

Developing the Donation Support System for Disaster Relief

- Focused on Distribution System between U.S. and Japan -

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본 연구는 한국의 재해의연금 지원체계의 개선방향을 모색하고자, 미국과 일본의 재해의연금 지급체계에 대하여 정부의 개입방식, 기탁자의 의사 반영, 의연금의 사용, 지원체계의 네 가지 차원으로 구분하여 분석을 실시하였다. 분석에 사용된 자료는 인터뷰 조사를 통하여 수집하였으며, 이를 토대로 국내의 의연금 지원제도 상에서 적용한 가능한 지원체계의 발전방향을 제시하고자 하였다. 특히, 의연금 지급 원칙의 수립 필요성과 방향, 지원방법과 내용의 개선과제를 제안하였다.

주제어: 재해의연금, 배분체계, 기탁자, 전달 프로그램, 의연금 지급 원칙

I. Introduction

Compared to agricultural or industrial society in the past, contemporary society is exposed to larger-scale damages caused by natural disasters resulting from climate changes such as global warming. As our climate is changing, it seems we are increasingly facing climate-related disasters like hurricanes, floods and droughts. Although not every disaster may be climate or weather related, the beginning of the 21st century saw a number of very serious natural disasters(Liesbeth et al., 2009: 148). Cheung and Chan(2000) found that the intention to donate to charity. It is plausible that people who frequently donate to charity will be more inclined to donate to disaster relief campaigns as well.

The victims of disasters need help, and many activities are going on in the field of disasters not only for helping disaster victims recover from damages caused by disasters but also for raising relief donations to console the victims. One of important issues related to the distribution of relief donations is the construction of an efficient support system for improving current relief donation distribution, setting new directions to of relief donation distribution programs for various relief activities, and criteria, methods and operation for the fair and quick distribution of relief

donations.

In Korea, however, there are problems as follows related to the raising, management, and distribution of disaster relief donations in legal and institutional as follows.

First, the role relation and status of the Central Distribution Committee involved in relief donation distribution have not been established yet.

Second, there have been insufficient discussions on how newly emerging donation raising organizations for disaster relief would participate in distribution programs.

Third, it is necessary to define the status of disaster relief donations. That is, we need to clarify the concept of relief donation in the current situation of Korea, and develop further discussions based on the concept.

Based on these problems in the relief donation management system, this study purposed to examine the background and systems of relief donation distribution in different countries and to make strategies for the efficient distribution of relief donations in Korea.

The objectives of this study are to review the background and systems of relief fund distribution in several different countries based on problems in relief fund management systems and to develop strategies for efficient relief fund distribution in Korea.

The scope of research for developing strategies for the efficient distribution of relief funds and goods is as follows.

First, the scope of relief fund distribution defined in this study is from the moment just after the occurrence of a disaster to long-term relief supporting return to normal life. Second, in this study, relief fund distribution for disaster victims means not only relief fund support mainly in cash for short-term consolation but also comprehensive life relief that enables disaster victims to overcome the disaster situation and return to their normal social life. Third, in this study, the main actors of relief fund distribution mean not only the government including central administrative agencies and local self-governing bodies but also civil society organizations in private sectors, and assume private assistance based on the nature of relief funds. Third, the operation of relief funds usually consists of raising, management and distribution systems but this study focuses on how to improve efficiency in the relief fund distribution system.

II. Background Theories

1. Meanings and characteristics of relief donations

When heavy damages are caused by natural or man made disasters, private sectors support the victims through voluntary collection of relief donations. A relief donation is defined as money donated for social public benefits or charity(Standard Korean Dictionary, 2007). Accordingly, we can say that a disaster relief donation is money raised for the benefits of the whole society or to help disaster victims in the situation of a disaster.

In general, disaster relief funds are somewhat different in nature from donations. The collection of donations usually aims to help poor neighbors in community or to improve life environment in the area. In addition, non-profit organizations providing social welfare service using donations collect money for executing their activities. Relief donations have characteristics distinguished from general donations as follows.

First, relief donations assume a special situation suffering damages caused by a disaster.

Second, relief donations are based on private sectors' voluntary donation for supporting the victims in the disastrous situation. In particular, they aim at social public benefits and charities(Jo Moon-jun, June, 14. 2005).

Third, the collection and distribution of relief donations has promptness as one of essential features.

Fourth, relief donation raising is promoted with the object of consoling disaster victims temporarily and supporting their returning to normal life. Accordingly, it is required to prepare various ways of support for the victims' returning to normal life.

Fifth, relief donations should be distributed fairly among those who have suffered losses of the same severity from the same disaster. That is, relief donations should be distributed fairly.

Sixth, in most cases, relief donations are raised in a short period. It is mainly because of the peculiarity of disaster situation that appeals to ordinary people's compassion based on the urgency of damages(Kim Jeong-seok, June 20, 2005; Jo Moon-jun, June, 14. 2005, Zn-depth interview).

Seventh, relief donation raising is characteristic in that the amount of money collected is large. It is because a majority of people safe from the disaster participate in the donation raising and such an activity is promoted on the dimension of national or social unity. What is more, people donate out of the spirit of mutual assistance because none of them are free from the risk of disasters in the future.

Eighth, relief donation raising and support is informal assistance by nature. That is, relief donations are raised separately from the government's disaster relief programs, which are public assistances.

Ninth, as relief donation raising and support is informal assistance, it is desirable that private

non profit agencies rather than the government are in charge of the collection, management and support of relief donations.

Tenth, expenses in the collection and operation of relief donations should be paid from each non profit organization's own budgets.

For relief funds, it is desirable to unify the channels of fund raising. That is, the unification of fund raising channels is required in order to provide clear guidance to the support of disaster victims and execute related processes efficiently. In case the Community Chest of Korea raises disaster relief funds, there can be redundancy. There are difficulties in support from the position of enterprises, and donators may feel burden (Seo Seon-won, June 13, 2005, Zn-depth interview). It does not matter which organization raises disaster relief funds. The National Association for Disaster Relief may raise relief funds in disasters and the Korean National Red Cross may do volunteer services, but it is considered better to limit the works of voluntary organizations to volunteer services and to concentrate fund raising works on a small number of fund raising organizations(Kim Jong-seok, June 20, 2005).

2. Principles of disaster relief donation distribution

Disaster produce an outpouring of goods from households and business out-side the area. There is usually a substantial amount of useful material in these donations but there also is a lot of junk. Thus, Financial donations are preferable to material donations. Since material donations will inevitably arrive, you need to have procedures to manage them(Lindell, *et. al.*, 2007: 374).

Accordingly, we think that the following are principles to be observed in the distribution of disaster relief donations.

First, social public benefits should be ensured. Disaster relief donations should achieve not only the consolation of disaster victims for their unfortunate situation but also common interests of the damaged area.

Second, transparency should be ensured. Relief donations should be distributed in a transparent way not just for justice but also for the donators' psychological compensation.

Third, the donators' intention should be respected in the distribution of relief donations. That is, the donators should not be excluded in the distribution of relief donations.

Fourth, the delivery of necessary services should be ensured in the distribution of relief donations. That is, the service delivery system should be established centering on the needs of disaster victims.

Fifth, for the efficient distribution of relief donations, relief donations and services should be delivered together. That is, as disaster victims need money for immediate uses and consolation as well as indispensable services, we need to consider how to provide both at the same time.

Sixth, responsibility for relief donation distribution and specialty in the operation of relief donations should be ensured.

Seventh, relief donations should be distributed in a way of facilitating disaster relief donation raising in the future. Relief donation raising may promote the virtue of mutual aid through the formation and maintenance of community. Accordingly, we should make disaster relief donation distribution plans for 'distribution activating collection' in order to activate donation raising in the future.

3. Review of previous studies

Domestic and foreign previous studies on relief funds are as follows.

First, according to Lee Jae-won(2000), disaster relief activities fail to reach the expected level not because of insufficient money and goods collected but because of the absence of systematized relief administration for managing the money and goods and distributing them to disaster victims. Also, in order to improve the relief goods delivery system he suggested dualizing criteria for the issue of relief goods, establishing field-oriented computer networks, building management systems by region, establishing private relief partnership, and constructing a cooperation system among the central government, mass media, and relief monitoring institutions.

Next, Kim Seung-gwon(2002) listed misunderstanding of the nature of relief funds and municipal and provincial offices' irresponsibility for disaster relief as the biggest problems in the flood relief fund delivery system.

Lee Jae-eun & Yang Gi-geun(2006) looked for the directions of improvement in Korean relief fund raising and distribution system through comparison with the U.S., Japan, Germany and France. They reported that in order to improve Korean relief fund raising and distribution systems, it is desirable to perform relief fund raising and support through civil organizations in private sectors and not to deduct fund raising and operating expenses from raised relief funds. In the conclusion, they suggested that current aid services based on disaster relief funds are mostly limited to monetary and material supports but it is required to provide services more specialized, specific, long-term and practical.

Lee Jae-eun & Yoo Hyeon-jeong(2009) analyzed expectations, performance and satisfaction

perceived by relief fund donators and disaster victims, the two main parties of relief fund support services. In their study, relief fund support was divided into emergent relief money support, reconstruction relief money support, life relief money support, and welfare relief money support. In the results of empirical analysis, according to the expectation-performance disconfirmation theory, satisfaction is low if achievements from relief fund donation is lower than expectation for relief fund donation. In fact, overall satisfaction was relatively low for donators, but generally high among disaster victims although achievements were poorer than expectations. According to general market economy theories, dissatisfied consumers do not purchase again, but in case of relief funds almost all of donators kept their intention to donate again despite their overall dissatisfaction. Donators' expectation of relief fund donation is quite ideal, and actual achievements from the funds are manifested in disaster victims. According to survey results, achievements felt by disaster victims were significantly lower than donators' expectations. This means that disaster victims are not helped as much as felt by donators.

According to Wordon & Yitzhaki(2002), it is conceptually possible to distinguish between those who would receive disaster relief money and goods and those who would not. That is, it is theoretically possible to select poor disaster victims or those suffering heavy damage as the subjects of relief. However, the two groups are totally different from each other because the severity of damage solely depends on their wealth.

Morris(2003) pointed out that it is possible to identify disaster victims but difficult to classify them and deliver raised relief money and goods to them. As a reason for this problem, it was hypothesized that the quantity of relief goods consisting of food, clothes and medicine is not enough for disaster victims, and this hypothesis was verified with experiential data from hurricane Mitch in Honduras in 1998. Hurricane Mitch, which hit Central America in October 1998, was a large-scale disaster that caused 5,657 casualties and inflicted economic damage on around a third of the population. Through his simple model for the allocation of disaster relief money and goods, Morris proved that the probability for receiving disaster relief goods is related more to asset losses than to wealth. That is, if disaster victims' pain from damage in their dwelling is controlled, the amount of relief money and goods to be provided should be decided based more on asset losses than on wealth before hurricane Mitch.

Paul (2006) described difficulties in disaster relief, particularly in emergent assistance in development countries. That is, disaster victims need external support for recovery from extreme losses, but in development countries, disaster victims' such needs cannot be satisfied by the resources of their home country. Accordingly, overseas aids should be available from international

aid organizations and foreign non-governmental organizations(NGOs). Such disaster reliefs or aids from overseas cannot be distributed evenly among all disaster victims because of extensive corruptions or large-scale irregularities in public distribution, and consequently, the variety and quantity of relief goods become insufficient.

What is more, Thomas and Fritz(2006) reported that it is more urgent to improve relief systems than to collect relief goods from donators including enterprises. In the South Asian earthquake and tsunami on December 26, 2006, relief goods began to pile up at the Colombo Airport in Sri Lanka within 2 weeks from the disaster, but the supply storages were left closed for several months. This shows the keen necessity to improve and maintain disaster relief processes systematically compared to donation just after the occurrence of a disaster.

Gregory Kutz(2007) argued that the relief of disaster victims in Katrina and Rita was not prompt enough and, consequently, caused the waste of resources. That is, potentially billions of dollar was spent extra in the process of restoration from Katrina and Rita and this resulted in the heavy waste and abuse of resources by federal and state agencies. This spotlights the importance of waste and abuse prevention programs in the future.

III. Case Study: Donation Support Systems in the U.S. and Japan

1. Comparative Study on U.S. and Japan

This study compared and analyzed disaster relief donation raising and support systems in the U.S. and Japan, focusing on: ① whether government intervenes in collection and distribution; ② whether donators decide how to use relief donations and goods; ③ whether to spend disaster relief donations as operating expenses; and ④ the contents of support (<Table 1>).

First, with regard to the government's intervention in collection and distribution, though somewhat different in degree, there was little intervention by the government in the U.S. and Japan. When we examined relief donations, relief goods and volunteer services separately just for the U.S., donation raising organizations decided and distributed relief donations by themselves without coordination and consultation with the government.

Second, with regard to whether donators designate the uses of relief donations, in the U.S., donators offered money with suggesting the use of the money. That is, those who contributed money for relief specified where the relief donation should be spent. The donation of relief

donations was made rarely in cash, and most of donators paid with credit card by telephone or Internet, or through account transfer or personal check. This is for tax deduction at the year end and the transparency of relief donations. Moreover, the period of relief donation raising usually extends long until recovery works are completed. In Japan, On the other hand, people donate without designating its use. As in Korea, relief donations are raised for a disaster in Japan but the donators do not specify where the relief donation should be spent. Some enterprises donate in cash, but most of companies donate in a way of reflecting their characteristics and such donations also get tax deduction.

Third, with regard to whether disaster relief donations can be used to pay operating expenses, it is uncertain in the U.S. In many cases, it is unclear whether donations are raised for disaster relief and charity or to pay the operating expenses of the organization. In the State of North Carolina surveyed in this study, however, some cases used 9-10% of the raised donation as operating expenses and some others did not touch the donation but used interests on the donation as operating expenses. In Japan, there was no separate regulation on operating expenses, but raised relief donations were not spent for operating expenses as it was not acceptable to people's sentiment.

Lastly, with regard to the contents of support, in the U.S., the contents of support varied among local governments. On the dimension of the federal government, FEMA operated a budget item called 'Disaster Relief Donation,' which was to support house repair expenses, money to purchase household goods, funeral expenses, etc. In Japan, relief donations were distributed in cash, and deficiencies were filled up with subsidies paid according to income level under the Life Support Act. Accordingly, the biggest problem in the raising and distribution of disaster relief donations in Japan was how to distribute relief donations with equity.

<Table 1> Comparison of disaster relief donations and goods support systems between the U.S. and Japan

Issue	U.S.	Japan
Whether government intervenes in collection and distribution	Relief donations are operated without coordination and consultation with the government, and are decided and distributed solely by the raising organization. For, relief goods and volunteer services, however, there are coordination and consultation among NGOs, FEMA and state governments.	Money is collected by relevant local self-governing bodies, and distributed by the Distribution Committee comprising the representatives of the donation raising organizations. This process is not intervened in by the government.

<Table 1> Comparison of disaster relief donations and goods support systems between the U.S. and Japan(continue)

Issue	U.S.	Japan
Whether donators decide the use of relief donations	The donators specify the use of the relief donation.	The donators contribute money without specifying the use of the relief donation.
Whether to spend disaster relief donations as operating expenses	It is uncertain, but in the State of North Carolina, some cases use 9-10% of raised donations as operating expenses but some others use interests on the relief donations.	There is no regulation on operating expenses, but disaster relief donations are not used as operating expenses because it is not acceptable to people's sentiment.
Contents of support	Contents of support vary among local governments. FEMA operates a disaster relief donation to support house repair expenses, money to purchase household goods, funeral expenses, etc.	Cash is paid from relief donations, and any deficiency is filled up with subsidies under the Life Support Act.

2. Implications for Korea

This study compared and analyzed disaster relief fund raising and support systems in the U.S. and Japan, focusing on: ① whether government intervenes in collection and distribution; ② whether donators decide how to use relief funds and goods; ③ whether to spend disaster relief funds as operating expenses; and ④ the contents of support.

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Second, with regard to whether donators designate the uses of relief funds, in the U.S., donators offered money with suggesting the use of the money. That is, those who contributed money for relief specified where the relief fund should be spent. The donation of relief funds was made rarely in cash, and most of donators paid with credit card by telephone or Internet, or through account transfer or personal check. This is for tax deduction at the year-end and the transparency of relief funds. Moreover, the period of relief fund raising usually extends long until recovery works are completed. In Japan, On the other hand, people donate without designating its use. As in Korea, relief funds are raised for a disaster in Japan but the donators do not specify where the relief fund should be spent. Some enterprises donate in cash, but most of companies donate in a way of reflecting their characteristics and such donations also get tax deduction.

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IV. Future Directions for Improving the Relief Donation Support System

At present, relief donations are distributed by paying to victim households according to the review and decision of the Distribution Committee based on criteria on the subjects of relief donation payment, the upper limit of payment, etc. stipulated in relevant laws.

This relief donation distribution system is supplier oriented for the sake of administrative convenience, and focuses on cash support for immediate needs. Moreover, there are equity related problems such as the exclusion of damaged remote areas from the distribution of relief donation, and the problem of poor follow up inspection and evaluation after support activities. For these problems, it is necessary to improve the system to be beneficiary centered, and to institutionalize the inspection and confirmation of the entire process from the investigation of damages to the payment of relief donation so that the process can be evaluated and improved continuously.

Next, as for criteria on the payment of relief donation, it is necessary to establish criteria reflecting the current state of the relief donation distribution system, applicable comprehensively, and efficient and effective for the distribution of relief donations. In connection to the operation of relief donations, we need to develop distribution systems and strategies that enable various supports according to the situation and circumstance of disaster and its victims, and the Distribution Committee should make plans for the integrated management and distribution of all

relief donations.

Based on the cases of each country, we make long term suggestions for the efficient distribution of relief donations in Korea as follows.

First, rational criteria should be established for the distribution of relief donations. The criteria should consider the severity of damage, disaster victims' life condition, and other factors comprehensively.

Second, the efficiency of direct distribution of relief donations can be enhanced through setting the lower limitation of direct support out of raised relief donations, diversifying the methods of payment including long term divided payment of restoration donations, abolishing the differentiated payment of consolation money between house owners and tenants, paying relief money to support the victims' living, expanding the subjects of relief donation support, improving the efficiency of the method and procedure of relief donation payment, etc.

Third, the efficiency of indirect support can be enhanced through beneficiary centered disaster victim support strategies and programs such as medical service programs for disaster victims, support to organizations engaged in long term volunteer services for disaster victims, programs for disaster victims' returning to normal life, organizations and systems in charge of disaster victim support services, systems to manage experts and human resources for disaster victim support services, and deployment of helpers for disaster victim support services.

Lastly, as principles for the operation of the Relief Donation Distribution Committee, first, it should be acknowledged that intentions and roles are different among donators, collectors, and distributors. Second, the members of the Central Distribution Committee should have a fixed term of service for clarifying their responsibilities and ensuring continuity. Third, it is desirable to entrust relief donation distribution to private organizations and to transfer the jobs of managing and collecting national relief donations to relevant institutions.

V. Conclusion

Based on problems in the Korean relief donation management system, this study examined the background and systems of relief donation distribution in the U.S. and Japan and conducted a case study in order to suggest strategies for the efficient distribution of relief donations in Korea.

The main contents of the analysis were the comparison of disaster relief donation raising and support systems between the U.S. and Japan, focusing on:

- ① whether government intervenes in collection and distribution
- ② whether donators decide how to use relief donations and goods
- ③ whether to spend disaster relief donations as operating expenses
- ④ the contents of support

According to the results of analysis, with regard to the government's intervention in fund raising and distribution, first, there was little governmental intervention in both the U.S. and Japan though varying among the surveyed countries. In case of the U.S. for which relief efforts were divided into relief money, relief goods and volunteer services, relief money was raised and distributed autonomously by fund raising organizations without coordination and consultation with the government. Second, donators designated the uses of donated money in the U.S., but not in Japan. Third, the spending of disaster relief funds as operating expenses was not clear in the U.S., but in Japan there was no separate regulation on operating expense but raised relief funds were not spent for operating expenses as it was not acceptable to people's sentiment. Lastly, with regard to the contents of support, the contents of support varied among local governments in the U.S., but in Japan relief money was distributed in cash and if the amount was insufficient subsidies were paid according to income level based on the Life Support Act.

Based on the results of this study, we suggested future tasks for improving the efficiency of relief donation distribution in Korea as follows: First, establishing rational criteria for relief donation distribution, Second, improving the direct support system of relief donations, Third, improving efficiency related to indirect support, In addition, this study suggested short and long term improvements including the continuity of cash support, the necessity of emergency relief support, the preparation of long term plans, the institutionalization of relief donation distribution, and the diversification of relief services contents.

This study analyzed the distribution of relief funds in several different countries, and from the characteristics of relief fund operation we derived implications for Korea. Accordingly, this study did not control practical problems in Korea and external factors related to difficulties in relief fund operation. Thus, further research is required for developing specific alternatives based on empirical analysis on relief fund distribution in Korea.

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Ju Ho Lee

Many activities are going on in the field of disasters not only for helping disaster victims recover from damages caused by disasters but also for raising relief donations to console the victims. One of important issues related to the distribution of relief donations is the construction of an efficient support system for improving current relief donation distribution, setting new directions to of relief donation distribution programs for various relief activities, and criteria, methods and operation for the fair and quick distribution of relief donations. Based on problems in the Korean relief donation management system, this study examined the background and systems of relief donation distribution in the U.S. and Japan and conducted a case study in order to suggest strategies for the efficient distribution of relief donations in Korea. Based on the results of this study, we suggested future tasks for improving the efficiency of relief donation distribution in Korea as follows: First, establishing rational criteria for relief donation distribution. Second, improving the direct support systems of relief donations. Third, improving efficiency related to indirect support. In addition, this study suggested short- and long-term improvements including the continuity of cash support, the necessity of emergency relief support, the preparation of long-term plans, the institutionalization of relief donation distribution, and the diversification of relief services contents.

Key words: donation, disaster relief, donation support system, donation distribution