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**Summary Report:  
Third Party Evaluation of the  
The Great East Japan Earthquake  
Recovery Task Force  
(FY2011 Project)**



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November 30, 2012





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## **I. Overview**

### **1. Background and aims**

The damage caused by the Great East Japan Earthquake that struck on March 11, 2011 and the resulting tsunami resulted in the deaths of more than 15,000 people along with massive destruction in the disaster-stricken areas. In response, the Japanese Red Cross Society, or JRCS, has initiated a host of recovery efforts in these areas—including the dispatch of medical teams to affected areas immediately following the disaster, responding to emergency relief needs, and soliciting and collecting donations. In addition, the JRCS has received huge sums of money from the international community (overseas relief funds) via overseas Red Cross and Red Crescent societies. The JRCS has been given these funds with the expectation that it will use them to fund disaster relief activities, which the organization began with the launching of its Recovery Task Force in March of 2011.

Our activities addressed a massive natural disaster unprecedented in the history of the world's developed nations, and for this reason we hope to share our experiences beyond our borders to include the international community as well.

The Japanese Red Cross Society had two primary aims in evaluating the Recovery Task Force set up to address the aftermath of the Great East Japan Earthquake and summarizing its project results in the form of this report. The first was to use it to release and report information outside the organization as well as offer recommendations, and the second was to use it internally to better prepare for future emergencies.

The JRCS has already conducted its own internal evaluation of these project results; however, we decided to have a third-party external evaluation done as well in order to ensure that we obtain a valid and independent objective viewpoint. The Recover Task Force initially acted on the basis of a three-year plan running from FY2011 to FY2013, but because of the extended period, we have conducted evaluations every year and plan to carry out a comprehensive three-year assessment at the end of the entire period. The JRCS commissioned the Japan Research Institute to conduct a third-party evaluation of the Recovery Task Force projects that began in FY2011, an evaluation that began towards the end of June 2012.

The aims of the evaluation were as follows.

- Identify the aspects of the Recovery Task Force that could be rated highly from an objective third-party perspective as well as any problem areas and points to consider. Collect feedback from recipients of JRCS support (beneficiaries), prefectures, municipalities, and other organizations involved to further reinforce the neutrality and validity of the assessment.

- Collect and organize the facts, then summarize them in a format that can be utilized both inside and outside the organization.
- Put third-party evaluations and recommendations together in a document that will serve as a springboard for discussion and specification of future JRCS recovery efforts should work.

## **2. Evaluation targets**

This evaluation targets the projects that the Japan Red Cross Society implemented in FY2011 as part of its Great East Japan Earthquake Recovery Task Force. Note that although the JRCS reconstruction effort appropriated recovery funds gained from converting gifts of oil from the Kuwaiti government into cash, these are outside the scope of this assessment.

This report evaluates the following aspects of the JRCS Recovery Task Force projects described above.

- (1) Individual project evaluations
  - (a) Detailed evaluation
  - (b) Brief evaluation
  
- (2) Overall evaluation
  - (a) By support sector
  - (b) By form of support
  - (c) By region
  - (d) Based on studies of stricken areas
  - (e) Based on recognition of recovery projects outside stricken areas
  - (f) Policies, strategies, organizations, and operational frameworks

### 3. Evaluation methods

#### (1) Evaluating individual projects: Approach and evaluation criteria

Evaluations of individual products basically focus on two areas: outputs (project outcomes) and process (how the project was carried out). Output assessments address two evaluation items, while process assessments look at seven (Table 1).

**Table 1 Individual project evaluation items**

Evaluation item		Evaluation points and concepts
Outputs	Quantitative	This item looks at outputs that can be measured quantitatively, such as the number of beneficiaries, the amount of financial benefits received, benefit scale/scope, the number of local governments and/or facilities supported, and so on. This assessment is based on actual facts.  These quantitative outcomes are then actually evaluated in a qualitative manner.
	Qualitative	This item looks at outputs that cannot be grasped quantitatively, such as the degree of goal achievement or how well need was met. These assessments are based on actual facts.
Process	Prompt/smooth implementation	This item looks at how quickly projects moved from start to finish and whether they proceeded according to plan. The assessment looks at the facts to see whether considerations, approaches, the construction of frameworks, and so on were set up to execute projects promptly and smoothly.
	Efficiency	This item looks at whether projects were able to appropriately regulate workload among involved parties, investment resources (funds, personnel), and so on.  The assessment looks at the facts to see whether considerations, approaches, the construction of frameworks, and so on were set up to execute projects efficiently.

	Effectiveness	<p>This item looks at whether there was an effective plan in place to maximize results and whether the procedures and methods used actually boosted outputs.</p> <p>The assessment looks at the facts to determine whether plans were effective and appropriate, whether the right contracts and administrative methods were used, whether there were any problems with completion period or completion methods, and so on.</p>
	Transparency	<p>This item looks at whether project content, results, administrative processes, and so on are able to withstand outside disclosure or audits.</p> <p>The assessment looks at the facts to determine whether needs assessment survey methods and project promotion schemes were adequate, whether transparency was assured in purchasing and contracts, whether projects were coordinated so that they concluded in an appropriate manner, and so on.</p>
	Fairness	<p>This item looks at whether fairness was considered and applied throughout the projects from initial planning through completion.</p> <p>The assessment looks at whether project targets, implementation scope, implementation period matched project policy and fairness was assured, as well as whether considerations, approaches, the construction of frameworks, and so on were set up to ensure fairness.</p>

Each evaluation item for individual projects was assessed using the scored rating scale shown in Table 2.



**Table 2 Rating scale for individual project evaluation**

Score	Evaluation	Criteria
5	Extremely good/beyond sufficient	<ul style="list-style-type: none"> <li>• Outcomes greatly exceeded targets and went beyond expectations</li> <li>• Considerations and approaches were beyond sufficient in terms of what was demanded by project aims and policies, contributing to considerable result achievement</li> </ul>
4	Good/sufficient	<ul style="list-style-type: none"> <li>• Outcomes sufficiently met targets and expectations</li> <li>• Considerations and approaches were sufficient in terms of project aims and policies, contributing to the desired results</li> </ul>
3	Mostly good/mostly sufficient	<ul style="list-style-type: none"> <li>• Outcomes were generally in line with targets and expectations</li> <li>• There were a few problems and/or issues in terms of project aims and policies, considerations and approaches were generally sufficient in contributing to the desired results</li> </ul>
2	Somewhat problematic/insufficient	<ul style="list-style-type: none"> <li>• Outcomes fell somewhat below targets and expectations</li> <li>• Considerations and approaches were somewhat insufficient in terms of project aims and policies, and certain problem areas hindered the achievement of the desired results</li> </ul>
1	Problematic/insufficient	<ul style="list-style-type: none"> <li>• Outcomes failed to meet targets and fell greatly below expectations</li> <li>• Considerations and approaches were insufficient in terms of project aims and policies, and major problem areas presented a significant obstacle to the achievement of the desired results</li> </ul>

**(2) Approach to overall evaluations**

Recovery Task Force projects were also assessed overall in terms of each evaluation item. This process considered the following points in order to identify the high-performing aspects of the task force as well as problem areas and points for future consideration.

- Alignment of project outcomes with envisioned results
- Proper and reasonable project selection
- Proper allocation of resources
- Project process and risk management
- Utilization of JRCS assets and strengths

**(3) Action items and study/analysis methods**

The following studies and assessments were implemented in the course of this evaluation.

- Review of JRCS internal review of the Recovery Task Force

- Recovery Task Force recognition survey among benefactors (disaster victims)
- Recovery Task Force recognition survey among municipal and other agencies involved
- Recovery Task Force recognition survey among those outside the disaster-stricken area
- Study of Recovery Task Force project administration
- Assessment based on analysis and analytical results of study data

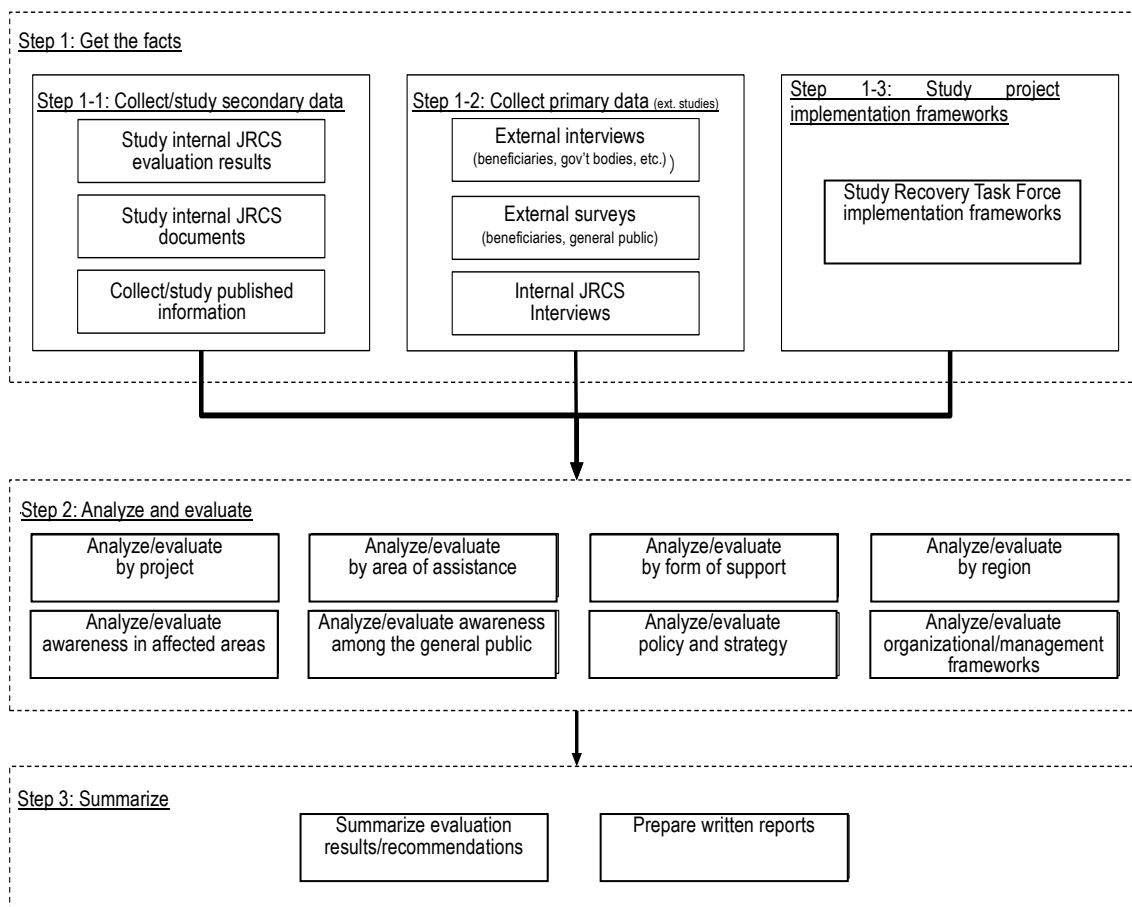
The following research and analysis methods were used in the evaluation.

- Careful examination of internal JRCS documents
- Interviews with JRCS personnel
- Interviews with those outside the organization (beneficiaries, prefectures and municipalities, etc.)
- External surveys (beneficiaries, members of the general public living outside disaster areas)
- Collection and careful examination of public and external information
- Analysis based on designed models

#### 4. Evaluation steps and schedule

In terms of procedure, this evaluation started with an effort to gain a clear picture of the facts through a variety of studies and surveys. The results were summarized in a report based on an analysis and evaluation of the facts surrounding Recovery Task Force projects. These evaluation steps are provided in Table 3.

**Table 3 Evaluation implementation steps**



The evaluation was conducted over the course of about four and a half months in 2012 between late June and the end of October. Table 4 indicates the overall schedule.

**Table 4 Overall evaluation schedule**

	June	July			August			September			October		
	Late	Early	Mid	Late	Early	Mid	Late	Early	Mid	Late	Early	Mid	Late
Set evaluation targets	■												
Research/design evaluation methods	■	■	■										
Collect/closely examine published information		■	■	■									
Check/carefully study internal JRCS documents		■	■	■									
Conduct external interviews				■	■	■	■	■					
Conduct external surveys							■	■					
Interview JRCS personnel				■	■	■							
Study project management frameworks					■	■	■	■					
Analyze/evaluate								■	■	■			
Prepare reports											■	■	■

## II. Evaluation results

### 1. Individual projects

Detailed evaluations were carried out for individual projects with a major scope and/or level of investment, projects expected to make the most of the assets and strengths of the Japan Red Cross Society, and projects for which sufficient documentation and information could be obtained. Those projects that did not meet the above criteria were subject to a brief evaluation. Table 5 and Table 6 give a list of the projects in each category.

**Table 5 Projects subject to detailed evaluation**

Area of assistance	Projects
Rebuilding lives	<ul style="list-style-type: none"><li>• Household appliance donation packages</li><li>• Furnishing public meeting spaces</li><li>• Nordic walking activities</li></ul>
Social services	<ul style="list-style-type: none"><li>• Nursing care bed donations</li><li>• Assistance vehicles for the disabled and others</li></ul>
Education	<ul style="list-style-type: none"><li>• Construction subsidies for temporary gymnasiums</li><li>• Providing school buses</li><li>• “Smile Park” indoor play area (see note)</li></ul>
Medical	<ul style="list-style-type: none"><li>• Rebuilding medical centers in Ishinomaki and Kesenuma</li><li>• Supplying whole-body radiation counters (see note)</li><li>• Providing food radiation detectors (see note)</li><li>• Subsidizing pneumonia vaccines</li></ul>

Note: These projects are aimed at addressing the Fukushima nuclear power plant accident

**Table 6 Projects subject to brief evaluation**

Area of assistance	Projects
Rebuilding lives	<ul style="list-style-type: none"> <li>• Winterization support for temporary housing</li> <li>• Psychological care and “Smile” health classes</li> <li>• Community bus services</li> <li>• Hot weather support at evacuation shelters</li> <li>• Support for disaster volunteer centers</li> </ul>
Social services	<ul style="list-style-type: none"> <li>• Furnishing group homes</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Donating supplies for schools and school infirmaries</li> <li>• Furnishing gym equipment</li> <li>• Donating soccer uniforms</li> <li>• Support for reinstating school lunch programs</li> <li>• Reopening health and safety classrooms and mobile movie theaters, supporting school trips, etc.</li> </ul>

**(1) Detailed evaluation results**

Detailed evaluations consisted of analyses and assessments that were based on interviews with outside parties, surveys, interviews with JRCS personnel, careful examinations of internal JRCS documents, and more. Below are each of the projects subjected to a detailed evaluation, project overviews subjected to an overall assessment, and ratings for each evaluation item.

(a) Rebuilding lives

**i. Household appliance donation packages**

**Project overview: Household appliance donation packages**

<b>Aim</b>	<p>This project provided families with refrigerators and other necessary household appliances to serve as a foundation for rebuilding lives. Its aim was to allow those who lost their homes in the earthquakes and fled with nothing more than the clothes on their backs the opportunity to take the first step towards rebuilding their new lives in temporary housing.</p>
<b>Target region/ population</b>	<p>The region targeted by this project was Japan's eight disaster-stricken prefectures: Iwate, Miyagi, Fukushima, Aomori, Chiba, Ibaraki, Tochigi, and Nagano. The JRCS supplied home appliance packages to every prefecture subject to the Disaster Relief Act that requested them.</p> <p>The population targeted by this project was the families that qualified for temporary housing in areas targeted by the Disaster Relief Act. Temporary housing refers to temporarily construction prefabricated housing structures (prefab temporary housing) as well as publically or privately managed housing that was taken over by prefectural governments in disaster-stricken areas (adopted temporary housing). Because there were many evacuees that fled to other prefectures following the disaster, adopted temporary housing was recognized in all 47 prefectures, so household appliance packages were also delivered and set up in all of them.</p>
<b>Implementation period</b>	<p>The first packages were donated in April 2011 and the project continued through the end of the fiscal year.</p>
<b>Implementation details</b>	<p>This project donated household appliance packages to those living in temporary housing. The household appliance packages included six pieces of equipment: a washing machine, air conditioner, television, rice cooker, microwave, and electric hotpot.</p> <p>The number of donation packages was initially estimated at 70,000 based on the number of requests from disaster-stricken prefectures; however, the actual number of packages provided reached around 130,000 households by the end of March 2012, in part because target population grew in response to prefectural demand. By prefecture, the</p>

	project supplied packages to about 19,000 families in Iwate, 49,000 in Miyagi, 61,000 in Fukushima, and 2,000 in other prefectures.
<b>Financial investment</b>	<p>The amount of money budgeted (actually invested) as of the end of March 2012 was 25.58 billion yen.</p> <p>By prefecture, the figures were approximately 3.38 billion for Iwate, 8.41 billion for Miyagi, 12.67 billion for Fukushima, and 1.12 billion for all others (this includes donated funds and management expenses for all prefectures other than the three listed above).</p>

### Overview of evaluation results: Household appliance donation packages

<b>Overall assessment</b>
<p>The outcomes of this project were tremendous compared to others implemented by the Recovery Task Force, and adequately met the project goal of providing a foundation from which disaster-stricken families could rebuild their lives. We rate the large scope of this project (affecting more than 130,000 households) and the wide regional area over which the donations were administered (all 47 prefectures) particularly highly, as well as the support provided in areas that were unlikely to get assistance from government or other groups due to their being excluded from the Disaster Relief Act. Finally, the project resulted in a certain amount of job creation in disaster-stricken areas.</p> <p>The response and level of satisfaction among project beneficiaries was also extremely high, reinforcing our assessment that the content of the project matched the needs in affected areas. There were more than a few issues and problem areas indicated for this project, but it can be deemed effective in terms of generally resulting in a favorable rating and high satisfaction from the regions themselves and in providing a foundation for recovery in these areas.</p> <p>One of the major problems with the way this project was carried out was the long delay in shipping and setting up the appliances when the number of requests for them spiked—a situation which resulted in a heavy workload for those working in local government offices. Although the JRCS cannot help burdening local governments to some degree when tasks are assigned, it does appear that the organization needs to sufficiently coordinate with government offices prior to implementing projects and make certain that they have come to a shared understanding of what is expected. Offering support in the form of human resources should also be considered.</p> <p>The primary reason for the spike in applications was the inclusion of adopted temporary housing units as project targets. Shipping to these units individually and setting up appliances there increased the administrative, transportation, and installation workload and resulted in delays. Despite the delays that unfortunately occurred with the donations, it is also true that they were caused by an effort to secure project fairness. Before the JRCS decided to include adopted temporary housing units, it should have thoroughly considered the projected increase</p>



in project targets, the effort that shipping to them would require, and the structures that needed to be put in place. Because quick action was so heavily prioritized, the JRCS did not spend enough time on advance considerations or coordination with the other agencies involved, and it is likely that their failure to reinforce prefectural, municipal, manufacturing, and other structures to withstand the spike in requests contributed to the shipping and installation delays. When a project fails to sufficiently coordinate with involved parties in advance because it is trying to move too quickly, the result is an increased workload that can then lead to delayed action. The JRCS needs to consider this fact, and we hope that it will serve as a lesson that will guide the organization's future project implementation procedures.

<b>Seven-item evaluation (ratings and evaluation points)</b>															
<p>Quantitative outputs</p> <p>Qualitative outputs</p> <p>Prompt/smooth implementation</p> <p>Efficiency</p> <p>Effectiveness</p> <p>Transparency</p> <p>Fairness</p>	<table border="1" style="margin-left: auto; margin-right: auto;"> <tr><td>Quantitative outputs</td><td>5.6</td></tr> <tr><td>Qualitative outputs</td><td>4.8</td></tr> <tr><td>Prompt/smooth implementation</td><td>4.1</td></tr> <tr><td>Efficiency</td><td>3.7</td></tr> <tr><td>Effectiveness</td><td>4.5</td></tr> <tr><td>Transparency</td><td>4.0</td></tr> <tr><td>Fairness</td><td>4.0</td></tr> </table>	Quantitative outputs	5.6	Qualitative outputs	4.8	Prompt/smooth implementation	4.1	Efficiency	3.7	Effectiveness	4.5	Transparency	4.0	Fairness	4.0
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Fairness	4.0														
<b>Quantitative outputs</b>	<p>[+] Massive scope of project results: large number of beneficiaries (over 130,000 households) and extensive target area (all 47 prefectures)</p> <p>[+] Procured items below market cost thanks to large volume purchasing</p> <p>[+] Shipping, installation, and administrative processing tasks helped create jobs in affected areas</p>														
<b>Qualitative outputs</b>	<p>[+] Provided support to areas that had a hard time receiving government assistance since they are not covered under the Disaster Relief Act</p> <p>[+] Widespread, long-term project implementation, flexible expansion of donation recipients, and other aspects well received in affected areas</p> <p>[+] Used donations to provide a highly meaningful form of support at a time when it was difficult to purchase household appliances</p>														
<b>Prompt/smooth implementation</b>	<p>[+] Prompt support by quickly launching and setting up a project plan</p> <p>[-] Delays in shipping and setup following a sudden increase in requests</p>														
<b>Efficiency</b>	<p>[+] Flexible modifications/reorganization to operational structure based on the number of requests</p> <p>[For consideration] Support measures to alleviate local government workload</p>														
<b>Effectiveness</b>	<p>[+] Project plan formulated in line with actual conditions and disaster victim needs in affected areas</p> <p>[-] Requests that deviated from initial project aims due to project extension and other factors</p>														
<b>Transparency</b>	<p>[+] Efforts to ensure purchasing transparency by setting up a procurement policy for household goods and researching qualifications for manufacturers participating in the bidding</p> <p>[+] Achieve high collection rate for receipts</p>														

<b>Fairness</b>	[+] Flexible expansion of support targets according to victim needs and circumstances ensured fairness towards disaster victims
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## ii. Furnishing public meeting spaces

### Project overview: Furnishing public meeting spaces

<b>Aim</b>	This project furnished meeting spaces and conversation areas in prefab temporary housing and encouraged residents to use the equipment. Its aim was to help residents set up networks of mutual support and help self-governing bodies run more smoothly. The project also set up automated external defibrillator (AED) equipment with the aim of providing an environment where residents and others could use it for lifesaving activities.
<b>Target region/ population</b>	The areas targeted by this project were public meeting spaces and conversation areas in prefab temporary housing erected in Iwate, Miyagi, and Fukushima prefectures. The JRCS provided furnishings and equipment to those structures that requested them.
<b>Implementation period</b>	The first donations were put in place in June 2011 and the project continued through the end of the fiscal year. This evaluation targets activities carried out during FY2011.
<b>Implementation details</b>	<p>This project provided public meeting spaces and conversation areas in prefab temporary housing with refrigerators, televisions, hotpots, vacuum cleaners, radio-cassette recorders, long low tables, sitting cushions, long foldup tables, chairs, file cabinets, whiteboards, and AED devices.</p> <p>The JRCS selected the items that would be placed in each temporary housing public meeting space and conversation areas based on what was requested by each prefecture.</p>
<b>Financial investment</b>	The total amount of money invested in the project was 300 million yen. By prefecture, the figures were approximately 50 million for Iwate, 140 billion for Miyagi, and 11 billion for Fukushima.

## Overview of evaluation results: Furnishing public spaces

<b>Overall assessment</b>																	
<p>This project offered meaningful assistance, as it was expected to address one of the problems disaster-stricken regions were having; namely, community-building among residents living in prefab temporary housing units. It also had a tremendously wide scope, as it targeted public meeting spaces in prefab units throughout three affected prefectures—potentially reaching hundreds of thousands of beneficiaries. Unfortunately, however, the actual percentage of residents that use public meeting spaces in prefab housing is not very high. For this reason, we expect that the number of beneficiaries actually using the donated equipment is actually in the tens of thousands. We hope that future initiatives will seek to promote increased usage of these spaces, possibly through “soft” (knowledge- and information-based) support.</p> <p>In executing this project, the JRCS used the know-how they had accumulated with their earlier household appliance donation package project. This likely contributed to their ability swiftly set up an operational framework and move forward with their intended support.</p> <p>Budget restrictions and other considerations forced the JRCS to prioritize three disaster-stricken prefectures (Iwate, Miyagi, and Fukushima) as target beneficiaries, though it is likely that the same need existed in other affected locations. In light of the organization’s decision to focus their support on just three prefectures, we feel it is important that the JRCS document their reasons for selecting them should their choices be questioned and share these reasons throughout the organization. In this way, we can be readily prepared for disclosure to the outside world as well.</p>																	
<b>Seven-item evaluation (ratings and evaluation points)</b>																	
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<b>Quantitative outputs</b>	[+] Extensive target area: presumed to be more than 80% of the public meeting spaces and conversation areas in prefab temporary housing units																
<b>Qualitative outputs</b>	<p>[+] Contributed to community-building amount prefab temporary housing residents</p> <p>[+] Encouraged the activities of other support groups by setting up more user-friendly public meeting spaces, further enhancing support for disaster victims</p>																

<b>Prompt/smooth implementation</b>	[+] Set up a smooth-running project operation framework by making use of the purchasing scheme employed in the earlier household appliance donation package project
<b>Efficiency</b>	[+] Ensured efficient shipping by using the same delivery and installation frameworks employed in the household appliance donation package project [-] Delivery and receipt confirmation tasks were sometimes delayed during peak delivery periods
<b>Effectiveness</b>	[+] Optimal implementation period thanks to the selection of donated items according to municipal needs and considering the project early on in the relief effort
<b>Transparency</b>	[+] Clear reasons for making item selections, appropriate purchase prices that were independently checked and verified
<b>Fairness</b>	[For consideration] Put together the judgment criteria and other information used to limit the beneficiaries to three affected prefectures and disclose this information outside the organization

iii. Nordic walking activities

**Project overview: Nordic walking activities**

<b>Aim</b>	This project gave people living in prefab temporary housing units and opportunity to exercise and get outside. Its aim was to counteract the lack of exercise among residents as well as promote and maintain good health. Participating in project events also served a secondary aim of building a sense of community among the temporary housing residents who participated.
<b>Target region/population</b>	The region targeted by this project was Iwate Prefecture, and the target population was the people living in prefab temporary housing units there.
<b>Implementation period</b>	The project was initiated in November of 2011 and continued throughout the fiscal year.
<b>Implementation details</b>	<p>This project held a Nordic walking event for the residents of prefab temporary housing units in Iwate prefecture. It included both an experiential event and a social event. Poles were loaned to experiential event participants who requested them.</p> <p>The experiential event included Nordic walking instruction and walks through the area surrounding the temporary housing units. The event was available on a rotation that arrived at each unit once every two months or so. The social events were Nordic walking excursions held at a suitable location in the area so that experiential event participants could mingle and interact with one another. These were scheduled twice a year, once in spring and once in fall.</p> <p>A total of 38 events were held in FY2011 and around 500 people participated.</p>
<b>Financial investment</b>	The amount of money invested in this project during FY2011 was 1.7 million yen.

## Overview of evaluation results: Nordic walking activities

<b>Overall assessment</b>																	
<p>This project helped develop a sense of community among those living in prefab temporary housing units, while also helping to maintain and promote physical health—particularly among elderly residents. Unfortunately, because of the limited number of instructors and the resulting restrictions this placed on the scope of the project and the number of sessions that could be held, the number of participants was limited to about 500 in FY2011. This project was considered quite meaningful in disaster-stricken areas, so it is hoped that it might be expanded in terms of scope and frequency.</p> <p>This project was particularly successful in terms of forming a detailed implementation plan right at the beginning, making use of the operational know-how that the JRCS has accumulated in the course of its volunteer activities, and carrying out that plan smoothly. Still, a lack of instructors and other limitations limited the target area and placed a heavy burden on the instructors that were available, and these issues need to be resolved if the project is to deliver greater results. It is hoped that starting in FY2012, the JRCS will start to train instructors or take other steps that will allow the expansion of the project for greater outcomes and impact.</p>																	
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<b>Quantitative outputs</b>	[-] The number of participants was limited to about 500, since a limited number of instructors and other factors restricted the project scope and number of events that were held																
<b>Qualitative outputs</b>	[+] In addition to supporting the physical health of prefab temporary housing residents, this project was meaningful in terms of supporting community-building as well																
<b>Prompt/smooth implementation</b>	[+] Set up a smooth-running project operation framework by making use of the operational know-how accumulated through its volunteer activities																
<b>Efficiency</b>	[-] An insufficient number of instructors caused some of them to become overworked																

<b>Effectiveness</b>	[+] The event was run in a way that took different physical abilities and experience levels into consideration, while surveys were used to make improvements to the project's operational framework
<b>Transparency</b>	[+] Project details were explained to target municipalities beforehand, and the required project results were disclosed to overseas Red Cross and Red Crescent societies.
<b>Fairness</b>	[-] Limited number of prefab housing units targeted and a limited number of event sessions due to a lack of instructors and other restrictions.



**(b) Social services**

**iv. Nursing care bed donations**

**Project overview: Nursing care bed donations**

<b>Aim</b>	This project donated nursing care beds to social welfare facilities that took on new long-term care patients from facilities that were damaged or destroyed in the earthquake. Its aim was to equip these facilities so that they could provide appropriate nursing care services to the
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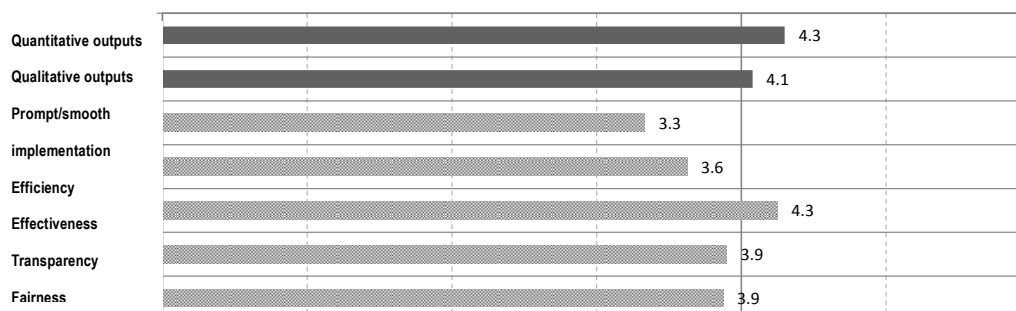
	<p>disaster-stricken patients that needed them.</p> <p>A better equipped nursing care environment also helped alleviate some of the burden placed on facility personnel dealing with a higher-than-normal workload.</p>
<b>Target</b>	The region targeted by this project included the three disaster-stricken
<b>Overall assessment</b>	
	social welfare facilities that took on new long-term care patients from facilities that were damaged or destroyed in the earthquake.
<b>Implementation period</b>	The first donations went out in June 2011 in response to a request received from Miyagi Prefecture in April of that year. Iwate and Fukushima prefectures were later added, and all donations had been supplied by November.
<b>Implementation details</b>	<p>The project supplied nursing care bed packages (which included a bed, side rails, and a mattress) to social welfare facilities that took on new long-term care patients displaced by the disaster.</p> <p>A total of 959 beds were donated, 205 of which were sent to Iwate, 658 to Miyagi, and 96 to Fukushima.</p>
<b>Financial investment</b>	About 160 million yen were invested in this project. By prefecture, the figures were approximately 20 million for Iwate, 130 million to Miyagi, and 10 million to Fukushima.

This project aimed to set up an environment where patients could get the nursing care they needed, which surely helped to alleviate the burden on personnel at beneficiary facilities and improve the quality of the nursing care services they could provide. The project is to be commended for covering an extensive range of disaster-stricken facilities and providing a great deal of support for each one. It is likely that the knowledge and networks that the JRCS has as a result of operating its own nursing care facilities contributed to its ability to deliver such positive results.

Although this project could be characterized as an emergency response effort, the time it took for the donations to be delivered was somewhat of a problem. Issues at JRCS were not the only cause for the delay; the existence of problems throughout the organizations involved must also be recognized.

To support smother project execution, the JRCS should have better checked the administrative and handling frameworks at prefectures and other related agencies to make sure that they would not be overloaded by their assigned duties; it should have also considered offering operational support or other assistance to these organizations. In implementing future projects, it hoped that the JRCS will consider and coordinate beforehand the expected workload prefectural and municipal structures when deciding on who will be responsible for what tasks.

**Seven-item evaluation (ratings and evaluation points)**



**Quantitative outputs**

- [+] Broad support covering about 30% of the social welfare facilities in the three disaster-stricken prefectures and about 60% of the facilities in Miyagi Prefecture
- [+] Major impact of support on facilities, which received six beds (about a million yen worth of equipment) each
- [+] The decision to donate the beds was made quickly thanks to swift decision-making at the JRCS, while having the organization serve as a go-between enabled volume discounts and other benefits

<b>Qualitative outputs</b>	<p>[+] Accurately addressed the problems faced by social welfare facilities facing bed shortages, enormous increases in staff workload, and other challenges</p> <p>[+] Ability to smoothly purchase the right products from the right sellers by making use of experience and knowledge gained through running standing JRCS social welfare facilities</p>
<b>Prompt/smooth implementation</b>	<p>[-] Some delays in counting requests</p> <p>[+] Successfully purchased a large volume of nursing care beds at a time when they were in short supply</p>
<b>Efficiency</b>	<p>[-] Double-counting some facilities placed an increased burden on local governments and facilities</p> <p>[+] More efficient delivery by directly linking manufacturers and beneficiary facilities to coordinate delivery schedules</p>
<b>Effectiveness</b>	<p>[+] Project planning and execution fulfilled a powerful need among nursing care patients, a vulnerable group in disasters, and was in line with the JRCS vision for recovery support</p>
<b>Transparency</b>	<p>[+] Collect receipts for all payments to secure evidence.</p> <p>[For consideration] There may have been some shortcomings in terms of properly handling coordinate project termination (consensus was only obtained among project leaders)</p>
<b>Fairness</b>	<p>[+] Donated beds to facilities that had a shortage when taking on new nursing care patients</p>

## v. Assistance vehicles for the disabled and others

### Project overview: Assistance vehicles for the disabled and others

<p><b>Aim</b></p>	<p>This project provided assistance and work vehicles to disaster-stricken social welfare facilities and municipalities that needed them for their social services. Its aim was to help recover the social services that were lost in the disaster, outfitting facilities with what they needed to provide appropriate assistance to the disabled, long-term care patients, and the elderly.</p>
<p><b>Target region/population</b></p>	<p>The region targeted by this project included the three disaster-stricken prefectures Iwate, Miyagi, and Fukushima. The target facilities and groups were social welfare facilities and municipalities whose vehicles were lost or destroyed in the earthquake and tsunami.</p>
<p><b>Implementation period</b></p>	<p>The project plan was formulated in April 2011, when a request was received from Miyagi Prefecture. The first vehicles were delivered to individual social welfare facilities and municipalities in December and all deliveries were completed by April 2012. This evaluation targets the full period of the project.</p>
<p><b>Implementation details</b></p>	<p>The project supplied social welfare facilities and local government agencies with assistance and other vehicles to be used in the performance of social service duties.</p> <p>There were eleven different vehicle models provided. These were selected based on conditions at individual facilities and municipalities. A total of 332 assistance and other vehicles were donated, 40 of which were sent to Iwate, 139 to Miyagi, and 153 to Fukushima.</p>
<p><b>Financial investment</b></p>	<p>About 670 million yen were invested in this project. By prefecture, the figures were approximately 50 million for Iwate, 300 million for Miyagi, and 320 million for Fukushima.</p>

## Overview of evaluation results: Assistance vehicles for the disabled and others

### Overall assessment

The assistance provided through this project covered a large number of social welfare facilities and municipalities whose vehicles were lost or destroyed in the disaster. It also involved a significant financial outlay per target institution was considered effective in that it significantly impacted the way typical social welfare facilities were able to operate. Unfortunately, even though beneficiaries were expecting to be supplied with vehicles almost immediately, it took time to tally the requests once they were received, and the first deliveries did not go out until December 2011—limiting the project's efficacy. Another problem was that beneficiaries were not kept sufficiently apprised of project progress prior to vehicle delivery, and this situation increased the burden on local government agencies.

The project depended on cooperation from industrial groups and others, and had a high degree of transparency in that (1) there were broad-based explanations provided to manufacturers regarding purchasing beforehand and (2) selection was carried out via open competitive bidding. Still, there was the potential for problems to arise in that vehicle delivery receipts were used as a proof of the vehicle delivery and that there was no clear announcement when the project ended.

Though we assume that the JRCS prioritized transparency and fairness in carrying out this project, this approach ending up compromising its promptness and effectiveness. It is important to clearly specify what is being prioritized in each project before it starts and execute it according to those decisions; in this case, the JRCS probably should have made speed a higher priority. In the future, it is hoped that the organization will plainly indicate its priorities and then plan and implement its projects after sharing these priorities with the various organizations involved.

<b>Seven-item evaluation (ratings and evaluation points)</b>															
<p>Quantitative outputs</p> <p>Qualitative outputs</p> <p>Prompt/smooth implementation</p> <p>Efficiency</p> <p>Effectiveness</p> <p>Transparency</p> <p>Fairness</p>	<table border="1" style="margin-left: auto; margin-right: auto;"> <tr><td>Quantitative outputs</td><td>4.3</td></tr> <tr><td>Qualitative outputs</td><td>3.1</td></tr> <tr><td>Prompt/smooth implementation</td><td>2.0</td></tr> <tr><td>Efficiency</td><td>2.9</td></tr> <tr><td>Effectiveness</td><td>3.0</td></tr> <tr><td>Transparency</td><td>3.8</td></tr> <tr><td>Fairness</td><td>4.0</td></tr> </table>	Quantitative outputs	4.3	Qualitative outputs	3.1	Prompt/smooth implementation	2.0	Efficiency	2.9	Effectiveness	3.0	Transparency	3.8	Fairness	4.0
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<b>Quantitative outputs</b>	<p>[+] Assistance covered a large number of target facilities and government agencies, with beneficiaries estimated to exceed 8,000</p> <p>[+] Major impact of support on facilities, each of which received 1.7 vehicles on average (equivalent to about 3.3 million yen in benefits)</p>														
<b>Qualitative outputs</b>	<p>[+] Bulk purchasing lowered the workload for municipalities and facilities, while donations of brand-new vehicles kept maintenance and management costs to a minimum</p> <p>[-] Request tally roadblocks and delays likely prevented some facilities from receiving JRCS support, forcing them to rely on prefectural subsidy programs</p>														
<b>Prompt/smooth implementation</b>	<p>[-] Plans fell more than two months behind schedule between receiving and tallying up requests</p> <p>[-] Insufficient communication and project updates provided to facilities and municipalities experiencing long wait times before their vehicles were delivered</p>														
<b>Efficiency</b>	<p>[-] Designated vehicle models changed partway through the project, increasing the workload on those tallying requests</p>														
<b>Effectiveness</b>	<p>[-] Some overlap in duties performed by companies, NPOs, and other support groups</p> <p>[-] Delayed vehicle deliveries were not sufficiently communicated, increasing the burden on local government agencies</p>														
<b>Transparency</b>	<p>[+] A wide range of manufacturers were informed of the bidding process via organizations like the Japan Automobile Manufacturers Association and the Japan Automobile Importers Association</p>														
<b>Fairness</b>	<p>[+] Exhaustively collected facility requests by having prefectures carry out the tallies</p>														

**(c) Education**

**vi. Construction subsidies for temporary gymnasiums**

**Project overview: Construction subsidies for temporary gymnasiums**

<b>Aim</b>	With this project, the JRCS subsidized the cost of constructing temporary gymnasiums. The aim of the project was to restore the learning environment destroyed in the disaster so that target schools could immediately reinstate physical education classes. The project also aimed to promote good health by providing elementary and junior high students with a suitable place to move around and exercise.
<b>Target region/ population</b>	The targets of this project were the town of Otsuchi in Iwate Prefecture (the 735 students of Otsuchi Elementary, Otsuchi North Elementary, Akahama Elementary, Ando Elementary, and Otsuchi Junior High) and the village of Itate in Fukushima Prefecture (the 220 students of Kusano Elementary, Itate Elementary, and Usuishi Elementary).
<b>Implementation period</b>	These are the dates that each municipality sent the request to the JRCS and the date of their schools' opening ceremonies:  Otsuchi, Iwate (Request to JRCS filed August 12, 2011; opening ceremonies on September 15, 2011)  Itate, Fukushima (Request to JRCS filed August 1, 2011; opening ceremonies on April 20, 2012)
<b>Implementation details</b>	The project provided JRCS subsidies to help offset the cost of constructing temporary gymnasiums. During FY2011, funds were provided to Otsuchi, Iwate and Itate, Fukushima for this purpose. For each subsidy, the JRCS is currently carrying out detailed studies of construction plans and on-site inspections of completed structures.
<b>Financial investment</b>	The total amount of money invested in the project was about 170 million yen. By prefecture, the figures were approximately 40 million for Otsuchi in Iwate Prefecture and 130 million for Itate in Fukushima Prefecture.



## Overview of evaluation results: Construction subsidies for temporary gymnasiums

<b>Overall assessment</b>																	
<p>This project had a significant impact on beneficiaries as it provided sums of money that would have been difficult for municipalities to contribute on their own. Though the number of target municipalities was limited to just two due to financial restrictions and an expansion in the number of schools receiving support from Japan's Ministry of Education, Culture, Sports, Science, and Technology (MEXT), the project did align well with the needs of the regions it benefitted. These municipalities rated the project highly and were highly satisfied. When the JRCS decided on this form of assistance, temporary gymnasiums were not eligible for national subsidy programs, and financially were difficult for groups other than the JRCS to undertake. In addition, there were no groups other than the JRCS who had offered this kind of support to municipalities. The project was also highly successful because it rapidly decided to support these towns once it identified a need there.</p> <p>The JRCS was late in preparing an overall workflow for administering the subsidies, which made the procedure a bit troublesome for the municipalities to work out. In addition, needs surveys were carried out separately, which led to implementation that lacked comprehensiveness. However, these minor issues did not lead to any major problems with the project.</p> <p>Beneficiary regions rated this project highly for its community-based activities, communication with municipalities to identify local needs, and addressing those needs in a meticulous way.</p>																	
<b>Seven-item evaluation (ratings and evaluation points)</b>																	
	<table border="1"> <thead> <tr> <th>Item</th> <th>Rating</th> </tr> </thead> <tbody> <tr> <td>Quantitative outputs</td> <td>3.2</td> </tr> <tr> <td>Qualitative outputs</td> <td>4.1</td> </tr> <tr> <td>Prompt/smooth implementation</td> <td>4.1</td> </tr> <tr> <td>Efficiency</td> <td>2.8</td> </tr> <tr> <td>Effectiveness</td> <td>3.7</td> </tr> <tr> <td>Transparency</td> <td>3.6</td> </tr> <tr> <td>Fairness</td> <td>3.3</td> </tr> </tbody> </table>	Item	Rating	Quantitative outputs	3.2	Qualitative outputs	4.1	Prompt/smooth implementation	4.1	Efficiency	2.8	Effectiveness	3.7	Transparency	3.6	Fairness	3.3
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<b>Quantitative outputs</b>	<p>[+] Major impact of support on target municipalities having trouble raising funds on their own</p> <p>[-] Beneficiaries limited to two municipalities</p>																
<b>Qualitative outputs</b>	<p>[+] Helped schools reliably resume physical education classes in the temporary gymnasium</p> <p>[+] Set up an learning environment that helped put parents at ease and prevent residents from leaving town</p>																

<b>Prompt/smooth implementation</b>	[+] Quick decision to support in an area ineligible for national subsidies
<b>Efficiency</b>	[-] Delays in putting together workflows for subsidy procedures make the procedures somewhat troublesome for target municipalities
<b>Effectiveness</b>	[+] Contributed to better health among elementary and junior high school students by quickly restoring a proper learning environment [For consideration] The preparation and issuance of guidelines for the subsidy project was a bit slow
<b>Transparency</b>	[+] Project was run based on subsidy guidelines prepared in line with auditor recommendations [For consideration] Readiness to organize and disclose detailed documents related to subsidy amounts
<b>Fairness</b>	[For consideration] There may have been municipalities that missed the opportunity to receive support, since the needs survey was not comprehensive in covering the entire disaster area

## vii. Providing school buses

### Project overview: Providing school buses

<p><b>Aim</b></p>	<p>This project ensured that elementary and junior high school students living in temporary housing had a safe way to get to and from school. Its aim was to provide a learning environment that allowed children to focus on their studies. The project also kept children safer during their school, which helped put parents' minds at ease.</p>
<p><b>Target region/ population</b></p>	<p>This project targeted the towns of Yamada and Otsuchi in Iwate Prefecture. In Fukushima Prefecture, it targeted the towns of Okuma and Itate, the city of Iwaki, and the village of Katsurao.</p>
<p><b>Implementation period</b></p>	<p>The project started in July 2011 when a request was received from the Yamada Board of Education in Iwate Prefecture. The project is being continued through FY2012.</p>
<p><b>Implementation details</b></p>	<p>The project distributed school buses to municipalities and schools that requested assistance. Support consisted of the JRCS donating the buses and outsourcing their operation.</p> <p>Project assistance began by either renting or outsourcing the operation of school buses in areas that urgently requested them (Yamada and Otsuchi in Iwate, Okuma in Fukushima) so that children had a way to get to and from school. This was followed by on-site requests to use the buses for excursions and other purposes besides commuting to school, which the JRCS also responded to with donations. Requests were collected from individual schools through their boards of education, which made the decision on where to send the buses.</p> <p>Operation was outsourced for three buses in two municipalities, while 18 buses were donated to six municipalities (one of these went to a nursery school in Iwaki City). The JRCS also supported beneficiaries by providing rental cars as needed while they were waiting for buses to be delivered.</p>
<p><b>Financial investment</b></p>	<p>About 53 million yen were invested in this project in FY2011. By prefecture, approximately 44 million went to Iwate Prefecture and 9 million went to Fukushima Prefecture.</p>

## Overview of evaluation results: Providing school buses

<b>Overall assessment</b>																	
<p>The assistance offered through this project was highly significant in that it provided school buses with the aim of giving elementary and junior high school students a way to and from school that was safe, thus helping to put parents' minds at ease. The project had a major impact on individual municipalities having difficulty raising funds on their own.</p> <p>One of the problems indicated with this project was the addition of vehicle features like car navigation systems or electronic toll collection cards that were superfluous for a school bus—a situation that was somewhat wasteful. Most of the problems probably had to do with researching and verifying things like the number of vehicles needed and their specifications during the planning stage. Though this oversight is likely a result of the JRCS prioritizing swift action, it should have at least considered these points.</p> <p>The project did succeed in offering rapid assistance to target beneficiaries, who rated the initiative highly. When executing projects, the JRCS may want to clearly identify its priorities and at least address minimal considerations and possible drawbacks.</p>																	
<b>Seven-item evaluation (ratings and evaluation points)</b>																	
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<b>Quantitative outputs</b>	<p>[+] Major impact of support on target municipalities having difficulty raising funds on their own</p> <p>[-] Targets and number of beneficiaries were limited</p>																
<b>Qualitative outputs</b>	<p>[+] Highly significant in terms of ensuring children a safe way to get to and from school</p> <p>[+] Knowing children were safer during their school commute put parents' mind at ease</p> <p>[-] Some vehicles had nonessential features that could not be put to good use</p>																
<b>Prompt/smooth implementation</b>	<p>[+] The JRCS also supplied rental vehicles to ensure that children immediately had a safe way to get to and from school</p>																

<b>Efficiency</b>	[+] Requests were efficiently tallied through prefectural boards of education, which allowed local governments to get by with minimal workload
<b>Effectiveness</b>	[-] The JRCS did not look closely enough at vehicle specs, options, and other purchasing specifications
<b>Transparency</b>	[For consideration] Insufficient documentation on the reasoning behind decisions on the number of donated vehicles and vehicle specifications
<b>Fairness</b>	[+] Comprehensive gathering of facility requests by having prefectural boards of education do the tallying

**viii. “Smile Park” indoor play area**

**Project overview: “Smile Park” indoor play area**

<p><b>Aim</b></p>	<p>This project provided an area for preschool children, who were suffering from a lack of physical activity and psychological stress because they could not go outside for fear of radiation, a place where they could play and move around. Its aim was to relieve them of that psychological stress as well as help maintain and improve their motor abilities. The secondary aim of the project was to develop the spirit and attitudes of the Junior Red Cross, whose activities target (1) the protection of life and health, (2) volunteer services, and (3) international friendship and understanding.</p> <p>The project was also set up as a pilot project with the aim of establishing ongoing activities that would continue providing support to Fukushima Prefecture after FY2012.</p>
<p><b>Target region/population</b></p>	<p>This project targeted preschool children living in a vast area of Fukushima Prefecture. Unfortunately, because the event was held in a gymnasium inside Fukushima City and only city kindergartens and preschools received invitations, the project basically only targeted preschoolers living within the city limits.</p>
<p><b>Implementation period</b></p>	<p>The idea for the project originated in July 2011 in Fukushima Prefecture, and the project plan was formulated in September. The event was held for ten days between February 8 and February 17, 2012.</p>
<p><b>Implementation details</b></p>	<p>This project planned and ran an event for preschool children living in Fukushima Prefecture. The event was held in the Fukushima Youth Group Gymnasium and consisted of activities designed to get kids physically moving. It included playground installation and staged events and was open between 10AM and 4PM. The playground equipment included giant inflatable toys, ball pools, and cyber wheels, while the staged events featured fitness activities, story time, play songs with gestures, and weekend programs featuring special guests. The kids also pasted messages in origami cherry blossoms and put them together to make a giant “hometown art” project.</p>
<p><b>Financial investment</b></p>	<p>The total financial investment in this project was about 27 million yen.</p>

**Overview of evaluation results: “Smile Park” indoor play area**

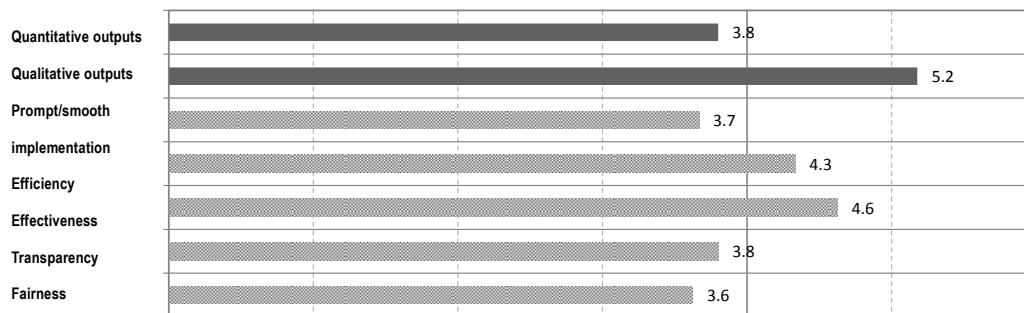
### Overall assessment

This project achieved extremely positive outcomes with its ten-day event, which provided preschool children with an opportunity to physically move around and get some exercise. It was very well received by the children, their caretakers, and others involved in the event, contributing also to their peace of mind in the face of radiation concerns. Interviews and surveys generally rated the event highly, and many hoped that it would be ongoing. There was also a profound ripple effect as Fukushima municipalities and companies began providing play events of their own. The project further inspired caretakers and others to rent out gymnasiums on their own and provide a space where children could play, so the impact of the JRCS assistance was quite extensive.

The fact that the JRCS gathered knowledge and information from outside experts during the design stage helped ensure that the planning and execution of the project was both efficient and effective. The JRCS was also able to more effectively use its resources by having volunteer groups run the activities during the actual event.

The project is also being carried out in FY2012, and it is hoped that the JRCS will devise ways to make it an even greater success.

### Seven-item evaluation (ratings and evaluation points)



#### Quantitative outputs

- [+] The event attracted a large number of participants despite only being held for a short period of time
- [-] Limited area and timeframe resulted in the project producing only a partial form of assistance

#### Qualitative outputs

- [+] Providing an opportunity for preschool children to physically move and exercises contributed to their mental health and offered peace of mind to their caregivers
- [+] Participant surveys and interviews with those involved indicated a high level of satisfaction among those who came to the event
- [+] Contributed to the spread of indoor play areas in Fukushima Prefecture
- [+] Project provided a certain amount of additional benefit in that it offered some incentive for families with children to return to the area by providing safe play environments for kids

<b>Prompt/smooth implementation</b>	<p>[+] Project identified an urgent need during a time when decontamination activities had not moved sufficiently forward and was quickly conceived and launched</p> <p>[-] Project plan formulation took a bit of time</p>
<b>Efficiency</b>	<p>[+] Project ensured good turnout by inviting groups to come at a time when work activities were slow</p> <p>[+] The JRCS issued detailed specifications for outsourced work, and set up an efficient operational framework</p>
<b>Effectiveness</b>	<p>[+] Project personnel formulated an advance plan that took feedback from experts into account</p> <p>[+] The event went beyond simple recreation to provide educational programs for preschool children as well</p>
<b>Transparency</b>	<p>[+] A planning competition and comparison of estimates helped ensure appropriate project content and pricing</p> <p>[+] Requiring contractors to submit reports secured documentation to help explain the project to outsiders</p> <p>[For consideration] Documentation on project procedures was insufficient</p>
<b>Fairness</b>	<p>[+] Have invited groups come outside of general hours to ensure fairness to all preschool children living in Fukushima City</p> <p>[For consideration] The implementation area was limited to Fukushima City, disappointing preschoolers and parents in other areas of the prefecture</p>



**(d) Medical**

**ix. Rebuilding medical centers in Ishinomaki and Kesenuma**

**Project overview: Rebuilding medical centers in Ishinomaki and Kesenuma**

<b>Aim</b>	<p>This project quickly recovered the medical services and healthcare programs that the Ishinomaki and Kesenuma medical centers lost during the disaster. The aim of the rebuilding effort was to set up a foundation that would give local residents reliable access to medical services.</p> <p>Creating this foundation required the restoration and rebuilding of individual medical facilities in the region as well as recovering cooperative healthcare programs. The assistance plan includes the entire target region specified in plans drafted by Miyagi prefecture.</p>
<b>Target region/population</b>	<p>The region targeted by this project was the Ishinomaki Medical Park, which mainly serves Ishinomaki City in Miyagi Prefecture, and the Kesenuma Medical Park, which mainly serves Kesenuma City. The former has a resident population of 200,867 and the latter has a resident population of 84,785 (figures as of the end of August 2012).</p>
<b>Implementation period</b>	<p>The JRCS put together and launched its plans to rebuild the medical centers in FY2011. Plans for construction, repairs, and the like will continue through FY2013, and actual work is expected to begin in FY2015. The full project will continue throughout FY2012.</p> <p>This evaluation addresses the reconstruction and maintenance assistance that was completed in March 2012.</p>
<b>Implementation details</b>	<p>The project offered financial subsidies to build, expand, and repair medical facilities.</p> <p>The four facilities targeted by the project were the Temporary Ishinomaki City Overnight Emergency Center, the Ishinomaki Red Cross Hospital Temporary Hospital Building, and Onagawa Municipal Hospital in the Ishinomaki Medical Park, and the Temporary Minamisanriku Public Clinic (Shizugawa Public Hospital) in the Kesenuma Medical Park.</p> <p>In providing financial subsidies, the JRCS not only carefully examined plans and carried out on-site structural inspections; it also participated in the overall planning process and coordinated its efforts with other</p>

	agencies involved.
<b>Financial investment</b>	<p>A total of about 3.32 billion yen was used to assist individual medical institutions in FY2011.</p> <p>By facility, the totals were 110 million to set up the Temporary Ishinomaki City Overnight Emergency Center, 720 million to set up the Ishinomaki Red Cross Hospital Temporary Hospital Building, 1.89 billion to restore and repair Onagawa Municipal Hospital, and 60 million to set up the Temporary Minamisanriku Public Clinic.</p>

## Overview of evaluation results: Rebuilding medical centers in Ishinomaki and Kesennuma

<b>Overall assessment</b>																	
<p>This project made a major contribution to preserving the lives and health of the citizens served by the Ishinomaki and Kesennuma medical parks. By taking care of setup and maintenance costs, the JRCS helped to rapidly restore and rebuild these medical facilities. The organization worked closely with Miyagi Prefecture to set up key medical facilities in the medical centers, and its prompt and effective support helped bring peace of mind to the approximately 280,000 people staying at these medical centers. This project also has an extensive scope of assistance, as a total of 130,000 patients are estimated to use the supported medical facilities annually. The project coverage is also strong, targeting more than half of the medical facilities in the medical parks that need to be restored or repaired.</p> <p>The JRCS made use of the standing relationship between the JRCS Miyagi Chapter and Miyagi Prefecture, which greatly improved the effectiveness of the project in terms of smooth coordination with the prefecture and consistent support. Also, by putting the Ishinomaki Red Cross Hospital (which is funded by the JRCS) at the center of recovery plans for the target medical centers, the JRCS was able to make use of its financial resources and other assets to deliver profound results.</p> <p>Though the project does not seem to have experienced any major problems, the JRCS does need to outline the reasoning behind discrepancies in the subsidy ratios provided to different target medical centers and disclose that information.</p>																	
<b>Seven-item evaluation (ratings and evaluation points)</b>																	
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<b>Quantitative outputs</b>	<p>[+] Tremendous financial outlay of 3.32 billion yen had a major impact on the restoration of medical services in the region</p> <p>[+] Huge number of beneficiaries, including the more than 280,000 people living in the medical parks and an estimated 130,000 patients annually</p> <p>[+] Wide assistance coverage targeting four of the seven medical facilities needing to be restored or repaired in the Ishinomaki and Kesennuma medical parks</p>																

<b>Qualitative outputs</b>	<p>[+] The recovery of primary medical facilities has gone a long way towards satisfying the medical needs of the region</p> <p>[+] Consistent, durable medical park recovery plan with the Ishinomaki Red Cross Hospital at the center</p>
<b>Prompt/smooth implementation</b>	[+] Prompt, smooth coordination with Miyagi Prefecture making use of JRCS Miyagi Chapter networks
<b>Efficiency</b>	[+] Efficient recovery plan formulation involving people involved with the Ishinomaki Red Cross Hospital
<b>Effectiveness</b>	[+] Highly consistent support in line with the vision and policies of the Recovery Task Force, which are to protect the lives and health of those living in disaster-stricken areas
<b>Transparency</b>	<p>[+] Proper internal regulations set up regarding contracts and required documentation in place</p> <p>[For consideration] Outline and disclose the basic reasoning underlying subsidy ratios</p>
<b>Fairness</b>	[+] Decision to support the Ishinomaki region came after considering the status of healthcare in three disaster-stricken prefectures, of which Ishinomaki was overflowing to the point of compromising medical services

**x. Supplying whole-body radiation counters**

**Project overview: Supplying whole-body radiation counters**

<b>Aim</b>	This project provided equipment and conducted tests to measure the level of radioactive substances in the human body, information that is needed for public health management studies being done by Fukushima Prefecture. Its aim was to help alleviate the fears of Fukushima citizens grappling with uncertainty in the wake of radiation problems stemming from the nuclear power plant disaster.
<b>Target region/population</b>	The region targeted by this project was Fukushima Prefecture, and the target population was Fukushima residents. The JRCS set up the equipment at the Fukushima Red Cross Hospital and at Fukushima Medical University, thus focusing its support primarily on the city of Fukushima where these two hospitals are located.
<b>Implementation period</b>	The JRCS began discussing the possibility of working with Fukushima Prefecture on its public health management studies in September 2011, and the machines were set up the following March. Testing using the equipment began after that.
<b>Implementation details</b>	<p>The project installed one whole-body radiation counter at Fukushima Red Cross Hospital, along with two thyroid monitors. Testing and other equipment needed to conduct health management studies was set up at Fukushima Medical University.</p> <p>In addressing equipment selection and procurement, the JRCS purchased the same equipment used by Fukushima Prefecture with the aim of ensuring test consistency throughout the prefecture.</p>
<b>Financial investment</b>	<p>The total financial investment in this project in FY2011 was 110 million yen.</p> <p>The whole-body radiation counter installed at the Red Cross Hospital cost 41 million yen, plus 5 million in installation improvement costs and 41 million for the two thyroid monitors. The testing equipment set up at Fukushima Medical University cost 14 million yen.</p> <p>Starting in FY2012, about 600 million yen in aid is being given to Fukushima Medical University for further cooperation in its public health management studies. This evaluation only addresses the amount donated in FY2011.</p>

### Overview of evaluation results: Supplying whole-body radiation counters

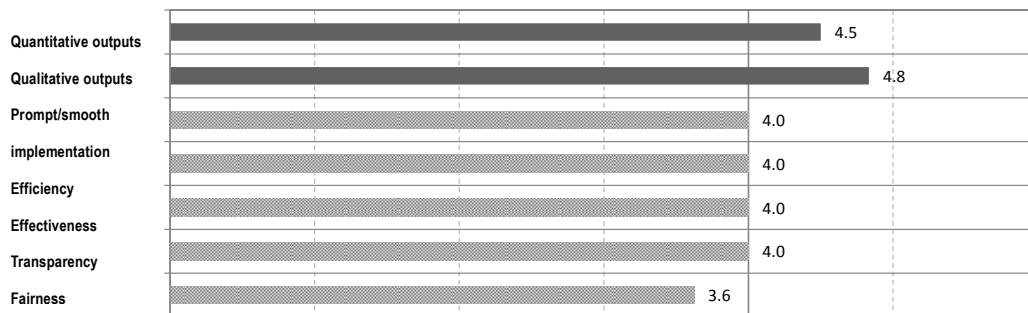
<b>Overall assessment</b>
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This project was extremely effective in alleviating the concerns of people struggling with the nuclear disaster in Fukushima. Significant outcomes are expected, as it greatly contributed to the public health management studies being done by Fukushima Prefecture as well as research plans being carried out by Fukushima City. Fukushima Red Cross Hospital carries out about 15% of the tests done in Fukushima City, so a great many patients are likely to benefit from the assistance. In addition, available procedures at the Red Cross Hospital allowed the inclusion of preschool children in the testing, which greatly furthered plans for the study.

Though we will not see the full effect of this project until after FY2012, we can say that its implementation by the JRCS is highly significant in terms of effectively utilizing Fukushima Red Cross Hospital—not only by installing equipment, but also in terms of having physicians conduct follow-up analysis on test results.

The problems with this project have to do with making even more effective use of the installed equipment. Testing currently targets Fukushima City, but the JRCS needs to consider coordinating and negotiating with the city to come up with a policy that would allow it to use the counters even more effectively. It is also hoped that because this project is aimed at addressing the nuclear power plant disaster, test results will continue to be monitored and subjected to medical evaluations.

**Seven-item evaluation (ratings and evaluation points)**



<b>Quantitative outputs</b>	[+] Expected beneficiaries exceeding 40,000 people in Fukushima City [+] Number of test subjects maximized by having testing performed at Fukushima Red Cross Hospital
<b>Qualitative outputs</b>	[+] Equipment installation made a significant contribution to public health management studies done by Fukushima Prefecture as well as fostering peace of mind among prefectural residents [+] Use of the Fukushima Red Cross Hospital, a core medical facility in the region, helped further testing in the area
<b>Prompt/smooth implementation</b>	[+] Equipment was installed at the right time and in line with prefectural and city plans
<b>Efficiency</b>	[+] Support was highly consistent with prefectural and city plans

<b>Effectiveness</b>	<p>[+] Effective and rare medical support provided to alleviate health concerns regarding the effects of radiation</p> <p>[-] Some room for improvement in terms of putting the installed equipment to work</p>
<b>Transparency</b>	<p>[+] Grounds for selection and other information on devices specified by the prefecture was verified, confirming consistency and appropriateness</p>
<b>Fairness</b>	<p>[+] Priority was given to the location where the largest number of people needed testing</p> <p>[For consideration] Expand the regional scope of the project outside Fukushima City</p>



## xi. Providing food radiation detectors

### Project overview: Providing food radiation detectors

<b>Aim</b>	This project provided food radiation detectors by supplementing assistance provided by the national and prefectural government. Its aim was to alleviate concerns over food safety among Fukushima and Miyagi residents worried about the radiation problems caused by the nuclear power plant disaster, thus aiding their physical and emotional recovery.
<b>Target region/population</b>	This project targeted Fukushima City, Nihonmatsu City, and the village of Kawauchi in Fukushima Prefecture as well as the Board of Education in Miyagi Prefecture. Support was primarily directed at Fukushima and Nihonmatsu cities.
<b>Implementation period</b>	The request for this project came in November 2011, and donations were first sent out in February of the following year. All equipment had been delivered by May 2012. Testing for radioactive substances in food using the equipment has been ongoing since it was set up.
<b>Implementation details</b>	This project involved the purchase of a total of 109 food radiation detectors for three municipalities in Fukushima Prefecture and the Miyagi Prefectural Board of Education. Of those, 77 units were sent to Fukushima City, 23 to Nihonmatsu City, 6 to the village of Kawauchi, and 3 to the Miyagi Prefectural Board of Education.
<b>Financial investment</b>	The total financial investment in this project was 220 million yen.

## Overview of evaluation results: Providing food radiation detectors

<b>Overall assessment</b>																	
<p>This project was in line with the vision of the Recovery Task Force, which is to contribute to the restoration of safe and peaceful communities. It was also very effective in terms of supplying the food radiation detectors that beneficiaries could not get through national and prefectural assistance alone. Interviews with residents revealed that the project alleviated their concerns, resulting in extensive benefits. It is also considered appropriate that the JRCS selected equipment that would not produce results at variance with those obtained in the past.</p> <p>Though this project had no major problems, JRCS may want to consider initiatives to monitor the usage status of the equipment and study results in the interest of continuing to use the devices in the future.</p>																	
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<b>Quantitative outputs</b>	[+] Extensive coverage area representing about half of the equipment provided in Fukushima City																
<b>Qualitative outputs</b>	[+] High target achievement rate by supplementing the number of devices provided by the national and prefectural government to reach the number requested by each government agency [+] Prompt equipment delivery met the needs of residents deeply concerned about the impact of internal radiation exposure																
<b>Prompt/smooth implementation</b>	[+] Swift decision-making and equipment provision compared to national and prefectural governments																
<b>Efficiency</b>	[+] Reduced workload on local governments and the JRCS by selecting the exact devices requested by individual municipalities																
<b>Effectiveness</b>	[+] Support in an area where it was difficult for local government agencies to invest their own financial resources [+] Good usage rate for installed devices																
<b>Transparency</b>	[+] Reasoning behind device selection for individual local governments could be independently verified and deemed appropriate																

<b>Fairness</b>	[+] Created circumstances where each local government agency could reach more residents with their equipment distribution plans
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**xii. Subsidizing pneumonia vaccines**

**Project overview: Subsidizing pneumonia vaccines**

<b>Aim</b>	This project subsidized the cost of pneumonia vaccines for the elderly preventing them from contracting pneumonia or limiting its severity.
<b>Target region/population</b>	The region targeted by this project included the three disaster-stricken prefectures Iwate, Miyagi, and Fukushima. The population targeted was those were elderly citizens at least 70 years old and bearing a residency certificate from one of these three prefectures.
<b>Implementation period</b>	<p>The project was carried out in the three prefectures according to the following schedule:</p> <p style="padding-left: 40px;">Iwate: November 8, 2011 through March 30, 2012</p> <p style="padding-left: 40px;">Miyagi: October 15, 2011 through March 30, 2012</p> <p style="padding-left: 40px;">Fukushima: November 18, 2011 through February 29, 2012</p> <p>The project involved setting a maximum subsidy limit for each prefecture and then terminating the program when that number was exceeded. For this reason, the program ended in Fukushima Prefecture on February 29, 2012—a month before the conclusion of the project period.</p>
<b>Implementation details</b>	<p>With this program, the JRCS bore the full cost of pneumonia vaccinations instead of the people receiving them. The most common pathogenic bacteria that cause pneumonia are community acquired among elderly people age 65 and older. The vaccination used in this project protects against 23 of the approximately 90 types of pneumococcus, and is said to have an immunization effect of approximately 80% against the onset of pneumonia.</p> <p>At its conclusion the project succeeded in vaccinating about 440,000 people. By prefecture, these numbers were approximately 130,000 in Iwate Prefecture, 130,000 in Miyagi Prefecture, and 180,000 in Fukushima Prefecture.</p>
<b>Financial investment</b>	The financial investment in this project was approximately 3.62 billion yen. By prefecture those figures were about 1.04 billion for Iwate Prefecture, 1.10 billion for Miyagi Prefecture, and 1.48 billion for Fukushima Prefecture.

## Overview of evaluation results: Subsidizing pneumonia vaccines

<b>Overall assessment</b>																	
<p>The vaccinations provided through this project are effective for five years, and thus have a powerful effect on limiting the number of elderly deaths caused by pneumonia. It was also successful in that it reached a great number of beneficiaries (440,000) and alleviated the burden on local government agencies to regularly vaccinate this population in the future. Finally, the project performed well in terms of securing broad cooperation among the JRCS, the prefecture, and medical associations.</p> <p>One of the problems with this project was its late start. There were also concerns that there may not have been a sufficient number of vaccines. To ensure smoother project implementation, the JRCS probably should have accurately identified supply and demand at the right time and served as a go-between with contracted manufacturers to coordinate their activities with medical institutions involved.</p>																	
<b>Seven-item evaluation (ratings and evaluation points)</b>																	
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<b>Quantitative outputs</b>	[+] Major improvement in the inculcation rate due to the extremely high number of beneficiaries (approximately 440,000)																
<b>Qualitative outputs</b>	[+] Went a long way towards addressing the need for the pneumonia vaccinations strongly recommended by many physicians [+] Widespread pneumonia vaccination effort reduced the burden of regular vaccinations on individual municipalities for the next several years																
<b>Prompt/smooth implementation</b>	[+] Additional vaccines were urgently imported in order to successfully inculcate the target population in a short period of time [For consideration] The JRCS may want to participate in coordinating medical institutions and manufacturers to ensure the right balance in vaccine supply and demand																
<b>Efficiency</b>	[+] Appropriate assignment of roles and responsibilities with medical associations resulted in the formulation of an efficient project management framework																

<b>Effectiveness</b>	<p>[+] Decision to subsidize the full cost of vaccinations resulted in a higher inculcation rate</p> <p>[-] Project could have been launched more quickly in Iwate and Fukushima prefectures</p>
<b>Transparency</b>	<p>[+] Contracts and consent forms were drafted properly in consultation with lawyers and auditors</p>
<b>Fairness</b>	<p>[+] Project targeted full prefectures in order to address evacuation conditions</p>

## (2) Brief evaluations

Brief evaluations involved analysis and assessments based on a careful examination of internal JRCS documents and interviews with JRCS personnel. The ratings given to projects subject to brief evaluation are listed in Table 7 below.

**Table 7 List of ratings given to projects subject to brief evaluation**

Project	Outputs		Process				
	Max. score: 5.6		Max. score: 5.0				
	Quantitative	Qualitative	Prompt/smooth implementation	Efficiency	Effectiveness	Transparency	Fairness
I Rebuilding lives							
1 Winterization support for temporary housing	4.0	3.3	2.3	3.1	3.1	3.5	3.5
2 Psychological care and "Smile health classes	3.0	4.6	4.0	3.3	4.3	4.0	3.3
3 Community bus services	2.7	3.0	3.9	3.7	3.0	3.1	3.8
4 Hot weather support at evacuation shelters	4.1	4.2	4.0	3.4	3.7	3.7	3.8
5 Support for disaster volunteer centers	3.1	4.0	4.0	4.0	3.8	3.7	3.8
II Social services							
1 Furnishing group homes	3.7	4.0	4.0	4.3	4.0	4.0	4.0
III Education							
1 Donating supplies for schools and school infirmaries	4.1	4.0	3.5	4.0	4.0	3.2	3.0
2 Furnishing gym equipment	3.1	4.0	3.4	3.8	3.8	3.6	3.8
3 Donating soccer uniforms	3.1	3.8	4.0	3.4	4.0	4.0	3.3
4 Support for reinstating school lunch programs	3.2	4.2	4.0	4.0	4.0	3.8	4.0
5 Reopening health and safety classrooms and mobile movie theaters, supporting school trips, etc.	3.0	4.1	3.7	4.0	3.3	4.0	4.0

## 2. Overall evaluation

Overall evaluations assessed the projects as a whole based on (1) area of assistance, form of support, and region; (2) the results of surveys given to beneficiaries and other residents in disaster-stricken areas; (3) the results of surveys given to the general public living outside of disaster areas; and (4) evaluations of Recovery Task Force policies and strategies as well as its organization and management frameworks.

### (1) Evaluation by area of assistance

Table 8 lists the strong points in each area of assistance as well as their problem areas and points for consideration.

Physical (“hard”) and non-physical (“soft”) support was effectively combined in most areas, and sufficient overall results were delivered in almost all of them. Still, the assistance outcomes in the social services area were relatively few, and it is recommended that the JRCS consider further support in this area.

Household donation appliance packages made up the bulk of the JRCS’s financial investment in these projects, and although that project did play a central role in rebuilding lives, it also seems that allocating funds there was fairly appropriate in terms of the characteristics and forms of support required in other areas. When the distribution of financial resources is uneven among areas of assistance, it is important to find ways to boost overall outcomes in areas receiving less financial assistance; for example, by enhancing soft forms of support there.

Stronger soft support measures will be critical in FY2012 and beyond as the JRCS aims to actualize its Recovery Task Force vision. The need to enhance soft support outcomes makes it increasingly important that the JRCS consider how it can make the most effective use of its financial resources and other assets.

**Table 8 Evaluation by area of assistance (overview)**

Area of assistance	Strong points	Problem areas/ points for consideration
Rebuilding lives	<ul style="list-style-type: none"> <li>• Effective project roll-out combining material donations with soft support</li> <li>• Assistance provided in consideration of time and place</li> <li>• Soft support took advantage of JRCS strengths and other unique assets</li> </ul>	<ul style="list-style-type: none"> <li>• Even material donation outcomes could be improved if the JRCS made better use of its strengths and other assets</li> </ul>



Area of assistance	Strong points	Problem areas/ points for consideration
Social services	<ul style="list-style-type: none"> <li>• Large number of beneficiaries and good coverage thanks to material donations throughout a broad area</li> </ul>	<ul style="list-style-type: none"> <li>• Limited forms of support compared with other areas of assistance</li> <li>• Consider providing soft support for disaster-vulnerable populations, such as the disabled and those requiring long-term care</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Learning environments rapidly restored thanks to material donations that supported school settings</li> <li>• Projects executed based on an accurate identification of needs in consideration of local realities</li> </ul>	<ul style="list-style-type: none"> <li>• More educational sector activities that make use of JRCS financial resources and other assets</li> </ul>
Medical	<ul style="list-style-type: none"> <li>• Combination of hard and soft support resulted in effective assistance that addressed the medium- to long-term needs of the community in short period of time</li> <li>• By utilizing its standing medical activities, the JRCS was able to make good use of its financial resources and other assets in these projects</li> </ul>	<ul style="list-style-type: none"> <li>• Identify/verify project results and problems and use them to improve future activities</li> </ul>
Addressing the nuclear power plant disaster	<ul style="list-style-type: none"> <li>• Large estimated number of beneficiaries given highly effective assistance that matches their needs</li> <li>• The JRCS made use of its financial resources and assets by taking advantage of its everyday activities</li> </ul>	<ul style="list-style-type: none"> <li>• Mid- to long-range monitoring of how donated equipment is being used</li> <li>• Organize and verify radiation measurement results</li> </ul>

## (2) Evaluation by form of support

Table 9 lists the strong points for each form of support as well as their problem areas and points for consideration.

Most of the JRCS projects resulted in wide-ranging, comprehensive material donations throughout the disaster-stricken area, soft support that took into consideration conditions in each affected region, expansion of existing support through the addition of financial subsidies, and initiatives that made the most of each form of support. The JRCS made sufficient use of its financial resources and other assets (such as its standing activity networks, human resources, and facilities)—particularly in the area of soft support and financial subsidies.

Some major problems and points that the JRCS should consider are: (1) ways to monitor material donations and financial subsidies after they have been provided and (2) ways to secure and train human resources capable of providing soft support.

**Table 9 Evaluation by form of support (overview)**

Area of assistance	Strong points	Problem areas/ points for consideration
Material donations	<ul style="list-style-type: none"> <li>• Wild-ranging, large-scale support resulted in a large number of beneficiaries</li> <li>• High degree of fairness ensured (for example, by taking adopted temporary housing into consideration)</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor the usage status of costly equipment, buses, and the like</li> </ul>
Non-physical (“soft”) support	<ul style="list-style-type: none"> <li>• High levels of satisfaction and hopes for ongoing support indicate that support met the needs of those in disaster-stricken areas</li> <li>• Effective use of standing activity networks and human resources</li> </ul>	<ul style="list-style-type: none"> <li>• Expand project deployment area by securing and training more human resources</li> </ul>
Financial subsidies	<ul style="list-style-type: none"> <li>• Swift decisions to provide support and rapid project startup</li> <li>• Highly effective assistance roll-outs that took advantage of the financial resources and other assets used in the JRCS’s everyday activities</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor usage frequency and status of support equipment</li> </ul>

### **(3) Evaluation by region**

Table 10 lists the strong points for each region as well as their problem areas and points for consideration.

The support that the JRCS provided to the three hardest-hit prefectures took into consideration the unique characteristics and features of each region to provide assistance that was both compressive and suited individual prefectures. The JRCS took advantage of their on-site support activities and the networks built by JRCS chapters in each prefecture, conducted detailed needs surveys, and motivated and cooperated with prefectural and municipal government bodies. These efforts are likely to be the reason that the organization as able to offer optimized forms of support that took local realities into account.

In looking at the kinds of assistance that was provided to these three prefectures, Iwate received very little financial support or specialized assistance. Research indicated that Iwate needed the same kind of support that the other two prefectures did, and though it is difficult to say that the assistance provided there was insufficient, it is important that the JRCS outline and disclose the reason why this area received so little financial and tailored assistance. It is possible that the progress of recovery in Iwate is slightly ahead of that in the other two prefectures, and it is also possible that its underlying needs will become apparent over time. It is hoped that as it goes forward, the JRCS will look for those latent needs in Iwate and carry out needs surveys that involve planning and offering assistance in line with its strengths. Disaster-stricken regions need different kinds of support as time goes on, and it will be important for the JRCS to put together pilot programs in the course of its recovery effort that make use of the support given to Miyagi and Fukushima prefectures as well.

It should be noted that the JRCS is aware of the lack of financial and specialized assistance that Iwate Prefecture received, and since FY2012 has been carrying out support for nursery schools and disaster-related public housing in the region.

**Table 10 Evaluation by region (overview)**

Area of assistance	Strong points	Problem areas/ points for consideration
Iwate Prefecture	<ul style="list-style-type: none"> <li>Support that shifted priority to prompt soft support measures in light of recovery and restoration conditions in Iwate</li> </ul>	<ul style="list-style-type: none"> <li>Outline and disclose the factors resulting in less financial and specialized assistance provided to Iwate than to Miyagi and Fukushima</li> <li>Consider enhancing soft support measures like the Nordic walking and psychological care projects; secure and train the personnel needed to do so</li> </ul>
Miyagi Prefecture	<ul style="list-style-type: none"> <li>Effective support utilizing JRCS financial resources and taking into consideration the extensive tsunami damage in Miyagi</li> </ul>	<ul style="list-style-type: none"> <li>Consider mid- to long-term monitoring of reconstructed medical centers to verify cost effectiveness</li> <li>Consider enhancing soft support</li> </ul>
Fukushima Prefecture	<ul style="list-style-type: none"> <li>Hard and soft support that matched the needs in Fukushima by addressing damages resulting from the nuclear power plant disaster</li> </ul>	<ul style="list-style-type: none"> <li>Consider support that can be continued in the medium- to long-term and/or highly durable forms of support that will lead to local activities once JRCS assistance is complete</li> </ul>

#### **(4) Considerations based on surveys conducted in and out of the disaster-stricken area**

##### **(a) Considerations based on surveys conducted in the disaster-stricken area**

Surveys (questionnaires and interviews) carried out within the disaster-stricken area indicated that JRCS recovery assistance was rated highly for being greater in scope and reach than efforts implemented by other nonprofit organizations. It is hoped that the JRCS will further publicize its projects so that they can be even more properly applauded. JRCS projects also took on a scope (as with the household appliance donation packages) that other groups could not have handled, and proceeded while sufficiently taking fairness into consideration.

It is probably necessary for the JRCS to further publicize and promote its recovery assistance projects, since it has used contributions from overseas to fund these efforts. Many people living in disaster-stricken regions also mentioned that the JRCS should carry out publicity activities, and it is hoped that these will in fact be enhanced and intensified in the near future.

##### **(a) Considerations based on surveys conducted outside of the disaster-stricken area**

Surveys of the general public living outside the disaster area also tended to indicate greater recognition and more favorable evaluations of JRCS recovery assistance than of efforts carried out by other nonprofit groups. It is likely that project and publicity activities have helped to spread awareness of what the Recovery Task Force is doing.

Still, there was little accurate awareness of the JRCS strengths, resources, and financial assets that were used to carry out recovery support.

It is probably important for the JRCS to build proper recognition among the general public of its three-year recovery assistance activities, a task that will make publicity activities increasingly important in the days to come.

#### **(5) Evaluation of policy/strategy and organization/implementation frameworks**

Table 11 lists the strong points as well as the problem areas and points for consideration identified in studying and analyzing Recovery Task Force policy, strategy, organization, and implementation frameworks.

Policy, strategy, organization, and implementation frameworks affect the results that each project achieves. Strong areas are factors that promoted the success of each project, while problem areas are factors that hindered that success. It is hoped that the JRCS will work to eliminate the problems listed in order to achieve even greater results with its ongoing Recovery Task Force efforts.

**Table 11 Evaluation of policy/strategy and organization/implementation frameworks  
(overview)**

Area of assistance	Strong points	Problem areas/ points for consideration
Policy and strategy	<ul style="list-style-type: none"> <li>• Solid foundation for ensuring large-scale financial resources</li> <li>• Recovery assistance plan swiftly formulated and put together</li> </ul>	<ul style="list-style-type: none"> <li>• Disclose and share The Great East Japan Earthquake Recovery Task Force basic plan outside the JRCS</li> </ul>
Organization and implementation frameworks	<ul style="list-style-type: none"> <li>• Prompt formulation of a Recovery Task Force implementation program</li> <li>• High motivation and levels of performance among JRCS personnel</li> <li>• Smooth coordination with prefectural and municipal governments thanks to existing relationships</li> <li>• Purchasing and contracting selections made based on project characteristics and perceived risks</li> <li>• Tight information-sharing frameworks within promotional headquarters</li> </ul>	<ul style="list-style-type: none"> <li>• Uneven workload among individual personnel</li> <li>• Proper project execution and risk management that takes project termination into consideration</li> <li>• Encourage project documentation along with storage and management of files</li> <li>• Consider conducting monitoring and results verification activities following project completion</li> </ul>

### **III. General summary and recommendations**

#### **1. General summary**

It is almost certain that the tremendous scope and coverage of the Japan Red Cross Society's Recovery Task Force activities exceed those of all other nongovernment organizations. This is in part due to the vast financial resources that the JRCS collected in the form of relief funds donated from around the world and also thanks to the organization's international networks and significant contribution to international activities in the past. It is also commendable that the JRCS has been able to offer forms of support that are finely tailored to the circumstances in each target region—despite their vast scale, scope, and reliance on immense financial resources. It is likely that this achievement is largely due to the broad scope of community-based activities that JRCS normally carries out as well as the positive relationships it has already built with prefectural and municipal governments.

The JRCS Recovery Task Force projects have received high marks from beneficiaries receiving support as well as municipalities and other agencies involved in those efforts, which testifies to their ability to accurately meet beneficiary needs. The JRCS has been particularly commended for its swift decision-making and quickness to initiate projects offering assistance. This strength is probably due to the organization and implementation frameworks at its promotional headquarters as well as its ability to make effective use of its regional networks.

With its recent recovery support efforts, society's attitudes toward the JRCS have begun to shift. These activities have brought increased knowledge and awareness, which in turn has led to deeper trust and a more positive image of the Red Cross, higher expectations, and ultimately a greater willingness to pitch in and support its efforts. It is difficult to underestimate the impact of these changes.

Below are the issues that the JRCS needs to address as it continues to implement its recovery support efforts. They are divided into problems that need to be addressed in the short term and problems that need to be addressed in the mid- to long-term in preparation for future large-scale disasters.

#### **Problems to be addressed in the short term**

- Encourage project documentation and organization of records
- Prepare for project termination and manage risks
- Consider monitoring and results verification activities for facilities where construction



support was provided and for donated materials and equipment

- Prepare to summarize Recovery Task Force efforts in the recent disaster
- Enhance publicity and promotional activities to build awareness regarding project activities and the use of financial resources

**Problems to be addressed in the mid- to long-term**

- Consider formulating a policy to address future large-scale disasters
- Formulate Recovery Task Force implementation guidelines

## 2. Recommendations

We recommend that the JRCS consider the following five points, which we deem particularly important in light of the problems that came to light during the evaluation process.

### Recommendations to be utilized by The Great East Japan Earthquake Recovery Task Force

- **Consider setting up operational guidelines and creating forms to encourage documentation and record-keeping**

Although the JRCS Recovery Task Force projects delivered tremendous results, the amount of documentation on these activities is insufficient from the perspective of translating experience into lasting organizational knowledge and the JRCS's obligation to explain its operations to stakeholders. In the future, it will be necessary for the JRCS to encourage documentation and keep good records, an effort that will require the establishment of operational guidelines as well as document forms and templates.

The JRCS should take the following points into consideration.

- Items that need to be recorded
- Who is in charge of and responsible for documentation
- Operational rules indicating when documents should be prepared, how frequently they should be updated, and the like
- How documents should be managed and stored

- **Better communication with stakeholders regarding project activities and the use of financial resources**

The fact that the JRCS is carrying out recovery activities is widely known; however, the details of its projects and the use of its financial resources are not sufficiently recognized. In addition, more than a few residents of disaster-stricken regions have voiced the need for the JRCS to engage in more active publicity efforts.

In the future, it will be important for the JRCS to not only carry out recovery assistance projects, but also to publicize exactly what kind of support was offered, the outcomes of those efforts, and information on financial resources. This means not only spreading the word via traditional media channels, but also specifying key stakeholders and considering

forms of communication that will specifically target them. Examples of key stakeholders may include overseas donors and contributors, Red Cross personnel, local government agencies, and so on.

- **Prepare a report summarizing the three years of Recovery Task Force activities**

The JRCS will probably need to put together a report for the outside world that when its three years of recovery assistance projects conclude at the end of FY2013. The report should be based on the Recovery Task Force three-year plan.

The basic plan of The Great East Japan Earthquake Recovery Task Force was formulated in anticipation of the achievements that the plan could achieve through the implementation of its projects. Though some projects are expected extend into 2016 and beyond, it is important that the JRCS, as an implementing agency, provide a summary report verifying the degree to which its initial vision was achieved, quantitative and qualitative outcomes, and other indicators at the close of FY2013. An adequate summary will require that the organization make advance preparations and start putting together the documents it will need in the effort.

### **Recommendations targeting preparations for future large-scale disasters**

- **Formulate a basic plan indicating the way JRCS recovery support should operate in preparation for future disasters**

It is hoped that the JRCS will take advantage of the experience it has gained through The Great East Japan Earthquake Recovery Task Force effort and consider setting recovery support goals, basic policies, and the like in preparation for future large-scale disasters. It is also hoped that the organization will formulate a basic plan indicating the way that JRCS recovery activities should be carried out in such a situation. The following points need to be considered.

- Securing financial resources to fund a JRCS Recovery Task Force if a major earthquake strikes
- Bringing in non-financial support from overseas Red Cross and Red Crescent Societies
- Collaborating with national and prefectural governments as well as businesses and other groups offering assistance

Finally, in the course of its disaster activities, the JRCS will need to carry out emergency relief (such as rescue activities) as well as work to collect donations. The entire Red Cross organization is aware of JRCS disaster assistance, so it is hoped that this matter will be

discussed as a group. Study groups made up of primarily of JRCS personnel would be an effective way to encourage this effort.

- **Establish a JRCS Recovery Task Force promotional framework and set up guidelines in preparation for future disasters**

It is hoped that the JRCS will take advantage of the experience it has gained through The Great East Japan Earthquake Recovery Task Force effort and consider the establishment of a promotional framework to ensure the smooth operation of recovery assistance activities in the event of a future large-scale disaster. The following points should be considered and clarified in the course of discussing a system for implementing JRCS Recovery Task Force projects in the future.

- Responsibilities of the JRCS head office and chapters in disaster-stricken prefectures
- Project promotion/support functions and tasks
- How personnel should be assigned and ways utilize external human resources

In addition, it is important that the JRCS formulate project implementation guidelines in line with the discussion and establishment of the promotional framework.

The Japan Red Cross Overseas Recovery Task Force Guidelines were formulated based on the experiences and insights gained through its overseas recovery efforts associated with the May 2010 Northern Sumatra Earthquake and Tsunami. These guidelines set forth basic concepts and points for consideration when implementing recovery assistance efforts overseas. In the same way, it is important for the JRCS to formulate project implementation guidelines outlining basic activity concepts and points for consideration based on its experiences with the Great East Japan Earthquake Recovery Task Force. It is also important to put together project implementation tools and the like. All of these tasks will require that the JRCS sufficiently document its current activities.