquake victims. The measures that have been implemented up until now may have overemphasized the socioeconomic rehabilitation of temporary housing residents within the prefecture. There are some who had no choice but to leave the prefecture, and others who

have been struggling toward recovery on their own.

3. Mutual understanding and a shared future

Within the past year and eight months, differences have arisen in the climates of the earthquake stricken areas and of other areas, and the gap between people who have achieved full recovery and those who have not yet reached their socioeconomic goals is widening. As long as reconstruction is progressing, we have tended to avoid these issues.

It has recently come to our attention that there has been a decrease in morale within the earthquake stricken areas where people have become more and more interested only in their own recovery without thinking about anyone else. Compromise is decreasing, while vandalism, littering, and inconsiderate parking are happening more frequently. What kind of picture does this give to people who visit the area from outside? A disaster may cause disorder, but it does not give society an excuse to be disorderly.

The earthquake caused many losses, but we must not allow it to rob the region of its dignity.

To reiterate, "We must revive the sympathy and compassion that everyone, both those who were victims and those who were not, shared immediately after the disaster. We must try to understand one another, and recognize once again the importance of moving forward in our struggles together, for these attitudes are the source of our recovery."

4. Formulate expectations for the future

We suggested that, "The courage and strength [earthquake victims] need to meet goals for rebuilding their lives and reclaiming their independence will come more naturally once they have set expectations for themselves about the future."

A comprehensive program for housing reconstruction has been devised for dealing with the most pressing concern facing victims: housing. This will not entirely solve the problem, but it is valuable insofar as it meets the need for low income housing and for housing in general.

Still, for victims to utilize this program and create a plan for their future, a system is needed for flexibly applying the program to each applicant's situation and for standing in the applicant's position and working together with them to determine what is available for each of them.

Now that the program is being implemented, people living in temporary housing must realize that the time has come for them to start thinking about what they want to do once they leave their temporary situations.

In addition, socioeconomic reconstruction requires a secure income and a secure living. First, positive aid measures are necessary for struggling local businesses that are still employing people in the earthquake stricken region. Support is especially needed for strengthening small and medium sized businesses. However, socioeconomic reconstruction cannot be accomplished if the victims themselves do not work for it. In that sense, there is a need to value and lend assistance to the activities of people who are promoting reconstructive community development through community development associations that remain in the stricken area.

When studying aid measures, we hope that the assistance measures current-

ly available do not limit our view of what may be possible in terms of granting aid, that we realize the individual differences that exist between earthquake victims, and that these measures will be understood by the victims as ways to help them build an outlook for their future.

5. National efforts toward recovery

Until now we have been strongly urging the national government to adopt positive aid policies, including legal and financial aid, for the devastated areas. Recognizing that this earthquake was of unprecedented scale and damage than any in the past, the government, while sticking to a principle of refusing to provide aid to individuals, has undertaken as many aid measures as possible. We urge the government to continue to view this earthquake disaster not as a local problem of Hyogo Prefecture, but as a national problem that greatly affected the overall social development and prosperity of the nation.

The stricken region will play a large role in nationwide efforts toward reconstruction. Lamenting the differences in climate between the stricken region and other regions, and becoming angered by people's lack of concern will do nothing to solve the problems. The earthquake victims themselves are very proud and are walking the long road to recovery silently. Many feel sympathy for them as they set out firmly for the direction in which they must travel.

The devastated region must become more outspoken. Having entered a period of heightened earthquake activity, Japan will likely experience many more earthquakes over the next 50 years. To lessen ever so slightly the hardships faced by people in the Hanshin-Awaji area, we must tell others about the earthquake drills conducted over the past year and eight months since the quake. We must provide an example of strong

community development after an earthquake. This is the best way we can repay all of the assistance that was provided immediately after the quake.

6. Promoting Reconstruction Through Partnerships

After the earthquake, the governments and people in the stricken area became frantic in their recovery efforts.

What the government could and could not do became clear, as did the fact that there were limits to what the government could do in terms of furthering earthquake recovery. The earthquake was not just used to ask the government for assistance, but there were many cases in which, for example, the government was asked to enter into a partnership, through discussions regarding community development and the reconstruction of apartment buildings, where the residents themselves would strive for recovery under their own strength. It is precisely such efforts that give us reason to expect a social rebirth built on relationships between independent citizens who expect much of themselves and who mutually respect one another.

Now that almost two years have passed since the earthquake, the number of aspects in which the devastated area has been restored to its pre-earthquake conditions is increasing steadily. A "Yorashimubeshi, Shirushimubekarazu " style government cannot achieve reconstruction. A citizenry invested with full authority cannot achieve reconstruction. Reconstruction demands that independent individuals join with one another, and then with the government to manage the local community. This relationship between the government and the people may often be discussed in theory, but insofar as the reconstruction of the devastated region would become impossible if this relationship had taken the same shape as it had in the past, its practical application is extremely difficult. The cooperative relationship between the government and the people that is

required for recovery is an example of how a true civil society, unlike the one in our nation, should look. Its realization involves numerous complications.

However, the relationship between the people and the government, based on the partnership that evolved out of the earthquake experience, must be preserved and cultivated in the disaster region. This is exactly what our nation must devote itself to in the 21st century, and this is what will generate true national efforts toward reconstruction in the disaster region.

In Report No. 8 we will suggest specific plans for promoting reconstruction through partnerships.

HYOGO Forum for Advocating Individual Recovery

Report No. 8

In Report No. 7 we suggested that reconstruction must be advanced through partnerships.

Reconstruction does not mean simply rebuilding things that were destroyed, but rather refers to the creation of a new social framework. A continuation of the type of relationship between the government and the people that existed before the quake will never produce true reconstruction. The creation of a true civil society requires that independent citizens join with one another and then with the government to establish a partnership. This kind of structure has not existed in Japan until now, and building it is no easy task.

Many of the social phenomena that have appeared since the earthquake, such as industrial stagnation, loss of purpose, "lonely deaths" among the elderly, and children's uncertainty about the future, are appearing throughout societies that will have an excess of elderly persons and a lack of younger persons in their populations, and are not the kinds of problems that can be solved by merely leaving them to the government.

Reconstruction of the devastated region through partnerships is a grand experiment for the social and regional development of Japan, a leader into the 21st century. The lofty goals residents hold for themselves and their efforts toward urban development are closely connected to the realization of a civil society in the 21st century.

What are the goals of a 21st century civil society both inside and outside the disaster stricken region? How will we reach those goals? Who will lead us? This report outlines the Earthquake Victims' Recovery

Assistance Council's responses to these questions, and we hope that many people will think seriously about these issues.

1. Urban Development Aiming for "Multifaceted Prosperity"

As construction on roads and buildings in the disaster region progresses, the shape of the recovered city is becoming gradually clearer. The recovered areas are more lively than they were before the quake, and the area is expected to be even more economically vital than before. It is important to the city's residents, however, that reconstruction not be evaluated merely in economic terms. A society must be created not that only places importance on the production of money, but that has wide-ranging values that include its residents' knowledge, skills, time, efforts, and passions. We must use this opportunity for reconstruction from the earthquake to create a city that has "multifaceted prosperity", a city in which people of every age can lead a fulfilling life.

(1) Healthy living for self sustenance and growth

Health is a basic component to a fulfilling life. Health is not merely the absence of illness, but is that which allows people to live with a purpose and a sense of peace and fulfillment. Health development concerns after the earthquake shifted from their previous emphasis on the physical body, to an emphasis on achieving a balance between the body and soul. Future urban development will have to incorporate this new view of health.

The basis of this framework is a concept of self care whereby individuals are responsible for improving and protecting their own health. This is not a response taken after an illness arises, but is a program that

emphasizes the importance of regular medical examinations, physical activity like exercising or walking, and good lifestyle and eating habits. On the other hand, this program also involves the planning of integrated services like insurance, medical treatment, and welfare services in the case of emergencies, and emphasizes the importance of creating a system whereby anyone, anywhere, at any time can receive necessary services. A system must be implemented under which opportunities for appropriate medical treatment are secured, from simple consultations with a family doctor to the most advanced medical treatments, so that care might be available 24 hours a day.

In conjunction with this kind of health development, each region must make efforts to create a nature-abundant environment, complete with flowers and greenery, and to promote urban development in which everyone has what they need to live comfortably so that a high quality of life can be attained.

(2) Raising the spirits of the elderly

In our rapidly aging society we must revise the image we have held thus far of the elderly as the targets of welfare activities. We not only want to have our elders, regardless of their age, take a leading role in various social activities, but also want them to change the perspective they have had of themselves until now, and lead a more active life.

Now that the transition from temporary to permanent housing is fully underway, many elderly persons want to return to the places they once lived, in hopes of returning to the lifestyle with which they are familiar. Since changes made to the region by the earthquake are not insignificant, however, returning to their previous neighborhood will not necessarily revive the images they have ingrained in their minds. They must resolve to start a new life, and make the most of their chance to choose their perma-

nent housing.

We need to make communities more convenient and help form local communities that facilitate mutual understanding.

In addition to promoting community development that includes the participation of the elderly, we also need to put an end to the "lonely death" phenomenon among the elderly and other shut-ins. Even after they have been moved to permanent housing, the community can look after individuals by distributing bell boxes, setting up key stations, and facilitating the maintenance of close relationships between the elderly and district welfare officers, public health nurses, home helpers, and volunteers. Since there are many elderly people who cannot reconstruct their lives on their own, however, the old generational family living arrangement must be discarded in favor of a new arrangement wherein several elderly people live together as a family themselves. Such an arrangement requires the help of a sponsor, such as a nearby neighbor or volunteer.

(3) Achieving normalization

We must not think that a city in which it is difficult for handicapped people to live is a city in which it is easy for healthy people to live. The theoretical civil society of the 21st century must aim to be a community in which everyone can be an independent participant in society in all aspects of life, including usage of its roads, public housing, communal housing for the handicapped, and affirmative action for job searching.

As a first step, we must create an environment in which handicapped persons can engage freely in social activities on their own. This process of normalization facilitates the social participation of handicapped persons.

As part of the earthquake recovery process, many efforts have already been made to create a handicapped-accessible community, but these have not been adequately understood by the local residents. The residents and government must work together to further advance efforts toward normalization.

(4) Creating a community that lets residents sense the "joy of living"

What kind of challenges are the successful earthquake victims facing? For the recovered city to be truly revived, each individual has to have a life purpose. For this to happen, interactions between people is important, as is cooperation and harmony between people and nature, and people and society.

1) Diverse individualism, role fulfillment

Interactions between people must be premised on the concept of respect for others. If one thinks that the interaction will be mutually beneficial, the interaction will grow. It is important for each person to value what the other person has to offer, and thus it is important for disaster victims to determine the unique social role that only they can fulfill. Fulfilling this role is largely connected to fulfilling their life purpose and will surely help them feel the joy of living.

2) Enjoying life's richness

Touching excellence or greatness in fields like sports and art uplifts our spirits and moves us. Blooming buds and plants in the places destroyed by the earthquake makes us feel the power of life. Animals that remain loyal to their masters to the end make us feel courage and faithfulness. When we grow weary with the

pressures of life, engaging in sports or art, taking care of plants or playing with animals play an important role in helping us relax and regain our strength for the next day. This explains why the Orix Blue Wave are such an invigorating presence in this community.

Having been under constant pressure since the earthquake, people have had fewer opportunities to experience such excellent things, things that are so full of the power of life, things that they enjoy. Now that we have come this far, isn't it time for us to value the good in our lives? Isn't it time that we try to build a city that is full of life's richness, overflowing with the goodness of life in every way? These feelings are shared by people in the stricken region as well as by those around the nation and around the globe.

2. A local community created by its residents

The earthquake taught people that there are limits to what the government can do. We can no longer think that in the end the government will save us. In light of this, many victims of this earthquake have become more aware of the importance of relationships between people within the region and of the virtue of mutually helping one another.

The tendency for people to take care of their own needs is increasing among residents, and residents are putting their all into achieving reconstruction. Recreating local communities will take a long time, but this time will serve the important purpose of allowing people to learn about the process of creating communities. This process must be used to create a true civil society that intertwines independence with interdependence, and we strongly hope that as this process advances, the government will, through active public disclosure of information, support community development by the people based on local agreements.

(1) Take pride and joy in citizenship

Just as Japanese citizenship is accompanied by legal responsibilities, such as the responsibility to pay taxes, our status as residents in a local community is accompanied by social responsibilities. The number of people who feel their own social responsibility, however, are few, as is shown by the relatively low numbers of volunteers and others who are active in local affairs. While these activities can be seen as a social obligation, the activities themselves are often very enjoyable ones that uplift those who participate. Thus, we need to create a system in which residents can have a sense of their social responsibility on the one hand, and on the other, can engage in enjoyable, cooperative community development activities.

In the disaster area, the volunteer effort at the time of the earthquake inspired the realization of the importance of cooperative action by the government and the people toward common goals. A new framework needs to be created that uses this experience to establish a working partnership between the government and the city's residents. The energy generated by such a partnership may be impossible to measure, but it can certainly be expected to contribute to disaster reconstruction efforts, as well as to the creation of a civil society in the 21st century.

(2) Support CBO activities

At the time of the earthquake, many volunteer groups were born inside and outside of the disaster region, and a variety of activities for helping the disaster victims were developed. What is needed now is the development of community based organizations (CBOs). We hope for the growth not only of NGOs, non-profit organizations, and volunteer groups, but also for the growth of community based organizations that work together with the government. CBOs are organizations that emphasize independence and interdependence, and engage in independent activities organized by the people. A

social system (such as public financial assistance, corporate income requirement relaxation, tax incentives, regulatory adjustments, etc.) must be established for recognizing the importance of CBOs and establishing them.

To do this, we must use the US and Europe, countries with long histories of citizen participation, as examples of countries with new local systems in which residents are active in improving the local environment, and must patiently create our own system.

3. For the sake of the children, inheritors of the future

Our children are going to be the ones that make up the civil society of the 21st century. The children are watching how the adults handle reconstruction, and we must not forget that the adults' behavior will be reflected in the children's' minds and actions

Immediately after the earthquake, the children were able to understand their role as a member of the human race.

We needed the children's strength, and they fulfilled their role eagerly.

Through this disaster, they had the experience of supporting themselves together with their parents, and learned about the kindness and cooperative strength of other people. However, they also learned the difficulty of working and living together with other people as they cultivated their own sense of discernment. Since this experience will be important for the children to become adults who have both a sense of independence and a sense of interdependence, it is important that we not try to shelter our children from the issues we face, but try instead to treat them as partners in their own right in our daily family lives and in our involvement in local affairs.

Although a year and nine months have passed since the earthquake, emergency shelters and temporary housing facilities still remain in children's parks. We have to remove these facilities from the places where children let out their energy so that they do not cast a shadow on their childhood experiences. The life confusion caused by the earthquake and the negative moral influences arising in the reconstruction process have caused some to lose their ambition, and has caused problems of delinquency and violence. Some are mentally unstable and have lost their sense of self.

We must not forget that there are still children whose emotional wounds have not healed and who still feel great, and ever increasing, distress. At the same time adults need to be aware their children's fears, and need to keep a very close eye on their behavior, their families, schools, communities, and governments need to maintain close connections with the children and find even more ways to bolster their courage and their overall wellness.

One of the roles of those living in the disaster region is to show our children recovery efforts that put the important lessons of this earthquake to use by creating a true civil society made up of independent individuals who enter a mutual partnership between the people and the government. The lessons they learn will be of great value for these, the inheritors of our aging society into the 21st century.

HYOGO Forum for Advocating Individual Recovery

Report No. 9

This report should be thought of as an addendum to the third round of housing application information, based on the conditions of the disaster region learned about through informal conversations during activities held by the Assistance Council and through the opinions obtained from disaster victims at the forum "Rebuilding Your Home, Part II" held by this Council on December 7. However, since a description of the third round details prepared by the prefectural office was published in the newspaper, we had to delay printing it as a report

Part of the content was not available in time for the third application round, but the fourth round scheduled for this fall is expected to generate an even larger volume of applications. Since this can be expected to be the peak of the migration into permanent housing, we will publish this delayed report, which includes expectations for the fourth application round.

This report is not meant to say all there is to say regarding housing reconstruction.

Desiring to use this opportunity to continue learning about the opinions and hopes of a wide variety of people including but not limited to the disaster victims, this Council would like to present a comprehensive report on the issue of housing reconstruction.

(Note: After the fourth round, 60% of the whole plan, or more than 40,000 units, will be scheduled)

Two years have passed since the earthquake. Amidst their varying circum-

stances, victims of the quake have all made choices for their lives and are proceeding along their own paths. However, there are still many disaster victims who have not been able to create a vision for their future socioeconomic recovery, who are still very distressed about their futures, and who still have not been able to secure the most basic of their recovery needs, housing.

There are still almost 70,000 people living in temporary housing. For these temporary housing residents and other victims who are barely getting by in temporary housing situations, the sooner they can obtain permanent housing, the sooner they can take their first steps toward achieving socioeconomic recovery and independence.

The Earthquake Victims' Recovery Assistance Council has often expressed the opinion that in addition to being a basic necessity for people's lives, housing is also a source of social vitality and a social asset, and as such, is an issue that must be faced by society as a whole. In doing this, we have presented many viewpoints regarding the efforts being made toward achieving housing reconstruction for earthquake victims.

In June of last year, a comprehensive program for housing reconstruction was announced for procuring inexpensive permanent housing and for quickly and smoothly moving people into it. With this, the first round of applications for Earthquake Restoration Public Housing began, as did the transition to permanent housing.

However, in these two years, differences have appeared in the circumstances of victims, their needs have become more individualized and diversified, and the housing issue has grown more and more complex. The third round of applications for the Earthquake Restoration Public Housing will be held from late February into March. Based on the experience of the second round implemented last summer, we expect that the circumstances of

the individual victims will be taken into consideration, and we will present a report on victim housing reconstruction.

1. Expectations for Earthquake Restoration Public Housing

(1) In the first round of applications for Earthquake Restoration Public Housing that was held last year, there were about 3.9 times as many applications as there were units available. Regional differences were evident. With many people hoping to return to their former residences, most applications were for locations in the downtown areas, while there were fewer applicants for suburban locations.

In addition to a lack of available units in the downtown areas due to difficulties in securing land and strong-willed local residents, there seems to have been communication problems since there were complaints of documents being too difficult to understand and since no intermediary application information was made available.

Victims living outside the prefecture said that by the time they learned about the housing availability and had obtained an application, the application deadline had passed. This kind of information is only useful if it is communicated properly. If communication is delayed, the information is useless. To apply these lessons, the government and the disaster victims need to rethink communication issues.

Disaster victims must not wait for information, but must actively visit their municipal offices or talk to their Living Support Advisors to obtain accurate and timely information.

We hope that they will then take the information they receive and make

efforts to share it with many others around them.

In response to the victims' efforts, the government needs to investigate methods for effectively communicating information, such as providing early notification of information before the housing application periods, installing a toll-free number just for application information, and employing "information trackers" who monitor whether or not accurate and complete information is being provided.

For the next application round, we would like to see the government adopt improved methods of communication such as preparing easy-to-understand documents, promptly notifying applicants of the number of applications per available unit, and providing detailed information about the unit and its surroundings (with pictures and maps).

(2) Relaxation of application conditions and prioritization of the elderly

There have been unfortunate instances of applicants being turned away at the door for being unable to provide the certification of destruction required to be eligible to apply, and of temporary housing residents with no relatives being concerned about having no one to act as a guarantor for them. To make the transition into Earthquake Restoration Public Housing go smoothly, the relaxation of application requirements should be carefully examined.

Also, one year for an elderly person should equal several years for a younger person. The elderly themselves are watching for people who are older than themselves who cannot get into permanent housing. Because of this, we would like to see a system for prioritizing the elderly and for giving those over 80 years of age special treatment.

(3) Practical applications of the first application round

Last year's first application round made it abundantly clear that the disaster victims' affinity for their original homes was still very strong. Still, there are many who were willing to move to vacant apartment buildings, and to begin new lives for themselves. Since many little towns and communities were changed in the earthquake, returning to one's previous neighborhood will not necessarily revive the images one has ingrained in one's mind.

We want the government to work towards constructing small-scale public housing units that effectively use small parcels of land so as to be able to somewhat fulfill these disaster victims' desires, but we also want the earthquake victims to relinquish their insistence on returning to the downtown areas, and to resolve to build new lives for themselves in other locations.

Victims need to use the third round of applications in February, the fourth round scheduled for fall, and as many rounds as are held after that to take advantage of as many opportunities for selecting permanent housing as possible.

2. Assistance for Homeowner Reconstruction Efforts

Among those who lost their houses in the earthquake, there are still many who have no plan for how to rebuild their homes. The largest barrier to reconstruction is funding. Some have gone to talk to the banks, but many are being refused financing because of their age. Some are having to use up their savings or take out a second loan just to have some cash.

Many people are just barely surviving from day to day, and this April the

consumption tax is going to be raised.

With tight household finances and the road to reconstructing their homes seeming to stretch longer and longer before them, many may just give up on their desire to rebuild.

In the meantime, low interest financing and subsidized interest payments are being offered to individual homeowners to help them reconstruct their homes, and various incentives for getting people to replace their former homes with apartment buildings are being offered, but since their homes are the basis of these people's lives, additional measures to help them are needed.

Still, the earthquake victims cannot sit around waiting for assistance from the government. They need to think about how they can reconstruct their own homes and rebuild their own lives, and what problems they might encounter as they do this. They must think about how they can inform the government of their needs and talk to them about possible solutions.

Even if the government creates various programs, they must consider how they will be used, and as they spend more and more time examining these things with the disaster victims, mutual understanding may develop and solutions to problems may be reached.

There are also many cases in which delays in community development efforts, such as land readjustment projects, are having an effect on the housing reconstruction efforts of some individuals, and cases in which regulations set forth in the Building Standard Law, such as capacity rate and building-to-land ratio, are causing slowdowns. Community development assistance projects require that a cooperative relationship between the government and the local residents involved be established, and that the help of experts who support both parties is enlisted. The construction of a consistent and economical system that secures the assistance of experts is urgently needed.

3. Effective Application of the Rent Subsidy System for Private Rental Housing

Since last October, a subsidy system has been in place for providing earthquake victims living in private rental housing within the prefecture with one-half of their rent, up to 30,000 yen per month, and from this February the subsidy will be made available to those eligible who are living outside the prefecture as well. In addition, the housing size and type requirements for eligibility for the subsidy will be relaxed. These measures taken by the government in consideration of the situations being faced by the earthquake victims is highly appreciated.

However, for the disaster victims to reap the benefits of this system, the building manager (owner) has to register the housing unit, and a three-party agreement between the manager, the victim, and the municipality is required.

Even if a person fulfills all of the other requirements, they cannot receive the subsidy if these registration procedures are not taken, and this has caused some problems.

Since the system was only established recently, the application rate is rather low. To make it possible for as many as are eligible to take advantage of this subsidy, the government not only has to make the purpose of this system more widely known, but has to get building managers to understand the goals of the program and cooperate in its implementation.

4. New Living Arrangements

More than 120 "lonely deaths" have occurred in the temporary housing facil-

ities. In temporary housing facilities and others, questions are being raised about the needs that exist for continuous care, such as living consultations and security assurance for the weak, as well as about community and family organization, and general living arrangements.

The question of where to live may seem to be the most significant element when considering new living arrangements, but it is even more important to consider interaction with other family or community members and to think about what kind of people one will live with and how one will live with them.

What must be answered most quickly is what role the facility will play in the disaster region. The government and disaster victims alike must think about new types of housing, like "senior housing" and new methods of home care.

(1) Promoting senior housing

Current conditions in temporary housing facilities serve as a microcosm of Japan's rapidly aging society. The importance of senior housing that includes security assurance and living consultations for elderly households is going to rise, and will become a more popular form of housing over time.

In consideration of the needs of disaster victims, we want the government to not only plan facility construction, but also to make arrangements for a Living Support Advisor (LSA) system to help residents live with peace of mind, as well as other care services.

(2) Group homes

Almost 2,500 elderly persons who lost their homes in the earthquake and needed nursing care were temporarily placed in emergency elderly care

facilities within the prefecture. There are also many elderly persons living in local temporary housing facilities. Given these circumstances, group homes must be constructed where specialized, continuous care is available to meet the needs of elderly or handicapped persons who need nurses, and where the residents can help each other and live together with friends in a comfortable environment.

How to continue caring for residents once the local temporary housing facilities are abandoned is a major issue.

Hyogo Prefecture and the City of Kobe are investigating the possibility of leaving group home construction to the public sector, but we would like to see both the public and private sectors investigate intermediary facilities for filling the gap between housing and welfare facilities.

(3) Collective housing

Much attention has recently been given to collective housing, a new type of living arrangement that began in Europe and the US in the 1970s. Unlike the traditional nuclear family arrangement, collective housing is a new type of living arrangement in which several unrelated individuals live together in the same house. Designed so that the residents can all help one another, this arrangement also results in less loneliness and insecurity.

Hyogo Prefecture and the City of Kobe have already established models of collective housing, but it is precisely because these new collective homes and the people who live in them value interactions with other people and respect each other that they are successful.

The question is whether we can show the nation a housing model that contributes to housing reconstruction in the cities of our aging society that were hit by the earthquake, and that can survive into the 21st century. We

hope that the government will use the collective housing experiment as a model for creating a new community network in Earthquake Restoration Public Housing as well as in senior housing arrangements.

We ask that all of the disaster victims as well as all of the prefectural and municipal residents give some thought to these new living arrangement styles. This new experiment has just begun.

HYOGO Forum for Advocating Individual Recovery

Report No. 10

In this the third summer since the earthquake, there are still about 30,000 households, or 55,000 people living in temporary housing.

This fall, we will approach a new phase in temporary housing.

The work of transitioning temporary housing residents to "real" housing still remains, and must be completed. Because of this, the fourth round of applications must be taken very seriously.

Last June, the Program for Moving to Permanent Housing was announced for the purpose of moving people from temporary to permanent housing as soon as possible, and construction was begun on 38,600 public housing units. Until now three rounds of applications for these units have been held.

The fourth application round is scheduled to be held this September. In previous rounds, more than 10,000 units were made available. Once this round is completed, 80% of the planned units will be accounted for, and the migration to permanent public housing will reach its peak.

With the majority of temporary housing residents having vacated their units, the situation at these facilities has changed drastically, with the large number of vacant units causing safety and health problems and making community maintenance more difficult. The time has come for the government and the remaining residents to seriously reconsider what should be done with these facilities.

The Earthquake Victims' Recovery Assistance Council's sixth report in June

1996 discussed ideas relating to the reorganization of the temporary housing facilities, based on the realization that changes in the temporary housing situation had made the issue of reorganization unavoidable.

In this report, we would like discuss issues relating to reorganization, not to lessen the quality of life of the people living in temporary housing, but to lend support toward taking the first new step toward the shift toward "real" housing.

1 Temporary housing conditions

As the migration toward permanent housing has progressed, new problems have developed at temporary housing facilities. The increasing number of vacant units has brought about worsening sanitation conditions; the weeds have become overgrown, large amounts of trash have been dumped, and insects have increased.

The danger of crime and fire have also increased as lawlessness in these areas has grown.

With the movement of the central members of the community associations, there are fewer activities at the community centers, and it has become more difficult for neighbors to watch out for each other. The ratio of elderly people to younger people in the units has increased, and several of the residents are ill. There are few new staff available.

As the migration toward permanent housing continues to progress, the problems described above will likely worsen, and residents' concerns that they are being left behind or impatience from having their hopes for the future delayed may intensify.

Until now, systems for conducting home consultations and safety checks to

help temporary housing residents had developed in each region. In cities where more than half of the temporary housing residents have moved to permanent housing, the number of workers needed for providing assistance services has not changed much since the facilities were first constructed, in spite of the 50% population decrease, and in fact, that number has increased. There are concerns that if this situation continues, the continuation of assistance will become quite difficult.

Over the past two and a half years in the temporary housing facilities, cooperation between the government, volunteers, and the residents themselves has become essential for gathering the occupied temporary housing units together, and maintaining a minimum, satisfactory living standard with fewer people.

This has required a decision to not let people who have the ability to stand on their own act as though they cannot regain their independence.

2 Prerequisites for temporary housing reorganization

(1) Interlink the overall permanent housing plan and the plan to vacate temporary housing

In this harsh environment, temporary housing residents are experiencing loneliness at leaving the friends they have lived with and been encouraged by, and are feeling frustration at being left behind and impatience for finding new homes.

Those whose circumstances have caused them to leave the area or people who have made their homes in private housing since the beginning must be

feeling the same kind of impatience.

These people are waiting more than anything for the chance to do something toward obtaining "real" housing so that they can get settled and stabilized as soon as possible.

What is important for this is the problem of having a future plan in which they are able to move. The details of the application plan for the Program for Moving to Permanent Housing state that creating a future life plan is important and is connected to the hopes and expectations one has for one's future. We must not forget that offering a stable framework is a large obligation of the government toward the people.

As soon as possible we need to prepare information on the entire process for applying for Earthquake Restoration Public Housing (number of application rounds, application period, availability period, site, number of units, rent, unit plan, equipment requirements, etc.). We also need to provide information on rent subsidy terms and need to present this information in an easy-to-understand format so that it will be fully understood by residents.

Until the Program for Moving to Permanent Housing is complete, many people must continue to live in the temporary housing facilities. This means that the importance of watching out for the people living in temporary housing has not changed merely because the setup of these facilities has changed.

An outline of the entire transition process (the vacate unit, the unit to be occupied, the time frame, reason, cost coverage, usage of old site, etc.) and describes the options available to temporary housing residents is needed to execute the reorganization of temporary housing units.

(2) Understanding individual circumstances

The individual circumstances of some require that they remain in temporary housing. There are people whose housing reconstruction has been delayed due to complications in land readjustment projects, people who do not have proof that their housing was destroyed and who cannot obtain a rent subsidy for private rental housing, people who do not have the capital or economic resources to rebuild, elderly and disabled persons who require nursing care, and people with a low desire for independence. All of these individual circumstances need to be respected.

For this reason it is important that we understand the individual positions (their housing desires, issues pertaining to their movement, economic situation, etc.) of each of the temporary housing residents. It is important to gain an understanding of the changes that have occurred in people's situations since the temporary housing resident survey that was conducted in February and March of last year. The collection of information at that time was not taken from questionnaires as had been done in the past. Rather, the data was gathered from personal interviews with Living Support Advisors who had daily contact with temporary housing residents. This data must be compiled and analyzed.

(3) Residents' standard of living

Though they want to attain independence, there are still some whose circumstances require that they live in the temporary arrangements offered by temporary housing facilities. For example, even though these are only temporary living arrangements, the units are more than just shelters for protection against the elements; they must offer the minimum functions offered by any of the temporary housing units until now. If there are any problems with the living environment, they must be resolved through minor

repairs or reinforcement work so that the units can be used for housing.

To restore the personal relationships of the community associations, specific measures must be taken to have home consultations conducted by public health nurses or health advisors for the elderly shut-ins, and to allow for the flexible application of the installation standards for community centers.

3 Progress on the reorganization of temporary housing facilities

(1) Conditions for reorganization

1) Establishing basic rules

Based on the realization that the reorganization of temporary housing units has become an unavoidable issue, the Earthquake Victims' Recovery Assistance Council expressed its basic opinions on the topic last June. These are as follows:

- 1- Work together with residents
- 2- Try to move people as groups
- 3- Present options
- 4- Cover moving expenses with public funds
- 5- Minimize movement
- 6- Make use of vacant units

Because the circumstances of each municipality (scale, financial resources) differ, a unified reorganization effort may be impossible, but we hope that the following basic rules will at least be followed consistently.

2) Understanding reorganization

It is the government's responsibility to assure a certain minimum lifestyle to its residents. Reorganization of the temporary housing facilities is being carried out to maintain the safety and local communities of these facilities. It is extremely important that the residents understand that this effort is in no way an attempt to drive temporary housing residents out of their homes.

However, temporary housing residents must remember that the temporary housing facilities are temporarily borrowing land whose original and future purpose is for private use, schools, parks, and other purposes. We must recognize that the purpose of reconstruction is to make it possible to revert this land to its original purpose, and thus must cooperate in doing everything possible to achieve this.

3) Determining the target units

Most important to the reorganization process is cooperation among residents. If residents do not cooperate, reorganization will become extremely unpleasant. It is thus necessary to prevent residents from feeling as though they are being chased out, and replace their feelings of uncertainty with feelings of stability. It must be made clear that residents who cooperate in the reorganization process will be able to live comfortably in the temporary housing facilities until they are able to transition to "real" housing.

The government must in good faith follow up on temporary housing residents who comply with requests to move, must move people in groups when possible, and must use public funds to cover residents' moving costs.

We are planning to maintain the community and public order even if the number of residents decreases or community association members are lost in the move, and to prevent this from having an overall negative

impact on the residents, we hope that residents will be given a choice in where they live and will be grouped around community centers as well.

To carry out the reorganization as smoothly as possible, we are locating several temporary housing facilities in relatively convenient downtown areas and are designating those as target units so that residents will choose to move there voluntarily.

4) Flexible application of the installation standards for community centers

Community centers are located in more than 50 temporary apartment buildings. Their purpose is to serve as a location where people can receive emotional support and assistance in regaining their independence through interaction with other temporary housing residents, and where community formation and volunteer activities can take place.

As places for residents to interact, community centers are essential to the maintenance of the community.

However, workers are few, and temporary apartment complexes are becoming more difficult to manage. In addition to the efforts of residents to maintain a local community, interaction with residents and volunteers in the surrounding areas is very important.

Finally, if the existing 50 community centers become insufficient, the government must be flexible in using vacant units or in subsidizing the operating and management costs of other locations available for use as community centers.

(2) Time frame for abolition and reorganization

There are currently about 30,000 temporary housing units both inside and

outside the prefecture. About 20,000 of those lie within the city of Kobe while the remaining 10,000 are outside the city. In the fourth application round scheduled for September, a total of about 10,000 units will be offered, including 7,000 units managed by the City of Kobe and other units managed by the prefecture and the Housing and Urban Development Corporation.

When the results of the fourth round are confirmed and people start moving into these units, the occupancy rate of temporary housing residents will be about 40%. With the majority of residents preparing to leave the temporary housing facilities, the time has come to seriously think about reorganizing those units.

(3) Helping those who need nurses

Earlier we discussed points to think about when appealing for the cooperation of people who have the will and the ability to be independent when conducting reorganization. However, we must not forget that among those remaining in temporary housing, there are still people for whom it is difficult to regain their independence.

We have reached a point at which we must think about the special needs of elderly and handicapped persons who need nursing care. For example, we must consider moving them to welfare facilities such as special care nursing homes, and we hope that government efforts toward housing reconstruction will take the individual situations of these residents into account.

HYOGO Forum for Advocating Individual Recovery

Report No. 11

An Emergency Three-Year Plan for Housing Reconstruction was established by the prefecture to promote rapid reconstruction from the earthquake, and now the infrastructural elements that support the livelihoods of the people and industries within the prefecture, such as roads, railroads, and the port, have been restored to their pre-earthquake conditions.

This fall, applications were accepted for about 17,000 Earthquake Restoration Public Housing units, and many earthquake victims were able to secure their long-awaited housing at that time.

Housing, however, is only one of several hurdles to be cleared. A look at the employment situation shows that the effective ratio of persons recruiting employees has dropped due to earthquake reconstruction efforts, and recently the effect of the earthquake coupled with structural causes has resulted in a continuation of stagnant conditions. What is most seriously needed now is a boost to the local economy and even more advanced recovery.

To facilitate this, we must first create workplaces in the disaster region so as to contribute to the social stability of the citizens and to contribute to the reconstruction of the lives of people who sustained damage in the quake. Secondly, we must sustain the economic power of the local community and the financial resources of the local governments so as to maintain resources for welfare for the general populace.

The request for help in improving the vitality of this region is not being directed only toward the stricken region,

but to the nation as a whole. We must realize that this is not a time in which we can raise the region's economic strength simply by luring large scale enterprises to the area. Even if this occurs, the region must still struggle with urban development for making the city ever more attractive. A vital industrial base and a developing job market are the elements that support such urban development, and precisely because they are in the disaster region, conditions will improve there.

Amidst harsh economic conditions in the disaster region caused by the earthquake and ensuing delays in recovery, specific government policies have been developed for adjusting the industrial base and creating employment opportunities. These together with efforts from the private sector toward reconstruction are helping the region return to its pre-earthquake conditions. Since data like population statistics are a static measure, and thus incapable of adequately communicating social and industrial conditions, they are difficult to use for conducting an objective evaluation. They do suggest, however, that further economic activity is expected, and that there is a definite trend toward industrial recovery and job creation.

1 Toward intermediate recovery in retail shops and small factories

The process of earthquake reconstruction does not aim for complete recovery, but is characterized by advancements on the road from temporary housing to permanent housing, or from temporary retail stores and factories to reconstructed buildings and permanent factories. This is not an environment, however, in which a business can run wholeheartedly toward one of these goals. There are many people who, having lost their workplaces in the earthquake, did not have the resources to enter a redevelopment building or temporary factory, and who continue to conduct their business, no matter how small scale, and engage in production while valuing the work ability they have. Options for recovery that fit a person's financial

situation are still limited.

Because of this, retailers and manufacturers with small-scale operations or who have limited financial resources must pursue new investments, establish a reconstruction plan that fits their circumstances, and must strictly adhere to that plan.

Specifically, this means effectively using the social investments remaining in the disaster area, and utilizing their temporary retail shops and factories. Businesses in buildings that are almost completely paid for must resolve to carry the huge burden of moving to a new building, whether they own it or rent. Whether or not it is possible for these businesses to expand, they must decrease their burden as much as possible and absolutely avoid capital fixation.

(1) Disposing of empty shops and securing workplaces

The number of empty shops in small inner-city markets and shopping arcades is increasing. Rather than handing these over to private real estate companies, they should rather be rented out by public corporations and city-affiliated organizations at low cost to small businesses that are looking for business space. This would simultaneously resolve the problem of empty shops and the problem of workplace scarcity. If market reconstruction groups are using the empty shops in these small markets as event space, a support system is being created, but we would like to see this framework expanded, and to establish means for stimulating very small businesses.

(2) Utilizing temporary shops and factories

There are many vacant lots within the disaster region, but if public corporations were to develop these by leasing them, constructing simple business facilities, and renting them out

for fixed periods of time, the lots would not only be producing income for their owners, but would be able to be put to some good use.

We would like to see simple business facilities made available in addition to the temporary shops and factories currently in use, and would like arrangements to be made to make it easier for businesses that are diligently working toward reopening or continuing their businesses to move into these facilities. Such a policy would help businesses return to the disaster region, and the return of these businesses and consumption of their employees would help stimulate other businesses, such that a relatively small change could have a significant impact on the region's economic environment.

2 Creating new workplaces over the mid- long term

A mid-to long term issue being faced is obtaining government support for positive measures to develop trends that have the potential to become a source of new vitality.

Several studies have shown that it is the strong desire to prosper that has sustained the vitality of local industry and employment. Recently, however, the rate of business closure has exceeded the rate of new starts, and this has caused major problems for the industrial structure of the region.

Strengthening the vitality of the region around Hyogo Prefecture that was affected by the earthquake requires not more old-style businesses, but creative measures for promoting new businesses in the fields that meet the new needs people are going to have in the 21st century.

(1) Growth of small businesses

The growth of small businesses that meet the needs of the local community while skillfully dealing with local resources display the region's wealth of human resources by showing how local problems can be solved through local people. Small businesses should start out by creating plans and acting on them, without thinking about profits. If they do this, income and jobs will be generated in the process.

In welfare fields like the above mentioned nursery and preschool care, elderly care and nursing, and food services, new needs are continuously being developed through assistance activities in the disaster region such as seeing people off and greeting people when they go to the hospital, and serving as escorts to these people. Also, services provided by the government, such as cleaning and managing parks and roads, and planting trees are being shifted to the private sector.

We must recognize that small businesses are serving to revitalize local communities, and must create new measures for assisting them with site development and start up capital. As our society continues to age, it will become necessary for small businesses to undertake activities for helping older people maintain their independence and find purpose in their lives, activities which have been thus far handled by senior centers.

(2) Start up assistance for venture businesses

Another issue being faced is how to help entrepreneurs in venture businesses in technological fields. In the very near future, policies for managing these entrepreneurs are sure to become a major element of urban industrial policy, and while these entrepreneurs struggle to secure capital and complete complicated procedures, their most important concern is securing a place to start their business. Securing a start-up location is the key to success for venture businesses.

We need to prepare small factories and studios, offices, and retail shops to use as start-up sites and must offer the start-up services these businesses will need during the crucial initial stages. Since these workplaces need not be built from scratch, we should investigate reusing existing facilities, like school buildings that are no longer needed. It is important that ambitious people from the disaster region and throughout the country can come to this area, and perform their work in as open and welcoming a city as possible.

What those in the disaster region must remember is that new activities will give new life to the area and will attract and keep people who will play a major role in revitalizing the city and its communities.

3 Revitalizing the local economy

Economic activity in the disaster region has not yet reached its pre-earthquake levels. Progress toward recovery is happening very slowly. Together with the stagnation occurring throughout the Japanese economy, the earthquake caused a weakening of the industrial structure and instability in the business environment, and it made it necessary to use available capital for housing reconstruction. With all these factors having had a restraining effect on consumer spending, growth has been slow in the local economy.

It is precisely because these challenges are appearing at this time that we need to establish attractive industrial and employment policies that are unavailable in other prefectures and cities. In addition to our suggestions thus far, we need to investigate the industries that sustain industry in the Kobe/Hanshin region, such as its food industry, and need to make efforts to establish brand name recognition of local products and to develop products

in such a way as to meet consumers' needs. We must study policies for revitalizing existing industries.

In creating new policies, we must not forget to effectively match available social and human resources to people's needs, no matter how small. By doing this we will help revitalize the local economy while adapting to the conditions in the disaster area.

HYOGO Forum for Advocating Individual Recovery

Report No. 12

The migration from temporary housing to public housing continues. By spring, people had moved into about 7,000 units, and that number will be up to 11,000 around summer. Nonetheless, there are still people whose hopes for a home are still unmet, and who are still living in temporary housing facilities or other non-permanent housing situations.

The full transition period will begin once the migration to public housing is complete. This transition period, that is, the period in which the general housing environment will change, will serve as the starting point for restarting a new life.

We have compiled a list of topics that the region's residents must consider during this time.

- (1) People who have moved to public housing
- (2) The children who accompany the adults who move, and who are significantly impacted by the adults' attitudes
- (3) Those remaining in temporary housing facilities
- (4) Local concerns regarding public housing facilities

Since the transition period measures may further divide those who have rebuilt their lives and those who have been unable to do so, it is important that the government and others join together to unify the region and devise measures for alleviating potential problems before they get out of hand. We hope that in striving to meet these four challenges, a program will be developed in the disaster region that will be useful for regional development into the 21st century.

1 Support for migrants

First let's consider the people who will move to public housing. No matter when they move, they will feel a combination of excitement and fear. While their hearts are pounding at the prospect of creating a wonderful new life in a new home and a new community, they will be wondering what their neighbors will be like and how they will adapt to their new surroundings. They will feel sorrow at losing the friends they struggled to make at the temporary housing facilities. But they will know that it is time to start a new life. This is a bridge that must be crossed, and by crossing it, they will once again become independent citizens of a community.

What we want everyone to realize when moving into public housing is that these middle and upper class public housing complexes are the first to be made up of residents who are there to build a new life together. If there are people who feel that it's alright to not have anything to do with their neighbors because they don't want to be a bother to them, or who want to opt out of community associations or community activities because they don't interact well with others, or who mistakenly think that they have nothing to contribute to others around them, we hope that they will adjust their attitudes quickly. Cooperative living in a public housing complex is based on the a framework that consists not of residents who are all on their own, but residents who interact with and watch out for each other.

It is often said that once the iron doors of middle and upper class public housing complexes are closed, meeting and interacting with other people comes to a halt. The design of the complexes backs this up. However, the design of a housing complex does not have to determine the lifestyle of its residents. In communal housing, it is the residents who determine their most desirable lifestyle. Trash strewn around the complex, overgrown

weeds, and inconsiderate parking habits do not make for a pleasant living environment. To avoid these problems, the residents establish rules and determine what role each resident can play in the life of the housing complex.

To help and support each other, each resident has to find some little thing they can do, and then, for their own sake and for the sake of the other residents, they have to do it. This kind of lifestyle will help people form relationships with their neighbors and will make living there an enjoyable experience.

2 Don't explode in front of the children

Children are the second major concern. Attempts to shelter children from parental concerns, such as changes in the financial status of the family after the earthquake or the fear and confusion of having lost their homes, actually increases children's emotional stress. This in conjunction with changes in their school environments and a loss of friends has caused many children to drop out of school.

Moving back to their old homes is very stressful for children. Becoming accustomed to a new environment, making new friends, and having a stable lifestyle in a new place will help the children grow and overcome their earthquake experiences.

Efforts to heal children's emotional wounds should not consist merely of consultations with visiting education recovery personnel, mental health practitioners, and clinical psychologists. The key to their healing is the family. As parents pay close attention to how their children are feeling, they themselves will be better able to watch over and protect their children. Maintaining intimacy with children is very important. If these feelings

are conveyed naturally from parents to their children, and if children have a sense of security from knowing that there is always someone there taking care of them, the sympathy they share will gradually help heal the children's emotional wounds and help them regain their joy.

It is more important to take time with your children, and watch over their growth than to look for quick results from local resources by running to professional organizations and professionals like schools and child consultation centers. Treat children as legitimate members of the family and the community, and listen to their ideas. If you can find ways for children to contribute to recovery efforts, and thereby convey to them that they are an important part of their community, they will be more likely to follow through with and benefit from their responsibilities.

3 People remaining in temporary housing facilities

(1) You must make your own decisions

The third issue to consider is regarding people remaining in temporary housing facilities.

Many temporary housing units are already vacant, and the number of vacancies is steadily increasing. As vacancies increase, so will feelings of loneliness, insecurity, and idleness. On top of this, those remaining will feel the impatience and solitude of being somehow left behind.

The government is listening to the individual circumstances of temporary housing residents who do not have a place to move, and trying to devise

plans for them. It is important that this be done efficiently, but it is also important that the process is not rushed, that the opinions of the temporary housing residents are heard, that as many choices as possible are offered to them, and that opportunities are created for the residents themselves to determine their own futures.

(2) Need for measures to solve individual problems

If it is absolutely impossible for a person to rebuild their own life, other means of rebuilding must be sought.

There are still some who were so wounded by the earthquake that they are not yet healed, and even now they will not leave their homes or interact with other people. For them there is more involved than just a decision about permanent housing. Services must be established in each community so that they can turn to local professionals for treatment.

When attaining financial independence is a problem, victims should not hesitate to apply for financial aid.

This is the right of people who are experiencing such hardships. People who are handicapped due to their age, who don't have nursing help, and for whom daily living is a challenge, should take responsibility for their situation by moving to a welfare facility such as a special elderly care home.

There are many elderly people facing senility, but not enough facilities available that can admit patients. Thus medical and welfare professionals as well as volunteers are making plans for remodeling temporary housing facilities so that these might be used as group homes for the elderly. Now is the time for the public and private sectors to work together to create new policies for overcoming challenges. If plans for building group-home style public housing are not expedited, there are serious concerns that the elderly people that require them will quickly decline.

4 Melding 'new' and 'old' communities

(1) Building a community

The fourth issue being faced is the concern local people have about having a large scale public housing project in their neighborhood. Existing communities have their own histories, and have achieved a state of balance in their neighborhoods. Some falsely say that the construction of large public housing projects and the arrival of new residents will upset that balance. Many wonder what kind of relationship will develop between "newcomers" and "old-timers." They wonder if the individuality of the community can be maintained even as the size of the community grows, and ponder what kind of effect this growth will have on community organizations and local management. In several of the communities where these projects have already been built, efforts to alleviate such fears through the wisdom of the people living there have been very successful. If the people who have always lived there will continue to assist the new residents, they will probably not have to do so for very long. A willingness to help is important, but it is important to find ways for both the old and new residents to jointly recreate the community. In a broad sense, this means looking for ways to establish a kind of communal living environment or ways to stay interconnected.

People who move into vacant units rather than into newly built public housing complexes may feel like they are moving into a community that is already settled and, having no peers with whom they have any shared experiences, may feel extremely isolated.

Since people often feel isolated whenever they move to a new place, this is not any special effect of the earthquake. When this happens it is important that the new residents make efforts to blend into their new

communities. If they will take a first step in this process, the second step will surely come more easily. Long time residents should try to remember their own move-in experiences, and should make every effort to talk to and reach out to newcomers.

(2) New common areas

Whether you are creating a new community, or moving into an old community, the following ideas are important.

Before our generation and even our parents' generation, residential areas had special mechanisms for maintaining communities. These were the road-sides, the park benches, the verandas that served as places for residents to chat. These were places where the boundaries between private property and public space were blurred. Next door neighbors would come sit on a neighbors garden-side veranda just to talk. Roads were filled not only with adults, but with children playing and talking together. These were neither private nor public spaces, but were common areas where people could learn to interact with one another. It was in these places that people developed a sense of "communalism."

Urban developments and readjustments have reduced the number of these places over time, and the earthquake virtually eliminated them. If people who lost these gathering places stay indoors in their own private space, they will miss out on opportunities to blend into their communities. If the basis of communal living is to help and support one another, then we need to devise ways, as did our predecessors, for doing this in our daily lives. We must find modern versions of past common areas.

For example, the management and operation of public facilities, such as participation in the management of a

local school campus or reading room, may be today's common "areas."

Community plazas in Disaster Reconstruction Public Housing designed to facilitate interaction among residents should also be utilized.

Roadside gardens and parks may also be used, and the process of choosing trees and flowers for these places may also facilitate interaction.

Maintenance work within the housing complex, such as cleaning the roads and parks and planting vegetation, can also create opportunities for residents to interact in a common space. Too many of these functions have been turned over to external service providers or to the government, but some of these should be reclaimed and used as new opportunities for community growth.

There may be cases in which it is hard for residents to take the initiative. In such cases, volunteer groups may act as the "glue" that holds a community together by devising ideas for creating common spaces and activities.

Rebuilding neighborhood relationships and communities helps to revitalize people in disaster stricken areas that can appreciate the importance of the local community in disaster recovery. These opportunities have value in that they require newcomers to the public housing complexes and old-timers in the neighborhood to work together.

If good relationships can be built between newcomers and old-timers, then the value of independence and interdependence in the community will be apparent.

5 Independence and interdependence born from experience

People respond to transition in very different ways. Some will get through it easily, while others will struggle through the process. However we must

realize that there are some who cannot do even this much.

There is no standard against which one's ability to adjust to change can be measured. You cannot set others up as the norm, and compare yourself to them, nor can you set up yourself as the norm and judge others according to your own standards. What is most important is that each individual decide for themselves where they want to live. How you live is not something someone else can or will decide for you. Once you decide for yourself what your hopes are, you will begin to recognize what government policies are in place for you to achieve them.

Age, sex, health conditions, Japanese, non-Japanese, economic conditions... People have very diverse experiences and conditions within which they live their lives. There are as many lifestyles as there are people, and we must acknowledge this diversity when people are transitioning from one living situation to another.

We hope that everyone will be able to realize their own dreams. If you want your hopes, needs, and circumstances to be fulfilled, you need to extend a helping hand to people who need your help. The reason that people were helping each other and saying how glad they were to be alive, and how much they appreciated the kindness of others immediately after the earthquake was because they were able to see themselves as being integrally connected with others.

This transition period is a chance to plant the seeds of independence and interdependence. We must not focus all our energies on the challenges being faced only by people transitioning to permanent housing, but must also see this period as a time for the entire nation to take its first step into the new millenium.