The Ministry of Foreign Affairs of Japan
Third Party Evaluation

EVALUATION STUDY ON

JAPAN DISASTER RELIEF (JDR) SCHEME

SUMMARY REPORT

March 2004

Preface

This report is an outcome of "the Evaluation Study on the Japan Disaster Relief (JDR) Scheme" produced by the External Advisory Meeting on ODA Evaluation, which was commissioned by the Economic Cooperation Bureau, MOFA.

Whilst the Official Development Assistance (ODA) of Japan has been ranked as a top-class in its amount among the donors in these years, there are international and domestic demands for more effective and efficient implementation of aid with higher quality. As a principal ministry in charge of ODA, the MOFA mainly conducts policy-level evaluation in order to achieve the following two objectives: (i) to support ODA management; and (ii) to ensure accountability and enhance transparency of ODA. This study aims to evaluate the purpose, the result, and the implementation system of the JDR scheme, then to produce lessens learned and recommendations which may reflect on rethinking aid policy and realization of more effective and efficient operation of Japanese ODA in the future. At the same time, it publicizes evaluation results to ensure accountability.

The External Advisory Meeting on ODA Evaluation is the informal advisory body for the Director General of the Economic Cooperation Bureau, MOFA having a goal of enhancing the objectivity of evaluation. The External Advisory Meeting is mandated to set up the evaluation method, implement the evaluation study, prepare an evaluation report as its outcome, then express its opinion to the Economic Cooperation Bureau for a feedback. This study was conducted by Mr. Tomoya Masaki, who is a member of the External Advisory Meeting, in cooperation with Professor Tsuneo Sugishita, College of Humanities, Ibaraki National University, who is a senior advisor of Japan International Cooperation Agency (JICA). Also the study was supported by the Research and Programming Division, the Economic Cooperation Bureau and other related divisions and departments of the MOFA, the National Police Agency (NPA), the Fire and Disaster Management Agency (FDMA), the Japan Coast Guard (JCG), and JICA. The External Advisory Meeting would like to make its acknowledgement with thanks for their kind cooperation for the study. In addition, the Overseas Project Management Consultants, Ltd. assisted the overall process of the study commissioned by the MOFA.

Lastly, the views expressed in this report do not necessarily represent the official position of the Government of Japan and other institutions.

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Executive Summary

Chapter 1 Outline of the Evaluation Study

1.1 The Background, Purpose and Scope of the Evaluation Study

Japan Disaster Relief Teams (hereinafter JDR teams), formerly "Japan Medical Team for Disaster Relief (JMTDR)", were established in 1987 with "the Law Concerning the Dispatch of Japanese Disaster Relief Teams (the JDR Law)" (revised in June 1992). The JDR teams are dispatched upon request by the disaster-affected country or the international organizations when a large-scale disaster occurs, and provide rescue, medical, and/or recovery assistance. The objective of the JDR scheme is to contribute to the promotion of international cooperation through their activities.

The evaluation of Official Development Assistance (ODA) is mainly classified into three types: (i) policy level evaluation, (ii) program level evaluation, and (iii) project level evaluation. This evaluation study, categorized as the scheme level evaluation, is one form of the program level evaluation.

This study aims to evaluate the JDR scheme comprehensively, then to produce lessons learned and recommendations for the more effective implementation of the JDR scheme in the future. At the same time, it publicizes evaluation results to ensure accountability. The JDR teams have four classifications in relation to the type of their activities: "Rescue Team", "Medical Team", "Expert Team", and "Self-Defense Forces". This study mainly focused on the dispatch of "Rescue team", "Medical team", and "Expert team", the dispatch of "Self-Defense Forces" was excluded from the scope of this study.

1.2 Outline of Evaluation Policy

1.2.1 Evaluation Framework

At the outset of the evaluation, this study prepared an evaluation framework with reference to MOFA's "ODA evaluation guideline", and evaluated the JDR scheme synthetically and comprehensively from three viewpoints. These were (i) Purpose, (ii) Result, and (iii) Implementation System of the JDR scheme. The criterion for evaluating the purpose of the scheme is *"Relevance"*, which means that examination is made in the light of consistency to the upper level of policy. The criterion for evaluating the result of the scheme is *"Effectiveness"*, which means that the degree to which the JDR scheme's objectives are achieved is analyzed. The criterion for evaluating the implementation system is *"Appropriateness"*, which means that a study is made of the extent to which the actual implementation procedures respect the guidelines and manuals.

Since a comparative analysis of the effects of intervention by JDR activities in a quantitative manner was difficult due to the limit of colleted quantitative data, a case study method was adopted in order to support the evaluation study. Four cases were taken up from recent cases of the dispatch of the JDR teams to the following countries/regions: Algeria (2003 earthquake), Vietnam (2003 Severe Acute Respiratory Syndrome (SARS)), Turkey (1999 earthquake), and Taiwan (1999 earthquake). Among these four cases, not only a literature review but a field survey was also conducted for the Algerian case ("rescue team", "medical team", and "expert team" deployed) and the Vietnamese case ("expert team" deployed), because these were the latest examples and for these no ex-post evaluation study had been conducted.

Ultimately, an overall evaluation was conducted in order to assess to what extent "the end goal" of the scheme (i.e. to contribute to the promotion of international cooperation) was achieved based on the consequences of evaluation of (i) Purpose, (ii) Result, and (iii) Implementation System of the JDR scheme.

1.2.2 The End Goal and Intermediate Objectives, and the Implementation System of the JDR Scheme

Reviewing the existing references, the end goal and intermediate objectives were identified as follows (refer to the attachment 1: Tree Diagram for Objectives of the JDR Scheme):

- End Goal: "To Contribute to the Promotion of International Cooperation"
- Intermediate Objectives 1: "To Alleviate Physical and Mental Damage of Disaster-affected People"
- Intermediate Objectives 2 : "To Promote Information Disclosure of JDR Team's Activities and the Recognition of Activities in the Affected Countries/ Regions and in International Community as well as in Japan.

Regarding the implementation system, firstly it was divided into "Ordinary Period" and "Dispatch Period". Secondly, detailed procedures and operations for "Ordinary Period" and "Dispatch Period", were set for each implementation bodies concerned, identified and summarized in a sheet of "check items". (Refer to attachment 2: Implementation Process for the Dispatch of JDR Teams).

1.3 The Method of Evaluation

In accordance with the Evaluation Framework, a literature survey, questionnaire survey, and interview survey were conducted. Based on the result of the surveys, overall assessment on whether the JDR scheme was functional in order to achieve the "intermediate objectives" was made. Furthermore, the achievement of the "end goal" was examined as closely as possible. Finally, recommendations were produced based on the issues and constraints extracted from the survey results and the lessons learned relating to the scheme level, which were suggested in the activity reports of the past JDR dispatch.

Chapter 2 Outline of the JDR Scheme

2.1 History of the JDR Scheme

The outline of the circumstances surrounding the introduction of the scheme and thereafter were described referring to the enactment of the "the JDR Law" (enforced in 1987 and revised in 1992).

2.2 Outline of the JDR Scheme

2.2.1 Standby System at Ordinary Period

Based upon a request from the government of a disaster-affected country, the types of JDR teams dispatched to disaster-affected countries/regions are determined according to the scale of disaster and other situations; either one team of a single type or several combined teams are deployed. "Rescue teams" are made up of rescue personnel from the National Police Agency (NPA), the Fire and Disaster Management Agency (FDMA), and the Japan Coast Guard (JCG). "Medical teams" consist of medical doctors, nurses, and medical coordinators registered with the JDR Secretariat of JICA. "Expert teams" consist of professionals and experts in particular fields, such as emergency disaster management and disaster restoration, sent from the related government ministries and agencies of Japan according to the type of disaster. In the ordinary period, the Overseas Disaster Assistance Division, the Economic Cooperation Bureau of MOFA, the relevant divisions of ministries and agencies concerned, and Disaster Assistance Division of JDR Secretariat of JICA have the main responsibility for preparing a contact list for emergencies and to be ready to dispatch JDR in response to large-scale disasters at any time of day.

2.2.2 Operation System at Dispatch Period

- With respect to the operations "from receiving the request from the government of a disaster-affected country to dispatching a JDR team", the following three steps have to be followed. This procedure has not been changed since the introduction of the JDR scheme to date.
  - To receive a request from the government of a disaster-affected country or an international organization is the first precondition of dispatch.
  - After receiving the request, MOFA makes the decision to dispatch the JDR teams in consultation with related ministries and agencies of the Japanese government. MOFA orders the JDR Secretariat of JICA to dispatch the JDR Teams.
  - JDR Teams with a suitable team composition are dispatched with the assistance of the JDR Secretariat of JICA.
- The features of "activity in disaster-affected countries/regions" are described below. In order to improve the efficiency and effectiveness of the activities in a

disaster-affected countries/regions, each procedure and operation have been reviewed at the time of each dispatch, which has resulted in the revision of manuals and portable equipment, and in the modification of the composition of the JDR team members.

- JDR activities need the support of the Japanese embassy and the JICA office in the disaster-affected countries/regions and a neighboring country, or transit place, and of the Japan Overseas Cooperation Volunteers (JOCV) in the countries/ regions.
- The team leader of each JDR team has the overall responsibility for activities.

2.3 Past Dispatches of JDR Teams

Up to the end of January 2004, nine rescue teams, 27 medical teams (or 32 medical teams if a multiple number of dispatches for a single disaster are accounted individually), and 21 expert teams (or 25 expert teams if a multiple number of dispatches for a single disaster are accounted individually) have been dispatched

Chapter 3 Evaluation of the JDR Scheme

3.1 Evaluation of the "Objectives" of the Scheme

In evaluating the "Relevance" of the purpose of the scheme, the consistency of the two "intermediate objectives" with (1) upper level policy such as Japan's ODA charter, (2) the needs of people in a disaster-affected countries/regions, and (3) the international trend of related issues were reviewed. As a result, the two intermediate objectives were consistent with the above three items, and, therefore, the objectives of the JDR scheme were considered relevant.

3.2 Evaluation of the "Results" of the JDR scheme

3.2.1 Evaluation of the "Intermediate Objective 1"

Rescue Teams

Up to the end of January 2004, nine rescue teams were dispatched, their number of personnel totaling 386 rescuers. Since 1996, 271 rescuers have been deployed and 56 persons accommodated, two of whom were survivors.

It is not easy to specify the factors that have led to such results, or to judge the degree of achievement by comparing the number of persons rescued. This is because, as is often pointed out, the opportunity of rescuing survivors is encountered by chance rather than in relation to the promptness of arrival at the site or the rescuing capability. In addition, rescue results vary according to the scale of the calamity, the selection of the site, the

times of the search, and the rescue activities. However, it can be assumed that a certain level of results were achieved in the past dispatches.

- In the case of the Algerian earthquake, it was confirmed that the dispatch of the JDR team itself mentally encouraged the people affected and the people of the affected country in general, and that the reliability of Japanese rescue technology for earthquakes and it's medical technology was considered high.

Medical Teams

Up to the end of January 2004, 27 medical teams, number of team members totaling 378, were dispatched. Since 1996, 14 teams have been dispatched to 13 nations, with the number of persons totaling 247, and medical treatment has been provided for 16,572 disaster victims. Reviewing the performances for each team, on average 16.5 persons were sent and about 1,100 patients treated. The average number of patients treated by each medical team exceeded the expected standard appearing in the "JMTDR manual".

- In the case of Algeria, the dispatch of JDR itself contributed to the mitigation of the physical and mental damage of disaster-affected people. Also, the high level of reliability of Japanese medical technology induced a lot of patients to come to the Japanese medical tents.

Expert Teams

Up to the end of January 2004, 21 expert teams, number of team member totaling 231, were dispatched. The results of each "expert team" differ with the nature of its specialty etc. In many cases, "expert teams" submitted a report while they gave technical advice and instructions to the governmental institutions in a disaster affected country/region. Some "expert teams" submitted a detailed follow-up report or an analysis of results to the related governmental institutions after returning home.

- In the Algerian case, the "expert team" conducted investigations of the affected buildings and infrastructure and made recommendations on the diagnosis of building damage and on reconstruction plans after the calamity. It was confirmed that their activities had encouraged the people of Algeria. Moreover, the proposals of and the technology used by the "expert team" were appropriate and in accordance with their need, according to interviews with the government and related agencies.

- In the case of the incidence of SARS in Vietnam, the "expert team" arrived in Hanoi on 16 March 2003, and worked until 25 March 2003. They brought portable equipment and conducted infection control activities in cooperation with the Vietnamese Ministry of Health, WHO etc. In evaluation, it was considered that the prompt dispatch of the "expert team" and the provision of medical equipment contributed highly to confining and controlling the infection of SARS and that the team acted as psychological and mental support to medical staff of the hospitals.

3.2.2 Evaluation of the "Intermediate Objective 2"

Review of the activity reports and the press records attached to the reports of each dispatch case showed that, although there was a lack of information on the frequency of press releases by the JDR teams and the Japanese government, in a majority of cases the JDR teams attracted people's attention and their activities had a certain volume of media coverage. Detailed analysis was carried out in the individual case studies of Algeria and Vietnam, where it was indicated that information disclosure was actively made by frequent press releases to the media, following which the JDR teams' activities were covered by the media. Therefore, the study concluded that the "intermediate objective 2" was achieved to a certain degree, but that there were some issues to be improved for

the more effective implementation of information disclosure.

3.3 Evaluation of Implementation System

3.3.1 Evaluation of Implementation System in the Ordinary Period

(1) Appropriateness of the Standby System in Japan in the Ordinary Period in Accordance with the Guidelines and Manuals

The standby system in Japan was examined using a questionnaire survey focused on the following seven items: (i) the standby system in the ordinary period, (ii) preparation of manuals, (iii) the registration system of candidates for the JDR teams, (iv) training programme, (v) arrangements for portable equipment, (vi) information disclosure, and (vii) the follow-up system after dispatch. The results of the questionnaire survey showed that all the systems in the ordinary period were implemented in accordance with guidelines and manuals.

(2) Successful Points and Issues to be Addressed for the Standby Situation in Japan.

Among the above-mentioned seven items, the necessity for an expansion in participants for the training programme was identified in relation to item (iv).

(3) Appropriateness of the Standby System Overseas (the Japanese Embassy and JICA office) in accordance with the Guidelines and Manuals.

Although evaluation could only be made for the case studies in Algeria and Vietnam where field surveys were conducted, according to the questionnaire survey results, almost all the answer were marked on A (properly conducted in accordance with the guidelines and manuals) and B (conducted in accordance with the guidelines and manuals), and a few answer were marked on C (insufficiently conducted in accordance with the guidelines and manuals).

(4) Successful Points and Issues to be Addressed for the Standby System Overseas.

It was confirmed that a person in charge of the JDR operation was assigned in the ordinary period at the Japanese embassy and JICA office overseas. However, the ordinary preparation for accommodating JDR teams in the ordinary period, such as the taking over of the JDR procedure on the part of the successors at Japanese Embassy and personnel of JICA office and the sharing of information, knowledge, and experience of the JDR operation among staff, needs to be reinforced. Particularly, the Japanese embassy and JICA office in a countries/ regions which suffers from frequent occurrences of disasters should explain to the government of a disaster affected-country about the aim of the JDR scheme and the possible scope of assistances that the JDR scheme can render.

It also should be noted that it is important to establish a good relationship between the Japanese embassy, JICA office and the local media society in order to publicize the JDR teams' activities promptly.

3.3.2 Evaluation of the Implementation System in the Dispatch Period

(1) Appropriateness of the Dispatching System in Accordance with the Guidelines and Manuals.

According to the questionnaire survey in the cases of Algeria and Vietnam, the necessary procedures were carried out, in general, in accordance with the guidelines and manuals.

(2) Successful Points and Issues to be Addressed for the Dispatching System in Japan.

The assessment of the "Implementation System" of the JDR scheme was examined from the following six points of view and several successful points and issues to be addressed for the implementation system were identified as follows:

(i) Swiftness of Arrival at the Activities Site

The speed of dispatch is an important issue for the "rescue teams" because statistical data shows that after 72 hours of the occurrence of a catastrophe the survival rate of victims becomes low. The average time of arrival of the "rescue team" at the activity site in four cases was 1.4 days. Also, it was revealed that there were the restrictions on the number of personnel to be dispatched at one time and on timing since the JDR teams usually use commercial airlines for transportation between Japan and the disaster-affected countries/regions. Therefore, there is a strong demand for a quicker transportation mode among rescue team members and related agencies. They asked that alternative options, such as the utilization of government airplanes or chartered airplanes be considered.

For cases of dispatch in the last six years, the average time of arrival of the "medical team" at the activity site was 5.0 days on average. This timing is not necessarily quick enough as it is said that the need for medical treatment in a calamitous emergency is high for the three days after the occurrence of a disaster. However, in the interview surveys of the governments of Algeria and Vietnam, no inconveniences due to the arrival timing of the "medical team" were pointed out. According to the questionnaire survey, the request to utilize government airplanes or chartered airplanes was also mentioned by medical team members and related organizations.

Compared to the "rescue team" and the "medical team", rapidness of arrival is less important for the "expert team" (e.g. for seismic diagnosis after an earthquake, forecast of volcanic eruption, disaster prevention etc.) This is because the activities of the "expert teams" are the provision of technical advice and know-how in particular fields of specialty after a disaster, focusing on a medium and long-term perspective.

(ii) Activity Implementation System

Efficiency of Activity (Actual Activity Days)

For the "rescue team", although quick arrival does not always means that the possibility of finding survivors is high, arriving early at the disaster-affected

countries was important in selecting an activity site with a higher need for rescue activities.

For the "medical team", it is necessary to select an appropriate site for activities and to maximize actual service days of medical treatment within a limited duration. Also the pre-site selection by a member of the "rescue team" before the arrival of the "medical team" is helpful.

It is not necessary for the "expert team" to select a site by itself because the "expert team" always works in close cooperation with the related government organizations of the disaster-affected countries. For the realization of more efficient activities in the future, there needs to be a re-examination of the dispatch period, and improvement of the quality of the report to be submitted, and the appropriate timing of the submission of reports, particularly in case of the detailed report is prepared in Japan at post-dispatch stage, to the disaster-affected countries/regions.

The Issues of Risk Management and International Contribution

Since the JDR teams are usually dispatched to a countries in a state of catastrophe, a point often discussed is to what extent JDR teams should take risks during their activities in a dangerous situation.

In this regard, the case studies of the "medical team" dispatched to the earthquake in Algeria and the "expert team" dispatched for SARS in Vietnam suggested that appropriate advice and support from the Japanese embassy, which has the most accurate and up-to-date information on the local security situation, is indispensable for securing the safety of JDR teams. Therefore, it was agreed that continuous support and assistance in all aspects from the Japanese embassies to the JDR teams are very necessary.

(iii) Logistics

On the occasions of past dispatches, it has turned out that the JDR teams have received considerable support from the Japanese embassy and the JICA office in the disaster-affected countries, and neighboring countries or transit place in such areas as the preparation of means of telecommunication and transportation. This support is indispensable for the smooth implementation of the JDR scheme, and needs to be continued.

(iv) Information Disclosure

In the case studies, there has been a tendency for an "expert team" to receive more restriction on information disclosure than a "rescue team" or "medical team", according to the nature of the catastrophe. The case studies suggested that there was still room for improving information disclosure activities by the JDR teams in order to raise awareness of the presence of the JDR teams while paying attention not to create confusion among disaster victims.

(v) Cooperation with Local Emergency Management Agency (LEMA) and the International Community

In the past, cooperation with LEMA and the international community has been

taken into consideration. In the cases of the earthquake in Algeria and SARS in Vietnam, owing to the team composition arranged for smooth cooperation with those entities, effective information sharing and exchange with them were actively carried out by the JDR teams, the Japanese embassy, and JICA office, and all the activities of JDR were smoothly implemented.

Proof of this was seen in the result of an interview with the related organizations in a field survey in Algeria where the establishment of a good relationship between the Japanese embassy, the government of Algeria and international organizations played a key role in the realization of smooth and successful coordination between the JDR teams, LEMA and the international community in a state of emergency.

(vi) Capability of a Team

The average numbers in JDR teams for each dispatch in the past have been 42.9 persons for "rescue teams", 11.5 persons for "medical teams", and 8.5 persons for "expert teams". From the study, it was not clear whether or not there is a positive co-relation between the scale of the team and the result (the degree of achievement of the intermediate objectives 1 and 2) since this depends on the feature of the team's activities. However, it is obvious that regarding the JDR teams' capabilities, not only the individual capacity of each JDR member but also the capacity of each team as a whole is important. Moreover, portable equipment is another important factor in determining the capacity of the team. Continuous efforts to review the existing portable equipment capacity and its development are equally important.

(3) Appropriateness of the Guidelines and Manuals to the Dispatching Operation Overseas (Japanese Embassies and JICA offices)

Although evaluation was only effective for the two case study countries of Algeria and Vietnam, here the dispatching operation was appropriately implemented, mostly in accordance with the guideline and manuals.

(4) Successful Points and Issues to be Addressed for the Dispatching Operation Overseas

(i) Phase One: from "receipt of a request from the government of a disaster-affected country" and "decision to dispatch" to "arrival at the activity site".

The Japanese embassy and JICA office in a disaster-affected countries and neighboring countries provided at most support for the smooth implementation of JDR activities. They conducted the first report of a disaster occurrence to the MOFA Headquarter in Japan and much administrative and logistic support for JDR.

(ii) Phase Two: "during the conducting of activities in a disaster-affected country"

In every case of the dispatch of JDR teams, the Japanese embassy and JICA office in the disaster-affected countries offered necessary support 24 hours a day. Since information gathering at the initial stage depends on the Japanese embassy and since the Japanese embassy is in a position to provide necessary and appropriate advice on the local security situation for the JDR teams, overall support for the JDR teams in operation should be considered as a priority task of the Japanese embassy.

3.4 Overall evaluation

3.4.1 Appropriateness of the "Intermediate Objectives" to the JDR scheme and its Achievements

Intermediate Objective 1

For the "rescue team" and the "medical team", the "intermediate objective 1" was attained quantitatively in the number of people rescued, accommodated or provided with medical treatment. However, the case study revealed that other effects such as the mitigation of mental unease of residents affected by the disaster were quite remarkable, aside from the conceivable quantitative outcomes. It is also significant that Japan dispatches JDR "expert teams" at the outbreak of an earthquake in order to respond to the high expectations of the disaster-affected countries, as Japanese earthquake-related techniques have high reputations.

Intermediate Objective 2

Case studies showed that, "information disclosure", was carried out in the JDR scheme as a matter of importance. Also, the "degree of recognition" of the JDR in the international community, disaster-affected countries/regions, and in Japan, was attained to a certain level, as JDR activities were reported in the media in different places in the world.

Moreover, the study through field survey revealed that in disaster period the mass media always produced the large volume of disaster-related news and they paid great attentions to the emergency relief from overseas including the JDR teams. As for the "rescue teams", the news which causes the most interest for local people is "the rapidness of arrival" and "arrival from a distant country". For the "medical teams", it is "their long period of activity and high reliance on Japanese medical technology". Therefore, they have the opportunity for information disclosure for a long period. "Expert teams" also receive a high level of attention because of "the reputation of their techniques". Thus, it was noted that performing effective information disclosure could certainly enhance the presence of Japan.

3.4.2 Appropriateness of the JDR scheme and Achievement of the "End Goal"

The "End Goal" of the JDR scheme is achieved rather by sending the JDR team itself than through the achievement of "intermediate objectives". This implies that the dispatch of JDR team itself is a first step in the "promotion of international cooperation". It is possible to say that the JDR teams have contributed to improving the image of Japan and to constructing better relationships with a disaster-affected countries/ regions and the international community, as seen in the study that shows that Japan dispatched a number of JDR teams in response to calamities overseas, and that the "intermediate objectives" were achieved to certain level.

Effective utilization of this JDR scheme is very useful in improving the presence of Japan in the disaster-affected countries. Therefore, it is certain that the JDR scheme is very effective for contributing to the promotion of international cooperation by Japan and to promotion of a positive image of Japan.

3.4.3 Points to be addressed for the Implementation System: for Improvements of Results

(1) Standby System in the Ordinary Period

The implementation system was examined on the following seven items: (i) the standby system in the ordinary period, (ii) preparation of manuals, (iii) the registration system of candidates for the JDR teams, (iv) training programme, (v) arrangements for portable equipment, (vi) information disclosure, and (vii) the follow-up system after dispatch. The results showed that all the systems in the ordinary period were implemented in accordance with guidelines and manuals. However, among the above-mentioned seven items, necessity for improvement was found in the following three items. Firstly in relation to item (iv), the necessity for expansion in the number of participants for the training programme was identified. Secondly, with regard to item (i), the necessity for the ordinary preparation for accommodating JDR teams, such as properly taking over of the JDR procedure on the part of the successors at Japanese Embassy and JICA office personnel and strengthening communication with mass media were revealed.

(2) Operation System in the Dispatch Period

Some subjects were raised in all the analysis view points, i.e. (i) swiftness of arrival to and activity at the activities site, (ii) implementation system, (iii) logistics, (iv) information disclosure, (v) cooperation with LEMA and the international community, and (vi) team capability. The following issues were raised for each item;

for item (i), utilization of means of transportation which enable a speedier arrival at the activity site;
for item (ii), improvement of the efficiency of activity in disaster-affected countries, and confirmation of the standard as to what extent JDR should undertake risks against the necessity of international contribution;
for item (iii) and (vi), continuous review of the capacity of the JDR team (including portable equipment), in order to meet needs, etc.;
for item (iv), strengthening the information disclosure system of the JDR team;
for item (v), strengthening cooperation with LEMA and the international community.

Chapter 4 Recommendations

(1) Standby System in the Ordinary Period

In Japan

(iv) Training Programme

Proposal 1:	■ Review of the contents of the training programme for personnel to be dispatched, and expansion of the number of participants who can attend each training course.

Overseas

(i) Standby System in the Ordinary Period

Proposal 2:	■ Strengthening communication between mass media and Japanese embassy and JICA office. ■ Ensuring to take over of JDR procedure by Japanese embassy and JICA office personnel.

(2) Operation System in the Dispatch Period

(i) Swiftness of Arrival at Activities Site

Proposal 3:	■ Utilization of means of transportation which enable a speedier arrival at the activity site.

(ii) Activity Implementation System

Proposal 4:	■ In the case of "medical teams", improvement of the efficiency of activity in disaster-affected countries, through the sending of advance dispatch parties etc., ■ In case of "expert teams", improvement in the contents of reports to be submitted to the government organizations concerned in a disaster-affected country in order to meet their needs and prompt submission of reports. ■ Confirmation of the standard as to what extent JDR should undertake risks against the necessity of international contribution.

(iii) Logistics and (vi) Capacity of a JDR team

Proposal 5:	■ Continuous support and cooperation from the Japanese embassy and JICA office in the disaster-affected countries and neighboring countries or transit place. ■ Continuous Review of the capacity of the team (including portable equipment) in order to meet needs.

(iv) Information Disclosure

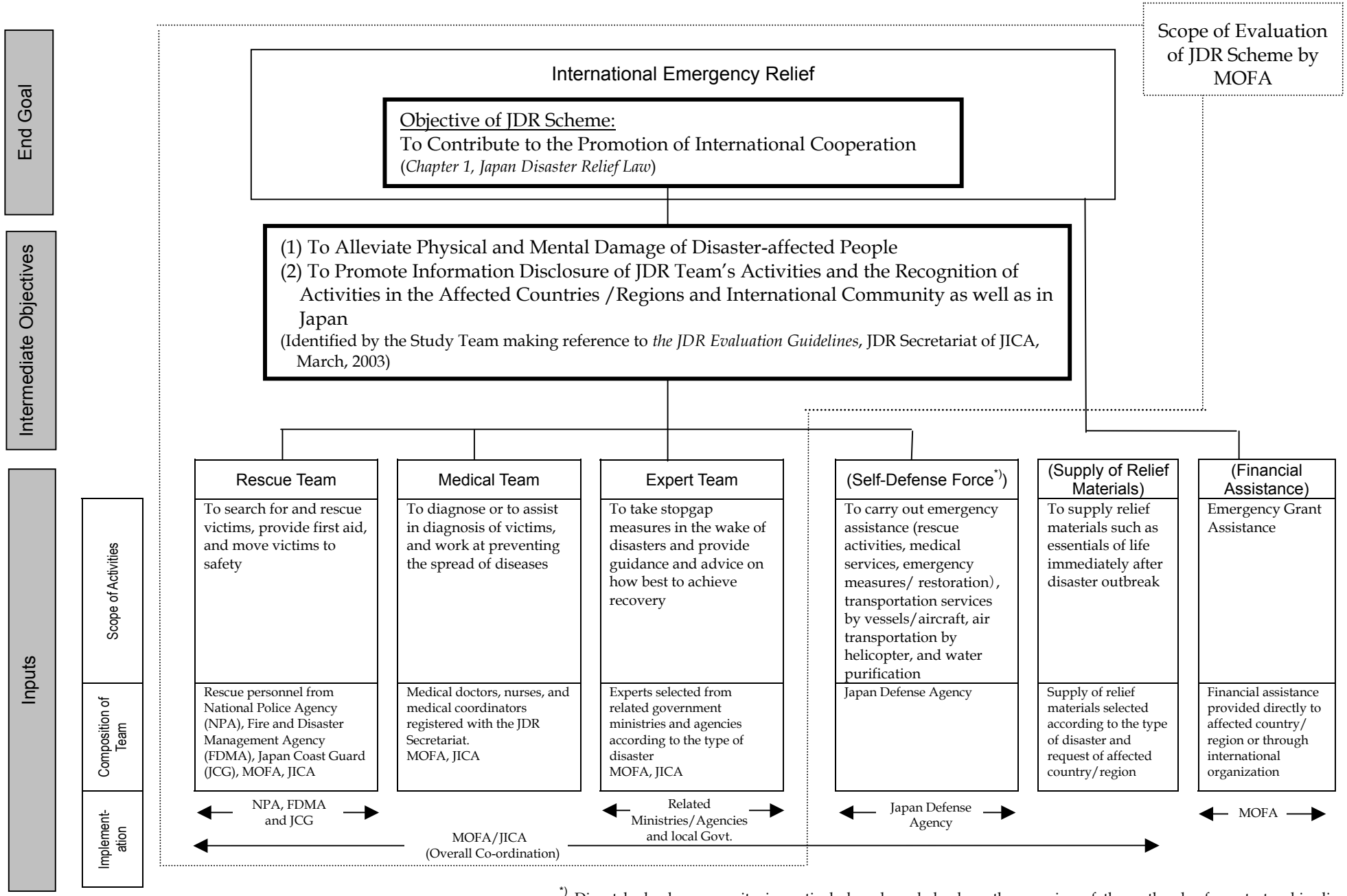
Proposal 6:	■ Strengthening the information disclosure system of the JDR team

(v) Cooperation with LEMA and the International Community

Proposal 7:	■ Strengthening cooperation with LEMA and the international community

Attachment 1

Tree Diagram for Objectives of JDR Scheme



*) Dispatched when necessity is particularly acknowledged on the occasion of the outbreak of a catastrophic disaster.

Attachment 2

Implementation Process for Dispatch of JDR Teams