



**Third-party Evaluation of  
The Great East Japan Earthquake and  
Tsunami Recovery Task Force:  
(FY2012 Activities)**

**Summary Report**



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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 are having a third-party external evaluation done as well in order to ensure that we obtain a valid and independent objective viewpoint. While the Recovery Task Force initially acted on the basis of a three-year plan running from FY2011 to FY2013, there are additional plans to continue the project into FY2014 and beyond as well. Because of the extended period, we have conducted evaluations every year and plan to carry out a comprehensive three-year assessment once the activities reach a certain level of completion. The JRCS commissioned the Japan Research Institute to conduct this third-party evaluation of the Recovery Task Force projects that began in FY2012 (a continuation of its initial FY2011 assessment). The current evaluation process began in June 2013.

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 primarily targets projects selected by the Japan Research Institute in conjunction with the Japan Red Cross Society from among those implemented in FY2012 as part of the JRCS Great East Japan Earthquake Recovery Task Force. The report presents representative details and results from activities carried out during FY2012 as part of the selected projects. The following structure was used to evaluate different aspects of the target activities.

### **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) Activities to spread information
- (e) 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 (Figure 1).

**Figure 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 the 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	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.  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.
	Transparency	This item looks at whether project content, results, administrative processes, and so on are able to withstand outside disclosure or audits.  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.
	Fairness	This item looks at whether fairness was considered and applied throughout the projects from initial planning through completion.  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.

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

**Figure 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, monitoring, 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 the general public
- Recovery Task Force recognition survey among JRCS personnel
- 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.

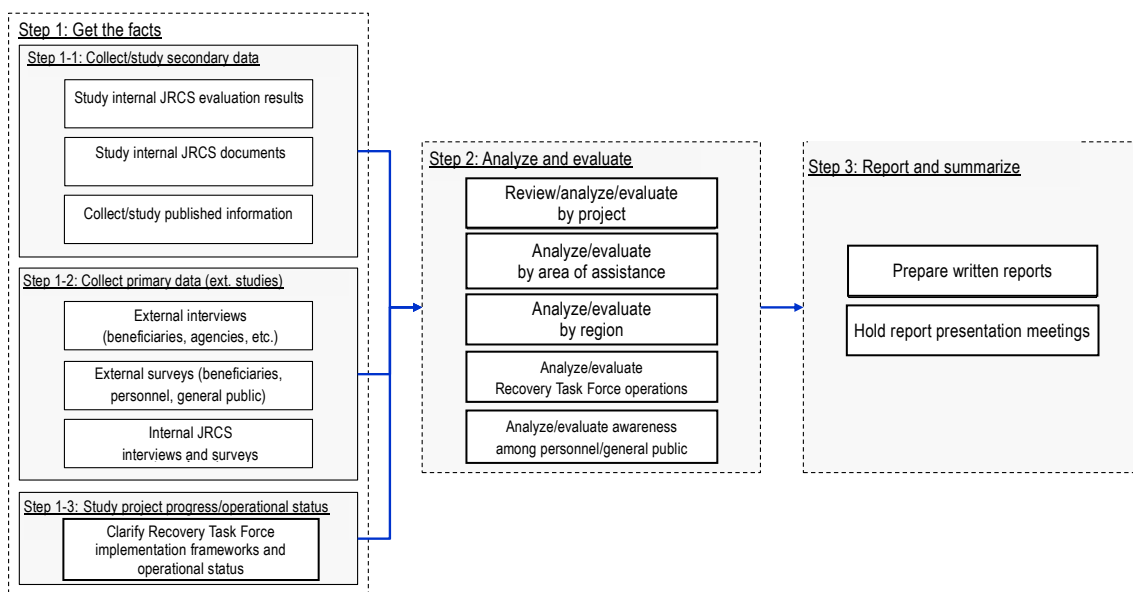
- Careful examination of internal JRCS documents
- Interviews with JRCS personnel (head office staff, chapter staff, branches, etc.)
- Interviews with those outside the organization (prefectures and municipalities, etc.)
- Internal surveys (head office, chapters, hospitals, blood banks, etc.)
- External surveys (members of the general public)
- 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 Figure 3.

**Figure 3 Evaluation implementation steps**



The evaluation was conducted over the five months between June and October 2013. Figure 4 indicates the overall schedule.

**Figure 4. Overall evaluation schedule**

June		July		August		September		October	
Early	Late	Early	Late	Early	Late	Early	Late	Early	Late
Collect/examine JRCS and publically available documents									
		Coordinate/conduct interviews							
				Design/conduct surveys					
						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/or projects for which sufficient documentation and information could be obtained. Other representative FY2012 projects were subject to a brief evaluation. All target projects were selected through discussions between the Japan Research Institute and JRCS. Figure 5 and Figure 6 give a list of the projects in each category.

**Figure 5. Projects subject to detailed evaluation**

Area of assistance	Projects
Rebuilding lives	<ul style="list-style-type: none"> <li>• Temporary housing visits</li> <li>• Health checkups in Namie*</li> </ul>
Social services	<ul style="list-style-type: none"> <li>• Building disaster-resistant public housing</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Summer camp</li> <li>• Building preschool facilities</li> </ul>

*\*Projects primarily aimed at addressing the Fukushima nuclear power plant accident*

**Figure 6. Projects subject to brief evaluation**

Area of assistance	Projects
Rebuilding lives	<ul style="list-style-type: none"> <li>• Resident gatherings in evacuation areas*</li> <li>• Great East Japan Earthquake and Tsunami recovery events*</li> <li>• Red Cross health information sessions to support survivors*</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Extracurricular activities in affected areas</li> <li>• Recovery Task Force international exchange program</li> </ul>

*\*Projects primarily aimed at addressing the Fukushima nuclear power plant accident*

#### (1) Detailed evaluations

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 evaluation results.

**A. Temporary housing visits**

**1) Overview of evaluation results**

**(a) Overall assessment**

The temporary housing visitation project primarily involved chapter activities conducted at temporary housing sites within the three hardest-hit prefectures. The main activities were independently carried out by the Iwate Prefecture chapter, then spread to include further support in the form of soup kitchens and other activities led by regional branches. The JRCS chapter in Miyagi Prefecture also led its own activities, as did the Fukushima chapter. Local branches joined in with their own supportive efforts, such as planting flowers to beautify the area landscape.

The Iwate and Miyagi prefectural chapters were the key players in targeting specific temporary housing units in need of ongoing support, prioritizing psychosocial support programs by working in conjunction with clinical psychologists and other professionals. In Fukushima Prefecture, the local JRCS chapter set up health classrooms and offered other health support programs to raise awareness among temporary housing residents, while local branches built on this by carrying out numerous self-directed programs as well. The result was widespread assistance throughout the prefectural area. One excellent feature of this project was its expansive scope, with around 13,000 people benefiting in the three prefectures hardest-hit by the March 2011 disaster.

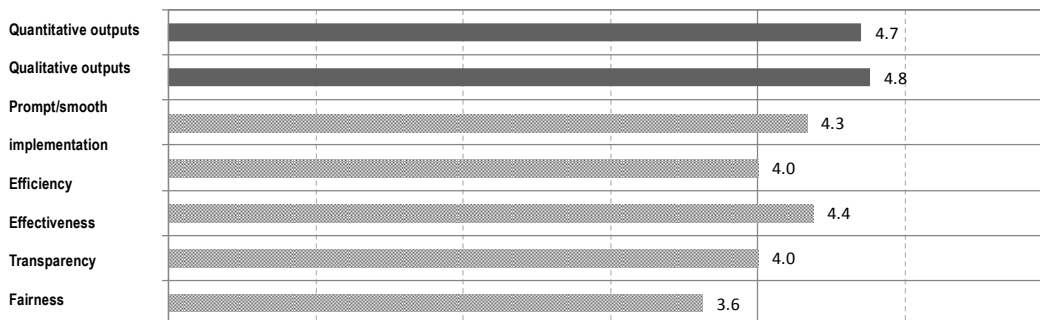
Activities designed to set up a health-conscious environment where residents could alleviate stress while taking charge of their own wellness are expected to result in lasting positive outcomes in terms of maintaining resident health. The events and activities that branches carried out at temporary housing sites fostered positive interactions among the residents living there, helping to foster a community mindset where individuals help one another. In this sense, the project effectively satisfied local needs.

Initiatives led primarily by JRCS branches in Fukushima were actively encouraged, and thus spread widely across the prefecture. Service group activities in Iwate and Miyagi were also well developed, though their focus on psychosocial support programs requiring expert participation meant that fewer people could be involved—which in turn somewhat limited the number of areas able to receive assistance. The project overall was not limited to psychosocial support, however, which was a positive feature in light of just how much support local areas needed. It is hoped that activities in Iwate and Miyagi will spread further, and that the JRCS will make even better use of support groups (for example, by considering activities that these groups could carry out entirely on their own) with the goal of establishing a project framework capable of meeting an even greater range of local needs.

**(b) Ratings**

Figure 7 shows the ratings for the temporary housing visitation project. Detailed evaluations for each of the seven assessment items are provided in the “seven-item evaluation” section below.

**Figure 7. Project ratings: Temporary housing visits**



## 2) Project overview

### (a) Background

Poor mental health is common among public housing residents, a trend that we have seen after past major earthquakes as well. The tremendous sense of loss that affects those who are torn away from their family members, homes, jobs, and more after a disaster, coupled with the many inconveniences of life in temporary housing facilities with limited functionality as well as uncertainties about the future direction of their lives places tremendous mental and emotional stress on these survivors. According to the results of an FY2012 health survey of residents living in emergency (prefab) temporary housing<sup>1</sup>, that about 10% of temporary housing residents displaced by the Great East Japan Earthquake and Tsunami disaster are in a state that could be classified as severe mental illness.

In terms of declining physical function, days spent in temporary housing facilities can lead to inactivity and disuse syndrome<sup>2</sup>. Residents tend to venture out less and less frequently, diminishing their opportunities to engage in everyday life. Disuse syndrome is difficult to recover from once it occurs, and patients can end up requiring nursing care if the condition worsens. For this reason, taking early steps to prevent the disorder are critical. Conditions in Fukushima are even more challenging, as young people in particular are moving out of the prefecture due to the effects of radiation from the nuclear power plant accident and similar concerns. This is causing families that lived together before the disaster to become scattered, leaving more elderly residents alone and intensifying the need for support aimed at preventing disuse syndrome, lifestyle diseases, and other problems so that seniors can maintain good health.

Early detection of mental and physical health problems among temporary housing residents requires an environment where residents look out for one another rather than simply keeping to themselves and their own families. Elderly residents in particular have a tendency to lose their ties to the wider community, and need effective support that encourages them to participate in social activities. In April 2011, the Ministry of Health, Labour and welfare notified several prefectures that it would establish a support center there to provide consultation and assistance for the elderly and other vulnerable residents, and the prefectures responded by planning visitation activities, local gatherings, and other forms of support<sup>3</sup>. The support centers were gradually set up, but large gaps in the level of support provided to the elderly soon appeared, with some centers becoming nearly inactive. An attitude survey conducted by the Ministry of Internal Affairs and Communications of seniors living in temporary housing in Miyagi Prefecture<sup>4</sup> identified a low level of participation in social activities among elderly temporary housing residents along with some individuals at high risk for social isolation due to a lack of people they can confide in.

Temporary housing facilities often end up becoming a collection of strangers, and there is a great need for more opportunities that allow them to interact positively with one another.

### (b) Aims

The purpose of the project was to alleviate stress among temporary housing residents, raise health awareness, and set up a health-conscious environment where residents would be encouraged to

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<sup>1</sup>Survey of 15,979 households living in emergency temporary housing facilities managed by ten municipalities in Miyagi Prefecture (Ishinomaki, Shiogama, Kesenuma, Natori, Iwanuma, Higashi-matsushima, Watari, Minami-sanriku, Osato, and Misato). A total of 9,366 surveys were returned.

<sup>2</sup>Ministry of Health, Labour and Welfare. *Information from Prefectural Long-term Care Insurance Administration Bureaus on Initiatives to Prevent Disuse Syndrome*. October 21, 2011.

<sup>3</sup>Centers were established in prefectures operating temporary housing facilities (Aomori, Iwate, Miyagi, Fukushima, Ibaraki, Tochigi, Chiba, Niigata, and Nagano).

<sup>4</sup>Ministry of Internal Affairs and Communications. *Administrative Evaluation and Observation Report: Measures to Prevent Social Isolation Among the Elderly*. April 9, 2013.

make positive choices to support their personal wellness. The project made use of professional knowledge from clinical psychologists, JRCS nurses, and instructors who teach classes on healthy lifestyle choices in order to achieve this aim. It was hoped that these supportive activities would give rise to positive interactions among temporary housing residents, helping to foster a community mindset where individuals help one another.

**(c) Target region/population**

Of the recovery operations carried out by the Iwate, Miyagi, and Fukushima chapters of the Japan Red Cross Society, this project in particular focused on supporting residents living in temporary housing. Figure 8 provides a list of specific activities. Finally, although Iwate Prefecture has been offering Nordic walking activities for temporary housing residents since FY2011, these efforts have been omitted from this report as they were already covered in the third-party evaluation of FY2011 Recovery Task Force activities.

An estimated 13,000 people living in the three hardest-hit prefectures benefited from this project.

**(d) Implementation period**

The project was initiated in April 2012 and has continued through FY2013 for the most part.

**(e) Implementation details**

The project was implemented in the form of visits to temporary housing in Iwate, Miyagi, and Fukushima prefectures. Activities were led by prefectural JRCS chapters as well as local branches. Branches are part of the JRCS volunteer organization, with regional and special branches getting particularly involved in this project. Local branches are regional arms of the JRCS organization formed in association with government administrative units at the city, ward, town, and village levels and made up of volunteer members who support the mission of the Red Cross and help to further it in their communities. Special Red Cross Branches are organizations made up of people with professional knowledge and skills. They are designed to carry out volunteer work that makes use of member expertise. Activities led by prefectural JRCS chapters start with chapter members planning out and preparing activities to generate the desired results, and then coordinating their plans with the clinical psychologists, nurses, health and wellness instructors, and other experts along with participating staff from local branches and the like. The next step is to coordinate the delivery of the planned support with temporary housing administrators and/or neighborhood association presidents. Clinical psychologists and other professionals come up with ways to provide support within their area of expertise and make the necessary preparations. Psychosocial support programs led by the Iwate JRCS chapter and the health classrooms set up by the Fukushima chapter are carried out simultaneously with events planned by local branches. Not only does this create an environment where temporary housing residents can more readily participate in the activities, it also makes it easier for JRCS staff to get direct feedback from the beneficiaries of the program.

Branch-led activities involve the branch taking responsibility for project planning and preparation as well as execution on the day of the event. The entire process is under the leadership of the branch; this includes conducting needs assessment surveys in affected areas, coordinating participating staff members, working with temporary housing administrators and/or presidents of neighborhood associations benefiting from the activities, and so on.

**(f) Financial investment**

About 15 million yen were invested in this project.

**Figure 8. Project implementation: Temporary housing visits (FY2012)**

Prefecture	Activity	Target	Led by		Results/ beneficiaries
			Prefectural chapter	Branch/ other	
Iwate	Psychosocial support programs	Miyako City temporary housing facilities (Nakasato, Takahama)	○		About 900 people
	Soup kitchens	Coastal cities and towns of Iwate Prefecture (Ofunato, Tono, Rikuzen-takata, Otsuchi, Ichinoseki)		○	An estimated 1,900–2,100 people
Miyagi	“Hot Care” for mind and body	Tagajo City temporary housing facilities (former site of the Sanno Municipal Housing facilities, Tagajo Junior High School, Kokufu-Tagajo Station South District) and the Misato (Toda County) temporary housing facility	○		About 700 people
Fukushima	“Smile” health classes	Residents of 18 municipal housing facilities in Fukushima Prefecture (Shinchi, Soma, Minami-soma, Hirono, Iwaki, Tamura, Kunimi, Kori, Date, Fukushima City, Nihonmatsu, Otama, Koriyama, Tamura, Sukagawa, Aizumisato)	○		About 700 people
	Temporary housing visits	Residents in 21 municipalities in Fukushima Prefecture (Shinchi, Soma, Minami-soma, Hirono, Iwaki, Tamura, Kunimi, Kori, Date, Fukushima City, Kawamata, Nihonmatsu, Otama, Motomiya, Miharu, Koriyama, Sukagawa, Tamakawa, Shirakawa, Kitakata, Aizuwakamatsu, Aizumisato)		○	About 6,500 people
	District recovery operation activities	JRCS district consultation desks (Aizuwakamatsu, Kitashiobara, Kori, Nishigo, Showa)		○	About 600 people

### **3) Seven-item evaluation**

#### **(a) Outputs**

##### **i. Quantitative**

Among the quantitative outputs from this project, one of the most commendable was bringing together activities led by prefectural chapters with those headed by JRCS branch organizations, resulting in wide-ranging support that reached approximately 13,000 people in the three disaster-stricken prefectures. Fukushima in particular was the site of numerous branch-led activities in particular, which were actively rolled out over a wide prefectural area to reach about 6,500 beneficiaries.

Soft support projects like these require less financial investment than hard infrastructure projects, but they also require massive amounts of time and effort to plan, prepare, and properly execute. There was a limit to what the few prefectural chapter staff members could do in terms of leading a project like this one, which in turn would have limited the range of support that could be offered. To address this issue, the JRCS set up a framework whereby branches could take charge of project activities through the planning, preparation, and execution stages—a move that was quite successful in terms of being able to widen the scope of support that could be delivered. The JRCS is also to be commended on clearly separating activities that demanded professional services and should thus be led by its prefectural chapters (psychosocial support programs) from activities that could be effectively headed by its branch organizations.

##### **ii. Qualitative**

Among the positive qualitative outputs from this project was the contribution it made to reducing stress levels among temporary housing residents by fostering a sense of community. This was achieved through events and activities that effectively met local needs. Another success was the formation of support programs that made full use of the experience and insights gained through standing JRCS branch activities.

In most cases, temporary housing residents have been unable to maintain the local communities that supported them prior to the disaster, and must build new communities with their fellow residents at the housing facility. According to interviews with those involved in the project, many temporary housing residents said that the events, functions, and activities hosted by the JRCS brought them together and gave them an opportunity to get to know each other better—indicating that they did in fact help to build a sense of community there. JRCS was able to recognize the unique problems affecting the disaster-stricken areas and carry out activities that alleviated stress and provided more opportunities for physical exercise. In this way as well, the project can be considered successful in terms of meeting the needs of the local communities it served.

#### **(b) Process**

##### **i. Prompt/smooth implementation**

In terms of prompt and smooth implementation, the project was particularly successful in coordinating parties both within and outside the JRCS organization as a means of establishing a solid and lasting project implementation framework.

The JRCS chapters were the central players in Iwate and Miyagi in particular, putting together project implementation teams that consisted of clinical psychologists, local and special JRCS

branches, and nurses. The chapters formed these teams as a way to provide long-term support from many different parties, and this made it easier for them to coordinate activities in terms of making preparations and securing personnel on the day of the event. In this way, the teams contributed greatly to the smooth implementation of the project. JRCS also made effective use of its human resources to support smooth project implementation when it worked with local branches outside the prefecture to set up large-scale soup kitchens in Iwate Prefecture.

## ii. Efficiency

The project went beyond activities led by prefectural chapters, combining these efforts with branch-led activities in order to widen the overall scope of support. This made it particularly successful in terms of efficiency.

## iii. Effectiveness

In terms of effectiveness, the project was particularly successful in two aspects: (1) targeting temporary housing residents, who have tremendous need but rarely receive support from other non-profit groups, and (2) putting together a project that had local JRCS branches pinpoint the individual needs of each region.

- Targeting temporary housing residents, who have tremendous need but rarely receive support from other non-profit groups

As part of its prefectural chapter activities, the JRCS carried out needs assessment surveys at temporary housing facilities it believed were receiving little support from other non-profit organizations due to several factors, among them location and meeting hall space. It then used the results of this survey to target those in most need of support. Offering assistance where it was desperately needed but not being received was therefore a highly successful aspect of this project. When it came to psychosocial support programs, the JRCS recognized that regular visits were critical to generating positive outcomes, and thus chose to restrict the targets of this support in order to ensure that it could deliver effective services with its limited human resources.

- Putting together a project that had local JRCS branches pinpoint the individual needs of each region

Events held at temporary housing facilities were planned, prepared, and executed (e.g. program implementation on the day of the event) by local JRCS branches. According to interviews with those involved in the project, these events featured food items prepared according to local customs and using seasonal ingredients, which drew interest from more temporary housing residents and encouraged greater participation.

## iv. Transparency

JRCS prepared an activity report after each event, recording the content and implementation framework. These efforts to prepare documents that would explain their initiatives to outside partners were a positive step towards ensuring transparency. In the future, it is hoped that the JRCS will conduct participant surveys at some of its activities, using the results to plan for later events and/or extend the activities to other temporary housing facilities and the like.



## v. **Fairness**

The JRCS had each of its prefectural chapters implement project activities as widely as possible, making logical and reasonable decisions as to which regions would be the target of support. This presented no major issues in terms of fairness. However, considering that the number of regions in need of JRCS support was greater than the number that received it, we hope that efforts are made to deliver even better outcomes in the future. One issue to consider is regional variation in the level of branch activities, which led to inconsistencies in terms of regional support.

Initiatives led primarily by JRCS branches in Fukushima were actively encouraged, and thus spread widely across the prefecture. Activities in Iwate and Miyagi were headed by prefectural JRCS chapters, and focused on psychosocial support programs and other activities that demanded expert knowledge and skills. Because of the need for professional expertise in this area, the JRCS designated priority regions (due to personnel and other limitations), and there was able to provide extensive assistance that included the on-site involvement of clinical psychologists. At the same time, however, this meant that the number of regions receiving support was necessarily limited. Branch-led activities were also conducted, but when we consider the extent of the suffering versus the number reached, what regions expect in terms of support from the JRCS, and similar factors, we must conclude that this project was only able to deliver limited assistance.

Psychosocial support programs require the on-site involvement of clinical psychologists and other professionals, they are difficult to implement over a widespread area. When we consider the nature of the support, municipal demands, and feedback from experts and other key players, we can only conclude that the JRCS decision to provide critical support to areas it determined to be high-priority boosted the outcomes of the project and was a perfectly reasonable approach to existing needs.

At the same time, the JRCS had branch offices visit temporary housing facilities in regions where this kind of expert support was not deemed necessary. These activities can be considered extremely meaningful as well in terms of community-building and getting a clearer picture of the condition of temporary housing residents. Branch-led activities could have also been actively carried out in the coastal regions of Iwate and Miyagi prefectures, as well as other areas that were likely in great need of support. This is an important point for future consideration, as it would have expanded the number of survivors able to receive assistance under this project. This doesn't mean having branches carry out expert psychosocial support initiatives, but simply having them visit the temporary housing facilities and improve conditions there through various activities, listening to feedback from residents, and promoting interpersonal exchange. Finally, although they were addressed last year and thus omitted from this report, Iwate Prefecture has been offering Nordic walking activities for temporary housing residents in various regions, so we understand that they are considering widespread prefectural support activities to a certain extent.

## B. Health checkups in Namie

### 1) Overview of evaluation results

#### (a) Overall assessment

The Namie health checkup project offered support to residents of the town of Namie who evacuated to Iwaki City, and thus targeted a limited population. However, the outcomes of this project cannot be measured only by looking at the number of beneficiaries, since massive cooperative efforts were undertaken by support personnel to address the unique evacuation conditions in Namie. In addition, high-quality registered and public health nurses were dispatched through hospitals and colleges in the Red Cross organization, resulting in the kind of assistance that only JRCS can provide. The project can therefore be considered extremely successful in terms of its JRCS-mediated results.

The health checkups progressed smoothly, and the psychosocial support programs that have received increasing attention in recent years were also carried out in the form of JRCS nurses taking the time to listen to patient concerns—thus contributing to better mental and physical health among evacuees. Neighborhood associations filed a petition to have the activities continued, indicating that the residents themselves also considered the project to be of the utmost quality. Since the health checkup project took over certain administrative functions, it involved close collaboration with the local government; still, it ran quite smoothly and gave rise to no major issues despite the delicate work it involved. In this regard too, the project is to be highly commended.

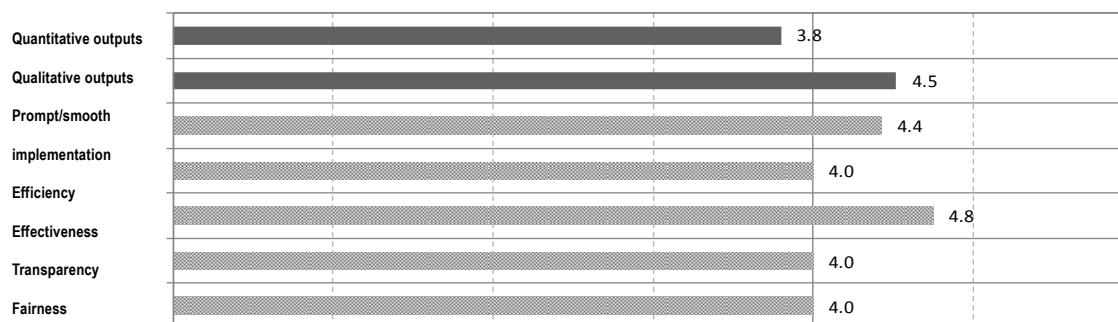
Of all the municipalities in the Soso district, only Namie received support. However, given (1) the difficulty of implementing the project given the unique evacuation circumstances in Namie, (2) the significant loss of administrative function due to public health nurses leaving their jobs and creating personnel shortages, and (3) the near-impossibility of supporting all other municipalities given the massive cooperation required to secure the necessary support personnel, the project can still be considered appropriate in terms of fairness.

Given the need for long-term assistance, particularly in terms of psychosocial support programs, this project resulted in two highly meaningful outcomes: (1) the establishment of effective organizational expertise and frameworks and (2) opportunities for nurses working at Red Cross healthcare facilities and unable to interact directly with evacuees during the course of their daily work to learn more about providing psychosocial care.

#### (b) Ratings

Figure 9 shows the ratings for the Namie health checkup project. Detailed evaluations for each of the seven assessment items are provided in the “seven-item evaluation” section below.

**Figure 9. Project ratings: Health checkups in Namie**



## **2) Project overview**

### **(a) Background**

Most of the residents living in the towns and villages of the Soso district, which surrounds the Tokyo Electric Power Company's Daiichi Nuclear Power Plant, evacuated when the nuclear accident occurred there in March 2011—and have been forced to continue living in shelters up to the present day. As of April 1, 2013, as many as 24,000 of these evacuees were living in neighboring Iwaki City, which is adjacent to the Soso district and has a similar climate and environment. This number represents about 35% of all residents who evacuated to locations within Fukushima Prefecture as a result of the disaster.

These conditions have placed tremendous stress on evacuees, which is compounded by concerns over diminishing health services in the affected municipalities. The situation led the JRCS Nursing Department to team up with the Japanese Red Cross College of Nursing to conduct a research project on the health needs of town and village residents who lived in the area near the Fukushima Daiichi Power Plant and now reside in Iwaki City, which itself was part of a larger Health, Labour and Welfare research<sup>5</sup> project on improving the functionality and quality of regional health, safety, and crisis management systems. The investigation revealed that former Namie residents who had evacuated to Iwaki were at particularly high risk for health problems. The town of Namie contacted the JRCS for help, and the organization decided that it needed to clearly assess the health of these residents in order to provide the appropriate care. Once this was done, it was determined that the town also needed assistance in setting up a health support system that could function sustainably and independently to provide health and hygiene services with the participation of the local government—even if those services had to be provided at its residents' new locations.

### **(b) Aims**

The aims of this project were to:

- Create a caring environment to support primary prevention
- Maintain resident health by working with medical and healthcare agencies
- Work with and support the local administration
- Help set up a health support system

### **(c) Target region/population**

As part of its FY2012 activities, the project targeted Namie residents who had evacuated to Iwaki City. It supported 2,160 beneficiaries in 1,045 households.

### **(d) Implementation period**

The project was implemented between October 1, 2012, and September 30, 2013.

### **(e) Implementation details**

The project involved a study to clearly assess the health of Namie residents who had evacuated to Iwaki City, followed by support from the JRCS in providing health and hygiene services that should have been the responsibility of the local administration. Health checkups were carried out by visiting

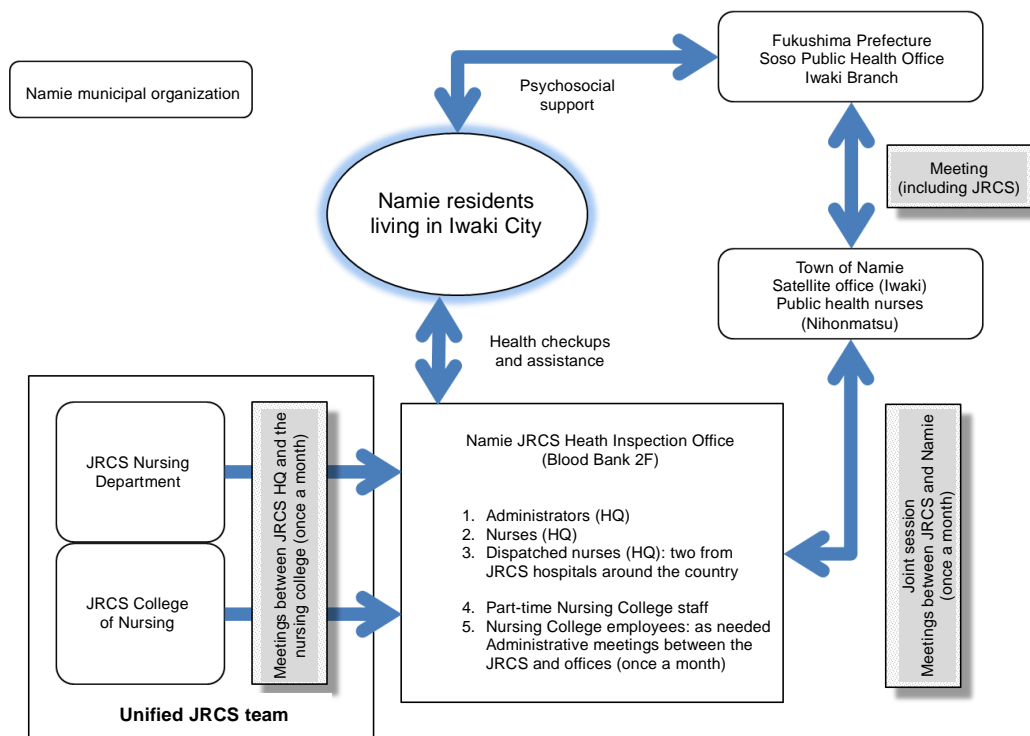
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<sup>5</sup>“Health, Labour and Welfare research” is a general term for all research sponsored by the Japan Ministry of Health, Labour, and Welfare. The study on improving the functionality and quality of regional health, safety, and crisis management systems was funded by a Health and Sciences Research Grant.

the homes of individual beneficiaries or by conducting a health questionnaire over the phone. In most cases the in-person assessments were conducted in teams of two, which included one person dispatched from one of the Red Cross medical facilities across Japan and the other (a nursing professional) dispatched from the Japanese Red Cross College of Nursing.

The project involved the participation of the Namie Health and Social Services Section, the Fukushima Soso Public Health Office, the JRCS Nursing Department and medical facilities, and the Japanese Red Cross College of Nursing, and was implemented using the framework outlined below.

**Figure 10. Implementation framework: Health checkups in Namie**



Source: JRCS internal documents

**(f) Financial investment**

As of March 2013, about 11 million yen had been invested in this project. Note that this figure does not include the labor costs borne by the institutions that dispatched support personnel.

### 3) Seven-item evaluation

#### (a) Outputs

##### i. Quantitative

Among the quantitative outputs from this project, the most successful were (1) the impact of massive assistance that took advantage of unique JRCS resources to fully compensate for the lack of administrative functionality, and (2) generating a range of benefits that went beyond the number of beneficiaries to include extensive cooperative efforts undertaken by support personnel to visit individual homes being rented by the local government for former Namie residents.

- Impact of massive assistance that took advantage of unique JRCS resources to fully compensate for the lack of administrative functionality

When the project was introduced, Namie's public health and social services functions were in a state of extreme confusion due to many public health nurses leaving their jobs and other factors, making it impossible for the town to maintain a system capable of performing health checkups. Without support from the JRCS, the former residents of Namie who had evacuated to Iwaki City would have been left without an assessment program, leaving them at high risk for health problems. The effect of JRCS intervention can therefore be considered extremely successful.

- Generating a range of benefits that went beyond the number of beneficiaries to include extensive cooperative efforts undertaken by support personnel to visit individual homes being rented by the local government former Namie residents

The project served a total of 2,162 beneficiaries, all of whom were residents of the town of Namie. Although the scope of benefits was limited compared to other soft support projects, the work of individually reaching out to households in person or by phone to assess the health condition of targeted residents meant that this project required a massive effort on the part of the support personnel. The fact that all Namie evacuees to Iwaki were living in temporary housing units posed a particular challenge, making it even more difficult for the service teams to conduct the health checkups. It is estimated that the JRCS project provided assistance equivalent to one-third of the volume (in terms of the number of dispatched personnel and number of visiting teams) of support that Fukushima Prefecture offered to health checkup programs run by the towns and villages of the Soso district.

In light of these considerations, the project was successful in terms of providing a sufficient scope of benefits.

##### ii. Qualitative

Among the qualitative outputs from this project, the most successful were (1) addressing the tremendous need among municipalities, participating groups, and residents; (2) the compatibility between this project and the use of the JRCS's extensive standing medical resources; and (3) the

positive ripple effects in terms of educating participants both inside and outside the JRCS organization about the importance of psychosocial support in particular and longer-term support overall.

- Addressing the tremendous need among municipalities, participating groups, and residents

The project began with a joint Health, Labour and Welfare research project between the JRCS Nursing Department and Nursing College, which was used to clearly assess the current status and needs of Fukushima Prefecture and the town of Namie. Accurately obtaining this information during the planning stage ensured that the project was able to fully address the tremendous need from municipalities and other groups involved.

- Compatibility between this project and the use of the JRCS's extensive standing medical resources

The project required dispatching and managing a large number of quality nurses over a long period of time, making it highly compatible with the standing operations of the JRCS. Aside from the Red Cross, the number of groups or agencies in Japan able to carry out a project of this nature is extremely limited.

- Positive ripple effects in terms of educating participants both inside and outside the JRCS organization about the importance of psychosocial support

- Recent years have seen a growing recognition of the importance of longer-term psychosocial support in disaster-stricken regions. This project had JRCS medical personnel from around Japan provide direct assistance to those affected by the Fukushima disaster, giving healthcare workers an opportunity to understand the situation firsthand while underlining the importance and usefulness of psychosocial support. The project also communicated to Fukushima Prefecture and the municipalities involved the importance of having JRCS personnel conduct health checkups as well as the value of providing psychosocial support in particular and longer-term support overall. This gave the municipalities a better understanding of psychosocial support, while prefectural employees also recognized the success of the project in terms of promoting Fukushima's health checkup programs.

## **(b) Process**

### **i. Prompt/smooth implementation**

In terms of prompt and smooth implementation, the project was particularly successful in defining an implementation period that coincided with a period of decline in municipal functionality.

The health checkup project represents a type of support never implemented by the JRCS. Although it took time to gather the right people, set up the program, estimate workload, predict possible problem areas, and make sure that the internal departments of the JRCS were on board, the project was still initiated just as municipal functions began to decline in the wake of the earthquake and tsunami disaster. Feedback from the municipalities involved noted this particular feature as being incredibly significant for them.

**ii. Efficiency**

Particularly successful in terms of efficiency was the establishment of an operational system able to successfully handle involvement from a large number of participants.

The health checkup project efficiently supported meetings with JRCS colleges, regular meetings with Namie JRCS personnel, information exchange, and other communication efforts. It was also conducted in a way that minimized the burden on the town of Namie in terms of procedure, leading municipal employees to note that the project placed no strain on them whatsoever.

**iii. Effectiveness**

In terms of effectiveness, the project was particularly successful in making a massive contribution mental and physical health by incorporating psychosocial support activities in the form of JRCS nurses taking the time to listen to patient concerns.

Being attentive to disaster victims and willing to listen to their concerns extended the time required for each visit from 1.5 to four hours. However, residents responded with comments like, “I was so happy to have someone care about me”, “I didn’t want to go to the doctor, but the nurse encouraged me to actually go through with it”, and “I applied for long-term care thanks to the nurse’s suggestions”. Namie municipal employees also remarked that the sessions were extremely successful, helping the evacuees to feel more positive about life and understand the practical value of taking medical advice.

**iv. Transparency**

The JRCS conducted an extensive needs assessment, drafted project plans, and issued a mid-term report. Because this project was unlike any that had been implemented in the past, the JRCS took steps to ensure that it could withstand public disclosure both within and outside its organization. These efforts to ensure transparency were sufficient and successful.

**v. Fairness**

Although every municipality in the Soso district is carrying out health checkup programs, this JRCS project only targeted the town of Namie for assistance. This may appear to be unfair at first glance, but the fact that the required support was provided to a municipality in tremendous need leads us to conclude that the JRCS efforts were sufficient and not significantly lacking in terms of fairness.

**C. Building disaster-resistant public housing**

**1) Overview of evaluation results**

**(a) Overall assessment**

This project targeted three municipalities Soma and Shinchi in Fukushima and Otsuchi in Iwate. Although this limited the number of beneficiaries, the project still delivered a major impact in terms of the amount of money spent on assistance relative to the government budget in each municipality as well as the lasting support in terms of housing expenses relative to household expenditures among the target residents. At the same time, national reconstruction grants helped subsidize the cost of municipal contributions to the project, meeting the need in these areas to move forward quickly with their recovery plans. The residents of the public housing units that incorporated the unique concepts in this project also thought highly of the JRCS efforts, indicating that it was a great success overall.

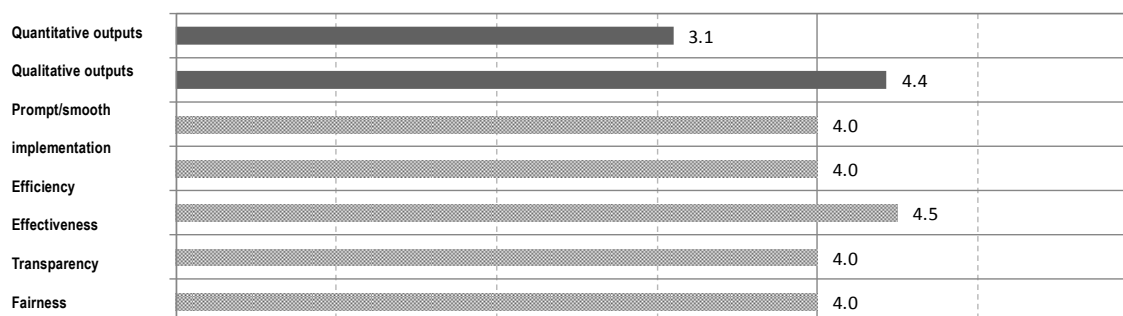
Support was provided in the form of financial subsidies to municipalities, while specific actions were carried out in line with the JRCS Assistance Guidelines. For this reason, there were no particular problems with the process of executing the project in terms of purchasing, contracting, management, and closing tasks. According to the plan, the nature of the project was such that municipalities formulated the concept and took charge of making the designs. The JRCS then carefully reviewed the designs and took action where necessary so that they could be carried out without any difficulties.

Even in projects where JRCS beneficiaries take charge of the activities, quality improvements can still be made during the planning and execution stages through JRCS involvement in the form of advice and sharing of expertise during these processes. Although it is outside the scope of assessment in this report, having the JRCS provide soft support in the form of branch activities would likely have been effective in this regard. It is hoped that the organization will consider this measure in implementing future projects.

**(b) Ratings**

Figure 11 shows the ratings for the project to build disaster-resistant public housing. Detailed evaluations for each of the seven assessment items are provided in the “seven-item evaluation” section below.

**Figure 11. Project ratings: Building disaster-resistant public housing**





## 2) Project overview

### (a) Background

Soma City suffered massive devastation in the Great East Japan Earthquake and Tsunami, with nearly 5,100 structures partially or completely destroyed due to collapse or being washed away. The towns of Shinchi and Otsuchi underwent a similar fate, with a vast number of their buildings being struck as well.

Securing a place to live is absolutely essential foundation for victims looking to rebuild their lives after a disaster, but with their old home sites continuing to sustain tsunami damage, there are many areas where construction is limited by the need to put robust disaster prevention measures in place. At the same time, residents are finding it difficult to secure the funding they need to rebuild their own homes, with senior citizens (65+) in particular on a tight budget due to their reliance on retirement pensions for income. For these and other reasons, it is extremely difficult for these residents to secure their own housing from an economic standpoint. Further compounding this issue is the fact that many long-term residents affected by the disaster are being forced to live in new facilities apart from the areas where they spent their lives, making it difficult for them to build new communities. Many face increasing loneliness and social isolation, putting them at higher risk of *kodokushi* (lonely deaths)—a phenomenon that was recognized as a pressing issue following the Great Hanshin-Awaji (Kobe) Earthquake as well.

In Soma, there are 110 households consisting of an elderly person living alone, making it imperative that the city secure permanent housing for its senior disaster victims once they leave temporary housing facilities. Soma must also take steps to lay a solid foundation for its residents by maintaining and rebuilding its local communities. National reconstruction subsidies are set up so that local governments must bear a portion of the associated costs on their own—though it is not uncommon for disaster-stricken municipalities to face such financial hardship that they are unable to scrape together even enough to cover their share. In response, the JRCS decided to offer financial subsidies to help defray this portion of the needed reconstruction costs.

In selecting the facilities to benefit from this project, the JRCS had one of its international donors, the Taiwan Red Cross Society, conduct an on-site inspection of the region—the results of which were then used to determine appropriate targets in discussion with the JRCS and individual municipalities. The Taiwan Red Cross Society requested that the funds be used to construct permanent facilities.

Note that a proper assessment of this project requires that living conditions and resident satisfaction be evaluated after the public housing facilities are complete. In this regard, we were only able to conduct a detailed assessment of the disaster-resistant public housing completed in Soma in FY2012, where residents have already begun to move in. For this reason, our evaluation will focus primarily on this particular facility.

### (b) Aims

The purpose of this project was to provide a foothold for elderly residents who had lost their homes in the recent earthquake and who had little income available to spend on housing and other life necessities. The goal was to construct public housing facilities for these seniors in order to create more stability in their lives while helping to ensure their health and sustain the local community. JRCS provided the needed funding to subsidize municipalities looking to build these structures.

**(c) Target region/population**

The project targeted Soma City and the town of Shinchi in Fukushima Prefecture as well as the town of Otsuchi in Iwate Prefecture with the aim of benefiting elderly singles and families living in their municipal facilities. Figure 12 provides detailed information on the number of households served by each target structure.

**Figure 12. Number of beneficiaries**

Target municipality	Target structure	Area	Number of households
Soma City, Fukushima Prefecture	Babano-Yamada housing complex	2,450 m <sup>2</sup>	12
	Kitsune-Ana housing complex	4,000 m <sup>2</sup>	12
	Minami-Tozaki housing complex	1,927 m <sup>2</sup>	10
	Hosoda housing complex	2,560 m <sup>2</sup>	12
Shinchi, Fukushima Prefecture	Residential complexes for senior disaster victims (Komagamine, Shinchi)	6,072 m <sup>2</sup>	22
Otsuchi, Iwate Prefecture	Public housing facilities for disaster victims (Ogakuchi, Kirikiri, Gensui, and others)	--	730

**(d) Implementation period**

The project was implemented according to the schedule shown below. Note that the project is still underway, and many of the target facilities are still under construction.

**Figure 13 Implementation period**

Target municipal structure	Project period
Soma City, Fukushima Prefecture Babano-Yamada housing complex	February–July 2012 (Complete)
Soma City, Fukushima Prefecture Kitsune-Ana housing complex	March 2012–March 2013 (Complete)
Soma City, Fukushima Prefecture Minami-Tozaki housing complex	March 2012–July 2013 (Complete)
Soma City, Fukushima Prefecture Hosoda housing complex	Scheduled for October 2012–October 2013 (Under construction)
Shinchi, Fukushima Prefecture Residential complexes for senior disaster victims	Scheduled for November 2012–October 2013 (Under construction)
Otsuchi, Iwate Prefecture Public housing facilities for disaster victims	December 2012–August 2013 and beyond (Through 2017)

**(e) Implementation details**

JRCS offered financial subsidies to three target municipalities in order to cover their share of the costs associated with building specific public housing facilities.

In Soma, the project helped cover the city's portion of the expenses needed to build four structures scheduled to receive national reconstruction subsidies. The project covered nearly the entire cost of target facility construction in Shinchi, and subsidized a portion of similar expenses in Otsuchi. In addition to supporting the construction of these facilities, the JRCS also helped the municipalities install the necessary furnishings and fixtures as well.

**(f) Financial investment**

A total of 184.8 million yen was invested in this project. The table below shows the outlay for each city and building. Note that a portion of the project costs were covered through international donations contributed to the JRCS from the Taiwan Red Cross Society, which dictated how these funds were spent.

**Figure 4 Financial investment (project costs)**

Target municipal structure	Estimated total construction costs (includes planned expenditures)	Amount contributed by the JRCS
Soma City, Fukushima Prefecture Babano-Yamada housing complex	150 million yen	25 million yen
Soma City, Fukushima Prefecture Kitsune-Ana housing complex	150 million yen	25 million yen
Soma City, Fukushima Prefecture Minami-Tozaki housing complex	130 million yen	25 million yen
Soma City, Fukushima Prefecture Hosoda housing complex	150 million yen	25 million yen
Shinchi, Fukushima Prefecture Residential complexes for senior disaster victims	310 million yen	300 million yen
Otsuchi, Iwate Prefecture Public housing facilities for disaster victims	216 billion yen* <i>*Includes national reconstruction subsidies</i>	1.448 billion yen

### 3) Seven-item evaluation

#### (a) Outputs

##### i. Quantitative

Among the quantitative outputs from this project, the most successful were (1) sufficient support coverage overall in light of the status of plans to provide public housing for disaster victims at the time, and (2) the substantial impact of the support offered to municipalities and public housing residents.

##### ii. Qualitative

Among the most positive qualitative outputs were (1) designing the project to work within individual municipal reconstruction plans and thus sufficiently meeting their needs and the needs of residents, and (2) overall success in opening the facilities and creating a positive environment for residents while achieving high resident satisfaction.

- Designing the project to work within individual municipal reconstruction plans and thus sufficiently meeting their needs and the needs of residents

Setting up the permanent housing residents needed after leaving temporary housing facilities was a key action item in municipal recovery plans. This project worked within those existing plans, with a particular awareness of the problem of increasing isolation among elderly residents in Soma City even before the earthquake struck. The project successfully achieved its goal of fostering a sense of community among local seniors in order to prevent them from becoming socially isolated.

The public housing facilities supported by the project were designed to target elderly residents living alone. In Soma, there were 110 such households after the earthquake, and the project was able to provide public housing for 46 of them—a significant percentage of the total population in need. It is almost certain that establishing permanent housing for residents who have left temporary facilities contributed greatly to their feelings of stability.

- Overall success in opening the facilities and creating a positive environment for residents while achieving high resident satisfaction

Tenants currently occupy about 65% of the units in public housing facilities that have already opened. Investigations revealed that the lower-than-expected occupancy rate in Soma City is due to three factors: (1) many residents continue to live in temporary facilities, (2) residents are apprehensive about building a new community, and (3) some of the facilities are located away from the coastal areas where residents are most comfortable. However, the rate is expected to rise over the mid-term as populations continue to age, temporary housing facilities are dismantled, the residential concept gains popularity, and so on. Furthermore, if municipalities are to make it one of their key missions to establish permanent housing for residents who have left temporary facilities, the fact that occupancy is still low at the newly-opened facilities (while temporary housing still exists) does not really present a problem.

Residents reacted positively to their new living conditions, noting that they were “able to live in a nice place” and “had no real requests at the moment”. Several people involved in the project remarked that there had been absolutely no problems between residents, who were getting along well as community-building efforts moved forward as planned.

**(b) Process**

**i. Prompt/smooth implementation**

The JRCS accurately assessed existing needs and was extremely successful at making support decisions promptly and smoothly. Personnel dispatched from JRCS headquarters remained on site in Fukushima Prefecture, making support decisions based on face-to-face interactions with the Taiwan Red Cross Society and the municipalities involved. In addition, because the municipalities were put in charge of actually implementing the details of the project, the JRCS focused its involvement on carefully reviewing action plans—which ensured smooth implementation. Other processes were carried out in line with JRCS Assistance Guidelines, which also resulted in sufficiently prompt, smooth implementation.

**ii. Efficiency**

Support was implemented only after the background, significance, and underlying concept of the project were well-understood and ideal project targets were defined based on on-site observations from the Taiwan Red Cross Society (a key donor), meetings to exchange feedback with municipalities, and similar efforts. Still, the selection of targets, establishment of various agreements, and execution of support activities did not take a heavy toll on either the JRCS or the municipalities. A serious burden was also avoided by implementing activities according to JRCS Assistance Guidelines. In light of these facts, the project was executed in a sufficiently efficient manner.

**iii. Effectiveness**

The JRCS took sufficient steps to design the project in a way that would complement municipal reconstruction plans. Project plans were formulated based on needs assessments conducted in the target regions—in particular, setting up the permanent housing that residents needed after leaving temporary housing facilities was a key action item in municipal recovery plans. Project activities also reflected the wishes of the Taiwan Red Cross Society, which requested that its donations be used to support the establishment of permanent facilities. In these respects, the project was executed in a way that satisfactory in terms of efficiency.

**iv. Transparency**

The Taiwan Red Cross Society determined the manner in which funds would be used for this project. For this reason, major decisions were discussed with the TRCS beforehand and meetings were recorded in minutes kept by the JRCS. An agreement was signed between the two organizations

regarding the Great East Japan Earthquake Relief and Recovery Programme, under which the JRCS submitted quarterly progress reports to the TRCS and TRCS staff conducted inspections of disaster-stricken areas, participated in completion ceremonies, and so on. From this perspective, the JRCS took appropriate steps to fulfill its responsibility to provide information to the Taiwan Red Cross Society.

**v. Fairness**

A strict approach to ensuring fairness in the selection of beneficiaries would have required that the JRCS conduct careful surveys of each municipality to determine their individual stance towards public housing. However, given the massive funding required to construct permanent facilities, it would not be practical to meet every one of their requests. Considering factors such as the relative priority of requests from each prefecture, the need for a certain level of prompt decision-making in light of the amount of time required to construct permanent facilities, and the wishes of the project's key financial supporter (the Taiwan Red Cross Society), the JRCS is thought to have conducted its decision-making process fairly.

Also, as stated earlier, there were few plans to provide public housing for disaster victims in FY2012, making the list of potential candidates for support extremely limited. Therefore, although this project only offered assistance to specific municipalities, this cannot be judged as a significant lack in terms of fairness.

**D. Summer camp**

**1) Overview of evaluation results**

**(a) Overall assessment**

The summer camp project was designed to address the soft aspects of disaster management, and as such had an extremely broad scope. It delivered outstanding results in terms of participant satisfaction and many other aspects. It can also be evaluated highly for its success in sufficiently utilizing Japan Red Cross Society resources to help leverage project outcomes.

The purpose of the summer camp project was to provide disaster-stricken children and students with opportunities that encouraged mental and emotional stability while fostering healthy development. In addition, it was hoped that giving children and students access to Junior Red Cross programs would help achieve the practical goals of the JRC organization; namely, fostering a spirit of *protection of life and health, volunteer services, and international friendship and understanding* as well as cultivating an attitude of *notice, think, and act*. After the project was implemented, growth was not only seen in the participants themselves, but also in those working as group support staff. Everyone involved in the summer camp developed a deeper interest in the Red Cross, indicating the presence of multiple project outcomes extending well beyond achievement of the initial goals. The project can therefore be deemed a success in terms of its significant ripple and secondary effects as well.

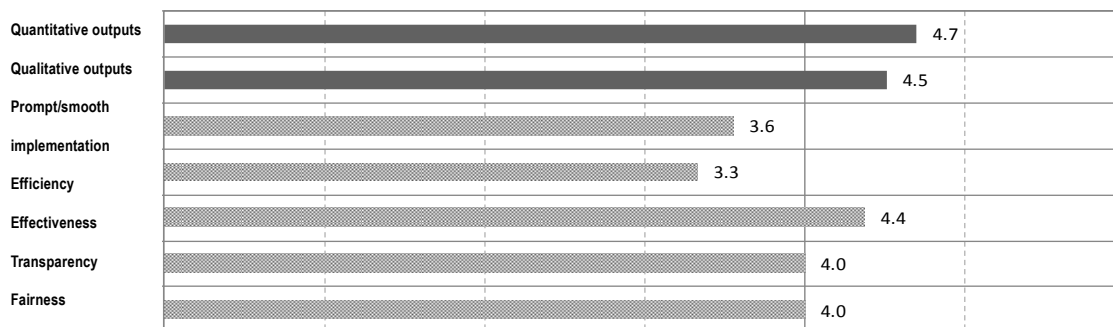
Although there were a few challenges associated with efficiently implementing the project when it first kicked off in FY2012, it was eventually carried out seamlessly thanks to the hard work of Red Cross staff and other project members. Another notable success of this project was the fact that problems were recognized during the initial implementation year and steps were taken to put improvements in place for the next term.

Although the summer camp could not take everyone who wanted to participate due to budget constraints, acceptance procedures, and other factors, overall this project delivered extremely positive results and successfully met the needs of the disaster-stricken community.

**(b) Ratings**

Figure 14 shows the ratings for the summer camp project. Detailed evaluations for each of the seven assessment items are provided in the “seven-item evaluation” section below.

**Figure 14. Project ratings: Summer camp**



## 2) Project overview

### (a) Background

A variety of studies have made it clear that the earthquake and tsunami disaster had a tremendous impact on the children living in affected areas. According to a report issued by the Ministry of Education, Sports, Culture, Science and Technology<sup>6</sup>, a survey of parents, guardians, and educators revealed that many of them observed a difference in children before and after the disaster, noting that the children had become “more desperate for attention”, “more sensitive to sound”, “more prone to frustration”, and so on<sup>7</sup>.

Providing assistance to children who struggle with anxiety, particularly those demonstrating more severe symptoms, requires treatment based on a solid psychiatric diagnosis made by a child psychologist or other clinical expert at a specialist medical facility. That said, large numbers of children who do not exhibit severe symptoms are failing to get support. Some of these children appear to be fine on the surface, despite the fact that they are under tremendous stress. It is widely acknowledged that reaching as many of these children as possible with preventative care that will reduce their stress is critical.

Although these children do require psychosocial support, educational institutions have found it difficult to add mental health initiatives on top of their regular curriculum. Regions that suffered severe devastation in particular must focus on the critical task of rebuilding their educational infrastructure, and few have enough resources remaining to provide substantial levels of care for the children themselves. In their second year of implementation, the recovery plans issued by the three hardest-hit prefectures all center on rebuilding initiatives to “restore” educational facilities, while soft support initiatives (such as those that would promote children’s growth by ensuring that they have a place to participate in activities) are only planned as part of a longer-term recovery scheme. At the same time, although the maximum amount attention is placed on dispatching school counselors and other aspects of children’s psychosocial support, a concerted effort to resolve children’s mental and emotional problems through play and rehabilitation has not been made.

The summer camp took advantage of the expertise that the JRCS has accumulated as a result of its JRC activities<sup>8</sup>, and aimed to create a space where children could play in order to provide more opportunities for psychological stability and healthy development. Play serves many important functions for children, creating a natural stress release and allowing them to form relationships with others. As such, it plays a critical role in supporting healthy development—simply ensuring that children have a space to play will provide them with a certain amount of stress relief. Play in itself is a

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<sup>6</sup>Ministry of Education, Sports, Culture, Science and Technology. *FY2012 Investigative Report on Mental Health Support for Disaster-stricken Children*. July 2013

<sup>7</sup>May 2012 survey of parents and guardians whose children attend selected public and private kindergartens, elementary schools, junior high schools, high schools, secondary schools, and special needs schools in Aomori, Iwate, Miyagi, Fukushima, Ibaraki, and Chiba prefectures. The survey received a total of 335,784 valid responses, with approximately 40,000 from Iwate, 70,000 from Miyagi, and 60,000 from Fukushima.

<sup>8</sup>JRC stands for the Junior Red Cross, an organization whose purpose is bringing up young people so that they can contribute to world peace and the welfare of humankind by properly understanding the Red Cross principles and ideas and participating actively in its movement. Through practical activities in daily life, Junior Red Cross members learn the importance of life and health and the importance of respecting human dignity while cultivating a spirit of friendship with people from all over the world. The JRC works to achieve three practical goals—protection of life and health, volunteer services, and international friendship and understanding—while cultivating independence through the approach “notice, think, and act”.



recognized psychological treatment method for children, and a mental health treatment pamphlet issued by the Japanese Society of Pediatric Psychology and Neurology at the time of the disaster recommends that children be given play opportunities whenever possible.

**(b) Aims**

The aim of the project was to provide opportunities that would promote psychological stability and healthy development in children living in disaster-stricken areas by allowing them to interact with volunteers as well as other children who have undergone similar experiences. It was also hoped that having JRCS and JRC offer their youth programs to children affected by the disaster would help achieve the practical goals of the JRC organization; namely, fostering a spirit of *protection of life and health, volunteer services, and international friendship and understanding* as well as cultivating an attitude of *notice, think, and act*.

**(c) Target region/population**

As part of its FY2012 activities, the project targeted children in the disaster-stricken areas of Iwate, Miyagi, and Fukushima prefectures who ranged in age between fifth-year elementary and third-year junior high. Eleven camp sessions were held between July 21 and August 23, 2012 for a total of 3,451 participants.

**(d) Implementation period**

The JRCS began working out project specifics in December 2011, eventually holding eleven four-day, three-night sessions between July 21 and August 23, 2012. The project is scheduled to continue in FY2013 as well.

**(e) Implementation details**

The project set up a four-day, three-night camp for children in disaster-stricken areas of Iwate, Miyagi, and Fukushima prefectures who ranged in age between fifth-year elementary and third-year junior high. While at the camp, the children participated in JRCS and JRC programs. The programs and operational methods used were formulated by a program committee made up of JRC facilitators, clinical psychologists, and other qualified personnel.

Typical camp activities included:

- Group meetings and Letter to myself in 10 years
- First-aid training
- Orienteering

**(f) Financial investment**

A total of 580 million yen was invested in this project during FY2012. About 83.6% of the project cost was airfare and lodging expenses for the kids, volunteers, and other participants.

### 3) Seven-item evaluation

#### (a) Outputs

##### i. Quantitative

Among the quantitative outputs from this project, the most successful were (1) addressing the soft aspects of disaster support across a vast scope, (2) making the most of the Red Cross name to recruit participants and volunteers, and (3) generating a significant impact in terms of support for individual families.

- Addressing the soft aspects of disaster support across a vast scope

The project had a total of 3,451 participants in FY2012 activities; specifically, children in the disaster-stricken areas of Iwate, Miyagi, and Fukushima prefectures who ranged in age between fifth-year elementary and third-year junior high. An additional 2,337 children from these three prefectures participated in FY2013, bringing the total number of summer camp attendees to 5,788 for the entire project. Although the number of eligible participants was limited by the fact that the camp did not accept children outside the designated age groups or prefectures, the scope of project benefits is still considered satisfactory.

- Making the most of the Red Cross name to recruit participants and volunteers

The JRCS is a widely-known and trusted organization in Japan, thanks to the solid reputation of its everyday activities. When interviewed, many of the parents and guardians indicated that they were comfortable sending their children to the camp knowing that it was run by the Red Cross. The JRCS was also able to use its big-name advantage to recruit adult volunteers, soliciting cooperation from partner companies who could then bolster their own reputations and more easily encourage their employees to get involved. The volunteers themselves also likely felt confident participating in a JRCS program recommended by their employer.

- Generating a significant impact in terms of support for individual families

If we include transportation and accommodation costs as well as overall operational and administrative costs, the amount of money spent per project participant was about 150,000 yen. A significant amount was spent on child event participation and like, indicating that the support had a tremendous impact on individual families.

##### ii. Qualitative

This project was in line with regional needs in the sense that it generated a high level of participant satisfaction and achieved its initial goal of energizing children mentally and physically. It was also highly successful in generating positive ripple effects; among them encouraging children to develop in a way that fosters enthusiasm and helps them to overcome their shyness towards strangers. The summer camp also went beyond supporting children to encourage growth among the group support staff as well.

The JRCS was also able to leverage its expertise and human resources to enhance project outcomes, enlisting the support of JRC member educators, nurses, clinical psychologists, and other experts both inside and outside the organization to help run the actual camp sessions. Another major success of the project was inspiring summer camp participants and others involved to take a deeper interest in the Red Cross.

- Generated a high level of participant satisfaction and achieved its initial goal of energizing children mentally and physically

A survey of summer camp participants indicated positive reviews of the project overall, suggesting that attendees were generally satisfied with the kinds of events offered.

Many respondents indicated that they participated in the summer camp because they “wanted to play outside to their heart’s content”. Children in affected areas are getting fewer opportunities to participate freely in outdoor activities—not only due to radiation concerns in Fukushima Prefecture, but also in Iwate and Miyagi, where temporary housing constructed in open spaces like schoolyards and parks have restricted them. These conditions make it likely that children living in the three hardest-hit prefectures have a need to be able to play freely outside. During the camp, participating kids were allowed to play however they liked in the open grass between scheduled activities. Being able play unrestricted in the open air successfully helped invigorate children both mentally and physically.

- Encouraging children to develop in a way that fosters enthusiasm and helps them to overcome their shyness towards strangers

Many of the people involved in this four-day, three-night program indicated that it helped children overcome their shyness towards strangers, become more proactive, be kinder to younger children, and recognize the importance of teamwork. The survey also asked the children and students to describe what they learned or how they developed as a result of the program in a free response section. Answers included “I’m less shy around strangers” and “I learned the importance of teamwork and friendship”. Holding a summer camp encouraged children to grow and develop, making this project highly successful in terms of its positive ripple effects as well.

- Going beyond supporting children to encourage growth among the group support staff

A total of 490 volunteers and administrative staff participated in the FY2012 summer camp activities. Growth among volunteers was one of the positive ripple effects of this project, with participants gaining experience working closely with children through the various camp events while also developing a stronger sense of responsibility through teambuilding activities. The camp was also a great opportunity for participants to gain a deeper understanding of JRCS activities while inspiring them to continue volunteering in the future. At present, the JRCS is not doing anything to follow up with the volunteer staff from the camp, but it is hoped that the

organization will approach them in the future as a way of jumpstarting its own volunteer activities, getting support for disaster relief projects aside from the summer camp, and encouraging participation in other JRCS events in general.

- Enlisting the support of JRC member educators, nurses, clinical psychologists, and other experts both inside and outside the organization to help run the actual camp sessions

The JRCS made use of its standing human resource network in order to secure the staff critical for hosting a successful the summer camp. This included a large number of participants, support from active teachers to enrich events, and involvement from professionals (such as nurses and clinical psychologists) to ensure safety. The JRCS is to be commended for its ability to successfully enlist the cooperation of human resources both within and outside its organization in implementing this project.

- Inspiring summer camp participants and others involved to take a deeper interest in the Red Cross

The JRCS took steps to raise awareness about its activities and reconstruction agencies around the world through presentations on international donations during camp orienteering events and other strategies targeting participants. The organization spread the word on Red Cross recovery operations even further when it distributed summer camp flyers at schools to recruit attendees. These efforts to make a large number of people (both participants and many other involved parties) aware of Red Cross activities can be considered a success.

## **(b) Process**

### **i. Prompt/smooth implementation**

The summer camp project was particularly successful in the area of prompt, smooth implementation in that it secured the backing of education bureaus and boards of education to approach educational facilities in a way that prevented confusion. This strategy also put schools and parents at ease in terms of recruiting participants for the camp.

### **ii. Efficiency**

The JRCS took little time to make preparations for this project, so in terms of efficiency we saw insufficient verification of the appropriateness of workloads and work assignments, plus a lack of preparation when it came to securing and training staff. However, good organizational follow-up by JRSC personnel is the likely reason that this did not lead to any major problems, though there was a fair amount of administrative confusion during the actual camp which required internal JRCS coordination. This in turn took a toll on project participants, making the operation itself rather inefficient.

Despite these problems, the JRCS recognized its shortcomings during the first year of the program and made changes to the FY2013 project that resulted in efficient operation.

**iii. Effectiveness**

In terms of effectiveness, the project was particularly successful in (1) putting together a program to help restore children's mental and physical health, a goal which matched the needs of the disaster-stricken area; (2) designing the program so that the summer camp experience contributed to child development (such as learning the importance of teamwork and friendship); and (3) making operational improvements so that the second term of the camp ran much more smoothly than the first.

**iv. Transparency**

Three key efforts were particularly successful in ensuring the transparency of this project. First, the JRCS was able to carry out the required investigation process in a limited period of time by getting project details approved internally and by securing the approval of a program review committee. The organization also recognized the need for discretion in its purchasing contracts due to the large scope of the project, making decisions about the parties involved through a framework that ensured sufficient transparency. Finally, following the completion of the camp, the JRCS held presentations for the boards of education and supporting companies in each prefecture based on its project reports, fulfilling its duty to explain its efforts to everyone involved.

**v. Fairness**

The JRCS achieved a high degree of fairness with this project by (1) setting up a large-scale event and inviting numerous children living in Iwate, Miyagi, and Fukushima prefectures and (2) setting up a program that got the word out on the summer camp and with far-reaching recruitment methods that made it easy for those who wanted to attend to participate.

## E. Building preschool facilities

### 1) Overview of evaluation results

#### (a) Overall assessment

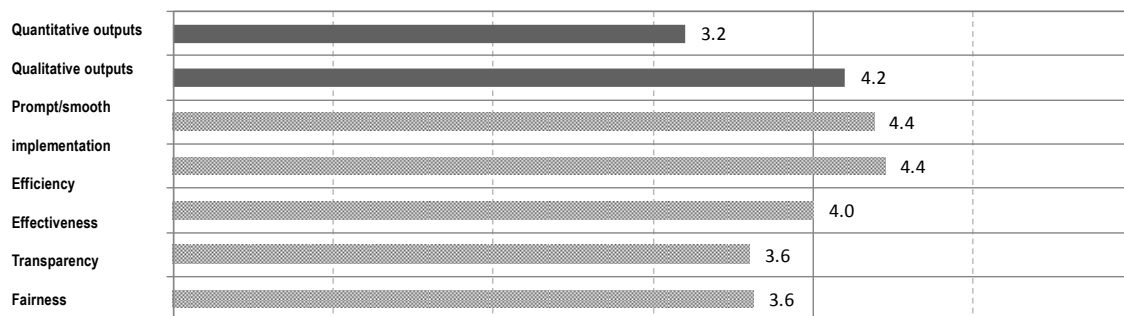
Although this project had a limited number of beneficiaries, it had a tremendous impact in terms of supporting the construction of preschools and daycare centers that were having severe difficulties coming up with the needed funds on their own. The project was successful in achieving its goal of setting up a solid recovery foundation by creating an environment that allowed parents and guardians to get back to work knowing that their young children would be properly cared for. The new facilities were also successful in serving as a focal point for community-building efforts in the area.

In terms of the implementation process, JRCS was highly successful in designing a support framework that boosted the efficiency of project tasks overall, using prompt decision-making to ensure that the preschool and daycare facilities in the region were rebuilt as soon as possible. At the same time, a needs assessment was not conducted in Miyagi Prefecture, making the project somewhat lacking in terms of efforts to ensure fairness. It is hoped that this will serve as a point of consideration for future projects.

#### (b) Ratings

Figure 15 shows the ratings for the project to build preschool facilities. Detailed evaluations for each of the seven assessment items are provided in the “seven-item evaluation” section below.

**Figure 15. Project ratings: Building preschool facilities**



## **2) Project overview**

### **(a) Background**

This project supported the construction of the privately-run Wakaki and Oosawa preschools in the town of Yamada, Iwate Prefecture. It also supported the construction of the public Aozora Kodomo-en daycare center run by the town of Naraha in Fukushima Prefecture.

The preschool facilities in Yamada suffered massive damage during the recent disaster. Wakaki Preschool was washed away completely in the tsunami, and was offering childcare services in a temporary building on the former site of a government-run inn. Wakaki was built in a flood zone prior to the earthquake, and needed to relocate its new preschool building outside of this area. Oosawa Preschool had two buildings, one of which was partially destroyed in the disaster, and the ground under the site has since begun to sink. The other building has become worn out with age, giving rise to concerns over the safety of the children in the building from an earthquake- and fire-resistance standpoint. In short, Oosawa also needed to be completely rebuilt.

The town of Naraha lies within the mandatory evacuation area near the site of the nuclear power plant accident, and was re-designated as an area for which preparations to lift the evacuation order were being made on August 10, 2012. However, the official order continues to prohibit residents from returning to their homes to live. As of January 2012, about 66% of Naraha residents had moved to Iwaki City from evacuation centers in and around Fukushima Prefecture, and municipal administration functions were being conducted from Iwaki as well. Repairs and decontamination work are needed to restore municipal infrastructure damaged from the earthquake and prolonged evacuation period, making it likely that Naraha citizens will not be able to return to their town for some time yet. Given this situation, the citizens needed a way to ensure a solid foundation for their lives in Iwaki City, which most had chosen as a temporary home. Specifically, parents and guardians of preschool-age children needed a daycare center or other facility where they were comfortable leaving their children while they worked. Although the municipalities of Aizumisato and Iwaki where they evacuated still had the facilities to care for children during the daytime, these preschools were simply set up in a section of the municipal branch offices. Having the majority of Naraha residents evacuate to Iwaki made difficult for the city to take extra children in this limited environment, intensifying the need for a new preschool or daycare facility where parents felt comfortable leaving their young children while they worked. Many Naraha parents also expressed a desire to raise their children in their former community environment, despite the fact that it had been relocated to Iwaki for the time being. This made it necessary for the town of Naraha itself to provide its own center.

### **(b) Aims**

The aim of this project was to set up and improve the daycare environment in the target areas so that parents would be comfortable leaving their children there—providing some needed stability in residents' lives. It was hoped that this would help prevent evacuees from leaving the region in search of greater stability, thus increasing the likelihood that temporary evacuees will one day return to their former homes.

### **(c) Target region/population**

As part of its FY2012, the project targeted the children who attend a privately-run preschool in Yamada, Iwate Prefecture, and a municipal child center run by the town of Naraha, Fukushima (collectively referred to as “preschool facilities” in this report). Specific figures on the number of children benefiting from the project are given below.

**Figure 16. Number of beneficiaries**

Target region	Target facility	Enrollment
Yamada, Iwate Prefecture	Wakaki Preschool (private) (New name: Nichidai Kizuna Preschool)	30
	Oosawa Preschool (private)	50
Naraha, Fukushima Prefecture (Constructed in the evacuation city of Iwaki)	Aozora Kodomo-en daycare center (temporary facility operated by the town of Naraha)	60

**(d) Implementation period**

The table below lists dates that the municipalities requested support from the JRCS and the dates of the opening ceremonies at the new preschool facilities. Although it was some time after the day that Yamada requested support that construction finally began and the facility was able to open, these delays were due to the status of local project operators (securing a local site, carrying out the bidding process, preparing the site for construction, and so on) rather than JRCS handling of the project.

**Figure 17 Implementation period**

Target region	Date support requested/Opening ceremony date
Yamada, Iwate Prefecture	Wakaki Preschool (private) (New name: Nichidai Kizuna Preschool) Request received: February 29, 2012 (Construction began in March 2013 and is still in progress)
	Oosawa Preschool (private) Request received: February 29, 2012 Opening ceremony: March 21, 2013
Naraha, Fukushima Prefecture (Constructed in the evacuation city of Iwaki)	Aozora Kodomo-en daycare center Request received: May 25, 2012 Opening ceremony: December 19, 2012

**(e) Implementation details**

This project provided JRCS subsidies to help finance the construction of the target preschool facilities. The JRCS also helped provide the furnishing and fixtures needed in the new buildings.

**(f) Financial investment**

As of the end of March 2013, about 410 million yen were invested in this project. By prefecture, Iwate received about 342 million, while Fukushima received around 68 million. A portion of the amount



provided to Yamada in Iwate Prefecture came from international donations to the JRCS from the Taiwan Red Cross Society, which designated the way it was to be used.

### **3) Seven-item evaluation**

#### **(a) Outputs**

##### **i. Quantitative**

The most successful quantitative output of this project was the tremendous impact of the support provided to the target facilities, which were having difficulties securing the necessary funding to rebuild.

##### **ii. Qualitative**

Among the most successful qualitative outputs were (1) enabling parents and guardians to return to work by providing a preschool environment where they were comfortable leaving their children and (2) fostering a greater sense of community among former town residents by building a preschool facility where they could gather together and interact.

#### **(b) Process**

##### **i. Prompt/smooth implementation**

In terms of ensuring prompt, smooth implementation, one of the most outstanding features of this project was the JRCS's prompt decision to provide support—which in turn led to the quick completion of healthy preschool environments in the target areas. Although the national government does provide subsidies to help with the construction of preschool facilities, the state investigation process takes time—making it difficult for beneficiaries to rebuild quickly. Given these roadblocks, the prompt commitment from the JRCS enabled the target communities to establish healthy preschool environments.

##### **ii. Efficiency**

In terms of efficiency, the JRCS was successful in enlisting the support of the municipal social services sections in managing administrative procedures, such as the process of getting project participants to submit documents and other key preparations. This was particularly effective in securing the efficiency of the project overall.

##### **iii. Effectiveness**

The project was planned based on a needs assessment of the target regions and was designed to be a good fit with municipal recovery plans. The JRCS also reflected the wishes of its key donor in the details of the plan. The organization is therefore considered to have taken sufficient steps to ensure a high level of project effectiveness.

**iv. Transparency**

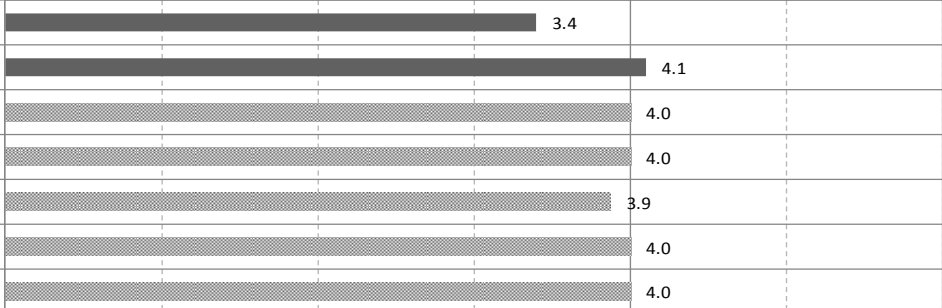
An outside donor determined the manner in which funds would be used for this project, and the JRCS left records of the agreements made with the contributor. At the same time, certain parts of the process by which the JRCS decided on support targets based on needs assessments from prefectural and municipal government offices are not sufficiently clear. Although the JRCS had plenty of information to clearly explain its activities to the outside, the documents and other materials they prepared for this purpose were lacking from this perspective. Though there are no specific problems to point to, it is hoped that the organization will consider making its internal support decision-making process clearer so that it is well-suited to public disclosure. This would make the process more ideal from a transparency perspective.

**v. Fairness**

This project is considered satisfactory in terms of fairness towards Iwate and Fukushima prefectures. However, a needs assessment was never conducted in Miyagi to see what support it might need in terms of constructing preschool facilities. The JRCS handled this by implementing projects to rebuild medical facilities in Miyagi in an attempt to minimize discrepancies in the money invested in each prefecture throughout the recovery operations as a whole. This was likely an unavoidable decision in light of the organization's limited financial resources and the massive support funds required given the nature of the project. Still, the way projects were implemented on an individual basis cannot be considered completely fair. In the future, it is hoped that the JRCS will take note of the importance of clearly and fully outlining the reasons and background behind their target selections in a way that is well-suited for public disclosure. In this way, the organization can ensure a higher degree of project fairness.

## **(2) Brief evaluations**

The projects described in this section were primarily planned and executed by the JRCS national headquarters and its chapters in the three hardest-hit prefectures. These were projects for which we were only able to obtain a certain amount of internal JRCS documentation and data. The projects subject to brief evaluation are presented with an overall assessment followed by the results for specific evaluation items.

Project	Resident gatherings in evacuation areas																	
<b>Overall assessment</b>																		
<p>This project targeted municipalities from which all residents were evacuated in the wake of the disaster. The number of beneficiaries receiving support was relatively small (376). It is also difficult to see how this project represented the best use of JRCS resources, since the municipalities and other groups were also holding similar gatherings. Still, the project can be considered satisfactory in terms of meeting its initial goal, since it is likely that the impact of the gatherings extended beyond the day of the event, with reunions serving as an opportunity to rekindle friendships among evacuees—friendships that would have a lasting effect in terms of alleviating participants’ mental and physical stress.</p> <p>This project was successfully continued in FY2013, as the JRCS set up a framework that allowed it to enlist the support of the municipalities—a move which is expected to boost the number of participants.</p>																		
<b>Ratings</b>																		
	 <table border="1" data-bbox="391 757 1337 1064"> <thead> <tr> <th>Category</th> <th>Rating</th> </tr> </thead> <tbody> <tr> <td>Quantitative outputs</td> <td>3.4</td> </tr> <tr> <td>Qualitative outputs</td> <td>4.1</td> </tr> <tr> <td>Prompt/smooth implementation</td> <td>4.0</td> </tr> <tr> <td>Efficiency</td> <td>4.0</td> </tr> <tr> <td>Effectiveness</td> <td>3.9</td> </tr> <tr> <td>Transparency</td> <td>4.0</td> </tr> <tr> <td>Fairness</td> <td>4.0</td> </tr> </tbody> </table>		Category	Rating	Quantitative outputs	3.4	Qualitative outputs	4.1	Prompt/smooth implementation	4.0	Efficiency	4.0	Effectiveness	3.9	Transparency	4.0	Fairness	4.0
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<b>Aims</b>	<ul style="list-style-type: none"> <li>The aim of this project was to alleviate physical and psychological stress by holding gatherings to bring together evacuees native to the same town or village. The events targeted former residents of the Soso district whose municipalities were completely evacuated and who are now living in temporary or rented housing.</li> </ul>																	
<b>Details</b>	<ul style="list-style-type: none"> <li>The project held gatherings for evacuees living in emergency temporary housing or rented housing who formerly lived in the eight towns and villages in the Soso district from which all residents were evacuated (Futaba, Okuma, Namie, Naraha, Tomioka, Katsurao, Hirono, and Kawauchi) or in the village of Iitate. The gatherings included opportunities to share a meal, visit the public baths, and so on.</li> <li>The project was implemented in a way that took into account the large number of elderly beneficiaries (for example, enlisting the help of Red Cross branches and having public health nurses attend the events).</li> </ul>																	
<b>Target area</b>	Eight towns and villages in the Soso district from which all residents were evacuated (Futaba, Okuma, Namie, Naraha, Tomioka, Katsurao, Hirono, and Kawauchi) plus the village of Iitate.																	
<b>Implementation period</b>	May–December 2012																	
<b>Investment (FY2012)</b>	About 2.16 million yen																	
<b>Outcomes</b>	Total of 376 participants at four events (held for the former residents of Katsurao, Namie, Okuma, and Naraha)																	

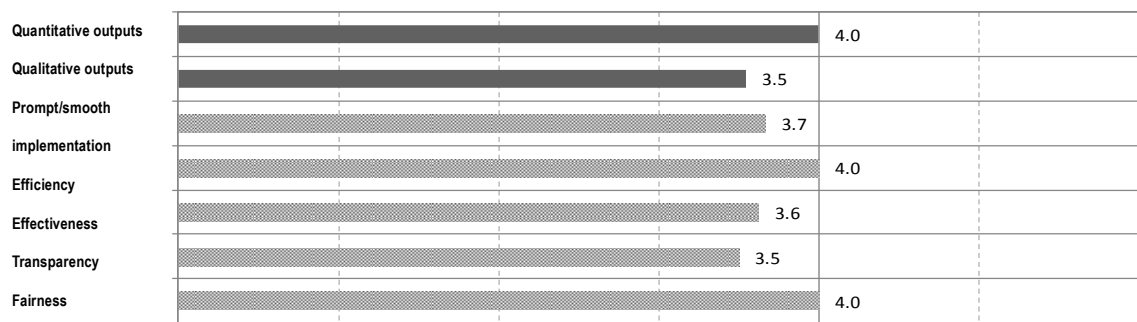
<b>Project</b>	<b>Great East Japan Earthquake and Tsunami recovery events (support for affected schools / movie screenings, concerts, and other entertainment)</b>
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**Overall assessment**

This was a large-scale soft support project that reached approximately 2,700 beneficiaries. Despite the fact that the JRCS had little experience implementing a project of this kind, it was well-received by participants—many of whom remarked that it made them feel more positive and energetic. Although we were unable to fully confirm or validate the results, we suspect that the project was able to deliver its intended results overall.

Our suggestion for improvement stems from the fact that the JRCS did in fact achieve some good results with this project. In order to achieve even better outcomes in the future, it is hoped that the JRCS will make the most of its expertise and resources when it comes to events, using these assets to further enhance its activities as well as take steps that lay the groundwork for continuing them in the future. With this in mind, we hope the organization will consider implementing surveys or other initiatives that will help it fulfill its responsibility to present its work to the public as well as confirm and verify project results.

**Ratings**

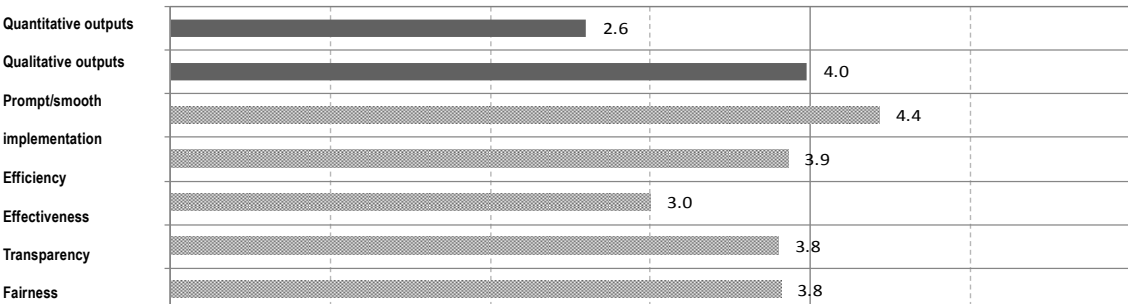


<b>Aims</b>	<ul style="list-style-type: none"> <li>• <b>Support for affected schools:</b> The project was designed to give students at disaster-stricken schools the opportunity to enjoy music and other forms of entertainment. It also aimed to enrich students' lives by alleviating the stress and disappointment associated with the fact that many of their school events had been reduced or eliminated.</li> <li>• <b>Movie screenings, concerts, and other entertainment:</b> The people of Fukushima have faced tremendous difficulties and are constantly dealing with stress and uncertainty. This project was designed to provide prefectural residents with a chance to experience music, film, and other forms of entertainment as a way of promoting mental and emotional health, thus boosting their motivation to recover while restoring their energy and positive attitudes.</li> </ul>
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<b>Details</b>	<ul style="list-style-type: none"> <li>• <b>Support for affected schools:</b> The earthquake, tsunami, and nuclear disaster destroyed many high schools and/or forced them to relocate. The project held movie screenings, concerts, and other activities as part of these schools' cultural festivals and events.</li> <li>• <b>Movie screenings, concerts, and other entertainment:</b> The project also provided movie screenings, live performances, and other forms of entertainment for all Fukushima residents as a means of promoting mental and emotional health, boosting their motivation to recover, and restoring their energy and positive attitudes. Prefectural facilities, concert halls, and the like were used to host the</li> </ul>
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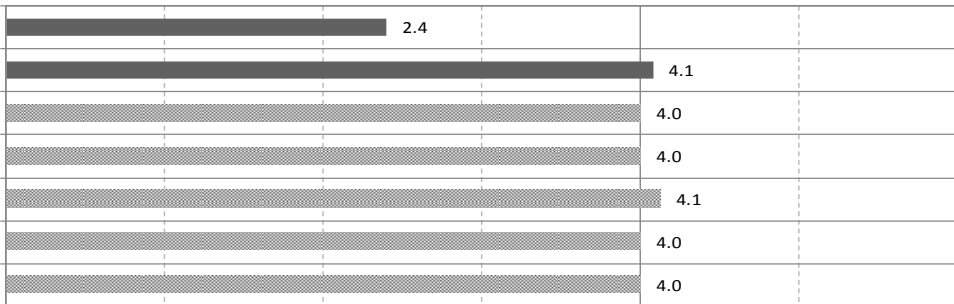
	events.
<b>Target area</b>	Fukushima Prefecture
<b>Implementation period</b>	May 2012–March 2013
<b>Investment (FY2012)</b>	About 8.8 million yen
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>• <b>Support for affected schools:</b> Four events, including concerts and movie screenings, were held for four affected schools and attended by a total of 1,077 people</li> <li>• <b>Movie screenings, concerts, and other entertainment:</b> Four events, including concerts and movie screenings, were held in Fukushima Prefecture and attended by a total of 1,612 people</li> </ul>

<b>Project</b>	<b>Red Cross health information sessions to support survivors</b>																		
<b>Overall assessment</b>																			
<p>Although this project involved few activities and a fairly small scope of benefits, it was successful in meeting the current needs of the citizens of Fukushima Prefecture. Residents likely had a great desire for information about the physiological impact of low doses of radiation, and the JRCS responded by providing a neutral, easy-to-follow presentations on this topic.</p> <p>The question of how radiation affects the body is a sensitive issue for municipalities, making it difficult for them to participate in the discussion. The JRCS, however, was able to go through an appropriate process for selecting the format and content of its informational sessions, planning them in such a way that sufficiently considered its own stance in the matter. Positive ripple effects were glimpsed even after the project was implemented, as municipalities then took it upon themselves to host similar events.</p> <p>The limited number of sessions makes it difficult know the exact degree to which the project achieved its aims, and there is room for the JRCS to consider implementing post-activity surveys and other measures to obtain this knowledge.</p>																			
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<b>Aims</b>	<ul style="list-style-type: none"> <li>• Support healthy living among all survivors by providing them with knowledge and information on radiation, which they can use to maintain mental and physical wellness</li> <li>• Conduct psychosocial support activities aimed at alleviating stress associated with the disaster</li> <li>• Provide opportunities for survivors to grow and overcome their traumatic experiences through supportive gatherings to promote wellness, thus preventing inactivity and lifestyle diseases</li> </ul>																		
<b>Details</b>	<ul style="list-style-type: none"> <li>• The JRCS held wellness information sessions where experts and physicians discussed radiation</li> <li>• Participants also learned relaxation exercises and ways to relieve stress, helping survivors to live more healthy, energetic, and positive lives</li> </ul>																		
<b>Target area</b>	Fukushima Prefecture																		
<b>Implementation period</b>	May–December 2012																		
<b>Investment (FY2012)</b>	About 1.26 million yen																		
<b>Outcomes</b>	<p>Eight sessions (six on the physiological impact of low-level radiation and the importance of diet, one introducing support for everyday movement without using much physical strength/learning to apply kinesthetic relaxation, and one on preventing and treating diabetes)</p> <p>Total participants: 758</p>																		

Project	Extracurricular activities in affected areas																
<b>Overall assessment</b>																	
<p>This project successfully achieved its initial goal of providing happy memories for participating children, who were given a place to move about in nature, interact with each other, and make friends. In terms of secondary outcomes, the project successfully promoted growth among high school–aged JRC members who participated in Miyagi Prefecture as activity staff. At the same time, the scope of benefits was small due to a limited target region and population.</p>																	
<p>The JRCS started putting together the idea for this project very soon after the disaster, and is to be commended for moving quickly from the planning to the procurement and contracting stage. However, there were some issues with this focus on speed in that needs assessments were not sufficiently carried out, resulting in fewer participants than initially planned. Still, the JRCS did a good job of recognizing the problem, reviewing its target region and population in Miyagi and incorporating these changes in the project plan for the next fiscal year.</p>																	
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Transparency	3.8																
Fairness	3.8																
<b>Aims</b>	<ul style="list-style-type: none"> <li>The project included support activities primarily targeting children and students living in temporary housing facilities in Iwate Prefecture. The activities were designed to revitalize children mentally and physically while promoting healthy development.</li> <li>The project aimed to provide participating children with opportunities to engage in physical activity in a natural setting. This was done in the form of outdoor group experiential learning activities. Offering a children a place where they could interact with one another also gave them a chance to make friends both locally and outside their communities. In terms of secondary effects, the project sought to provide high school–aged JRC members with opportunities to lead small children, helping them grow and overcome their traumatic disaster experiences as well.</li> </ul>																
<b>Details</b>	<ul style="list-style-type: none"> <li>The project targeted all elementary and junior high school–aged children living in temporary housing facilities in the Iwate cities of Rikuzen-Takata and Ofunato, providing them a place to play outdoors. Activity planning and management was led by the chairs of supporting JRCS branches, while local supporting branches carried out the activities.</li> <li>The JRCS hoped to promote interactions between children in affected areas by holding outdoor group experiential learning activities for temporary housing residents in Miyagi Prefecture. The activities themselves were carried out with the participation of high school–aged JRC members.</li> </ul>																
<b>Target area</b>	Iwate Prefecture (Rikuzen-Takata, Ofunato), Miyagi Prefecture																



<b>Implementation period</b>	June–July 2012
<b>Investment (FY2012)</b>	About 1.3 million yen
<b>Outcomes</b>	Iwate: 131 people Miyagi: 40 people

Project	Recovery Task Force international exchange program																
<b>Overall assessment</b>																	
<p>Although the number of direct beneficiaries (participants) for this project was limited, the involvement of Thai exchange students that shared similar disaster experiences successfully raised awareness of disaster prevention and disaster management on both sides, making the activities highly significant. It is also commendable that the JRCS worked to find ways to leverage outcomes by having participants hold information sessions at their schools to share their experiences with other students.</p> <p>The program was also an ideal JRCS project, since it made the most of the expertise and relationships that the organization has accumulated through the Red Cross international network and past activities. The project was also highly effective in terms of planning, limiting its target to students attending JRC member schools and inviting them on an exchange program with Thai JRC members in order to deepen understanding on both sides.</p>																	
<b>Ratings</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" data-bbox="384 801 1342 1104"> <thead> <tr> <th>Category</th> <th>Rating</th> </tr> </thead> <tbody> <tr> <td>Quantitative outputs</td> <td>2.4</td> </tr> <tr> <td>Qualitative outputs</td> <td>4.1</td> </tr> <tr> <td>Prompt/smooth implementation</td> <td>4.0</td> </tr> <tr> <td>Efficiency</td> <td>4.0</td> </tr> <tr> <td>Effectiveness</td> <td>4.1</td> </tr> <tr> <td>Transparency</td> <td>4.0</td> </tr> <tr> <td>Fairness</td> <td>4.0</td> </tr> </tbody> </table>	Category	Rating	Quantitative outputs	2.4	Qualitative outputs	4.1	Prompt/smooth implementation	4.0	Efficiency	4.0	Effectiveness	4.1	Transparency	4.0	Fairness	4.0
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<b>Aims</b>	<ul style="list-style-type: none"> <li>The exchange program dispatched youth members living in disaster-stricken regions to Thailand in order to deepen their global understanding and jumpstart their future development.</li> <li>The project was designed to raise awareness towards future disaster prevention and disaster management activities by having Japanese earthquake survivors share their experiences with Thai exchange students who suffered in the 2011 floods.</li> </ul>																
<b>Details</b>	<ul style="list-style-type: none"> <li>Fourteen junior high and high school students living in Miyagi were selected to go on a trip to Thailand and participate in exchange activities with Thai students.</li> <li>Participants discussed disaster response and recovery activities with the Thai exchange students</li> <li>Participants shared their experiences with the other students at their schools in order to spread international understanding beyond program members.</li> </ul>																
<b>Target area</b>	Miyagi Prefecture																
<b>Implementation period</b>	April–August 2012																
<b>Investment (FY2012)</b>	About 3.8 million yen																
<b>Outcomes</b>	Fourteen junior high and high school students attending JRC member schools in Miyagi Prefecture traveled to Thailand.																

## 2. Overall evaluation

Overall evaluations assessed the projects as a whole based on (1) area of assistance, (2) form of support, (3) region, (4) activities to spread information based the results of surveys given to JRCS personnel and the general public, and (5) evaluations of Recovery Task Force policies and strategies as well as its organization and management frameworks.

### (1) Evaluation by area of assistance

Figure 18 lists the strong points in each area of assistance as well as their problem areas and points for consideration<sup>9</sup>.

Even as the JRCS continues to provide the required level of assistance in each area, the organization is to be commended for its extensive efforts to introduce new soft forms of support and enhance existing activities, rolling out projects according to accurate assessments of the changing conditions in disaster-stricken areas. The three areas where the JRCS has been particularly successful in implementing effective projects based on local conditions are rebuilding lives, education, and addressing the nuclear power plant disaster.

In the area of rebuilding lives, the JRCS is making the most of its strengths and unique characteristics in order to carry out projects that effectively foresee the problems being faced in disaster-stricken areas—such as the destruction of communities and illnesses related to sluggishness and inactivity. In the area of education, JRCS projects have provided a range of support options that have greatly reduced stress among disaster-stricken children. In addressing the nuclear power plant disaster, the organization has carried out activities to target the stress associated with the breakup of communities and families as well as radiation damage—stress that comes from deep uncertainties that may not be apparent on the surface. The JRCS has also contributed to residents' peace of mind by supplying them with whole-body radiation counters and devices to measure the radiation content of food so that they can limit their internal exposure.

Compared to other areas of assistance, the JRCS offered a fairly limited list of social service support initiatives during the previous fiscal year. It is again worth noting that although the organization has worked to enhance efforts to support the construction of public housing for disaster survivors, for example, soft support in this area continues to be less than ideal.

Japan Research Institute estimates also indicate that FY2012 JRCS assistance programs were extremely widespread, reaching a total of around 1.15–1.44 million beneficiaries (

Figure 19).<sup>10</sup> In particular, it is estimated that a vast number of beneficiaries received support in the rebuilding and medical areas.

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<sup>9</sup>The JRCS Recovery Task Force initiatives targeted five areas of assistance: (1) rebuilding lives, (2) social services, (3) education, (4) medical, and (5) addressing the nuclear power plant disaster. Activities targeting the nuclear power plant disaster are included in the JRCS budget and project planning for the other four areas. Assessments of measures to address this area were done on projects whose background and/or aims focus on the nuclear disaster.

<sup>10</sup>Estimates indicating the number of beneficiaries were calculated by taking the actual number of beneficiaries from each project and adding them together in each area to come up with a total figure. Project beneficiary calculations can be divided into four general categories: (1) projects where beneficiaries could be counted, (2) projects where total beneficiaries could be counted, (3) projects where beneficiary households could be counted, and (4) projects where the number of target facilities or locations could be counted. Each calculation method is described in more detail below. Note that in some cases these calculations required us to set up conditions for estimating the exact numbers (e.g. by taking the occupancy rate at a given venue), which gave us a range of figures.

- 1) The exact number of beneficiaries is given for projects where this figure could be counted
- 2) The exact number of beneficiaries is estimated for projects where total beneficiaries could be calculated based on certain conditions (e.g. specific project activities or targets)
- 3) The number of beneficiary households is given for projects where the number of beneficiaries could be estimated based on the average number of households in each region

In terms of the financial investment made in each area, a reduction in the amount of hard support provided resulted in declining investment overall Figure 20, though the JRCS is thought to have achieved a high degree of cost effectiveness by increasing the amount of successful soft support it provides. Though we did not find any particular problems with the distribution of JRCS funds, we do think that going forward, the organization would do well to consider placing more weight on the rebuilding lives (which includes addressing the nuclear power plant disaster) and the social services areas of assistance. It is hoped that JRCS will enhance and increase the list of support options that can be continued over the medium term in these areas. It is likely that the JRCS will generally make its funding decisions based on its basic three-year recovery plan, which remains in effect through FY2013. However, since full recovery in disaster-stricken areas is expected to take many more months and years, the best course for the JRCS would be to aim to make the most of its strengths and unique characteristics, enhancing its support initiatives in a way that allows it to reliably and consistently carry out its activities in affected areas over the long term.

**Figure 18. 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>• Implementing effective soft support projects to address the massive problems that disaster-stricken areas face in terms of the destruction of communities and illnesses related to sluggishness and inactivity</li> <li>• Enhancing and strengthening the list of soft support initiatives that make the most of JRCS strengths and unique characteristics</li> <li>• Massive, widespread scope of benefits</li> </ul>	<ul style="list-style-type: none"> <li>• Consider expanding the range of targets for soft support and setting up a framework to help reach this goal</li> <li>• Address the discrepancies in the type of support offered by individual JRCS chapters as well as differences in their approach to initiatives</li> </ul>
Social services	<ul style="list-style-type: none"> <li>• Supporting the construction of public housing likely to restore long-term stability to the lives of elderly survivors</li> </ul>	<ul style="list-style-type: none"> <li>• Consider providing soft support projects that make the most of JRCS strengths and target populations vulnerable to disasters, such as the disabled and those requiring long-term care</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Implementing and sustaining event-based projects that match the needs of children and students in disaster—stricken areas who are suffering from tremendous stress</li> <li>• Providing both hard and soft support in a way that is in line with government assistance plans and activities</li> </ul>	<ul style="list-style-type: none"> <li>• Consider finding a way to transition to continuous, ongoing support led by chapter organizations</li> </ul>
Medical	<ul style="list-style-type: none"> <li>• By utilizing its standing medical activities, the JRCS was able to continue to make good use of its financial resources and other assets in its efforts</li> </ul>	<ul style="list-style-type: none"> <li>• Consider ways to verify outcomes and get ongoing, accurate information on support results; take steps to incorporate these insights into future activities</li> </ul>
Addressing the nuclear power plant disaster	<ul style="list-style-type: none"> <li>• Implementing and sustaining diverse, extensive support to help address the unique problems caused by the nuclear disaster</li> <li>• Promoting sustained soft support initiatives that recognize the importance of long-term assistance</li> </ul>	<ul style="list-style-type: none"> <li>• Mid- to long-range monitoring of how donated equipment is being used</li> <li>• Have the JRCS do its own work to organize and verify radiation measurement results</li> </ul>

4) For projects where the number of target facilities or locations could be counted, an estimated number of beneficiaries is given based on conditions such as the number of people using the target facility or location, the number of residents and occupancy/participation rate, the expected coverage rate for JRCS support, and so on

**Figure 19 Estimated number of beneficiaries  
by area of assistance (FY2010–FY2012 totals)**

Area of assistance	Estimated number of beneficiaries
Rebuilding lives	533,037–625,919
Social services	9,586–27,086
Education	102,416–131,440
Medical	511,456–664,256
Total	1,156,495–1,448,700
Addressing the nuclear power plant disaster	99,073–188,706

*Note: Because measures addressing the nuclear power plant disaster were included as part of assistance in other areas, the estimated beneficiaries in this area have been counted twice.*

*Source: Prepared by the Japan Research Institute based on internal JRCS documents and various public documents*

**Figure 20 Financial investment by area of assistance**

Area of assistance	Outlay (in millions of yen)					
	FY2010– FY2011	Percentage of total	FY2012	Percentage of total	FY2010– FY2012	Percentage of total
Rebuilding lives	26,180	73.6%	1,550	25.1%	27,730	66.4%
Social services	600	1.7%	460	7.5%	1,060	2.5%
Education	640	1.8%	1,190	19.2%	1,830	4.4%
Medical	7,210	20.3%	850	13.7%	8,060	19.3%
Other (e.g. emergency measures)	470	1.3%	1,720	27.9%	2,190	5.3%
Administrative and other costs	490	1.4%	400	6.5%	890	2.1%
Total	35,590	100.0%	6,170	100.0%	41,760	100.0%

Note:

- Figures in the table have been rounded and may not exactly match the outlay in each area
- The JRCS budget considers measures to address the nuclear power plant disaster to be included in support for the other four areas

*Source: Internal JRCS documents*



**(2) Evaluation by form of support**

Figure 21 lists the strong points for each form of support as well as their problem areas and points for consideration.

The JRCS projects excelled in generating wide-ranging, comprehensive material donations throughout the disaster-stricken area, soft support that took into consideration conditions in each affected region, and expansion of existing support through the addition of financial subsidies. The organization’s clear policy to focus on soft support measures to move development forward was particularly commendable, as it made the most of its strengths and unique characteristics in order to implement these activities. There was often a high degree of fit between JRCS soft support and the needs of the disaster-stricken areas, and outcomes were often significant as a result. Going forward, the next critical issue is figuring out how to sustainably implement soft support initiatives in each area, as they allow for a broad scope of assistance with minimal funding. Figure 22 lists the estimated number of beneficiaries for each form of support carried out by the JRCS.

Although there were no specific major problems or points for consideration during FY2012, finding ways to enhance and expand soft support is a critical issue as the organization turns to longer-term support activities. It is hoped that the JRCS will secure and reinforce enough human resources to meet this challenge as it works to extend its activities to encompass an even broader scope in the future.

**Figure 21. 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>• Wide-ranging, large-scale support continued from FY2011</li> </ul>	<ul style="list-style-type: none"> <li>• Keep a close eye on project progress and the usage status of costly equipment, buses, and the like</li> </ul>
Soft (non-physical) support	<ul style="list-style-type: none"> <li>• Assistance that meets the needs of disaster-stricken areas, which are demonstrating high levels of satisfaction and hopes for ongoing support</li> <li>• Effective use of standing activity networks, human resources, and organizational expertise</li> <li>• Strategic transition towards community-based support</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>• Flexibly and swiftly meeting region-specific medical care and education challenges in a way that extends beyond the reach of government support</li> <li>• Active support for leading initiatives in regional areas</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor usage frequency and status of support equipment</li> </ul>

**Figure 22 Estimated number of beneficiaries  
by form of support (FY2010–FY2012 totals)**

Form of support	Estimated number of beneficiaries
Material support	633,822–820,927
Soft (non-physical) support	504,369–524,799
Financial subsidies	18,304–102,974
Total	1,156,495–1,448,700

**(3) Evaluation by region**

Figure 23 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 comprehensive 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 was able to offer optimized forms of support that took local realities into account. At the same time, the JRCS may need to consider the fact that action policies and promotional methods adopted by individual prefectural chapters often varied.

While the JRCS prefecture in Fukushima Prefecture pushed a policy of comprehensive support spreading throughout the prefecture, limited manpower in Iwate and Miyagi resulted in these chapters offering initiatives of more limited scope. This led to an extensive number of estimated beneficiaries in Fukushima, while Iwate and Miyagi had a relatively narrow reach in comparison (Figure 24 lists the number of beneficiaries in each region). The regions where JRCS operates have a tremendous regard for the organization and very high expectations towards its support activities, so it is hoped that other prefectures will follow Fukushima’s lead in broadening the scope of their branch-led initiatives. Achieving this will likely require that JRCS headquarters and other branches offer assistance in the form of human resources or specific promotional methods, as individual chapters are limited in what they can do solely with their own resources. Going forward, there will be an increasing need for recovery operations that focus on longer-term initiatives—and the JRCS must turn its attention to consistency and sustainability as it works to build a unique framework that will allow it to extend its reach over an even wider area. The JRCS is to be commended for its proactive efforts in Fukushima, particularly its many effective projects to address the nuclear power plant disaster; however, it is hoped that it will expand the outcomes of its efforts even farther in the future by combining isolated activities (such as events) with more ongoing, consistent forms of support.



**Figure 23. Evaluation by region (overview)**

Area of assistance	Strong points	Problem areas/ points for consideration
Iwate Prefecture	<ul style="list-style-type: none"> <li>• Ongoing soft support initiatives designed to meet regional needs</li> <li>• Boosting efficiency of support through collaboration with outside groups</li> </ul>	<ul style="list-style-type: none"> <li>• Narrow targets of support due to limited personnel and other restrictions</li> </ul>
Miyagi Prefecture	<ul style="list-style-type: none"> <li>• Implementing efficient support based on standing JRCS activities</li> </ul>	<ul style="list-style-type: none"> <li>• Narrow targets of support due to limited personnel and other restrictions</li> </ul>
Fukushima Prefecture	<ul style="list-style-type: none"> <li>• Proactive support throughout the prefecture with activities designed to meet unique conditions stemming from the nuclear disaster</li> <li>• Implementing and sustaining grassroots activities that make the most of JRCS branch resources</li> </ul>	<ul style="list-style-type: none"> <li>• Finding ways to implement more ongoing, consistent support activities rather than isolated events</li> </ul>

**Figure 24 Estimated number of beneficiaries by region (FY2010–FY2012 totals)**

Region	Estimated number of beneficiaries
Iwate Prefecture	248,142–272,792
Miyagi Prefecture	400,621–547,108
Fukushima Prefecture	503,084–624,152
Other prefectures	4,903–4,903
Total	1,156,750–1,448,955

#### **(4) Activities to spread information<sup>11</sup>**

##### **(a) Considerations based on surveys of personnel**

A survey of JRCS personnel revealed that although it is widely known that the Recovery Task Force is implementing activities, staff are unaware of or do not understand the details of these operations. JRCS personnel at affiliated facilities (such as hospitals and blood banks) in particular do not have a high level of awareness or understanding of the Recovery Task Force compared to their counterparts at JRCS headquarters and chapters. The survey also indicated that the opportunity to participate in recovery projects had a major impact on project awareness among all staff members, regardless of whether they worked at headquarters, chapters, or affiliated facilities. Feedback collected from survey participants indicated the need for the organization to make a greater effort to spread the word about its activities internally, as staff members wanted to be better informed about project plans and implementation.

The JRCS has around 60,000 staff members, including those working at affiliated facilities. Making sure that they are more adequately informed about the organization's projects is extremely important in terms of creating ripple effects of awareness that spread beyond JRCS walls. While efforts to publicize and spread information outside of the organization are critical, the JRCS must also take its informational activities a step further with its own staff as a way of contributing to awareness among the wider public. It would therefore be a good idea for the JRCS to work towards enhancing its internal communications activities while considering ways in which it can link them to the publicity and information initiatives it directs at a broader audience.

##### **(b) Considerations based on surveys of the general public**

As in the previous fiscal year, FY2012 surveys of the general public 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 the effective implementation of project and publicity activities have helped to spread awareness of what the Recovery Task Force is doing. However, given the tremendous amount of financial investment and broad implementation scope of these projects, it is difficult to conclude that the JRCS is doing everything it can to ensure that its communication efforts are as efficient as possible. It is hoped that the organization will devise ways of further improving its publicity and informational activities in the future. What is particularly needed is for the JRCS to take steps to raise awareness of its activities and funding by issuing specific information that goes as far as describing individual projects in detail.

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<sup>11</sup>Although a good portion of JRCS communications activities are handled independently by the Planning and Public Relations Office, this report does not target the tasks and activities carried out by this department. Since there is a possibility that we do not have a full understanding of the current situation, note the comments offered in this section are merely general observations.

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

Figure 25 lists ideal activities and conditions as well as future actions identified in the process of 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. Ideal activities and conditions are factors that promoted the success of each project, while future actions target the factors that hindered that success. It is important that the JRCS work to eliminate these hindering factors in order to achieve even greater results with its ongoing Recovery Task Force efforts<sup>12</sup>.

Although no major problems were found with the implementation of FY2012 Recovery Task Force operations, it is considered critical that the JRCS work to further enhance shared recognition and awareness between its headquarters and chapters as well as between the individual chapters themselves in order to ensure greater unity and consistency throughout the organization as a whole. Particularly in light of the fact that chapters will be taking the lead role in project implementation as we move into FY2014 and beyond, it is likely that the importance of taking these steps will only increase in the future. Enhancing functionality in terms of systems, coordination, and support for chapter-led projects will be a critical initiatives for the JRCS going forward, as will considering specific target-setting and result indicators that will allow it to share policies and awareness throughout every corner of its organization.

**Figure 25. Evaluation of policy/strategy and organization/implementation frameworks (overview)**

Ideal activities/ conditions	<ul style="list-style-type: none"> <li>• Actively implementing ongoing, consistent recovery operations projects</li> <li>• Encouraging documentation that makes use of project management tools</li> <li>• Prompt response to suggestions outlined in external evaluations</li> </ul>
Future actions	<ul style="list-style-type: none"> <li>• Enhance functionality in terms of systems, coordination, and support for chapter-led projects</li> <li>• Establish more specific targets and outcomes as a means boosting unity and consistency in terms of shared policies and awareness throughout the organization</li> </ul>

<sup>12</sup> In this case, rather than limiting outcomes, the barrier to success was actually thought to bring better results if terminated..

### **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 between March 2011 and March 2013 exceeded 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. The projects have also been extremely popular among the communities they serve, and residents are eager for the activities to continue. 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.

FY2012 in particular was a year in which the JRCS took its soft support to the next level in terms of both quality and quantity, focusing on grassroots activities carried out primarily by its representative branch organizations. This shift contributed greatly to improved outcomes overall. It is hoped that the JRCS will continue to launch and strengthen its soft support projects while setting up the systems and frameworks that will allow it to implement them in a consistent and sustained manner over an even broader area. Though it was initially thought that JRCS recovery operations would be mostly complete after three years, the situation on the ground has made it clear that support must be continued through FY2014 and beyond. It is sincerely hoped that the JRCS will rise to the challenge.

JRCS Recovery Task Force activities must be commended for the massive contribution they have made to the disaster-stricken regions of Japan. At the same time, there are several issues that must be pointed out in the interest of effectively continuing these activities and preparing for any major disaster that might strike in the future. Below are the issues that the JRCS needs to address as it continues to implement future recovery support efforts in areas affected by the Great East Japan Earthquake and Tsunami. Both 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 are indicated.

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

- Establishing and getting the word out on a framework for FY2014 and beyond
- Discussing ways to improve overall outcomes in each area of assistance (taking a stronger stance towards overall optimization)
- Identifying best practices and deploying them to other prefectures and areas
- Enhanced public relations and communication activities for JRCS personnel
- Clearly specifying the use of leftover funds

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

- Defining and getting the word out on the types of recovery operations that the JRCS can provide
- Rebuilding branch and volunteer organizations
- Designing and laying the groundwork for unified, integrated recovery operations

## 2. Recommendations

We propose the following recommendations, 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

- **Establishing and getting the word out on a framework for FY2014 and beyond**  
At this time, JRCS national headquarters (NHQ) has no clear framework in place for activities beyond FY2016. This is a concern for chapters and affiliated organizations looking to implement future activities. The JRCS must establish this framework as soon as possible and get the word out to all chapters, prefectures, and municipalities. The organization also needs to have headquarters do the minimum amount of planning and leave it to chapters to fully grasp and regulate the activities. This is likely to require putting a certain number of chapter personnel in place. In addition, JRCS needs to begin handing off some of the functions of its promotional headquarters to other departments within the NHQ so that they can carry them on into the future.
- **Encouraging other prefectures to replicate JRCS projects**  
There is great need in disaster-stricken regions for soft support projects like the visits to temporary housing facilities, and these JRCS programs have been particularly well-received. Although soft support projects have been carried out to a limited extent in Iwate and Miyagi, it is hoped that the JRCS will extend them to reach a wider area. Branch activities in Fukushima Prefecture should be used as best practices and shared in order that they may reach their full potential on a broader scale. This approach is also likely to be an effective way of rolling out future recovery operations, making it particularly critical for the organization.

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

- **Discussing and defining ideal JRCS recovery operations**  
Following the Great East Japan Earthquake and Tsunami, the JRCS carried out its recovery operations in a way that grasped local needs through a process of trial and error. In preparation for future disasters, it is hoped that the organization will focus primarily on providing forms of support that make the most effective use of its unique strengths. For example, the JRCS needs to use this experience to figure out ways of providing effective support on a small budget as well as identify the types of support it is able to carry out on a broad scale given an extensive budget.
- **Promoting measures to energize volunteer organizations**  
Branches and other parts of the JRCS organization have the ability to carry out sustainable, community-based projects. The recent recovery operations resulted in some areas receiving sufficient support and some areas going without based on how dynamic and vital a particular branch was. It is hoped that the JRCS will carry out initiatives to rebuild and revitalize its volunteer organizations over the longer term so that it can carry out effective support in more areas.  
Finally, the JRCS would do well to further strengthen support from branches in prefectures not affected by the disaster so that they can reinforce efforts led by branches and other groups in the hardest-hit areas. It is important that the organization to look at ways to create opportunities for its branches to share the details of the recent recovery efforts and set up a collaborative framework by which they might work together in the future.