

**EVALUATION OF THE JRCS AND IFRC RECOVERY AND
REHABILITATION INTERVENTIONS AFTER THE GREAT EAST
JAPAN EARTHQUAKE AND TSUNAMI OF 11 MARCH 2011**

Final Report

“It is people who support and help people”

Evaluation Team:

**Mercedes Babé, Team Leader
John Horekens
Shunichi Kagami
Margaret Stansberry
Naoko Tochibayashi**

September 2013



TABLE OF CONTENTS

ACKNOWLEDGEMENTS	v
ACRONYMS AND ABBREVIATIONS	vii
MAP OF AFFECTED AREA	ix
EXECUTIVE SUMMARY	xi
1. INTRODUCTION	1
2. THE EVALUATION	4
3. CONTEXT OF JRCS RESPONSE AND RECOVERY	8
4. ASSESSMENT AND FINDINGS	16
4.1. Efficiency and effectiveness.....	24
4.2. Impact.....	28
4.3. Accountability	33
4.4. Coordination	37
4.5. Relevance	42
4.6. Appropriateness of coverage.....	46
4.7. Standards and principles	49
4.8. Preparedness	53
5. CONCLUSIONS	58
6. RECOMMENDATIONS.....	65
ANNEXES (separate document)	
1. Bibliography and reference documents	
2. JRCS Relief and Recovery Plan of Action – (initial &	

updated)

3. Follow up to Management Response Table
4. Results from Survey of National Societies
5. Survey template
6. List of people interviewed
7. TOR Evaluation
8. Inception Report

Acknowledgements

The GEJET¹ Recovery Evaluation Team was based at the Headquarters of the Japanese Red Cross Society (JRCS) in Tokyo from early February to late March 2013, and part of the Team reconvened in July. During these periods, members of the team interviewed extensively JRCS staff at all levels, as well as staff from the secretariat of the International Federation of Red Cross and Red Crescent Societies (IFRC) and consulted with staff from National Societies. The Team undertook a number of visits to locations affected by the earthquake, the tsunami and the nuclear accident, reviewed data available and interviewed staff of the prefectures and municipalities and beneficiaries, within Iwate, Miyagi and Fukushima. Members of the Team also interviewed staff from the Government of Japan, international organisations and NGOs in Tokyo and Kobe. The Evaluation Team submitted its draft report to JRCS and IFRC on 15 April 2013, in English with a Japanese translation. Two members of the Team met again in Tokyo for three weeks in July to discuss findings and recommendations with JRCS and IFRC, as well as to consider further inputs to the data before finalising the report, with remote support from two other members (the fifth member of the team was no longer available after May.)

The Team is indebted to all those persons in and outside the Red Cross/Red Crescent who took the time to respond to their queries and helped in guiding the evaluation, including those in government, international and national governmental and non-governmental organisations and other institutions. It expresses its sincere appreciation and thanks to the senior management and staff of JRCS at HQ and in Prefecture Chapters, to National Societies (NS) who participated in the interviews and in the on-line survey as well as to the IFRC Country Representative in Tokyo and other members of the secretariat.

In commending the Japanese Red Cross and the International Federation for their initiative to evaluate the recovery programme, the Team acknowledges with gratitude the generous availability of all staff in cooperating in this evaluation, and is grateful for the excellent arrangements made for its schedule in Tokyo and in the prefectures and municipalities.

Last but not least, the Team expresses its profound appreciation to the individuals and communities in the affected areas who readily shared their views, thoughts and feelings with them throughout their visits. The Team was impressed by the capacity of resilience, the understanding and patience of people who have suffered so deeply from the terrible disaster of March 2011. The Evaluation Team pays tribute and respect to all those individuals and communities who are at the heart of the enormous recovery effort currently underway.

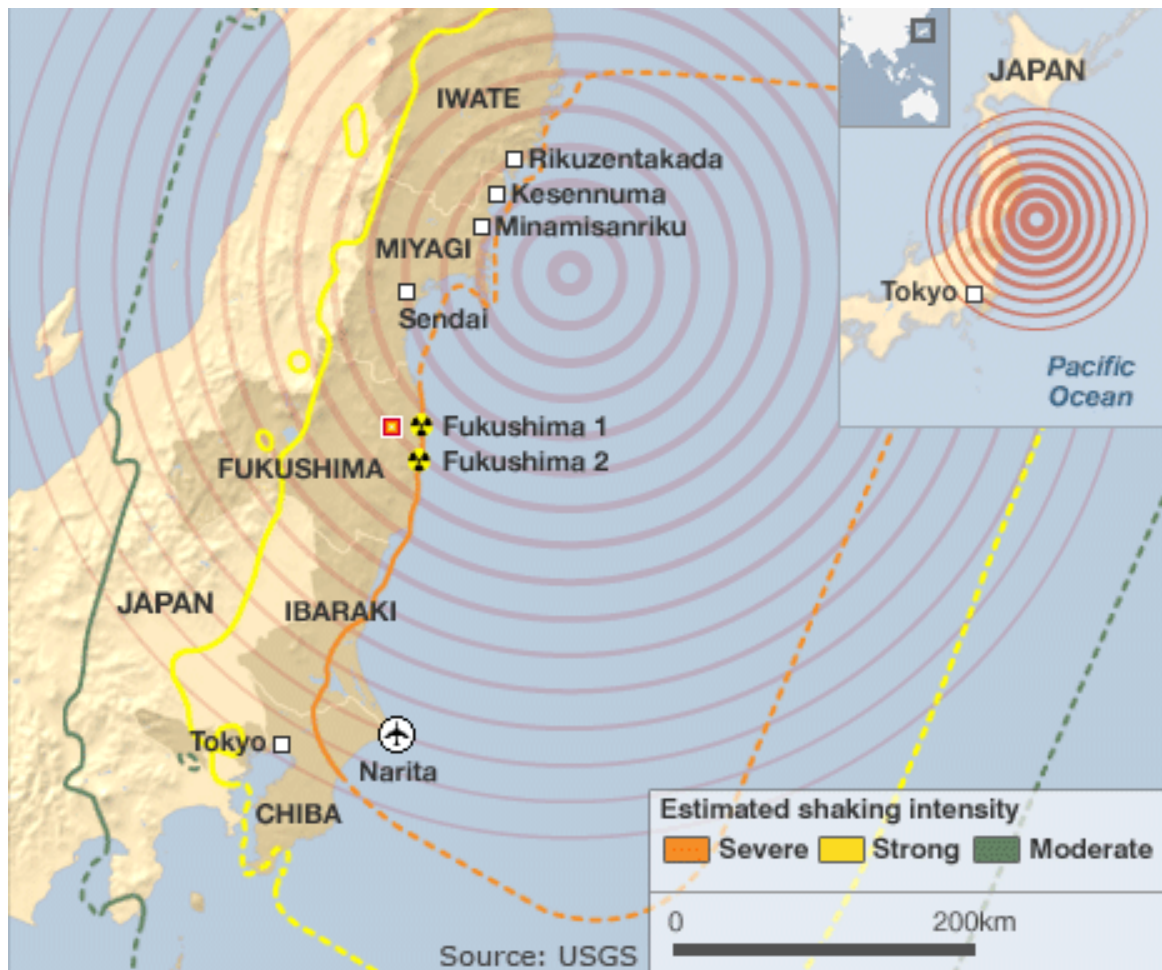
¹ GEJET (Great East Japan Earthquake and Tsunami) is not an official appellation; it is the acronym chosen by JRCS to refer to the disaster of 11 March 2011, in its triple dimension: earthquake, tsunami and nuclear accident. In this report, it will mostly be referred to as “the disaster”.

Acronyms and abbreviations

AED	Automatic External Defibrillator
AtB	Accountability to Beneficiaries
A/P	Asia Pacific
DAC	Organisation for Economic Co-operation and Development
DG ECHO	Directorate-General for European Humanitarian Aid and Civil Protection
DM	Disaster Management
DMAT	Disaster Management Action Team
ECB Project	Emergency Capacity Building Project
ERU	Emergency Response Unit
FACT	Field assessment coordination team
FAO	Food and Agricultural Organization
GAP	Government Accountability Project
GEJET	Great East Japan Earthquake and Tsunami
HAP	Humanitarian Accountability Project
HLM	High Level Mission
HQ	Headquarters
IAEA	International Atomic Energy Agency
ICRC	International Committee of the Red Cross
IDC	International Development Corporation
IDRL	International Disaster Response Laws
IFRC	International Federation of Red Cross and Red Crescent Societies
IIPS	Institute for International Policy Studies
INES	International Nuclear and Radiological Event Scale
INGO	International Non-Governmental Organisation
IRP	International Recovery Platform
JANIC	Japan NGO Centre for International Cooperation
JEN	Japan Emergency NGO
JPF	Japan Platform
JPY	Japanese yen
JRCS	Japanese Red Cross Society
JRI	The Japan Research Institute, Ltd.
JST	Japan Standard Time
M&E	Monitoring and Evaluation
MOFA	Ministry of foreign affairs
MoU	Memorandum of Understanding
MRP	Management Response Plan
NHK	Nippon Hōsō Kyōkai (Japan Broadcasting Corporation)
NGO	Non-governmental Organisation
NPO	Non-profit Organisation
NS	National Society / National Societies
NRBC	Nuclear Radiological and Biological Contamination
OCAC	IFRC Organisational Capacity Assessment Certificate
OECD	Organization for Economic Cooperation and Development
PoA	Plan of action
PNS	Partner National Society (of the Red Cross Red Crescent)
PR	Public Relations
PSP	Psychosocial Programming
PSSR	Programme and Services Support Recovery
RAT	Rapid Assessment Team
SOP	Standard Operating Procedures

SPHERE	The Sphere Project – Humanitarian Charter and Minimum Standards
UNDAC	United Nations Disaster Assessment and Coordination
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction
UN/OCHA	United Nations Office for the Coordination of Humanitarian Affairs
WFP	World Food Programme
WHO	World Health Organisation

Areas affected by the earthquake 11 March 2011



Executive Summary

The Great East Japan Earthquake and Tsunami (GEJET) struck the North-East of Japan on 11 March 2011. The 9.0 tremor provoked a devastating tsunami that swept the Tohoku² coastal region causing a disaster of a magnitude that Japan had not experienced since the Tokyo earthquake of 1923. As of March 2013, 15,881 people were confirmed killed and 2,668 were still missing or unaccounted for. Three reactors of the Fukushima Daiichi nuclear power plant were severely damaged, causing nuclear contamination that led to the evacuation of hundreds of thousands of people. Two years after the disaster, some 298,000 people from the affected areas are still living in prefabricated housing and other temporary accommodation.

Based on its mandated role in national disaster response, the Japanese Red Cross Society (JRCS) immediately responded with relief assistance, including dispatching medical teams to the area, in consultation with concerned central, prefectural and municipal authorities, local JRCS chapters and branches, other organisations and institutions as well as with donors. ICRC, IFRC³ specialists, as well as representatives from other National Societies (NS) arrived within days to provide support. While JRCS (nor the government) did not issue an international appeal, NS and other donors contributed a considerable amount (totalling JPY 59.7 billion⁴, USD 737 million) of financial support in solidarity with Japan. In parallel, sizeable donations (over JPY 320 billion or USD 4 billion) were collected from the Japanese public, eventually destined for cash distribution. In the first few weeks after the disaster, JRCS prioritised its intervention and engaged in emergency relief assistance in the three most affected prefectures, Iwate, Miyagi and Fukushima, as well as in Chiba and Ibaraki.

Immediately after the disaster, it became clear that significant funding was being raised by other Red Cross/Red Crescent Societies. JRCS decided to apply international funding to recovery action, in close association and with the support of local authorities in the prefectures and municipalities. This area was not part of JRCS' mandatory role nor was it a sector in which JRCS had any previous domestic experience; however given the needs in the communities and the availability of resources, a plan was drawn up to allocate funding to a diversity of projects in the three most affected prefectures as well as to displaced people who had relocated elsewhere in Japan.

A first independent evaluation of the emergency interventions was undertaken six months after the disaster. Two years later, with 70 % of funds spent, this evaluation was commissioned by JRCS and IFRC to provide JRCS, IFRC, NS and other organisations that had contributed funds and expertise to the recovery programme with an independent, external assessment focused on recovery and rehabilitation interventions. A five-person Evaluation Team (four persons after May) undertook this independent evaluation, with field research from February to March. The translation, feedback and review process was carried out between April and August when the report was finalised. Its main conclusions are summarised as follows, covering the eight areas of enquiry that were assigned to the Team in its Terms of Reference.

² Tohoku: North eastern region of the mainland of Japan.

³ The IFRC (International Federation of Red Cross and Red Crescent Societies) includes all National Societies as well as the secretariat (Geneva and zone, regional and country offices)

⁴ Calculated in Japanese Yen (81JPY = 1USD)

Efficiency and effectiveness: JRCS' recovery plan addressed genuine needs of the communities faced with the challenges of recovery, although the Society had not experienced a disaster of this scale in recent memory nor had it ever been in the position of accepting international donations or had ever worked domestically in recovery. Given its limited structure and presence in the municipalities in terms of direct community support, JRCS chose to implement its recovery programme with direct operational HQ involvement, some collaboration with the branches and in close coordination with the prefectures and municipalities. This appeared to have been effective and efficient. Assistance was provided in a straightforward and timely fashion, and there were no bureaucratic delays in implementation. Communities received the support they needed and they received it fast enough under the circumstances.

Impact: Although a true assessment of impact was not possible given the limited data, the evaluation found that overall, JRCS' response to the disaster had a positive impact on beneficiaries and on communities, and was generally considered positively by Red Cross/Red Crescent Societies. JRCS' recovery interventions improved access to needed services and promoted healthy lifestyle activities for children and the elderly. JRCS is now expanding its relief preparedness and response capacity. JRCS, the IFRC secretariat⁵ and many National Societies note how the disaster in Japan has prompted them to address the question of how to deal with the humanitarian response to nuclear disasters as well as with recovery, in general.

Accountability: JRCS made significant efforts to be accountable to its international donors; however, JRCS should have made more efforts in accountability to its domestic public and beneficiaries. International standards of accountability were only partially met since the Plan of Action, considered as the main accountability tool, was produced in haste given the pressure of the situation, and did not contain explicit strategic objectives, targets, milestones and a plan for monitoring.

Coordination: The average rating for coordination by JRCS was mixed given the range of stakeholders involved. Overall there was strong coordination or consultation with prefecture and municipal government. The coordination between JRCS HQ and its chapters was initially weak but improved in the second year. There was minimal coordination with NGOs and central government, although some attempts were made. JRCS coordinated well with the IFRC secretariat and adapted to the requirements of sister societies.

Relevance: Overall, JRCS' recovery support was relevant. Interventions improved the availability of and access to key infrastructure and services. A broad range of support was provided across the three most affected prefectures while displaced people were provided with a package of six electric appliances wherever they relocated in Japan. Interventions were diverse, appropriately targeted to the communities' demographics and in line with local government priorities.

Appropriateness of coverage: Recovery interventions were targeted appropriately in the three most affected prefectures, taking into account demographics and vulnerabilities. Coverage was good though limited information management prevented JRCS (and subsequently the Evaluation Team) from a sound assessment of coverage within and beyond the three most affected prefectures.

⁵ Secretariat refers hereafter to the IFRC secretariat: Geneva, zone, regional and country offices of IFRC

Standards and principles: Overall JRCS worked to uphold the quality of services throughout the recovery operation. IFRC standards, including gender policy were not well known or understood and there seemed to have been a similar lack of knowledge regarding the Code of Conduct. It was widely believed that standards in Japan would automatically exceed the minimum expected in internationally recognised instruments.

Preparedness: JRCS is not mandated to engage in the recovery phase of disasters, and its contingency plans do thus not cover planning for such interventions. Nevertheless, it rapidly produced a Plan of Action for recovery, to make best use of the huge amount of spontaneous international donations that came in. JRCS was not prepared for a disaster of such magnitude, but scaled up its services to respond to the needs of and provided goods to the affected communities. Further action was later taken to better address the humanitarian consequences of nuclear disaster. JRCS' latest contingency plan builds on the experiences of this disaster but has not yet embraced a "recovery" phase in the scope of its planned interventions.

This report provides a series of eleven recommendations for JRCS and IFRC follow-up. In thanking all those who contributed to the evaluation, the Team congratulates JRCS and IFRC for this initiative that will contribute to the learning process in the entire International Federation: National Societies, including JRCS, and the secretariat.

1. Introduction

Background: the earthquake and tsunami of 11 March 2011

The Great East Japan Earthquake and Tsunami (GEJET) struck the North-East of Japan on 11 March 2011 at 2:46 p.m. JST, provoking the most devastating natural disaster in Japan since the earthquake in Tokyo in 1923. The 9.0 tremor with its epicentre only 130 km off the coast of the Tohoku region shook Japan's Pacific coastline provoking a devastating tsunami that caused extensive damage to lives and properties along 700 km of coastline. Three reactors of the Fukushima Daiichi nuclear power plant were severely damaged by the force of the water, causing nuclear contamination that led to the evacuation of hundreds of thousands of people in a 20 km radius exclusion zone as the area was declared to be at level 7 on the International Nuclear and Radiological Event Scale (INES);⁶ later that zone was extended to 30 km and even further out in some areas.

As a consequence of this triple disaster – earthquake, tsunami, nuclear accident – 15,881 people were confirmed killed as of March 2013, 2,668 were still missing or unaccounted for and an estimated 313,000 people had been evacuated, scattered throughout Japan. Some 298,000 people from the affected areas are still living in prefabricated housing or other temporary accommodation and many are not expected to relocate to permanent housing for months or even years.

This devastating event came in a series of high-visibility disasters around the world in 2010-2011, many of which hit developing countries such as Haiti or Pakistan, but many others struck emerging economies and high-income countries, such as the severe flooding in Australia, Brazil, France, Germany and Thailand, the earthquakes in Chile, New Zealand and Turkey, and the deadly tornados and storms in the USA⁷. Such large-scale disasters, have significant human consequences whether in high-income or in developing countries, and the chaos and suffering that they cause are equally enormous independently of whether they occur in affluent societies or in poor communities. However, the handling of such mega-emergencies and the tackling of complex problems caused by such big events are different. While a large-scale disaster in a developing country almost automatically results in an international appeal for support, with a call from the victim's side to receive help, such a situation is managed differently in industrialised, high-income countries, where the "giving" and "receiving" aid are perceived from different perspectives.

In spite of the unprecedented scale of the disaster, vital infrastructure such as roads and rail networks was operational only weeks after the earthquake and tsunami struck.

⁶ The INES Scale is a worldwide tool for communicating to the public in a consistent way the safety significance of nuclear and radiological events. Just like information on earthquakes or temperature would be difficult to understand without the Richter or Celsius scales, the INES Scale explains the significance of events from a range of activities, including industrial and medical use of radiation sources, operations at nuclear facilities and transport of radioactive material. Events are classified on the scale at seven levels: Levels 1–3 are called "incidents" and Levels 4–7 "accidents". The scale is designed so that the severity of an event is about ten times greater for each increase in level on the scale. Events without safety significance are called "deviations" and are classified Below Scale / Level 0. (From IAEA website: www.iaea.org).

⁷ Only 9 percent of world's disasters occur in low income countries but they account for 48% of disaster related death, which means 91 % occur in middle and high income countries and account for 52% of deaths (World Bank (@WorldBank) tweeted at 1:03 AM on Wed, Mar 13, 2013 Why invest in disaster preparedness & prevention? Infograp [#tsunami](http://t.ow.ly/iFXxg) [#earthquake](http://t.ow.ly/iFXxg) (<https://twitter.com/WorldBank/status/311507626351538176>)

International flights from Sendai Airport resumed by 27 March 2011 and international shipping routes were re-established by April. The majority of trade and transport routes were operational by September 2011, and essential public services were quickly restored. This included 165 of the 184 hospitals (90%) affected by the disaster having resumed services, and classes started again at 1,876 of the 2,325 affected schools (81%). Having restored essential infrastructure and services, progress is now also being made on longer-term infrastructure redevelopment initiatives including coastal facilities, following extensive planning and consultation with local stakeholders.⁸

Role of the Japanese Red Cross Society

JRCS' interventions were based on its mandated role in national disaster response, in consultation with concerned central, prefectural and municipal authorities, other organisations and institutions as well as with donors. Collaboration with the Red Cross/Red Crescent Movement⁹ started almost immediately. A number of International Federation of Red Cross and Red Crescent Societies (IFRC) specialists, headed by a Country Representative, arrived to provide support, at the request of JRCS. IFRC and a few National Society representatives invited by JRCS undertook an exploratory mission to the affected areas. The East Asia regional office in Beijing and the Asia/Pacific zone office in Kuala Lumpur as well as the secretariat office in Geneva provided on-going technical and managerial back up. In the initial phase JRCS' interventions were publicised in regular information updates and through evolving plans of action and budgets that were shared with the Movement. In the first months after the earthquake and tsunami, efforts were focused on immediate and urgent relief. Early in May 2011, a Partnership Meeting was convened in Tokyo with Partner National Societies (PNS) where a Recovery Plan of Action was agreed. From then on, JRCS started working on recovery action, in close association and with the support of local authorities in the prefectures and municipalities. Recovery interventions were very different from what one would see in other countries after such disasters, conforming to the living standards of people in this industrialised, high-income country. In July 2011, the government adopted a Basic Policy on Reconstruction for the affected areas.

Within the Red Cross/Red Crescent Movement as a whole, JRCS and its active and experienced staff has a long and broad experience in responding to international disasters. In its domestic role, the National Society is engaged in relief through its 92 hospitals, its 23 nursing schools and colleges, and with the provision of social services and blood distribution activities. Its organisational preparedness for domestic disaster response had, until the 2011 tsunami, largely been limited to the mandated role of national fundraising, emergency relief and provision of health services to victims in accordance with the Government of Japan's disaster preparedness provisions. It had not, in the recent past, dealt with the domestic consequences of disasters of the magnitude of the one that struck on 11 March 2011. It did not, either, have any mandate or experience in recovery.

National and international solidarity

Before disaster struck, JRCS had taken the decision in its contingency plan not to issue an international appeal but to rely on its own capacity to respond. The Government of Japan acted in the same way, with no international call for support. However, it was to be expected that solidarity around the globe would rapidly drive donors to dispatch help

⁸ Source: Reconstruction Agency's 2nd anniversary report. <http://www.reconstruction.go.jp/english/topics/2013/03/2nd-anniversary-report.html>

⁹ The Movement refers to the ICRC, the National Societies and the IFRC

to the Japanese people at that time of crisis. It was agreed between the Foreign Ministry and JRCS that any spontaneous cash contributions would be channelled to the Japanese Red Cross since for constitutional reasons, the Government of Japan is not allowed to be the recipient of cash donations. This was widely made known through the Japanese diplomatic missions around the world and expressions of support started flowing towards the JRCS. At the same time, IFRC had opened a temporary account to receive donations for Japan, which were transferred to JRCS.

Thus, despite the absence of appeal, a hundred Red Cross and Red Crescent Societies, DG ECHO and other organisations expressed solidarity with Japan and the affected population by sending funds totalling some JPY 59.7 billion (USD 737 million). The Government of Kuwait contributed a further JPY 40.5 billion (USD 500 million). At the same time, JRCS launched a broad, countrywide fundraising campaign to which the Japanese public responded with overwhelming generosity, with over JPY 320 billion (almost USD 4 billion) in cash donations to JRCS. In resourcing terms, this became the largest Red Cross/Red Crescent disaster intervention in a single country ever. The majority of funds raised by its partners were contributed to JRCS without or with little earmarking. Plans for relief and recovery interventions were presented and developed in coordination with donors, with the understanding and commitment by JRCS that adequate accountability mechanisms would be in place. The volume of funds received by JRCS was such that it was agreed, by May 2011, that the bulk of external funds would be used for recovery activities, as the period of immediate relief drew to a close and costs had been largely covered by government reimbursement.

2. The evaluation

Context of this evaluation

The risk of large-scale disasters with severe humanitarian consequences related to earthquakes, tsunamis and industrial accidents is very high in Japan. The situation that occurred with the triple disaster in 2011 could be repeated in other parts of the country, and preparedness is of utmost relevance. In that respect, JRCS is conscious of the importance of institutional learning and has already carried out a number of evaluations related to its handling of this disaster. By September 2011, recognising the need to assess its relief work that far, an independent evaluation was sponsored by the Japanese Red Cross, with the Australian, New Zealand and Swedish Red Cross Societies to review what had been done and what could have been done differently or additionally. That evaluation, led by J. Talbot (the report is referred to hereafter as 'Talbot 2012')¹⁰, made a series of recommendations to JRCS and to IFRC. In parallel, JRCS also arranged with the Tokyo-based Nihon so-ken (the Japan Research Institute Ltd, JRI) to have "Third Party Evaluations" carried out on its relief and recovery activities. Those reports were reviewed by this evaluation, and this assessment activity is still on-going.

As a majority of the resources made available to JRCS had been spent or committed by early 2013, it was decided jointly by JRCS and IFRC, driven by a desire to be accountable for the international donations, to commission an independent evaluation to review the programme of recovery activities carried out after the disaster. The evaluation would also assist JRCS' and IFRC's learning process from reflecting on the validity of assumptions used in existing and draft International Federation policies and guidance for recovery and rehabilitation programming in the context of a disaster in a high-income country.

As per the evaluation's terms of reference and the inception report, the main purpose of this exercise is to provide the Japanese Red Cross Society, the International Federation of Red Cross and Red Crescent Societies, National Red Cross and Red Crescent Societies and other organisations that have contributed funds and expertise to this programme with an independent, external evaluation focused on recovery¹¹ and rehabilitation¹² interventions, covering the period from March 2011 to March 2013. During that time, JRCS had spent 70% of all funds received and a further 18% was committed towards construction of permanent structures, which will take a few more years to complete. This evaluation is not a substitute for project reporting and JRCS will continue to report as agreed with donors, as well as provide final narrative and financial reports once all funds are spent. Since completion of all projects will take several years, JRCS and IFRC consider that undertaking an evaluation at the present time is essential to ensure due accountability and institutional learning for all stakeholders.

Expected results

The evaluation of the first two years of the recovery interventions will result in two distinct but related outputs:

¹⁰ Preparing for and Responding to Large Scale Disasters in High Income Countries. Report Evaluation September 2011, published in February 2012

¹¹ Recovery in the context of disaster response is a process that results in people's lives returning to normal in a way that they will be more resilient to future disasters.

¹² Rehabilitation covers activities involving repair and rebuilding of assets, including transport services, utility supplies, public buildings and housing. This would also encompass reconstruction.

- **Lessons for the JRCS** for the future of its domestic interventions and its coordination and mobilisation mechanisms, and
- **Lessons for the IFRC as a whole, including National Societies** for the mobilisation of international support for interventions after large-scale disasters, in particular but not exclusively in high-income countries.

The evaluation will also serve as a reporting tool, as part of JRCS' commitment to accountability to the broad community of donors that spontaneously contributed to this programme. It will assess the interplay between JRCS organisational characteristics and external mandates that impact on its ability to strengthen its resilience and that of the communities it serves. It will assist JRCS in its reflection on how to strengthen the organisation's structure and systems at all levels in ways that enhance relevance and preparedness at community level. It will address how the projects implemented by JRCS have contributed to increased resilience in the affected communities, with a focus on impact, considering beneficiary perspectives, including the special needs of a population with a high proportion of elderly people with particular social, psychological and physical vulnerabilities.

Lessons learned from JRCS, the International Federation and other actors' recovery and rehabilitation response after the disaster will provide valuable and relevant input to the extensive experience and mechanisms already in place within and outside the Movement¹³, and will help the secretariat and National Societies to build their own capacity for future situations of such magnitude.

Another aspect that the Evaluation Team has touched upon concerns the allocation of support costs directly related to the programme, in considering whether overhead costs charged to the programme were adequate and absorbed fairly by all concerned stakeholders. The review addresses the coverage of IFRC's direct and indirect support costs by JRCS. It considers the question of coverage of such costs incurred by IFRC in the context of a programme where no appeal has been made.

Methodology

The evaluation was guided by the IFRC Framework for Evaluations¹⁴, with particular attention to the processes upholding the standards of how evaluations should be planned, managed, conducted, and utilised.

The Team gathered information, performed analysis and used a range of methods including secondary data review, key informant interviews, focus groups, an on-line survey with National Societies, field visits to the prefectures and municipalities affected by the disaster, and observation. Following the submission of the first draft report in April 2013, JRCS and IFRC provided comments and suggestions on both the English original text and the Japanese translation, which the Team considered through a thorough review process up to August 2013. This report is the result of that drafting exercise and subsequent exchanges between the evaluators and the commissioners of the assignment.

Technical and administrative support staff from the JRCS facilitated the Evaluation Team's work – e.g. interpretation, support for translation, arrangements for field visits, interviews, collection of information, as and when required. JRCS and the IFRC Country Representative in Japan, as well as the zone and regional offices provided support, including in-country guidance where appropriate.

¹³ "The Road to Resilience, Bridging Relief and Development for a More Sustainable Future", June 2012

¹⁴ "IFRC Framework for Evaluation" Planning and Evaluation Department (PED). IFRC Secretariat. February 2011

Evaluation Team

The Team was composed of five independent consultants, with no operational involvement in the programme, all of whom had experience with the Red Cross Red Crescent through earlier links with National Societies and/or the IFRC: Mercedes Babé, Team Leader, and (in alphabetical order) John Horekens, Shunichi Kagami, Margaret Stansberry, and Naoko Tochibayashi.

The Team assembled in Tokyo on 4 February 2013 and worked together on location until 15 March 2013. In July 2013, the Team Leader with one of the Japanese Team members undertook a three-week mission to Tokyo to discuss the draft report submitted in April, consider new elements or data, and discuss feedback comments with the JRCS and the International Federation Representative. The Report was finalised by end August with remote support from two other Team members (one member was no longer available after May). The Team's direct reporting line was to the Deputy Director General of the International Department of the JRCS and to the IFRC Country Representative in Japan.

Constraints

The Team recognised the following constraints in designing and implementing the evaluation:

- Time: the Team had a reasonable amount of time and tried to match the areas of enquiry and evaluation design according to the time available. This was a mega-disaster, which meant the results were significant and complex. The Team did its best to account for the scope and scale of the triple disaster.
- Culture and language: the usual constraints of culture and language were addressed by having two Japanese professionals on the Team, each of who were known and respected by JRCS. One team member had significant international experience in a range of relief, conflict and recovery contexts while the other had significant, in-depth knowledge of the operation itself.

Regardless, translation and interpretation took time and Japanese members of the Team generally noted points that might have been missed by international team members.

- Scope of areas of enquiry: JRCS and IFRC went through a participatory process to come up with the evaluation objectives and key questions. The scope was extensive. After considerable reflection, initial interviews and some data review, the Evaluation Team produced an inception report that kept the areas of enquiry largely intact (with some reorganisation to reflect a more logical approach). The Team recognised that the scope was considerable but agreed to do what was possible to address each one.
- Evaluator bias: all evaluators have some bias in conducting evaluations. Being aware of biases allows evaluators to mitigate their impact. The Team had considerable international relief, recovery and development experience in a variety of settings, often with the Red Cross/Red Crescent; this could have led to certain expectations as to JRCS' role in relief and community-based recovery.
- Data: the Team was given access to considerable amounts of data. Much data however was in Japanese. While the Japanese members of the Team analysed and often transcribed key documents, much important data was missed because it was not available in English or was only partially transcribed.

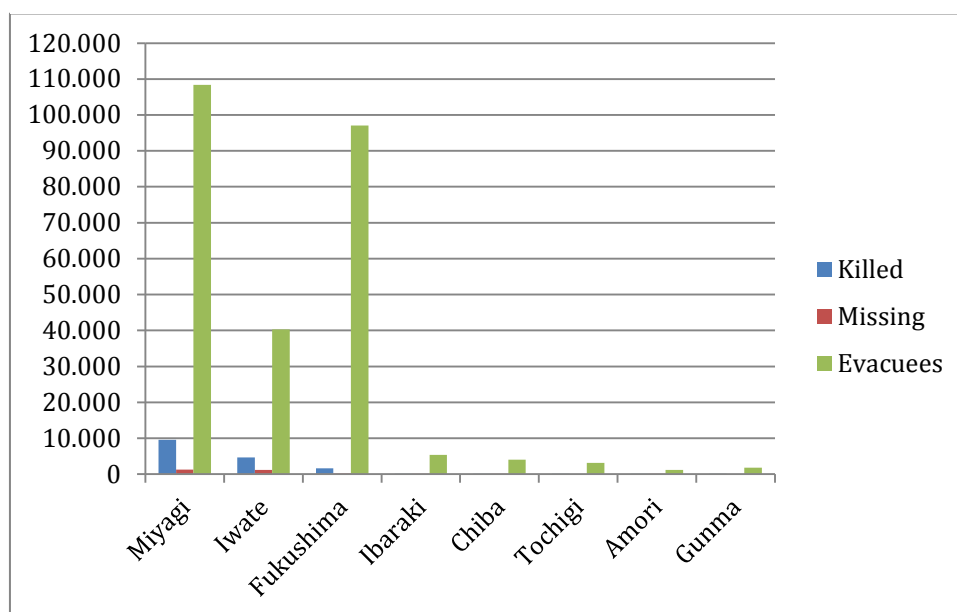
- Evaluation capacity: each member of the Team had significant experience internationally and several in Japan. Areas of expertise included Red Cross/Red Crescent leadership, domestic and international social welfare programming, recovery, disaster management, risk reduction, psychosocial programming and communications to name a few. However, only one member was considered to be a professional evaluator, having conducted, designed, managed or led over 60 evaluations in the past 15 years. The Team discussed methods, how to limit bias, ensure validity and other measures to ensure relevance of the work. Given these efforts combined with the diversity and seniority of the Team, the impact on evaluation capacity was limited.

3. Context of JRCS response: relief and recovery

Preparedness and disaster management in Japan

The Government of Japan has a comprehensive disaster management system with the Cabinet Office (reporting to the Prime Minister) as its focal point, and a legal framework based on the Disaster Countermeasures Basic Act. Under the system, the disaster management responsibilities are decentralised: at the national level, the Basic Disaster Management Plan is prepared by the Central Disaster Management Council, chaired by the Prime Minister, with the Minister of State for Disaster Management and all Cabinet Ministers as well as heads of the Designated Public Corporations including JRCS as board members. Based on this Basic Disaster Management Plan, Local Disaster Management Plans are formulated at prefecture and municipality levels respectively. When large-scale disasters like this one occur, the Extreme Disaster Management Headquarters is established under the Prime Minister's chairmanship, and that HQ is responsible for the implementation of the Basic Disaster Management Plan, coordinating the emergency operations at national level. At prefecture level, the governor is responsible for implementation and coordination of the disaster management operations, and at municipality level, mayors have primary responsibility to exercise those functions.

Figure 1: Disaster Impact on People (Source: National Police Agency of Japan, March 2013 and National Reconstruction Agency, March 2013)



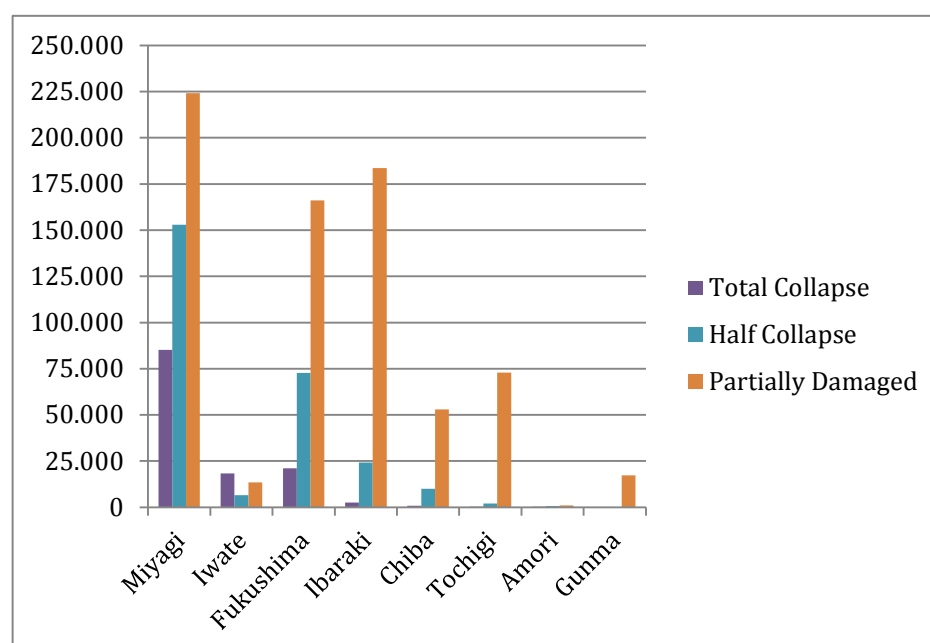
In the case of this disaster, a Disaster Relief Act was applied first to 8, later to 10 prefectures that had at least one affected municipality on their territory. In Iwate, Miyagi and Fukushima, all municipalities were admitted as affected. Under this law, disaster victims are entitled to receive aid in kind, including shelter (evacuation sites), relief goods such as food, and clothing and services such as medical care.

The Act on Support for Livelihood Recovery of Disaster Victims was applied to 7 prefectures including Iwate, Miyagi and Fukushima. Under this law, the disaster victims receive money through municipalities to repair damaged houses and purchase daily necessities.

JRCS' mandate is defined within this legal framework and system of disaster management in Japan, and contingency plans for emergency response have been developed for all expected future earthquake-related disasters.

Notwithstanding the number of prefectures covered by the Disaster Relief Act, fifteen had at least one affected municipality (death, missing, house destruction) on their territory and were entitled to receive cash distribution. A centralised distribution ratio determination committee was established, comprised of experts, representatives of affected prefectures and of donation receipt organisations, including JRCS, with the Ministry of Health, Labour and Welfare as secretariat.

Figure 2: Housing Damage (Source: National Police Agency of Japan, March 2013)



The government established the Reconstruction Agency in February 2012 to promote and coordinate reconstruction policies and measures by supporting reconstruction projects implemented by the local municipalities, through the Agency's field offices established in 5 prefectures affected by the disaster: Aomori, Iwate, Miyagi, Fukushima and Ibaraki. JRCS has been reporting regularly to the government on its recovery interventions, but apart from this there has been no substantial interaction to date with the government including the Reconstruction Agency.

The evacuation situation

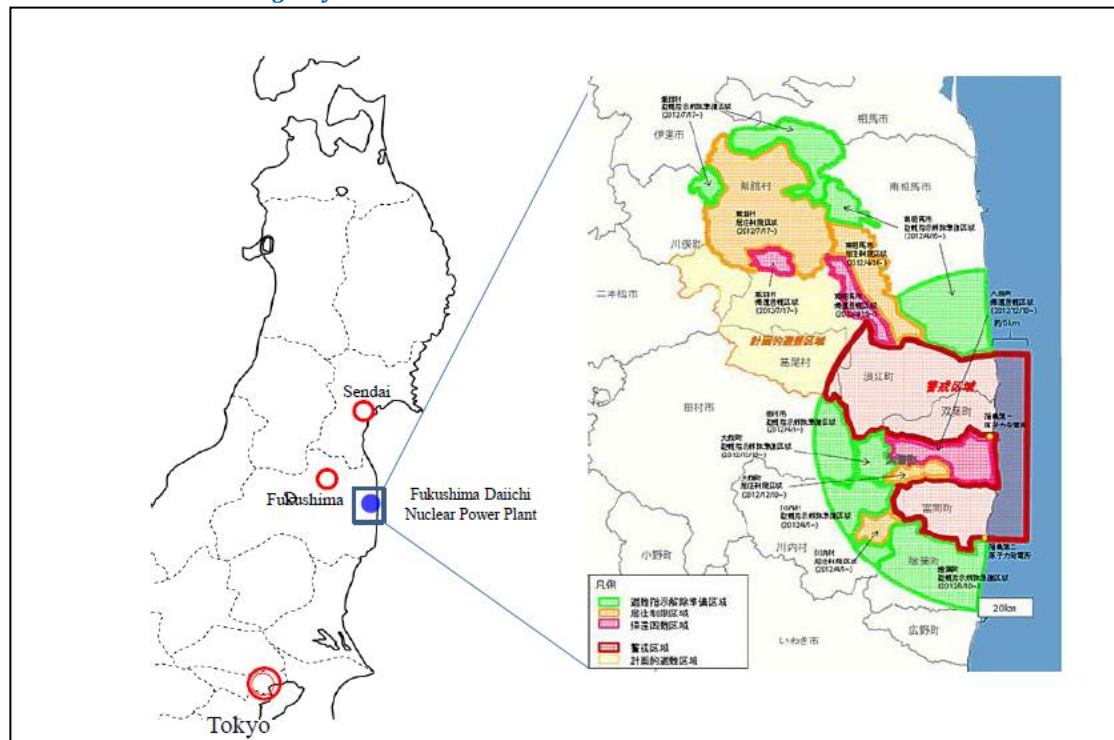
All prefectures urged evacuees residing on their soil to register; the registration is updated and reported to the Reconstruction Agency every month. The Agency only announces the number of evacuees by prefecture to which the evacuees were evacuated and registered. The yearly statistical population survey conducted by Prefectures does not give specific data as to the number of evacuees.

JRCS response and interventions: relief and recovery

The 9.0 magnitude earthquake that struck Japan on 11 March 2011 had its epicentre 130 kilometres off its northeast Pacific coast with the epicentre area stretching for 450 km in length and 200 km in width. The earthquake was the 4th strongest in the world and the largest in Japan ever recorded. It generated a powerful tsunami, the height of

the wave reaching up to 38 metres, devastating the coastline in Tohoku, in the north eastern region of Japan's main island; 128,801 houses were reported completely destroyed and 269,659 partially destroyed. The earthquake and the tsunami were immediately followed by an accident at the Fukushima Daiichi nuclear power plant that lost its power, with three of its reactors severely damaged, forcing the population to evacuate. Statistics as at March 2013 show that 313,000 people had to be evacuated either because of the loss of their houses caused by the earthquake and/or tsunami or as a consequence of the nuclear power plant accident.

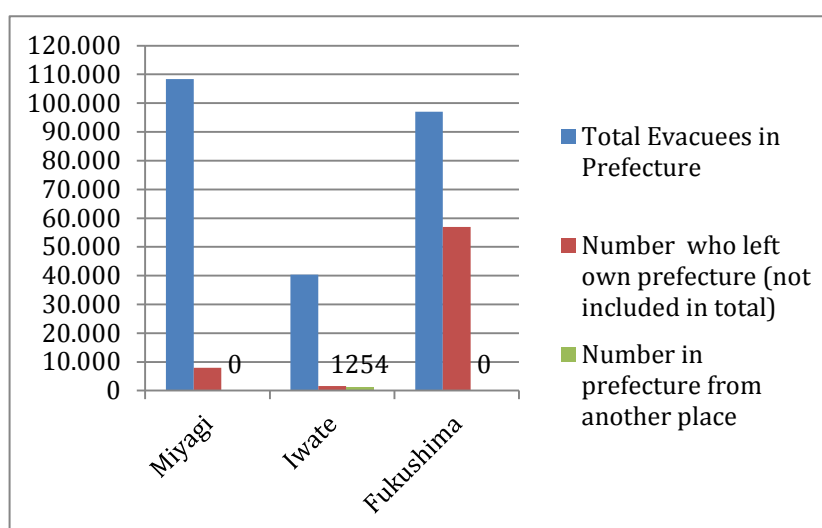
Map Current situation in Fukushima
Source: Reconstruction Agency - March 2013



According to the Disaster Relief Act, JRCS has an obligation to cooperate with national and prefectural government at times of disaster. During the relief operation after the earthquake, based on the agreement signed between the Minister of Health, Labour and Welfare and the President of JRCS, the organisation provided medical care and relief through its relief teams.

Within 24 hours of the disaster, JRCS dispatched 55 medical teams to the affected prefectures, setting up its operations centre within the first five hours. Following the first group of medical teams, JRCS' network of 92 Red Cross hospitals immediately became operational in support of relief activities, deploying medical teams to the affected areas. A pre-established system of JRCS was activated for the purpose of extending effective cooperation and support at times of disaster jointly to chapters in affected areas. A number of Red Cross chapters were designated to support Iwate, some chapters to Miyagi and all provided support to Fukushima. More than 900 of a total of 2,700 medical teams deployed by various agencies from across the country and beyond were from JRCS, each comprising a doctor, three nurses/midwives and two administrative staff, all trained in PSP.

Evacuees from most affected prefectures



In addition, JRCS provided psychosocial support, mobilised disaster response volunteers, and also received donations. As a member of the Central Disaster Management Council headed by the Prime Minister, and in collaboration with other organisations, JRCS was responsible for a part of the country's overall disaster management.

A region where JRCS was particularly active was Ishinomaki, one of the most affected areas in Miyagi Prefecture where nearly 4,000 people lost their lives and where most medical facilities were washed away by the tsunami. This left Ishinomaki Red Cross Hospital as the only place in the city able to provide medical attention. With a population of 220,000 in the region, Ishinomaki Red Cross Hospital became the hub for all medical services. A JRCS Disaster Medical Coordinator managed the medical teams sent from universities, prefecture and municipalities, DMAT, Self Defence Forces, and through the Japanese Red Cross network.

IFRC was also quick in fielding a high-level support/liaison mission, comprised of members from sister National Societies led by the Head of the IFRC Regional Office in Beijing. This team made recommendations to assist and support the JRCS team. The IFRC secretariat also provided assistance in the area of communications, on the basis of an agreement signed prior to the disaster, and helped JRCS to align its accountability to donors with IFRC's standard framework for reporting and evaluating.

Multiple teams operated throughout the affected areas although not all regions were coordinated in the same manner as in Ishinomaki. Within the first two months, Self-Defence Forces, NGOs, and emergency and/or medical teams from 23 countries had been fielded along with members of international organisations: FAO, IAEA, IOM, UN/OCHA and WFP (including Japanese staff working abroad who were deployed to this emergency).

As international support started coming in to Japan, with a considerable volume of contributions, a discussion took place regarding how international donations should be received by Japan as a nation. Since by law the government was not allowed to accept cash donations, it was decided that JRCS would be the focal point for international funding. The Ministry of Foreign Affairs notified Japan's Embassies and Missions around the world that all donations pledged to Embassies and Missions should be sent to JRCS. However, JRCS made a deliberate point, for logistical and accountability

reasons and in accordance with its contingency plan, not to accept contributions in kind, which were left in the hands of the government. This caused a huge volume of work for the Foreign Ministry for several months. JRCS did well to abide by its contingency plan.

JRCS was quick to begin its recovery activities as support from the international community through National Societies had gradually grown to JPY 30 billion (USD 370 million), despite the fact that no appeal had been launched. A Recovery Task Force was set up in April 2011 to manage the projects that would use international funding. The Task Force¹⁵ comprised staff from various JRCS HQ departments, constituted in a 'Recovery Team', eventually growing to 20 members. It was created with a three-year mandate, and will operate until March 2014.

Following consultations with the prefecture authorities, JRCS decided as a priority support measure to provide electric appliances to the evacuees who had begun moving into prefabricated accommodation, and the distribution of six home appliances (refrigerator, washing machine, TV, rice cooker, microwave, and water thermos) started four weeks after the disaster. By the end of April, JRCS had a Plan of Action for recovery activities, which was presented during a PNS Meeting in Tokyo on 9 May 2011. The stated objectives for the recovery programme were to alleviate suffering, to help rebuild the lives of people affected and to strengthen JRCS' disaster response.

The focus for the recovery projects was concentrated on the three most affected prefectures: Iwate, Miyagi and Fukushima. This was a new area of activity for JRCS, and various methods were used to identify projects. JRCS' recovery task was to cover needs not fully accommodated by the central government. The initial identification of needs was carried out by JRCS; some projects were identified by the prefectures and the municipalities and then submitted to JRCS for funding.

A second PNS Meeting was held in October 2011, by which time the volume of international contributions had increased to JPY 56.3 billion (USD 695 million), or nearly double the amount since the earlier meeting. This additional funding allowed JRCS to scale up its operations, in particular the six home appliances project: the number of households receiving the appliances had grown from an initial 70,000 to 133,183 by March 2013, due to an adjustment in criteria that allowed assistance to be given to evacuees wherever they had relocated, not only within the affected areas and provided they were living in prefabricated housing or other temporary accommodation.

At a third PNS meeting in May 2012, the Talbot 2012 Evaluation Report was discussed and it was noted that participants expressed their appreciation for this work and for JRCS' interventions. In connection with this meeting, a 'National Society Consultation Meeting on Nuclear Disaster Preparedness' took place with the participation of the IFRC secretariat and interested NS, where a way forward on this matter was agreed.

By the end of the second year of the recovery period, the allocation of international funds by JRCS was almost complete. The Recovery Team at JRCS headquarters will nevertheless continue to be operational until the end of the scheduled three-year period. Regarding results today, please check updated information in the JRCS web page (www.jrc.or.jp/english).

¹⁵ Task Force will refer to the management of this group; Recovery Team will refer to the staff working in the group.

Achievements of the Japanese Red Cross Society during the first two years, as per JRCS' report submitted July 2013¹⁶

With substantial support from Partner Red Cross and Red Crescent Societies (PNS), the Japanese Red Cross Society responded quickly and comprehensively to the disaster caused by the earthquake, tsunami and nuclear accident. International donations through the PNS totalled JPY 59.7 billion (USD 737 million) that JRCS used mostly for recovery activities.

Using its considerable international and domestic experience, JRCS developed a relief and recovery programme to support the victims of the disaster. When JRCS met with PNS in May and October 2011, in May 2012 and during the many visits by PNS delegations, it received their endorsement for the proposed use of the international donations for recovery activities.

Those relief and recovery activities were categorised under eight areas of support:

1. Emergency relief
2. Health infrastructure and care
3. Assistance for those affected by the nuclear power plant accident
4. Improving the living conditions of affected people
5. Social welfare support
6. Children's education support
7. Community-based disaster preparedness
8. Capacity building of JRCS

While numerous projects were included under each area, using the summary of the May 2011 plan and the subsequent additions presented in October, they can be summarised as follows:

Emergency relief	Provision of food and non-food aid; support to chapters to facilitate warehousing and distribution of goods; replenishment of relief supplies; improvements to evacuation centres and deployment and activities by medical teams (that were not covered under the National Disaster Relief Act)
Health infrastructure and care	Support for the construction of temporary health care infrastructure and reconstruction of permanent health care, both primary and secondary; reconstruction of JRCS nursing school
Assistance for those affected by the nuclear power plant accident	Provision of machines or equipment, establishment of a Nuclear Disaster Information Centre and sharing of knowledge for nuclear disaster preparedness
Improving the living conditions of affected people	Provision of household electrical appliances to persons displaced; provision of sanitation and hygiene equipment in relocation sites
Social welfare support	Distribution of medical and nursing beds; provision of vehicles for municipalities and social welfare institutions; support for elderly through dispatched nursing teams

¹⁶ Data used in this section is based on JRCS' "24 Month Report. Glide no. EQ-2011-000028-JPN. 26 July 2013"

Children's education support	Education support to children through provision of school items, summer camps; creating play areas for children (mobile indoor playground project); provision of school buses, construction/reconstruction of education facilities and nursery schools
Community based disaster preparedness	Activities to strengthen disaster management capacity in municipalities; provision of storage warehouses and basic disaster preparedness items including generators, mobile toilets, partitions, batteries, etc.
Capacity-building of JRCS in disaster preparedness	Activities to strengthen the disaster management capacity of JRCS at HQ and in chapters, including the provision of response equipment such as telecommunication units, vehicles (doctors' cars, ambulances and command vehicles) prefab operation centres, large tents for aid stations

Financial allocations

The budget for the relief and recovery activities evolved as donations continued to come in from PNS. The initial budget for the first programme totalled JPY 30 billion (USD 370 million). This nearly doubled in the weeks and months that followed, requiring an expansion of the plan. The above summary represents the expanded plan, with the main change being the provision of a more comprehensive set of electrical household appliances to a larger beneficiary group.

As of March 2013 JRCS spent 70% of the resources dedicated to those activities. The breakdown of expenditure per programming area is as follows (in billions JPY):

Programme Areas	Budget	Expenditure	Percentage Spent	Budget Allocation
Relief and health infrastructure	0.47	0.46	98%	1%
Health infrastructure and care	13.61	7.02	52%	23%
Assistance for people affected by the nuclear power plant accident	2.33	0.98	42%	4%
Improving the living conditions of affected people	29.34	27.73	95%	49%
Social welfare support	1.96	1.06	54%	3%
Children's education support	3.11	1.83	59%	5%
Community-based disaster preparedness	1.50	0.01	0.02%	3%
Capacity-building of JRCS	2.00	1.71	86%	3%
Other	5.47	0.91	17%	9%
TOTAL	59.79	41.75	70%	100%

Main achievements

JRCS achieved significant results in all programme areas. While the majority of activities have been concluded, several longer-term activities are still underway, such as health reconstruction, JRCS capacity-building and assistance to those affected by

the nuclear power plant disaster (who may face displacement for an additional five years or more).

The table below represents highlights of the many significant achievements JRCS was able to meet, by March 2013. The JRCS website and operations updates regularly provide latest figures.

Programme Area	Highlights of Results to Date
Emergency relief	87,455 patients treated 896 medical teams dispatched 295 PSP teams dispatched 30,972 emergency kits distributed 132,510 blankets distributed
Health infrastructure and care	437,856 people vaccinated against pneumonia 8 health facilities being constructed/reconstructed 4 air purifiers provided
Assistance for people affected by the nuclear power plant accident	106 food radiation measuring sets provided 73 pieces of medical equipment provided 2 thyroid gland monitors provided 1 whole body counter provided
Improving the living conditions of affected people	133,183 sets of six electrical appliances provided 339,984 amenity kits (summer & winter) provided 57,720 sets of medical information kits provided (Anshin) 38,005 items (furniture & electric appliances) provided in evacuated and community centres 1,232 people received home visits (in Fukushima)
Social welfare support	338 vehicles provided 959 nursing beds distributed 67 staff dispatched to evacuation centres 3 geriatric housing facilities constructed and 3 more under construction
Children's education support	40,890 participants of indoor mobile playground 3,451 children participate in summer camps 5 educational facilities constructed 4 nursery schools/after-class centres under construction
Community based disaster preparedness	Plans finalised to distribute the following after March 2013: 432 sets of storage facilities and key items 62 water purifiers 89 secondary batteries
Capacity-building of JRCS	Comprehensive plans to procure key materials and train staff in their use are underway

JRCS and IFRC secretariat's joint initiative to commission this independent evaluation of their activities in post-disaster recovery can also be noted under the heading of achievements. In soliciting outside views and in considering the advice and recommendations from an independent evaluation team, IFRC and JRCS are committed to learn from this experience and strengthen their future capacity for recovery.

4. Assessment and findings

To introduce this main section of the report and before moving to the evaluation's findings, IFRC definitions of recovery action will help to understand the scope of the concept of recovery. A summary of progress on the management response plan of the first six months evaluation (Talbot 2012) is provided thereafter, followed by a review of the findings of the donor National Society survey that also contributed to this evaluation's findings.

Scope of recovery action

IFRC's guidelines for recovery programming give the following definitions ¹⁷:

Early recovery is the process of people's lives returning to normal in the immediate aftermath of a disaster. It involves providing assistance to people in the earliest stages of disaster response in conjunction with the provision of relief, improving the effects of the relief and providing the basis for longer-term recovery. Early recovery enables people to participate more readily in longer-term recovery activities.

Recovery, in the context of disaster response, is a process that results in people's lives returning to normal in a way that they will be more resilient to future disasters. The extent to which people can recover after a disaster depends on the situation beforehand and how robust or resilient their resources are to withstand the effects of disaster. For some, recovery will be relatively quick, while for other it may take years.

Recovery programming builds on the affected people's immediate efforts to cope, recover and rebuild. It starts early, alongside relief, seeking to assist people at the peak of the crisis and continues into the mid-term to build greater resilience. Recovery programming includes well-linked actions to protect and restore livelihoods, enhance food security and a wide range of other actions such as community and public health, temporary and longer-term shelter provision, protection and psychosocial support. These activities are undertaken in a way that reduces dependency, mitigates conflict and works towards meeting longer-term risk reduction objectives.

Rehabilitation and reconstruction are activities involving the repair and rebuilding of assets. Assets include physical infrastructure such as roads, transport services, utility supplies, public buildings, markets, and housing. These activities may involve minor repairs, infrastructure restoration or major rebuilding and may be undertaken by individuals (repairing their own properties) or by others such as contractors or locally trained artisans.

Resilience is the ability for individuals, communities, organisations, or countries exposed to disasters and crises and underlying vulnerabilities to anticipate, reduce the impact of, cope with and recover from the effects of adversity without compromising their long-term prospects.

There are nine key strategic issues that need to be considered when developing or updating an operational strategy considering recovery:

1. Framing programming within the Fundamental Principles of the Red Cross Red Crescent Movement

¹⁷ Quoted from 'Summary of the IFRC Recovery programming guidance, 2012' (www.ifrc.org)

2. Ensuring the programme strengthens resilience
3. Building on systematic and on-going assessment and analysis
4. Ensuring integrated or multi-sectorial programming
5. Considering cross-cutting issues
6. Making use of innovative approaches such as cash transfers and market support programming
7. Building strong coordination both within and outside the Red Cross/Red Crescent Movement
8. Securing sufficient and realistic resources
9. Building on or contributing to the National Societies' own development.

As indicated above, the Team reviewed progress on the Management Response Plan (MRP) following up on the Talbot 2012 report:

Management Response Plan of the 2012 evaluation on relief

Evaluations are often conducted to improve performance of an organisation. They require an organised and accountable follow-up to avoid a waste of resources; maximum care should be taken to ensure cost effectiveness of evaluations. The IFRC Framework for Evaluation notes that secretariat evaluations serve four key purposes: “to improve our work and ultimately our mission to help those in need, to contribute to organisational learning, to uphold accountability and transparency and to promote and celebrate our work”.¹⁸

One tool commonly used to help evaluations meet these aims is a Management Response Plan. The MRP identifies if management accepts the findings of the evaluation and indicates how they will be addressed, either through the proposed recommendations or through other actions.

The Talbot 2012 report identified 20 recommendations for follow-up either by JRCS, IFRC secretariat, National Societies or a combination of the three. One of the tasks of this evaluation was to assess progress to date by those stakeholders on the 20 recommendations. The Team noted that:

- The MRP did not indicate who was responsible for each recommendation other than by generic organisation e.g. JRCS, IFRC; this might have confounded follow-up and made it difficult to hold people accountable;
- IFRC did not have a focal point to manage the follow-up to the MRP overall (keeping in mind some actions are for the zone, some for Geneva and some are global in nature). Asia/Pacific (A/P) zone is now in charge of coordinating the follow-up to the MRP;
- JRCS also did not have a single, overall focal point to manage the follow-up to the MRP; some actions are cross-cutting while many are targeted to specific departments (according to the nature of the recommendation). After the first period of the review, the MRP was updated to clearly indicate the department responsible for respective actions with the Director of Disaster Management and Social Welfare Department in charge of ensuring the follow up to the MRP.

¹⁸ IFRC, Planning & Evaluation Department - IFRC Framework for Evaluation, Geneva, February 2011: 2-3

Highlights of follow-up

The Evaluation Team noted progress in many of the areas. The evaluation on the relief period recommended that JRCS update its contingency plan. JRCS continues to do this for the various scenarios it is likely to face. This recommendation was broken down into ten components, many of which the Disaster Management and Social Welfare Department continues to follow.

PSP was another cross-cutting recommendation for JRCS. The Nursing Department and Disaster Management and Social Welfare Department are updating their approach to PSP including the one made in June 2012 on the PSP training manual, building on lessons learned using IFRC guidelines and tools. During this evaluation, the Head of the IFRC Reference Centre for PSP visited JRCS to provide guidance and support as needed. Progress is being made to increase the understanding of PSP across departments and chapters. JRCS is also looking to a more active role for volunteers in the programme. However JRCS relies heavily on human resources from its hospitals to respond to disasters; PSP providers are thus mainly nurses with chapter staff and volunteers playing a supporting role.

A third significant area for JRCS covers the mobilisation and management of volunteers. Although JRCS has some volunteers, volunteerism is not a core component of its work. Numerous persons interviewed lamented that JRCS needed to go back to its roots as a volunteer organisation; that while they were proud of their strong workforce, more effort was and is needed to develop a volunteer system that would fit Japanese culture. Some initial efforts have been made regarding volunteer management but they remain at the strategy stage (e.g. ways to mobilise youth, ideas to engage corporate volunteers, instructions to chapter on how to work with the Council of Social Welfare at municipal and prefectural levels, etc.). More effort in this area is needed across the organisation.

JRCS completed the formulation of *'Guidelines and Criteria for Disaster Response during Nuclear Emergency'* and a manual based on those guidelines that will be presented at a forthcoming NRBC training course tentatively planned with ICRC. Significant efforts have been made to establish a 'centre of excellence' or 'information centre'. JRCS anticipates the launch of the centre in October 2013.

Other highlights of on-going progress by JRCS include:

- Participation in earthquake drills of the central government, joint drills with Japan Coast Guard;
- Cooperation arrangements with major retailers and hotels at the time of disaster;
- Creation of logistics relay bases in Tokyo, Osaka (also scheduled in Hiroshima, Aichi, Yamagata);
- Creation of a JRCS Disaster Medical Coordination Team dedicated to needs assessment and coordination;
- New guidelines (issued as a letter to all JRCS chapters in March 2013) on mobilisation of DP volunteers.

Almost half of the recommendations of the first evaluation were addressed to IFRC. Highlights of IFRC's progress to date include:

- IFRC has updated and disseminated recovery guidelines globally early in 2012;
- In 2012 IFRC disseminated an updated version of the contingency planning guidelines along with a training package that had been piloted in a contingency planning training of trainers with five countries;

- IFRC A/P Zone is planning pre-disaster meetings with 14 National Societies in 2013 in support of contingency planning for large-scale disasters. They reached 10 in 2012 and four of them have made this an annual event;
- In May 2012 IFRC held a regional seminar convening 90 persons from National Societies, national disaster management authorities and customs authorities to exchange information and raise awareness that contributed to recommendation #2 of the MRP;
- At the initiative of the Australian RC, JRCS and IFRC, a meeting focused on learning from the GEJET interventions and the Talbot 2012 report was held in Melbourne. Participants included key staff from both domestic and international departments of several NS. This led to the inclusion of issues addressed in the following meeting of the Disaster Management Working Group, where domestic response directors from a number of NS were invited for the first time for joint and separate deliberations;
- Also in support of recommendation #2, IFRC is supporting legislative reviews for IDRL with National Societies in 5 countries.

Following this evaluation and to simplify the follow-up process, the Team recommends that outstanding items from the first evaluation be merged with the MRP from this recovery evaluation.

Survey of donor National Societies

To help round out the data collection for the evaluation and ensure comprehensive input into lessons learned for JRCS and the International Federation as a whole, the evaluation conducted a survey of the donor National Societies that responded to Japan's disaster.

Survey purpose - The survey was designed to:

- Assess the accountability measures used during the operation
- Assess the level of satisfaction with coordination mechanisms and identify options for future disasters when no appeal is issued
- Review preparedness measures taken by National Societies and assess recommendations for IFRC in future large-scale disasters
- Identify recommendations to further contribute to the preparedness of the IFRC secretariat and National Societies for future disasters

Survey methodology

- The survey targeted all 100 National Societies that donated to the 2011 disaster in Japan
- Two societies could not be reached by email despite multiple attempts (D=98)
- To encourage broad participation, the survey was administered in English, French and Spanish
- The English-language survey was administered in Survey Monkey; the French and Spanish versions were carried out in hard copy form that was later entered into the on-line database

Participation and response rate

Up to three persons per society could respond to ensure that most relevant persons responded. 63 persons completed the questionnaire representing up to 50 National Societies. The overall response rate is 51% (50/98).

Of the 63 persons who took the survey, 53 completed it in full; 10 persons left the survey before finishing. The 53 completed surveys originated from 47 National

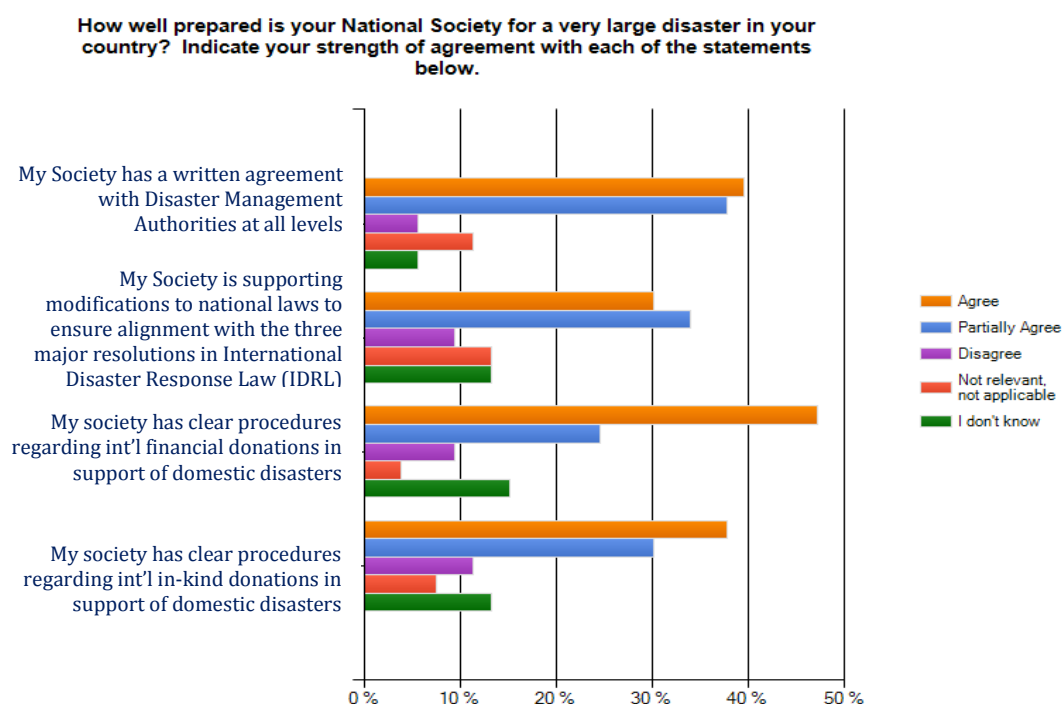
Societies. This results in a complete response rate of 48% (47/98). The analysis was conducted using only complete surveys (no partial responses were accepted).

Key survey results and analysis

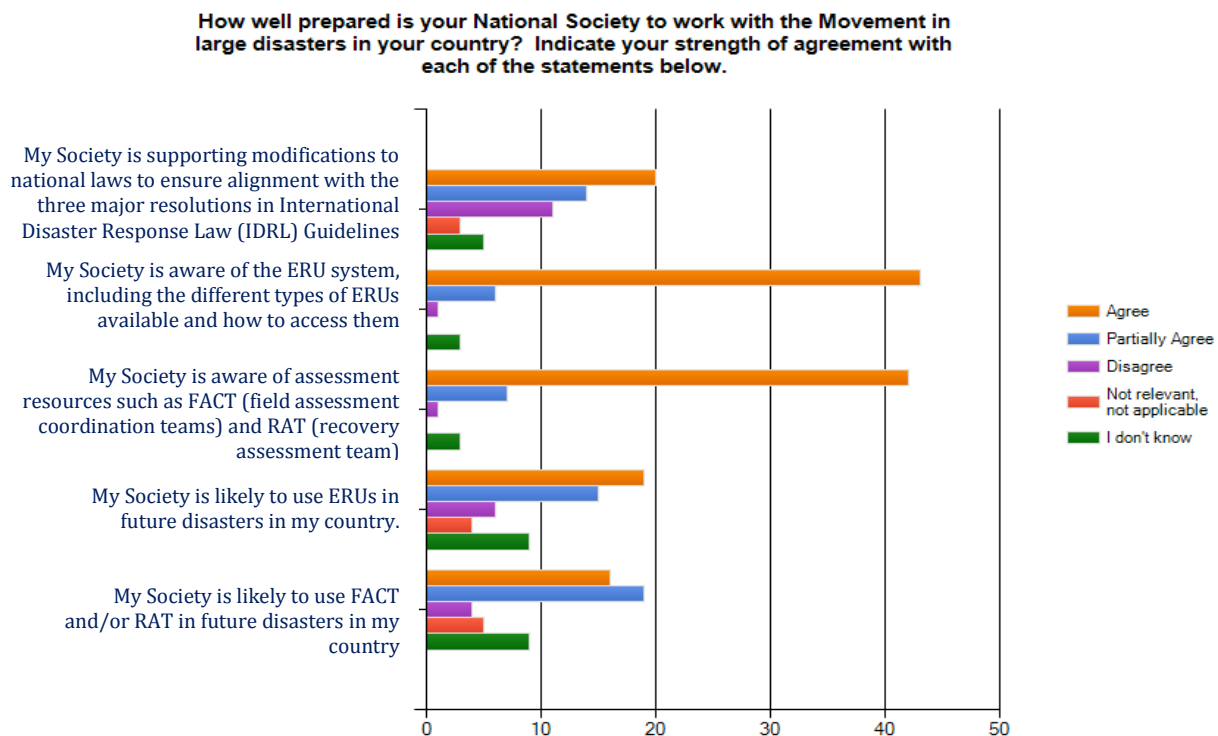
The full results and survey template can be found in the annexes.

- 72% of those responding had worked ten years or more for the Red Cross/Red Crescent; 47% supported both the international as well as domestic work of their organisation, suggesting they knew their organisation well
- Most respondents reported being familiar with the triple disaster in Japan as well as with JRCS' response
- 70% of donors were aware of the 2-page 'Plan of Action' while 30% reported not being aware of it
- Those who were aware of the plan reported being satisfied (57%) or very satisfied (24%) with it; only 16% were partially satisfied
- Overall, donors were satisfied with the various ways in which JRCS managed its accountability to them
- A majority were also satisfied with the more traditional forms of communication and information-sharing (information bulletins, operations updates and news stories) but were unaware or less aware of the use of social media e.g. Facebook, twitter and blogs
- Regarding coordination and accountability mechanisms, a majority noted that the current appeal system should be more flexible to account for no-appeal situations and should ensure that the full Movement response is captured regardless of the involvement of IFRC

The evaluation of the relief phase of the JRCS response identified several lessons for National Societies to increase their own preparedness. The survey results noted that the majority of respondents were prepared or mostly prepared according to the recommendations (see *next chart*). The large percentage that 'mostly agree' with the statements suggest that there is room for improvement.



Respondents were well aware of resources and tools to support assessment and response but it was not likely that they would use them. However, that awareness is not well acknowledged in contingency plans; only 38% agreed that their contingency plan made provisions for accessing resources and support from within the Movement. Only 30% noted that it was likely that they would use such resources in the future (ERUs, FACT, RAT) while many only partly agreed or didn't know (see next chart).



Regarding coordination, a majority of respondents (66%) would like the appeal system to be modified to accommodate situations where there is no request for resources; 24% felt a new instrument was needed. Many respondents noted that it was important for the membership to be inclusive and transparent about the needs and response; they also noted that when a National Society was able to meet the standards itself, it didn't necessarily need the IFRC to formulate or issue an appeal. Many respondents commented that the appeal system should be flexible and applied in a consistent manner even when IFRC was not involved. Perhaps there is a role for the secretariat to play in ensuring that plans and appeals, if needed, are comprehensive and consistent.

"Appeals and reporting system is often too narrowly considered - generally only focusing on what the IFRC has done; it would be better to have 'Federation-wide' reports such as was used in the 2004 Tsunami and 2010 Haiti earthquake".
(Survey respondent)

Respondents were also asked about the policy base and practice to spend quickly. Numerous disasters, particularly high profile ones such as the Indian Ocean tsunami (2004) or the Haiti earthquake (2010) have documented the perceived and often real pressure to spend money quickly. JRCS leadership also pressured its team to spend quickly in the light of past experience from other NS or from their own media or the public, and partly because of a perception that it was what donor National Societies expected of JRCS. When asked, 53% of respondents noted that they did not have

requirements on how quickly money should be spent following a disaster but 38% noted that they did.

When respondents were asked: “Do you think your public would allow a longer time frame for spending (say 3-5 years) to support large scale relief and recovery?” 57% said maybe for specific cases whereas 25% said no. Many noted that it would require clear and transparent communication on the needs and the response to avoid a negative impact on the National Society. Many noted that this was to be expected in large disasters and that it is also a function of the amount of resources received. At least one respondent pointed out that time was only one variable and that the context and type of disaster were important; highly developed countries may be able to recover faster but nuclear disasters may have a long-term impact and assistance may be required in the long term.

Through the Japanese RC GEJET experience, our NS has been made aware of a serious 'deficit' regarding contingency, preparedness, decision-making structures, task forces, volunteer pools, and agreement with government in relation to our role in a major disaster of national proportions. A working group in my department was tasked with a review of those areas, and is expected to present practical proposals. In the meantime, again in view of the Japanese experience, our government has recognised our National Society's coordinating role in relation to international coordination with the RC Movement. Our NS now keeps a roster of colleagues who could be called upon for specific duties in the case of such an emergency". (NS respondent)

Finally, many respondents noted how Japan's disaster profoundly affected them; for many it prompted them to re-assess their own preparedness for a large-scale disaster.

Areas of enquiry for this evaluation

JRCS did not have a contingency plan specifically tailored for a large-scale event in the Tohoku region. When disaster struck on 11 March 2011 the society used its standby plan for Tokai, a sub-region of Chubu region that runs along the Pacific Ocean, on Honshu, south of Tokyo. The Plan followed a standard format that JRCS has used and uses for other contingencies, and was the basis of its immediate response. That plan has since then been updated, in particular following the recommendations made in the Talbot 2012 report on the relief programme.

While engaging in relief activities, in view of the level of devastation and the gruelling physical constraints, JRCS rapidly started putting in place a recovery programme. This decision to engage in recovery was made against a background of significant displacement and chaos. Approximately 387,000¹⁹ people were living in evacuation centres within one week of the disaster. Others had evacuated to the homes of relatives or with host families. Many of the evacuees were suffering from trauma, anxiety and stress; the Fukushima Daiichi nuclear power plant was not yet stabilised, contributing to the volatility of the situation, with the national and prefecture local government providing only limited services and the municipal administration not fully functioning. There was clearly a need to move ahead in providing the affected population with means that would allow them to return to a certain level of normalcy in their shattered lives.

The recovery period is considered to have started in April 2011 with the convening of the JRCS Recovery Task Force and the presentation of the JRCS Relief and Recovery Programme Plan of Action (PoA, see annex) that followed the Partnership Meeting of 9 May 2011. The PoA satisfied the donor National Societies; the projects contained therein were regularly updated by JRCS. Its dual objectives were stated as:

¹⁹ Japan National Police Agency as compiled by the Cabinet Office; accessed via the web at www.cao.JR.JP during March 2013.

- 1) To alleviate suffering, help rebuild the lives of people affected:
 - Improve current living conditions in evacuation centres
 - Support people relocated to temporary (prefabricated) housing and other accommodation
 - Rehabilitate social welfare services
 - Provide educational support for children
- 2) Strengthen JRCS disaster response:
 - Shelter, water, food, health/hygiene, communications

The plan was essentially broken down into a series of categories of activity (some of which were an extension of relief assistance), for an initial total amount of approximately JPY 30 billion (USD 370 million), that gradually increased to around JPY 60 billion.

The activities were categorised under eight areas of support:

1. Emergency relief
2. Health infrastructure and care
3. Assistance for those affected by the nuclear power plant accident
4. Improving the living conditions of affected people
5. Social welfare support
6. Children's education support
7. Community-based disaster preparedness
8. Capacity-building of JRCS

In conducting the evaluation of JRCS' recovery programme as outlined above, the Team focused particularly on 8 areas of enquiry:

1. Efficiency and effectiveness
2. Impact
3. Accountability
4. Coordination
5. Relevance
6. Appropriateness of coverage
7. Standards and principles
8. Preparedness

4.1 Efficiency and effectiveness

Definition

The evaluation considered the extent to which the JRCS Plan of Action achieved its objectives, with a specific focus on the efficiency and effectiveness of its recovery programme, with regard to operations and in terms of processes.

Points addressed in the evaluation included:

- Achievement of objectives adopted in the recovery and rehabilitation phase; meeting results; cost effectiveness and relevance of approaches to achieve results;
- Consideration of factors that helped to move the interventions forward effectively, and what factors had hindered progress; mechanisms or tools that helped promote good practice;
- Appropriateness of JRCS/IFRC structures for timely, efficient and effective delivery of recovery and rehabilitation interventions;
- Assessment of relief, recovery and rehabilitation experience to contribute to better organisation of volunteer work for JRCS in the future, including training, preparedness and mobilisation of volunteers;
- Efficiency and effectiveness of processes and systems to enable the response and the development of the recovery operation;
- Suitability of administrative and financial processes of the JRCS and IFRC, including human resources and procurement, to the type of emergency measures that were called for in this situation.

Definitions:

Efficiency measures the outputs – qualitative and quantitative – achieved as a result of inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used.

Effectiveness measures the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs. Implicit within the criterion of effectiveness is timeliness.

Source: OECD DAC

Overall

JRCS had not experienced a disaster of this scale in recent memory nor had it ever accepted international donations. The recovery plan addressed genuine needs of the communities faced with the challenges of recovery. Given its limited structure and presence in the municipalities in terms of direct community support, JRCS chose to implement its recovery programme with direct HQ operational involvement, limited collaboration with the branches and in close coordination with the prefectures and municipalities. This appeared to have been an effective and efficient arrangement.

According to interviews with local government and beneficiaries, assistance was provided in a straightforward and timely fashion, and there were no bureaucratic delays or hassles of any sort. Communities received the support they needed and they received it fast enough, under the circumstances. However, a large number of people will have to remain in temporary accommodation for several more months and for some, several more years, either because of the need to prepare new, safer sites, or to wait for an approval to return to areas that are being decontaminated, in the case of Fukushima prefecture.

Achievement of objectives

In all its simplicity, with its two-pronged objective of alleviating suffering and rebuilding lives, and of strengthening JRCS' disaster response capacity, the recovery Plan of Action achieved its objectives of helping to bring communities back to normalcy after the disaster, preparing them for a better future, by providing people with the basics of a life standard that they had been accustomed to.

As similarly highlighted in the JRI evaluation, the Team's interviews with municipalities and beneficiaries confirmed that the JRCS recovery interventions proved time-efficient, cost-effective and met the basic and immediate needs of the affected people. These interventions were implemented under the programme "Improving the living conditions of affected people in evacuation centres and temporary accommodations" proposed in the Plan of Action.

Discussions with the municipalities revealed that working with JRCS HQ in Tokyo either directly or through the prefectures avoided delays as well as cumbersome approval rules from central government regarding reconstruction, which appeared to be efficient. Field representatives from the JRCS Task Force sent to Iwate, Miyagi and Fukushima facilitated this direct communication with JRCS HQ. At times chapters felt not sufficiently acquainted with the status of the programmes, or frustrated by the limited communication with the Task Force at HQ. From the early phase of the intervention, JRCS could have utilised the HQ-led programmes as an opportunity for chapters to increase their interface with communities. Many of the people interviewed, although regular donors, only had a faint idea of what the Red Cross could do for recovery, as this had not been done before. Many were not expecting to receive the type of aid and support they got from JRCS. JRI's reports point out that the general public needs more communication from JRCS. It appears there is now a window of opportunity for JRCS to become more actively involved in community work.

JRI assessments noted that some projects could have been more efficient had greater attention been paid to project design, implementation schedules and coordination with the prefectures. This was particularly true for the home appliances, according to JRI. It was also noted that the vaccination programme might have been more effective if it had been conducted earlier. Pneumonia cases were on the rise in Miyagi in March 2011; Tohoku University reporting cases in a five-day period were 10 times above the average.²⁰ JRCS decided to support widespread inoculation amongst the elderly, aged 70 and older in all three prefectures, but these did not start until November 2011 and were concluded in March 2012.

JRCS' interventions were generally effective when using or collaborating with local authorities as implementing agents. In a number of projects, JRCS was absent from execution, but that did not appear to affect the way projects were carried out, either positively or negatively.

The IFRC secretariat did offer its services in the recovery process, but for a variety of reasons, JRCS did not avail itself of relief or recovery teams, relying on its own institutional practice and organisational structure and working through and with the local authorities.

The efficiency of recovery delivery lies both in the open line set between JRCS and those authorities, and the speed at which JRCS, with the help of local authorities, assessed basic needs and transferred recovery assistance to the beneficiary

²⁰ UN OCHA. Japan Earthquake & Tsunami Situation Report No. 16. April 1, 2011: 4

communities, without delay. Nevertheless, JRCS could have benefitted more from IFRC's broad knowledge and experience, and could have gained in its domestic work from the Federation's international experience. One has to recognise however that, considering the enormous difficulties faced by survivors, JRCS' priority preoccupations were more on speedy delivery than on learning and strengthening its own operations.

With regard to volunteers, JRCS recognises its very limited strength in the field of community support. Volunteers in the affected prefectures were fielded by other organisations, both national and local, or were individuals who volunteered their time out of solidarity for the victims. Although the Council of Social Welfare is mandated to coordinate volunteers from national to local community level, the Council was not prepared for work in a disaster situation. JRCS' volunteer structure will have to be reviewed for it to be of relevance in similar situations in the future, and the collaboration with the Council will have to be pursued.

With regard to administrative and financial processes, staff working in this operation faced frustration from the absence or lack of clarity of TOR, the lack of clarity of decision-making processes, standard operational procedures and/or lengthy procedures for human resources mobilisation. Outsourcing of support services to JRI proved useful and contributed much to the effectiveness and efficiency of the intervention. While much of the recovery action was dealt with directly by JRCS and was processed efficiently, some of the projects were implemented through transfer of funds to local authorities. Most of the transactions were simple transfers of funds for the purchase of goods or services, and that arrangement appeared efficient.

With the international funds, and as per usual practice, JRCS carried out competitive bidding for most objects of expenditure. The process of competitive bidding ensures transparency and should result in effective delivery of goods and services, if bid comparison and analysis are balanced on cost, schedule and quality. For the procurement and delivery of the six electric appliances, JRCS did not go through competitive bidding but chose companies with an appropriate production capacity that could meet delivery deadlines, and nevertheless obtained favourable prices. Several staff interviewed felt that quality might have been compromised in accepting the lowest offers, a regular JRCS practice, so as not to be criticized about the use of donations. Senior management chose to accept offers based on speed of delivery and distribution capacity.

There was good cooperation between JRCS and the IFRC secretariat. JRCS having welcomed this cooperation, an arrangement was reached rapidly whereby a Federation Country Representative was based at JRCS HQ, assisting in no small way with administrative processes related to the cooperation between JRCS, IFRC secretariat and/or other National Societies and in ensuring accountability of the operation to donors. This arrangement still prevails, and costs are reimbursed from donated funds. The Federation secretariat also provided indispensable support to JRCS. A template agreement was formulated and was followed by the majority of National Societies, streamlining the administrative procedures for the cooperation among sister societies, while separate agreements were concluded to accommodate donors that had special requirements.

Key findings

- Recovery action was effective, meeting rapidly evolving needs of beneficiaries even though the PoA was not comprehensive

- The assessment of recovery requirements by JRCS was not fully effective as it was not based on organised needs assessments, but gained in effectiveness as municipalities and prefectures were consulted to confirm identified needs. Using prefectures and municipalities was an effective way to engage in recovery
- Delivery activities were well focused on beneficiaries' needs, and timely
- After implementation being initially carried out in part through funds transfers to local authorities, recovery action was later dealt with directly and efficiently by JRCS

4.2 Impact

A rigorous assessment of impact of JRCS's recovery interventions was not possible given the lack of detailed data, the limited amount of time that had passed and the fact the most persons interviewed believed that recovery was not yet fully underway. The management of data was problematic for several of the areas of enquiry, including impact. Approximately 43 municipalities across 8 prefectures were significantly impacted with the majority of municipalities located in Iwate, Miyagi and Fukushima; however due to data management, it was unclear how many of those municipalities with people affected actually received support from JRCS.

Definition of impact

'Impact looks at the wider effects of the project – social, economic, technical, environmental – on individuals, gender- and age-groups, communities and institutions. Impacts can be intended and unintended, positive and negative, macro (sector) and micro (household).'

(OECD/DAC. 2006:56)

The Team attempted to assess impact in the following ways:

- 1) Assessing impact on beneficiaries by examining beneficiary satisfaction, achievement of objectives and surmising the intended as well as unintended consequences; and assessing impact on communities by examining how increased access to services benefitted the population;
- 2) Assessing impact on JRCS by examining how much JRCS had changed, by its own accounts and by a review of plans, policies and procedures;
- 3) Assessing impact on IFRC and its membership by self-reported accounts of changes that had taken place and by a brief examination of changes in guidance and procedures said to be influenced by the disaster.

Overall assessment

Noting the significant limitations in data, the evaluation assessed that overall the response by JRCS to the disaster had a positive impact on beneficiaries, communities and much of the membership. JRCS recovery interventions improved access to needed services and promoted healthy lifestyle activities for children and the elderly. JRCS is expanding its relief preparedness and response capacity and it is also expected that its recovery capacity will be developed. The IFRC and much of the membership noted how the Japan disaster has prompted them to address the question of how to deal with nuclear disasters and recovery in general.

Discussion: impact on beneficiaries, communities, and the Red Cross

1) Impact on beneficiaries and communities

It is likely that JRCS support will have had an impact on the morbidity and even mortality of people given the scope and scale of services provided. In the sections below, the main results of support are reviewed.

JRCS support provided increased access to medical care; in some areas the hospital it supported was the only one available in the immediate vicinity. Several municipalities had lost their entire medical infrastructure, thus rendering this input crucial. Additionally, JRCS provided pneumococcal vaccines to 437,856 elderly persons over the age of 70 across the three most affected prefectures. People over 65 years old, the very young, and patients with lung or heart diseases are more susceptible to contract pneumonia.

Increased access to health care and health services

- ✓ Ishinomaki hospital (renovation and bed/capacity increase); secondary medical care; temporary night time emergency medical centre – supporting catchment area of 200,867 people
- ✓ Minamisanriku (temporary hospital) – supporting catchment area of 15,000 people until new hospital is built
- ✓ Minamisanriku/Shinzugawa: new, permanent hospital, catchment area 15,000 people
- ✓ Motoyoshi hospital in the city of Kesennuma, catchment area 84,785 people
- ✓ Onagawa: rehabilitation of community medical centre that includes a 100-bed elderly healthcare facility; catchment area of 7,962 people
- ✓ Pneumonia vaccinations for the elderly: 437,856 vaccinated in three prefectures
- ✓ Whole Body Counters (for level of nuclear contamination): 1 for Fukushima Red Cross Hospital with 7 more planned for 2013 for other municipalities
- ✓ Food radiation control equipment in Fukushima and Miyagi: 109 units covering 68 locations were provided
- ✓ Mobile dental care in Miyagi prefecture targeting approximately 1,000 beneficiaries
- ✓ Psychosocial services: held in all three prefectures and continuing in some; municipality coverage is difficult to determine but overall numbers seem to be low

As noted earlier, in the first two weeks of the disaster there were reports of increasing cases of pneumonia. Pneumonia is a life-threatening disease and community-acquired pneumonia is common. Although vaccination coverage rates are unknown (national coverage rates for this vaccine were not available from the WHO website²¹) and the number of elderly who were forced to evacuate in each prefecture was not known (except that they were a majority), the fact that JRCS was able to support the vaccination of nearly half a million elderly surely prevented illnesses and saved lives.

In Fukushima, JRCS provided 106 sets of food radiation measuring equipment. With this support the local government was able to rapidly set up detection sites throughout the city. The central government eventually provided additional sets bringing the total to 137. This coverage allowed people to be assured that their food was safe. According to the city authorities, this quelled rumours and reinforced confidence in the government,

Return to normalcy

133,183 families in temporary housing and 'deemed' temporary housing received the six home appliance package consisting of a refrigerator, washing machine, rice cooker, television set, microwave and hot water kettle.

which led to people being more receptive to subsequent messages and less influenced by rumours.

Nearly 50% of the recovery plan expenditure went towards the purchase and delivery of packages of six home appliances. This intervention raised much discussion within and outside JRCS.

The JRI beneficiary survey found a very high level of satisfaction (more than 90%) with the distribution of those items. The few direct beneficiaries the Team interviewed noted that these were considered as basic items to help people resume their lives, and that they were highly appreciated.

JRCS provided a "whole body counter" (a sophisticated machine that takes a picture of the whole body and can measure internal exposure to radiation) to the Red Cross hospital in Fukushima and has plans to provide 7 more throughout the prefecture. The local government has set a target of 292,240²² persons to be measured (if they so

²¹ http://apps.who.int/immunization_monitoring/en/globalsummary/countryprofileresult.cfm?C=jpn

²² Government of Japan, Fukushima City, February 2013

choose). In 2012 the government was able to reach 37,181 persons, 6,204 of whom JRCS had measured or approximately 1/6 of the total. At the current rate, the government estimates that it will take three more years to reach its target. These machines cost between USD 600,000 (stationary machine) and one million (mobile machine). This might actually provide too much coverage; if people have significant concerns, they can now travel to Fukushima city to the JRCS hospital, a private hospital or another public hospital to be checked. To date JRCS has helped ease people's minds through support of early detection and has supported the government in assessing the scope and scale of the problem. In view of the high cost, the provision of six additional counters for broader coverage may not prove an effective use of resources. Nevertheless, JRCS believes that this is justified due to the population's high level of anxiety.

International donations are providing support for the construction and rehabilitation of housing and public infrastructure. In Iwate, external funding supports the construction of public housing in one of the hardest hit municipalities. JRCS also supported the creation of new communities forced to relocate due to the impact of the radiation. Permanent as well as temporary housing contributed to the overall well-being of communities and enabled families to stay together while parents could resume employment.

In Iwate, the provision of after-school care and nurseries has also enabled families with children to remain in the areas where they lived and resume a 'normal' life. Such support may also have prevented young families from leaving towns where the elderly are becoming the majority. However the scale is small and the level of coverage is unknown. With the elderly becoming the majority in the population, supporting social welfare centres was important and likely to impact their overall well-being due to improved services.

JRCS provided support that increased access to a range of services. Many of these were given at the request of local government, beneficiaries and through needs assessed by staff and volunteers. Transportation helped schools restart and helped residents to get to and from shops and work.

Support for transportation to local government and social welfare centres helped government to resume their provision of normal service, reaffirming the government's overall responsibility for the recovery. Other new services, i.e. summer camp, Smile Park and Nordic walking, are likely to have contributed to the psychological and physical well-being of adults and children alike, many of whom were homebound for fear of radiation exposure.

As noted in the section on accountability (hereafter), through on-line surveys to approximately 600 persons administered by JRI, it appeared that more than 90% were satisfied or very satisfied with the services provided by JRCS.

2) Impact on JRCS

The impact of the disaster and the JRCS response in relief and recovery is not yet fully assessed. This will take additional time but in the meantime, JRCS has noted a number of areas with significant impact. JRCS feels its preparedness and response capacity is improving at HQ, in chapters and in hospitals through new equipment, training and procedures; the disaster highlighted the need for satellite phones as the tsunami took out the telephone network for several days (JRCS did not have sufficient satellite phones on hand prior to the disaster).

JRCS is developing guidelines and additional capacity to deal with nuclear disasters; this was not a role that had been previously envisioned. The disaster reinforced the importance of strong public relations and communications. JRCS' public relations team realised its work was not effective when public misunderstandings arose and as it

JRCS preparedness

- ✓ Reconstruction of Nursing School and emergency health training centre (Ishinomaki) serving 120 students
- ✓ Strengthening the disaster and emergency medical capacity of Ishinomaki RC hospital
- ✓ Construction and equipment of 432 community-based disaster preparedness warehouses
- ✓ Equipment and tools for future JRCS disaster response (tents, satellite phones, vehicles, ambulances)

became apparent how poor its relationship with the media was. Since the disaster the annual budget of the Public Affairs Department has tripled, seemingly in recognition of a need for improvement.

JRCS was able to learn the IFRC financial management and reporting system to account for international contributions,

enabling the NS to bridge its own financial system with the standard system used by IFRC for potential future large-scale disasters receiving external support.

Public awareness of JRCS may have grown. Most external stakeholders interviewed knew that JRCS was an organisation that worked overseas (for which it collected donations from the public); but apart from blood donation and hospitals, only a few people interviewed knew of JRCS' medical services. Even local government officials noted that they did not have much knowledge of JRCS or have a close relationship with the society.

This increased awareness may lead to increased contributions in the future (something that had been on the decline prior to the disaster) but it may also lead to increased expectations.

• Impact on IFRC secretariat and National Societies

The IFRC regularly reflects on its disaster management policies and procedures, which are updated based on evolving experience. Japan's disaster provided an additional opportunity for review and updating, but it also highlighted the importance of being prepared for nuclear disasters. This has had a profound impact on the IFRC and much of its membership. While numerous consultative meetings have been held and many National Societies have begun to review their own preparedness in case of nuclear disaster, Japan's triple disaster prompted the membership to adopt the Resolution on the Enhancement of the National Societies to Nuclear and Radiological Accidents, at the General Assembly in November 2011. This will have a significant and sustained impact, with National Societies and the secretariat ensuring they are prepared to deal with such disasters in the future.

The Japan Earthquake made us aware that we are absolutely not prepared in case of a major domestic disaster. We have now a working group that prepares contingency and response structures and responsibilities within our NS.

(Comment from a NS member who donated to the Japan disaster)

"We knew about the relief teams but not in action (...), prior to that we did not have a very close relationship with JRCS".

(Prefecture official)

The impact goes beyond the secretariat and IFRC members; it has increased awareness with governments. This disaster has prompted IFRC to review and update its own surge planning and has led to initiating follow-up throughout the zone with

external partners to prepare for large-scale disasters. Finally, JRCS' handling of the disaster, in particular in receiving international contributions from National Societies, in requesting support from the secretariat and in accepting international evaluation teams, may have set a new standard in learning, transparency and accountability for the IFRC membership. The secretariat and National Societies have a responsibility to ensure that standards are met, that the dignity of beneficiaries is protected and that the image of the Movement and its mission are promoted. This can only happen through sustained efforts to maintain high standards of openness and transparency in learning.

Key findings

- Increased access to healthcare (hospitals, clinics), health services (vaccinations, whole body counters, PSP, mobile dental services, etc.), and actions promoting a healthy lifestyle (temporary and mobile gymnasiums, food radiation counters) are likely to have mitigated morbidity and even mortality within the population
- More than 130,000 households spread throughout Japan received support (home appliances) which is likely to have enabled beneficiaries to regain a sense of normalcy
- Increased public awareness of JRCS action may result in greater support and contributions in the future, as well as increased expectations
- The nuclear disaster alerted the IFRC and much of the membership to increase preparedness and capacity to deal with this type of situation; the lessons learned will and already have assisted the secretariat and NS in updating their approach to recovery
- JRCS' decision to have an external evaluation conducted of its recovery programme is a commendable move that has to be credited to the society's keenness to develop its organisational learning

4.3 Accountability

The Red Cross/Red Crescent has long recognised the importance of accountability. It figures prominently in the 1994 Code of Conduct; in particular principle 7: '*ways shall be found to involve programme beneficiaries in the management of relief aid*'; and principle 9: '*we hold ourselves accountable to both those we seek to assist and those from whom we accept resources*' reiterate the importance of accountability to a variety of stakeholders.

Defining accountability:

ACCOUNTABILITY: Making sure the men, women and children affected really do have a say in planning, implementing and judging our response to their emergency. *ECB Project*

ACCOUNTABILITY: The processes through which an organisation makes a commitment to respond to and balance the needs of stakeholders in its decision-making processes and activities. *GAP*

ACCOUNTABILITY: describes the way which organisations and projects involve different groups in making decisions, managing activities, and judging and challenging results. *SPHERE*

Although clearly embodied in the Code of Conduct and many other internationally accepted charters such as SPHERE, greater efforts are needed to ensure the work of global organisations, including the Red Cross/Red Crescent, meet those standards. A variety of reviews and evaluations in the past ten years have noted a need for improvement globally (the Listening Project, 2004; the NGO Impact Initiative, 2006; the Humanitarian Accountability Project standards, 2007) and it was also included in this evaluation's terms of reference.

Overall

JRCS made significant efforts to be accountable to its international donors.

While some efforts were made, more could have been done to increase JRCS accountability to its public donors and beneficiaries.

The evaluation examined accountability with the following groups of stakeholders:

- Donors – specifically National Societies and the general public
- JRCS staff and volunteers, and
- Beneficiaries

Discussion

JRCS was determined to be fully accountable for the international contributions received after the disaster: it held meetings early on with interested National Societies, facilitating their visits to disaster-stricken areas and holding three large meetings, one in May on the Recovery Plan of Action, one in October 2011 for monitoring the progress and another in May 2012 to discuss results to date and changes in the strategy. From the beginning, JRCS received support from the IFRC secretariat for its communications work and JRCS in time hired a full-time reporting officer to ensure good communication on results. The secretariat also provided support on financial reporting requirements and JRCS eventually assigned personnel to run an extra financial system dedicated to handling the international funding. Regular programmatic updates and financial reports were sent to all international donors. This communication was complemented by the work of the Public Relations Department that, with continued support from communications delegates in Kuala Lumpur and Beijing, sent out updates on Facebook, twitter and via traditional channels such as through press releases, video material and news articles. A special meeting was organised during the Council of

Delegates 2011 session, to present the results of the first evaluation (Talbot 2012) to all National Societies. They appreciated the information effort. Of the 47 that responded to the evaluation survey, more than 75% were 'very satisfied' or 'satisfied' with accountability tools such as the Plan of Action, operations updates and information bulletins.

It was known via media reports that JRCS had received significant international support: JRCS had received $\frac{3}{4}$ of all international contributions²³. Internal support was equally considerable, but accountability to public donors and beneficiaries was a challenge, although efforts were made. The majority of public donations (*gienkin*²⁴) went to JRCS with JPY 320 billion (USD 4 billion). NHK and Public Chest²⁵ collected JPY 40 billion (USD 500 million). The central committee of which JRCS was a member, and which was to decide on the ratio for fair distribution of donations, agreed in April 2011 on the overall criteria and allocations. It understandably took local government time to verify the allocations per those criteria. At that time municipalities were still physically devastated and had themselves lost personnel in the disaster.

The public's understanding was that the Japanese Red Cross was going to give out money directly and was delaying the process. JRCS was hesitant to communicate about something that it did not manage itself. Over time, complaints came to the JRCS donation hotline and it took considerable time and attention to deal with the situation.

While there was some communication on JRCS priorities and actions, public complaints indicated that this was too limited. JRCS published newspaper ads, but only twice a year, and published a monthly newsletter distributed to chapters, prefectures and municipalities, with a description of select recovery actions. Some press releases and updates were posted on the public website. This was a positive effort, but people interviewed for this evaluation noted that it was not frequent or comprehensive enough. Although as a public organisation JRCS was able to approach the Japan Advertising Council to take advantage of the three months post-disaster period, with no private commercials in order to use public space to increase its visibility, JRCS was informed that the measure was not applicable due to the size of the organisation.

Regular operations updates were issued in English, but not in Japanese; thus some chapters did not have a comprehensive picture of what JRCS was doing to support the recovery effort (beyond the Red Cross newsletter which was not a report on the full recovery plan). It was noted that most public information items focused on how people could donate and not on how funds were being spent. Only a few direct beneficiaries were interviewed during the evaluation but they noted that they were aware of what JRCS was doing because mayors kept them informed (through information on the progress of distribution of the six home appliances, for instance).

Four standards are now frequently promoted as minimum standards in beneficiary accountability for any service delivery provided by humanitarian organisations.²⁶

- 1) Transparency: the provision of accessible and timely information to beneficiaries and the opening of structures, procedures and processes to their assessment;

²³ IDC Japan report released 7 March 2013 noted that Japan received JPY 163 billion; of this JPY 120 billion went to JRCS and 43 billion to 'others'. Comprehensive Review of Assistance from Overseas for the Great East Japan Earthquake, March 2013. (International Development Centre, Japan. In Japanese).

²⁴ *Gienkin*: donation money

²⁵ As of January 31st, 2013 *gienkin* total income is JPY 364,400,000,000 according to the Ministry of Health, Labour and Social Welfare public website; JRCS received JPY 323,746,785,465 according to JRCS Organizational Development department.

²⁶ For additional details on these and other accountability standards, see One World Trust: <http://oneworldtrust.org> and Humanitarian Accountability Project <http://www.hapinternational.org>.

- 2) Participation: the process through which an organisation enables beneficiaries to play an active role in decision-making processes that affect them;
- 3) Monitoring and evaluation: the processes by which an organisation monitors and reviews its progress and results, with involvement from beneficiaries, and feeds learning back into the organisation on a regular basis; and
- 4) Complaints and response: processes by which beneficiaries can provide constructive feedback and the means by which the organisation regularly responds to that feedback.

Without being explicitly aware of any recent articulation of international standards, with obvious exceptions, JRCS did fairly well in meeting them. Regarding transparency, some information on what JRCS was doing had been provided to the public; on participation, some municipal governments did consult with beneficiaries on needs and interests. Regarding monitoring and evaluation, JRCS hired JRI to conduct several evaluations including a public perception survey that included surveys of 600 persons in addition to some individual interviews and focus groups. However the timing was such that if the feedback had been negative, it is not clear that JRCS would have been able to significantly alter the service delivery. Eventually, JRCS set up an Internet and telephone donation hotline that ended up being used as a complaints and response system, with JRCS staff following up on all calls.

Within six weeks of the disaster, despite the chaotic situation in which it found itself, JRCS quickly developed a recovery Plan of Action. The plan remained largely intact for the following year and a half with additional projects being added as evolving needs were identified. This Plan of Action, perceived by JRCS as the main accountability tool, does not contain explicit strategic objectives, targets, milestones or a plan for monitoring. Such a situation could be understood in the very initial stages given the difficult circumstances but should have eventually been reconciled. After the first six months, JRI encouraged JRCS to “stop and reflect”, and draw up a strategy based on its better understanding of the environment. JRCS indicated that the pressing situation in responding to the day-to-day needs of the field did not allow the Task Force to do so. In addition to the information listed in the Plan of Action, some objectives and targets can be found across several documents (primarily PowerPoint presentations created for the NS meetings).

International Red Cross/Red Crescent donors have generally indicated they were satisfied with the information provided by JRCS and would presumably actively support such displays of international solidarity in the future. This might not be true with the general public in Japan: with its weak communication about *gienkin* and its use of international donations, JRCS may have missed an opportunity to enhance the public's goodwill.

Key findings

- In accepting external contributions while taking the decision not to appeal, JRCS was determined to demonstrate full accountability
- JRCS made considerable efforts to be accountable to its international donors
- JRCS invested less in accountability to its public including its beneficiaries; more could have been done to publicise what it was doing, for whom and how

- International standards of beneficiary accountability (participation, transparency, M&E and complaints & response) were only partially met
- Although it could be understood considering the initial difficulties in place in such a situation, the main accountability tool (Plan of Action) did not contain explicit strategic objectives, targets, milestones and a plan for monitoring. This could have eventually been reconciled later on.

4.4 Coordination

Definition and purpose

Coordination is the systematic use of policy instruments to deliver humanitarian assistance in a cohesive and effective manner. Such instruments include strategic planning, gathering data and managing information, mobilising resources and ensuring accountability, orchestrating a functional division of labour, negotiating and maintaining a serviceable framework with host political authorities and providing leadership.²⁷

Coordination is a process through which actors involved in humanitarian response work together in a logical and concerted effort towards an agreed common end (namely to protect those affected, save lives and help resume normal activities), and in order to ensure maximum efficiency with the resources available.²⁸

Overall

The average rating for coordination by JRCS was mixed given the range of stakeholders involved. Overall there

Coordination for all actors involved in the triple disaster was acknowledged as a significant challenge including the central government, the public sector, INGOs, NPOs and the Japanese Red Cross. The scale of the disaster, the scope of impact and the impact on municipal as well as prefecture government - all those factors contributed to overall poor coordination.

was strong coordination or consultation with prefecture and municipal government. Coordination between JRCS HQ and its chapters initially faced challenges in the aftermath of the disaster but was gradually streamlined in the second year. There was minimal coordination with NGOs and central government although attempts were

made. JRCS coordinated with the secretariat and adapted well to the requirements of sister societies.

The evaluation considered the following levels of coordination:

- 1) Within JRCS
- 2) Between JRCS and the government
- 3) Between JRCS and NPOs/NGOs
- 4) Between JRCS and local communities
- 5) Between JRCS and IFRC and National Societies
- 6) With other entities

Discussion

1) Within JRCS

- a) At HQ level, coordination appeared to be generally good, given the overall chaotic situation. The Recovery Task Force was set up early and included a good diversity of members from around JRCS. New staff was hired to supplement its capacity and that of the departments involved. It was led by the President of JRCS and met regularly to discuss policy issues; it functioned as an institutional decision-making body. However, information sharing, which is a

²⁷ Reindorp, N., & Wiles, P. Humanitarian Coordination. ODI, London. 2001: 5/ Minear, L., Chelliah, U., Crisp, J., Mackinlay, J. & Weiss, T. (1992) UN Coordination of the International Humanitarian Response to the Gulf Crisis 1990–1992 (Thomas J. Watson Institute for International Studies: Providence, Rhode Island) Occasional Paper 13

²⁸ Source: Interagency Standing Committee quoted in, Handbook for coordination: Working together in international disaster response (updated March 2010).

significant part of coordination, was reported as having been insufficient. Line staff characterised communication between management and them as limited; staff recognised that they could have been more efficient if they had better understood how the hierarchy and the decision-making process functioned. Information sharing across departments and across lines of authority appeared to be weak. Although the work of the Task Force as an institutional unit is gradually winding down, it still meets monthly with the President and senior management.

- b) HQ and chapters: There were regular meetings between HQ Task Force and chapters to share information and to resolve various issues; some chapters reported receiving useful information from HQ but it was clear that they played a limited role in recovery. They did play a greater part in relief given their mandate. Three former JRCS international delegates were placed in the prefectures to manage a 'field task force' to support the recovery operation. It appeared that responsibilities were structured to enable the chapters to continue their usual work while the delegates and HQ staff managed recovery. The chapters took on a slightly larger role after the field task forces were dissolved between March and June 2012. From various interviews, it was clear that HQ worked directly with hospitals and prefectures, and that chapters had limited responsibilities throughout.

2) Between JRCS and government

- a) At central level JRCS had no relationship with key stakeholders in recovery largely because its mandate was limited to relief. The government's Reconstruction Agency was only established on 10 February 2012 (although reconstruction guidelines were issued in July 2011) by which time the JRCS recovery plan was well underway. JRCS management noted that they shared information on the Plan of Action, with recommendations for interventions by prefecture and municipality authorities, and frequently sent updated reports to the central government's Cabinet Office. According to JRCS, no feedback was received from the central government on the way it was spending international funds. Although JRCS made an effort to link up, there was no coordination of strategies, priorities or resource allocations with central government. This is in part due to the decentralised nature of the Government of Japan, with prefectures playing an important role in the management of disaster relief and recovery. However, early on, JRCS did coordinate with the Foreign Ministry on the question of receiving international donations.
- b) JRCS cooperated primarily with prefectures and municipalities. JRCS consulted municipalities and prefectures to confirm identified needs and priorities. Prefectures linked municipalities with JRCS HQ when the management of assistance went beyond their capacity. Overall, coordination was good with local government, particularly in identifying and determining priority support needed. JRCS assumed that local government priorities were well aligned with beneficiaries' needs.

3) Between JRCS and INGOs/NPOs

JRCS had limited consultation and coordination with Japanese NGOs and NPOs. JRCS is a member of Japan Platform (JPF) and attended a few coordination meetings in Tokyo and in the field.

JRCS criteria seemed to be focused on larger-scale interventions that could be conducted in all three of most affected prefectures in a way that was 'fair' (i.e.

beneficiaries should be treated in the same way or receive the same support). Hence the work of NGOs with a narrower geographical focus was of little interest to JRCS HQ. No concrete cooperation came out of these efforts, although there was coordination with some NGOs within the six appliances programme.

By June 2011, using their international delegate pool, JRCS placed one field staff experienced in recovery interventions in each of the three most affected prefectures, who led a 'field task force', in liaison with local government to help coordinate the use of international donations. Despite some NGOs reportedly having good community connections and a thorough understanding of needs, JRCS chose not to fund them, as this practice according to JRCS senior management, would not have been compatible with its position as recipient of international funds. The management of funding numerous, small organizations may have been beyond JRCS capacity at the time. Those NGOs eventually sought funding elsewhere.

On their part, local government officials noted that they did not either coordinate with NGOs, particularly at the municipality level whereas prefectures eventually included NGOs in the prefectural task force, after much insistence by NGOs. At the municipal level, several officials noted that they assumed the NGOs coordinated amongst themselves. One international

NGO interviewed described its coordination efforts with UNICEF and local NGOs but without JRCS participation. NGOs acknowledged the importance of coordination with local government but it remained difficult throughout for them to get local government's attention, which was not the case for JRCS. This gave the Red Cross a greater role in recovery.

4) Between JRCS and the local communities

Other than JRCS' initial response and the needs assessments undertaken by medical teams (particularly in Ishinomaki), JRCS seems to have had limited involvement at the community level. The Task Force (HQ and field delegates) carried out limited needs assessments in evacuation centres but this started late; staff noted that by the time they started, people had already begun to relocate to temporary housing or to return home. Beyond immediate relief, direct coordination with affected communities was reduced, except for field outreach conducted by some of the representatives. JRCS assumed it to be well managed by municipal government. In several municipalities, government staff and beneficiaries qualified the consultation process undertaken by the government with communities as

NPOs and NGOs in Japan

JANIC: The Japan NGO Centre for International Cooperation (JANIC) is a non-profit, non-partisan networking NGO founded in 1987 by a group of NGO leaders who saw the need to better coordinate activities in Japanese society and facilitate communication with groups overseas. Currently it comprises 96 member organisations supporting operations in Japan and around the world. (www.JANIC.org)

Japan Platform (JPF) is an international emergency humanitarian aid organisation that offers effective and prompt emergency aid, in response to the world situation, focusing on refugees and natural disasters. JPF conducts such aid in a tripartite cooperation way where NGOs, the business community, and the Government of Japan work in close cooperation as equal partners, making the most of the respective sectors' strengths and resources. (<http://www.japanplatform.org>)

JEN (Japan Emergency NGO)

Is an organisation that aims at restoring self-supporting livelihoods both economically and mentally for people stricken by conflicts and disasters. It has extensive international experience and became involved in the 2011 Japan disaster using its expertise from abroad. (<http://www.jen-npo.org>)

adequate (e.g. town hall meetings, mayoral meetings at community centre, surveys, etc.).

5) Between JRCS and IFRC secretariat and National Societies

By all accounts, JRCS worked well with the donor National Societies and adapted to their requirements. Although time consuming, JRCS hosted a high level mission and held several partnership meetings as well as accommodated numerous visits by leaders of National Societies on planning for recovery, coordination and eventually on lessons learned. This was well appreciated by many National Societies as evidenced by the survey and several emails.

From various statements, JRCS appears to have valued the support provided by IFRC, particularly in communication. This was helped by the pre-agreement between IFRC and JRCS. The early acceptance of an IFRC country representative position was well appreciated by both JRCS and IFRC. There was frustration however, on the part of IFRC, as many in the secretariat felt that more support and assistance could have been provided had JRCS been more willing to accept it, particularly in recovery planning and implementation. Support in monitoring and beneficiary communication might have also helped. For a variety of reasons, JRCS was satisfied with the extent of external assistance from the secretariat. No official offer of greater assistance was made by the secretariat, nor was anything formally requested or declined by JRCS.

It is plausible that JRCS could also have been frustrated by the secretariat and the membership as there was no constructive feedback on the recovery plan or implementation approach. At least one donor National Society noted that it did not feel feedback could be given to such a well-organised and respected National Society.

6) With other entities

The Evaluation Team looked at coordination matters in the context of domestic public donations or *gienkin*. While this evaluation is to assess only the use of international donations, it is relevant to examine this as NS donors were told (as is contained in the Memorandum of Understanding that each donor signed with JRCS concerning the way international donations would be handled) that if JRCS could not find an adequate outlet for the international donations, funds would be disbursed through the *gienkin* system (as explained earlier in this report).

The central government noted that JRCS would be one of the three public organisations to receive public donations to support the victims of the disaster, which JRCS accepted. At the request of JRCS the government called a central committee to decide on the distribution ratio of the resources collected across the affected prefectures.

JRCS received the bulk of *gienkin* and the public incorrectly understood that JRCS itself was responsible for distributing the resources, whereas after setting the criteria, the prefectural government was responsible for the distribution. JRCS did not communicate well with the beneficiaries, which led to misunderstandings and frustration among the general public, according to several persons who were interviewed. JRCS was criticised for not releasing funds early enough, though it alone could not decide on allocations between the fifteen affected prefectures.

By working closely with local government, JRCS was able to rapidly support the affected communities and help people resume a sense of normalcy; the evaluation

however, considered that several opportunities had been missed to fund and work with other organisations that might have had a better understanding of the communities. JRCS' concerns regarding accountability of resources and capacity to manage fund transfers to such small organisations were noted.

Key findings

- Coordination was a challenge for all actors given the size of the unprecedented disaster
- JRCS HQ was highly collaborative with local government, only somewhat collaborative with chapters (they had a limited role), and minimally coordinated with NGOs/NPOs
- There was eventually good coordination with public institutions on *gienkin* but poor public communication; this led to misunderstandings and frustration amongst the public, in the initial phase
- JRCS coordinated well and adapted to the needs of donor National Societies. It made limited use of IFRC capacities: greater technical support from the secretariat or from other National Societies could have enhanced the recovery operation

4.5 Relevance

The section following this one examines appropriateness of coverage. As there is overlap between relevance and appropriateness, this section will examine the relevance of activities i.e. what was done and the next section on appropriateness will examine where things were done.

Overall

The evaluation found that overall the JRCS recovery support was relevant. Interventions improved the availability of and access to key infrastructure and services.

Relevance is concerned with assessing whether the project is in line with local needs and priorities, as well as with donor policy. (OECD DAC)

A broad range of support was provided across the three most affected prefectures while displaced people were supported with the six electric appliances wherever they relocated throughout Japan. Interventions were diverse,

appropriately targeted to the communities' demographics and in line with local government priorities.

As per the evaluation's terms of reference and inception report, the Team examined the following areas under this heading:

- How needs were assessed and decisions taken on recovery projects;
- How complementary JRCS' strategy was to that of local authorities;
- How alternatives were considered;
- How recovery interventions supported communities in problem-solving, decision-making and even contributed to livelihoods.

A 2012 evaluation of JRCS by JRI²⁹ assessed all the major recovery projects of JRCS for which significant data was available. Projects were assessed against key criteria including efficiency, effectiveness, transparency, fairness and some criteria related to relevance. While it was not in the remit of the external evaluation to assess each programme area, the team did use JRI data supplemented by interviews, field visits and other secondary data review.

Discussion

JRCS support was concentrated on the three most affected prefectures, Iwate, Miyagi and Fukushima out of the 8 to 15 that were designated by the government as 'affected'; this range is due to the fact that there were a variety of disaster acts and criteria met by different prefectures (Cabinet Office, 2012). Two other prefectures, Ibaraki and Chiba also experienced destruction but while significant, the scale was much lower when compared to the aforementioned three prefectures.

JRCS rightly noted the prominent role played by government in supporting the people to recover, and thus relied on local government as a strategy to collect information and consult them on the identification and assessments of needs. Furthermore, JRCS did not have the capacity at community level to assess recovery and arguably this was the government's responsibility. These assessments were supplemented to some extent by JRCS' Task Force personnel in HQ and by three field staff.

²⁹ Summary Report: Third Party Evaluation of the Great East Japan Earthquake Recovery Task Force: 30 November 2012; in Japanese but a 64-page summary was translated into English for the team.

Some JRCS staff reported their frustration during the outset of the recovery programme, when they were asked to conduct or support needs assessment processes. Staff shared a variety of reasons: some were inexperienced in such processes; others arrived late to the field and found that beneficiaries had left evacuation centres for temporary accommodation; and several were unclear as to the goals and objectives of the JRCS recovery plan. This led to some asking local authorities what they wanted and responding accordingly rather than investigating needs to develop a comprehensive strategy. Such an approach could have encouraged JRCS to respond to the most vocal authorities. It should be noted that some municipalities had lost significant numbers of staff that could have led to underrepresentation in hard-hit areas.

Location	Type of damage					
	Personnel			Property damage		
Prefecture	Killed	Missing	Evacuees	Total collapse	Half collapse	Partially damaged
Miyagi	9,535	1,302	108,357	85,259	152,875	224,050
Iwate	4,673	1,151	40,304	18,369	6,547	13,556
Fukushima	1,606	211	97,072	21,141	72,714	166,015
Ibaraki	24	1	5,403	2,623	24,178	183,617
Chiba	21	2	3,993	801	10,088	53,039
Tochigi	4	0	3,101	261	2,111	72,876
Amori	3	1	1,149	308	701	1,006
Gunma	1	0	1,770	0	7	17,246

Source of data: disaster impact data: National Police Agency of Japan: 11 March 2013. Abridged. Evacuee data from Government of Japan: Reconstruction Agency: Evacuee data is 7 March 2013

In some cases, municipalities conducted beneficiary surveys whereas others organised town hall meetings and met with community leaders to discuss their needs. Local government personnel were able to describe their assessment process in many municipalities and this was corroborated by the few beneficiary interviews that were conducted.

It is a good practice to work with and through government at all levels in disaster preparedness, response and recovery; this is an area that globally needs improvement. The evaluation found that there was over-reliance on government, especially in the first 6 months but even beyond, for assessment and articulation of needs. JRCS had basic thoughts about what it wanted to do (as presented to National Societies at the meeting of 9 May 2011) but lacked an overall strategy and clear criteria for the selection of projects, programmes or interventions.

JRCS did not assess funding needs of other organisations that might have provided a complement to the government's work, as this was not deemed appropriate by JRCS management at the time.

While JRCS did not need to replicate the government's role, it should have verified its assessment processes (staff reported hearing of government assessment forms and summary reports but never saw any) and should have conducted additional, holistic analyses on needs, impact and coverage to further ensure the relevance of the proposed support. This may not have been done given the initial chaotic situation and

the pressure to spend and act quickly. (See the following section on appropriateness of coverage for additional details).

JRCS interventions were fully in line with local government plans, and with its recognised capacities. JRCS provided temporary medical infrastructure to increase access to medical services while central government took time to approve permanent health infrastructure projects. In many communities, all public health infrastructures were wiped out in the disaster; thus, providing access to health care was a priority.

The international donations also helped municipalities to *'build back better'* as central government funding could only be used on infrastructure that was to be rebuilt 'exactly as before'. Local government authorities explained that in many cases needs had changed because of the disaster or simply over time and it was no longer efficient or relevant to build back exactly as before (for example some hospitals needed fewer beds but would have benefitted from an additional ward to accommodate the elderly). JRCS was flexible and supported improvements in services as and where needed. This type of support was highly relevant and contributed to the resilience of communities through increased access to new and modified services in conformity with a changing situation.

It was not entirely clear to the Team if and how alternative interventions were considered in this operation and if information was shared with staff in the most appropriate manner. From numerous interviews it was clear that JRCS highly emphasised fairness in selecting recovery interventions. 'Fairness' was defined as 'the same for all'. Given that needs and disaster impact were varied, more thought could have been given to equity rather than assuming equality, to ensure that recovery took into account the uniqueness of needs and capacities across prefectures.

Prior to the disaster, JRI was assessing trends and reasons for declining membership fees and was asked to study JRCS' management capacity in recovery. JRI helped with the financial management and analysis of the international contributions, and supported the implementation of beneficiary surveys and several internal evaluations or 'self-assessments'.

NGO requests for funding support were declined, perhaps not only for the reason that JRCS did not want to become a funding agency as explained earlier, but also possibly because of the application of the rule of "fairness", i.e. not wanting to do something only in one prefecture or favouring one NGO over another. Funding of NGOs/NPOs could have provided a good complement to local government requests but would have required management oversight to ensure accountability of resources, which may have been beyond JRCS' capacity under the circumstances.

Beneficiaries interviewed by the Team felt that the six home appliance support was relevant. JRI conducted public perception surveys via the Internet reaching between 600 and 3,000 individuals depending on the set of questions and the demographics sought, and supplemented this with focus groups. Their surveys found that a majority of people were very satisfied or satisfied with the six home appliances. Some individuals noted that they did not have the money to replace the items on their own while others noted that given limited transportation, they could not have travelled to nearby towns to purchase those items. Some pointed out that JRCS was able to purchase the items more cheaply than they would have as JRCS bought in bulk and benefited from a substantial discount. If home appliances hadn't been distributed, beneficiaries said cash would have been a good alternative. Transportation was also a need (*"...but we didn't expect you would give us cars"*). JRCS did provide transportation in the form of public

buses for bus routes based on beneficiary needs; a number of cars were also provided to various public institutions.

While recovery interventions selected were relevant to the needs of beneficiaries and communities, they were not necessarily well aligned with the capacities of JRCS chapters. Some staff in chapters mentioned that recovery was left to field staff and Task Force members while some chapter personnel complained that they were not well informed of field staff roles and activities. Some field staff worked to incorporate the chapters into recovery work but noted that chapters had limited capacity and competence in this area; therefore they did not incorporate recovery in their tasks during the first year.

In many communities, field staff worked to find a role for the chapter that was relevant to their normal service delivery. In Miyagi, automatic external defibrillators (AED) equipment was provided in all community centres to support people living in pre-fabricated housing. The Miyagi Chapter organised training sessions for the residents on how to use the equipment. In many prefectures, chapter staff supported nursing staff in organising and mobilising psychosocial support activities. Chapter staff seemingly became more involved in the second year as the recovery activities transitioned. Fukushima Chapter is a good example: after the field staff's departure in March 2012, the chapter became more involved in planning and managing recovery activities. For fiscal year 2013, Fukushima chapter has a detailed plan of action covering psychosocial, community mobilisation, physical well-being and medical recovery support.

Key findings

- Overall the recovery projects were relevant but were not guided by an overall strategy, which may have affected decision-making as new projects were suggested
- Many interventions were relevant, addressing needs of communities through the provision of increased access to infrastructure and services
- JRCS flexibility with partners increased relevance of projects, allowing communities to *'build back better'*
- JRCS interventions were in line with local government priorities
- There was over-reliance on local government for needs assessment
- Chapter competencies and ability to reach the community were too limited for many of the recovery interventions

4.6 Appropriateness of coverage

Appropriateness of coverage examines how well tailored the JRCS interventions were to local needs, how they increased ownership and accountability and how proportionate the assistance was to the needs. Evaluations of coverage often look at:

- Whether resources were adequate for the emergency or recovery operation (usually in comparison with other interventions);
- Whether support was provided according to need at national or regional level and why or why not; and
- Who received support at the lowest local level, and why, broken down by demographics.

This section will focus on where JRCS implemented recovery, whereas the previous section on Relevance, examined what was done.

Overall

The recovery interventions targeted the three most affected prefectures and took into account the demographics and vulnerabilities in those prefectures. At least one intervention (six home appliances) targeted support regardless of where in Japan the displaced had relocated. In this respect, coverage was good though limited information management might have prevented JRCS (and subsequently the Evaluation Team) from a sound assessment of coverage beyond the prefecture level. It is likely that this limited JRCS in making informed decisions about which municipalities to support beyond those from which they received requests.

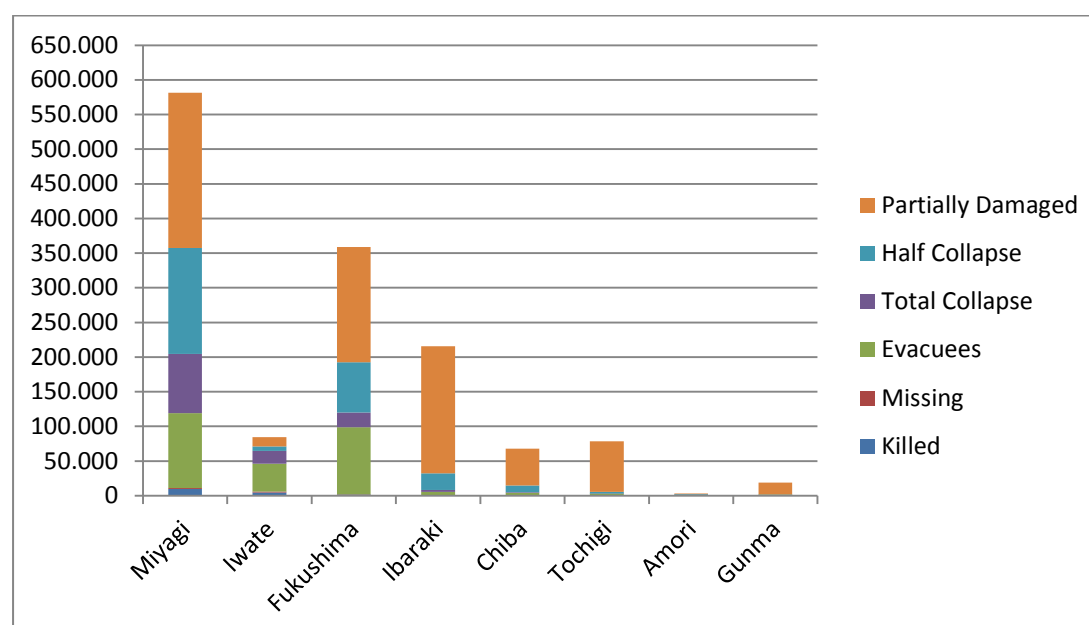


Figure 3: Damage in Prefectures that experienced at least one tsunami-related death. Source: Government of Japan, National Police Agency and Reconstruction Agency, March 2013

Discussion

As repeatedly noted, needs assessment was understood to be a function of local government. However as central government was not coordinating overall inputs, JRCS could have assessed needs and coverage directly with each prefecture to ensure equitable and adequate coverage.

Some municipalities lost up to 50% of their staff; many were supported by municipality staff from other parts of the country who may not have known those communities well. This could have led to gaps in needs identification and in coverage. This is one of the areas where more and better interaction of JRCS with local communities would have been appropriate, also to prepare grounds for future community work.

Many of the projects were targeted to the elderly as the majority segment of the population in the affected municipalities. In Iwate, Miyagi and Fukushima efforts were made to support children as well. In Miyagi, local government reported being concerned about losing more young families and further upsetting the balance of the population pyramid. Hence, interventions that encouraged a return to normalcy were prioritised, such as the re-opening of schools. JRCS supported school buses, nurseries, school equipment and temporary gymnasiums that helped schools resume and the communities regain a sense of normalcy.

The JRCS home appliance programme that was implemented in conjunction with prefectures targeted support to displaced persons who were scattered throughout Japan. Initially this programme was designed for displaced people within Iwate, Miyagi and Fukushima who were moving into prefabricated temporary housing from the evacuation centres, but it was expanded as a significant number of people moved beyond these prefectures. In the end, the programme reached 133,183 households, nearly doubling the initial target. Expanding the criteria ensured that those living in temporary accommodation spread throughout Japan were equally treated. While this was a huge logistical challenge, it increased coverage and ultimately was fairer. Several JRCS HQ staff and at least one prefecture mentioned receiving complaints from persons who did not meet the criteria. Fukushima prefecture and chapter staff felt that the criteria were clear and fair as they followed strict government procedures.

With the recovery donations, JRCS is providing support to local governments through the establishment of 432 community-based storage warehouses located throughout Iwate, Miyagi and Fukushima prefectures. Although having experienced a lower level of destruction, Ibaraki and Chiba had a similar disaster profile as their neighbours and could have benefitted from such preparedness support. JRCS indicated however that sufficient resources were not available to cover other municipalities in other prefectures.

With no experience in recovery activities and operating in a highly challenging environment for at least the first year, JRCS did not organise its recovery data in a systematic way. For example, JRI was only able to assess certain interventions given the lack of well-managed data for others; the evaluation team was unable to assess coverage down to the municipal level, as JRCS did not organise its data in that way. Subsequent to the Team's request, the Task Force indicated that it would be producing this type of summary data before the close of the programme. While this will provide a good, final picture of results and coverage, the fact that information was not organised in this manner early on is likely to have meant decisions to ensure adequate coverage were not taken properly. While significant interventions clearly occurred in the hardest hit municipalities and cities, e.g. Inshinomaki, Otsuchi, Kenesuma, etc. the coverage could have been increased had JRCS taken a more analytical approach to decision-making. JRCS noted that its assistance covered all municipalities affected by the

tsunami in the three mostly affected prefectures, although it was the prefectures that conducted the verification of affected municipalities.

Finally, while interventions were well targeted in the three most affected prefectures, the timeframe and the type of interventions could have been modified in areas where there had been significant displacement. Persons are likely to remain in pre-fabricated or temporary housing for one to three years or more before they have a permanent home. In Fukushima, it could be ten years or more and people cannot expect to live in the prefabricated or temporary housing for that duration.

Prefecture	Total evacuees in prefecture
Miyagi	108,357
Iwate	40,304
Fukushima	97,072
Ibaraki	5,403
Chiba	3,993
Tochigi	3,101
Amori	1,149
Gunma	1,770

*Source: Government of Japan, National Reconstruction Agency,
March 2013*

In the interim, additional support is likely to be needed from JRCS. When permanent housing is available, people will be living next to 'new neighbours' and support in creating a new sense of community might be warranted. Although its actual community reach is limited, JRCS is well known and could use this awareness to better support households to become communities again in the future.

Through concentrated support in the three most affected prefectures, JRCS made a difference in the lives of beneficiaries through increased access to services, infrastructure and care. Impact beyond the prefecture level cannot be assessed due to limitations in data. Using nearly 45% of the budget, JRCS support went also well beyond these prefectures, through the implementation of the home appliance programme.

Key findings

- Recovery activities targeted the most affected prefectures
- The programme took account of demographics and vulnerabilities in the prefectures, with many projects targeted to the needs of the elderly and of children
- The programme delivered support to all who were displaced by the disaster regardless of where they relocated (home appliances)
- Greater efforts may be needed in areas where 'community rebuilding' will take some time, particularly in Fukushima
- Coverage could have been improved and fairness maintained if JRCS had had a more comprehensive understanding of needs and gaps and enhanced data management
- Preparedness support was limited to the three most affected prefectures

5.7 Standards and principles

Definition

The Red Cross Red Crescent has always been at the forefront of raising humanitarian standards to make the world a safer place for all. The International Red Cross and Red Crescent Movement is founded on an ideal: to alleviate human suffering wherever it affects and wherever and however it occurs. The seven Fundamental Principles are the basis for the Movement's action at all times. The Movement is constantly re-examining and refining the way in which it works to ensure that its actions are in the best interests of the people it seeks to serve.

The ethics of humanitarian action have been further articulated in the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief. The International Federation, the International Committee of the Red Cross (ICRC) and six other leading aid agencies developed the Code of Conduct in 1994. It represented a huge leap forward in setting standards for the conduct of disaster relief operations. It reasserts the basic humanitarian principles of humanity, impartiality and independence and incorporates more recent development concepts such as the

Principles of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief

1. The humanitarian imperative comes first.
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3. Aid will not be used to further a particular political or religious standpoint.
4. We shall endeavour not to act as instruments of government foreign policy.
5. We shall respect culture and custom.
6. We shall attempt to build disaster response on local capacities.
7. Ways shall be found to involve programme beneficiaries in the management of relief aid.
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
10. In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not hopeless objects.

respect for culture, participation, sustainability, accountability and dignity in images.

Another such initiative is the Sphere project, launched in 1997 by the Red Cross and Red Crescent Movement and a group of non-governmental organisations. One of the main pillars of the Sphere project is the Humanitarian Charter and Minimum Standards in Disaster Response. The Humanitarian Charter upholds the right of people affected by disaster to a life with dignity and thus to assistance providing for their basic needs.

The IFRC recognises the importance of being accountable to the people it serves, its donors, members, staff, volunteers and other stakeholders, as well as beneficiaries. This commitment is reflected in the ninth principle of the Code of Conduct for the

International Red Cross and Red Crescent Movement and NGOs in Disaster Relief: "We hold ourselves accountable to both those we seek to assist and those from whom we accept resources."

This strives towards a culture of transparent accountability to stakeholders, towards achieving standards of best practice in operational excellence and towards upholding Federation-wide common standards. Through this commitment, IFRC and JRCs provided open reporting and transparent information to donors, making effective and efficient use of resources and creating systems for lessons learning, including through

the assessments by JRI and the two external evaluations undertaken in 2011-12 and in 2013.

Overall

This section considers the extent to which JRCS internal systems and processes upheld the society's commitment to established international standards and principles for humanitarian action, particularly the Fundamental Principles of the Red Cross and Red Crescent Movement, the Code of Conduct for International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, and Code for Good Partnership.

Overall JRCS worked to uphold the quality of services throughout the recovery operation. IFRC standards, including gender policy were not well known and understood and there seems to be a similar lack of knowledge regarding the Code of Conduct. It was widely believed that standards in Japan would automatically exceed the minimum expected in internationally recognised instruments.

The Japanese Red Cross and IFRC's work is guided by **Strategy 2020**, which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises
2. Enable healthy and safe living
3. Promote social inclusion and a culture of non-violence and peace

Discussion

The vision of the Japanese Red Cross, as a member of the IFRC, is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities, with a view to preventing and alleviating human suffering, thereby contributing to the maintenance and promotion of human dignity and peace in the world.

From interviews and secondary data review, it appears that JRCS applied the prevailing standards and principles on disaster relief, though not necessarily in a conscious or deliberate manner. Observations from people interviewed demonstrated an absence of knowledge about standards and principles, but showed a genuine awareness of their applicability, not because they were promoting or advocating them, but because of the high standards of practice in Japan.

The JRCS Recovery Plan of Action was aligned with the Red Cross Red Crescent principles and, among others, highlighted the following points:

- Fairness to all affected areas, communities and people
- Support for the most vulnerable
- Alignment with prefectures and municipal action plans
- Accountability to donors, sister societies and the public (media, etc.)

Awareness of international standards is not the same in all parts of JRCS. Regarding the application of Sphere standards, it seemed that they were not applied because some assumed they were not relevant, as Japan's standards were known to be high. Staff seemed to misunderstand that Sphere can be used anywhere as long as it is contextualised to the environment in which it is applied. Furthermore Sphere includes many principles and standard ways of working that are useful regardless of the values attached to the minimum standards.

Gender equality is another integral part of the Red Cross/Red Crescent's goal to promote respect for diversity and human dignity, and to reduce intolerance, discrimination and social exclusion. Addressing the causes and consequences of

gender inequality is strongly linked to the organisation's humanitarian mandate, "to improve the lives of vulnerable people". The importance of this work is also outlined in the fundamental principle of impartiality.

From the majority of interviews, there seemed to be limited awareness of the IFRC gender policy. Recovery interventions were not assessed according to gender needs but were not found to be inappropriate (age was more of a defining factor). The evaluation also found that JRCS were applying the psychosocial support guidelines in the training of nurses for future psychosocial programming.

Good practice checklist for gender and diversity in recovery

- Conduct a full gender analysis, as an essential component of recovery needs assessment.
- Ensure that the team conducting the needs assessment is gender and diversity balanced.
- Consult with, and fully involve, women and men from all social and economic groupings in the affected communities when making decisions about the repair, design and location of new housing and community infrastructures, such as water and sanitation facilities and community halls.
- Encourage local participation including the hiring of women and providing them with appropriate skills.
- Obtain accurate information on the different roles women and men play in contributing to the household's food security or income, whether as family members or heads of the household, and design livelihood recovery activities that meet the needs of both.
- Provide male and female health personnel to meet on-going health and rehabilitation needs.
- Ensure that recovery assistance continues to include items (condoms and midwifery kits), and information that meets men and women's health needs.

Extracted and adapted from World Bank (2009)

The overall design on gender issues would need to take account of the following:

- Inclusion of gender-disaggregated data in the reporting systems;
- Setting recruitment quotas for female volunteers at 50 % in Community Disaster Management Committees, and 30 % in Community Disaster Response Teams;
- Holding basic first aid and disaster risk reduction trainings for both men and women, and other training courses for women based on self-identified needs and priorities;
- Taking gender differences in vulnerability into account when planning and implementing disaster mitigation measures, and in recovery programmes;
- Providing livelihood-support measures according to the different needs of men and women;
- Involving local, political and religious leaders as active volunteers when addressing issues of cultural and religious constraints to women's participation.

Too much is at stake in this changing world. We have to work together for humanity else we risk allowing the formation of a humanitarian vacuum – a worst-case scenario where people in need cannot access assistance due to non-respect of humanitarian principles. This would be an unacceptable failure, particularly in light of the tremendous potential that we all have as individuals and organisations, and as partners.

(Opening statement by the President of the International Federation of Red Cross and Red Crescent Societies, Tadateru Konoé at the 31st International Conference of the Red Cross and Red Crescent, Geneva, 28 November to 1 December 2011)

Key findings

- There was no deliberate decision to apply international standards (e.g. Sphere) as it was largely presumed that national standards were sufficient (observance of local culture and customs)

- It was widely believed that standards in Japan would automatically exceed the minimum expected in internationally recognised instruments
- There was limited awareness of international standards among staff interviewed, including in gender issues
- In recognition of these gaps, psychosocial support guidelines have been adapted in new training undertaken by JRCS Nursing Department and Disaster Management and Social Welfare Department

4.8 Preparedness

This section examines the extent to which JRCS was prepared for this type and scale of disaster and if JRCS made provisions for interventions in recovery. It also reviews the status of the new contingency plan, and how well JRCS and IFRC have followed-up on the management response plan (MRP) to the Talbot 2012 report, including institutional follow-up on Red Cross/Red Crescent preparedness for response to humanitarian needs arising from nuclear disasters. It also examines IFRC's preparedness mechanisms to react to JRCS' acceptance of international assistance, and to mobilise its technical support for JRCS recovery intervention.

Overall

Despite the absence of preparedness for a specific recovery programme in the contingency plan, JRCS quickly produced a Plan of Action for recovery, making the best use of the huge amount of spontaneous international donations.

JRCS has initiated follow-up action to the MRP from the February 2012 recommendations. JRCS' latest contingency plan builds on the experience of this disaster and provides for some flexibility. However, it does not embrace a "recovery phase" within its scope of intervention. JRCS was not prepared for a disaster of such a magnitude, generally believing in nuclear safety in Japan. JRCS provided goods and scaled up its services to respond to the needs of local communities. Further action is since being taken for JRCS to better address the humanitarian consequences of nuclear disaster.

Absence of mandate

Within the legal framework and system of disaster management in Japan, JRCS is not mandated to engage in the recovery phase of disaster, and thus its contingency plans developed in response to earthquake-related disasters do not cover plans for recovery interventions.

As a disaster in Tohoku was not among the expected earthquake-related areas, JRCS based its response on its contingency plan for a potential Tokai Earthquake that it had prepared in 2010. That contingency plan focused on emergency relief according to JRCS' mandated role, assuming a period of intervention of around 6 months, and provided guidelines for dealing with possible international assistance to come. In the absence of plans for recovery interventions, JRCS produced a recovery PoA to make the best use of the large amount of donations received from the international community. JRCS' programme based on the PoA responded to the acute needs of the affected population in their early recovery phase (the six home appliances), and over time JRCS shifted its interventions to more conventional Red Cross programmes such as PSP tailored to the affected community in temporary housing compounds.

The contingency plan for Tokyo Inland Earthquake issued in April 2011 is basically a copy of the Tokai contingency plan, in terms of the scope of intervention. The latest contingency plan for Tonankai and Tokai issued in August 2012 reflected on the lessons learnt in the Tohoku disaster and built on recommendations from the February 2012 evaluation of the emergency intervention, providing flexibility in disaster response and maximising the use of Red Cross resources and networks. However, it has yet to include longer-term recovery as part of the plan.

Capacity-building for preparedness

Building on its experience of this disaster, JRCS has taken several initiatives both at HQ and chapter level in a variety of areas as shown in the following examples:

- Resumption of national scale volunteer training sponsored by JRCS HQ from 2012
- Co-sponsoring with the Council of Social Welfare the volunteer coordination symposium on issues related to international standards, needs assessment, etc. from 2012
- Founding in 2012 of ACT Research Institute in Ishinomaki Hospital to improve medical intervention in disaster through networking of hands-on players, which proved highly useful in Ishinomaki for this disaster
- Initiation of Study Group with other humanitarian NGOs and GOs on GEJET and International Humanitarian Assistance from 2012
- Compilation of guidelines for JRCS intervention in nuclear emergency, interim report within 2013, launching of Nuclear Disaster Information Centre (expected in 2013)
- The importance of communication is gradually recognised by JRCS at large, with an increase in budget and staffing for the public relations department
- JRCS HQ issued an official instruction in March 2013 to all chapters, urging them to strengthen their volunteer capacity by preparing them for large-scale disasters, including in a recovery phase

Key findings

- In the absence of a mandate and in view of limited capacity and resources, JRCS was not prepared to engage in recovery
- Despite the management's response to the February 2012 evaluation and the flexibility of the new contingency plan, "recovery" is not yet well defined
- JRCS is improving its capacity to respond to humanitarian needs in large-scale disasters through the training of volunteers and staff, networking with external parties and research, to prepare for possible future intervention in recovery phase

JRCS handled the incoming international assistance in accordance with its existing contingency plan (Tokai earthquake), focused on relief only. IFRC had been building its capacity around recovery awareness and guidance, and was ready to mobilise resources not only for emergency relief but also for recovery. IFRC's A/P zone was ready to provide extensive technical support. All the support provided by IFRC secretariat, including dispatch of HLM, provision of IFRC representative throughout the operation, provision of communication delegates based on an advance agreement with JRCS, and reporting delegates, proved highly useful and was appreciated by JRCS. When the PNS gathered in May 2011 they (and the secretariat) accepted JRCS' PoA for recovery as presented, against a background of time pressure, based on their realisation of the extent of the disaster and their trust in JRCS' integrity and capacity. It should be noted too that it was as important for the international donors to give, than it was for JRCS to receive the donations.

The secretariat and donor NS' acceptance of JRCS' contingency plan as it was, including the fact that JRCS had decided not to launch an appeal, gave rise to several questions, such as how to apply accountability standards in handling spontaneous donations, what should the secretariat's cost recovery mechanism be when supporting the operating NS, and how best to use technical support from the secretariat including recovery policy, guidance and tools available.

(This is a theoretical plan based on a contingency for a potential disaster in the Tokai area)

International support for domestic operations (Contingency Plan for Tokai Earthquake)

JRCS' basic policy regarding international assistance as defined in its contingency plan at the time of this disaster was as follows:

Acceptable assistance:

1. Cash with no earmarking
2. RFL delegate from ICRC to address the needs of foreigners in the affected area
3. IFRC representative to ensure close coordination with the Red Cross and Red Crescent Societies
4. Reporting delegate from IFRC as required
5. Information delegate from IFRC as required
6. No other delegate if not coordinated by IFRC

Assistance that is not acceptable (noting that an appeal would not be launched)

1. FACT
2. In-kind donations

The secretariat and NS support to JRCS was processed through JRCS' International Department to its domestic disaster operations. JRCS' policy on accepting international assistance in the latest contingency plan for Tonankai and Nankai Earthquake is more accommodating and flexible than the earlier contingency plans: accepting the possibility of receiving proposals for donations in cash, goods and human resources in such areas as safety of foreign residents, medical support, water and sanitation, livelihood support.

The basic policy in this plan is as follows:

(This is a theoretical plan based on a contingency for a potential disaster in the Tonankai (Southeast Sea) and Nankai (South Sea) earthquake areas)

Support that JRCS accepts from the International Red Cross Red Crescent

1. Cash donations
2. ERU and others as per needs defined in the affected area
3. RFL delegate from ICRC to address needs of foreigners
4. IFRC head of delegation and other delegates as necessary to ensure close coordination with Red Cross Red Crescent Societies
5. Media and other delegates for reporting to International Red Cross Red Crescent
6. International Red Cross/Red Crescent experts specialised in nuclear, tsunami and other disasters
7. High-level assessment mission dispatched under IFRC secretariat coordination

Support acceptable with conditions

Delegates from NS:

1. Minimised number of visitors
2. Technical personnel specialised in the equipment attached to specific NS
3. Advisors specialised in various activities to be carried out by HQ task force
4. Donations in-kind: on a case-by-case basis, coordinating with authorities as necessary

Mechanism for accepting International Red Cross Red Crescent support

1. Clear information to IFRC secretariat on acceptable/unacceptable support
2. In addition to HQ staff, staff with international experience, ERU experience, ERU registered from International Medical Stronghold Hospitals
3. Call for language volunteer support

Key findings

- JRCS had an agreement with IFRC secretariat in the area of communications that proved highly useful
- There was no clarity within the IFRC secretariat as to the handling of a “no appeal” situation and its funding implications
- The domestic and international departments of JRCS HQ have different approaches, which is not conducive to strengthening preparedness

Public fundraising

JRCS' mandated role includes fundraising for cash distribution for the victims of disasters (*gienkin*) as a designated public corporation. In this disaster, JRCS played an active role in urging the central government to call for a central committee to determine the distribution ratio of the funds raised. JRCS was represented in the committee established by the Ministry of Health, Labour and Welfare with other two fundraisers, namely The Public Chest and NHK and representatives of the affected 15 prefectures. *Gienkin* was a challenge to JRCS in terms of risk to its reputation due to the misunderstandings on the delays in the distribution in the initial phase. Additionally, to manage *gienkin*, JRCS incurred an extra financial burden of JPY 1 billion (USD 12 million) that was drawn from its own budget. JRCS compiled a full report on *gienkin*, shared with the parties concerned. As it took time to resolve the issue of distribution ratio, JRCS' public communication did not deal effectively with the misunderstandings and frustrations in the public in that initial phase.

Finding

- *Gienkin* was and will continue being a challenge unless JRCS promotes discussions about how to handle it with the national and local governments as well as with *gienkin*-receiving organisations and other related bodies

Nuclear disaster

The Government of Japan, the prefectures, municipalities and communities were not prepared for a nuclear accident, neither was JRCS. JRCS had no policy, contingency plan or manual to help it address a nuclear accident. In order to assist JRCS relief teams in the Fukushima prefecture, ICRC immediately deployed an NRBC expert to work on a radiation protection regime for staff and volunteers working in the area. JRCS sent experts in radiation emergency medicine from Hiroshima and Nagasaki Red Cross Atomic Bomb Hospitals to the Fukushima Chapter to provide advice on radiation protection because JRCS operation would be carried out at the risk of radiation exposure. In September 2011 a Nuclear Disaster Preparedness Unit was formed to manage and coordinate JRCS support programmes, in response to the disaster as well as to work on initiatives to prepare the society for a potential future nuclear disaster.

In the areas of health promotion for the affected population, JRCS support programmes included the provision of Whole Body Counters and radiation measuring instrument for food for Fukushima prefecture and municipalities, the construction of a temporary gymnasium and indoor playground for school children in Fukushima Prefecture, health check-up of evacuees outside Fukushima Prefecture, assessment of health needs for the evacuees in Iwaki city and PSP in the community. JRCS, in collaboration with the Japanese cooperative Co-Op is conducting nationwide infant safety training for the

general public. Most of these interventions will be concluding in 2013 except for the community-based programmes mainly conducted by chapters and the one with Co-Op.

Guidelines, criteria and a manual for disaster response during a nuclear emergency was produced and published by JRCS in May 2013, shortly after completion of this evaluation's field work. Education and training of nuclear disaster specialists is under consideration with the help of Hiroshima University. The curriculum of the nursing education programme is being reviewed to include relief activities in a nuclear disaster. JRCS HQ will be launching the Nuclear Disaster Information Centre in October 2013, to communicate information on nuclear disasters and contribute to the development of Red Cross guidelines. Following the IFRC General Assembly resolution of November 2011, JRCS hosted a National Society consultation meeting on nuclear disaster preparedness in Tokyo in May 2012. IFRC's Governing Board session in June 2012 recognised and endorsed progress made.

Two years after the nuclear accident, the trauma of the affected population, in particular of children, is coming to the surface. The need for psychosocial support to the communities is becoming more evident and crucial to community resilience. JRCS' Fukushima chapter, in recognition of the long-term needs for psychosocial support for the affected population, is determined to continue its PSP programmes, which can be implemented by the chapter without financial support from HQ. With all these efforts underway, JRCS and IFRC have begun discussions on the humanitarian consequences of nuclear disaster for community recovery.

Key findings

- JRCS, both at HQ and in chapters, was not prepared for a nuclear disaster of such a magnitude.
- JRCS and IFRC have begun discussions and undertaken some action on its role in addressing the humanitarian assistance in the context of nuclear disaster

5. Conclusions

The following conclusions are derived from the findings of the evaluation's eight areas of enquiry; they are intended to provoke a discussion on the validity and strength of findings before the formulation of recommendations. The findings are summarised in the table hereafter. They were presented in their initial form to JRCS management, and agreed upon as a general direction for conclusions and recommendations.

Summary table of findings

Efficiency and effectiveness
• Recovery action was effective, meeting rapidly evolving needs of beneficiaries even though the PoA was not comprehensive • The assessment of recovery requirements by JRCS was not fully effective as it was not based on organized needs assessments, but gained in effectiveness as municipalities and prefectures were consulted to confirm identified needs. Using prefectures and municipalities was an effective way to engage in recovery • Delivery activities were well focused on beneficiaries' needs, and timely • After implementation being initially carried out in part through funds transfers to local authorities, recovery action was later dealt with directly and efficiently by JRCS
Impact
• Increased access to healthcare (hospitals, clinics), health services (vaccinations, whole body counters, PSP, mobile dental services, etc.), and actions promoting a healthy lifestyle (temporary and mobile gymnasiums, food radiation counters) are likely to have mitigated morbidity and even mortality within the population • More than 130,000 households spread throughout Japan received support (home appliances) which is likely to have enabled beneficiaries to regain a sense of normalcy • Increased public awareness of JRCS action may result in greater support and contributions in the future, as well as increased expectations • The nuclear disaster alerted the IFRC and much of the membership to increase preparedness and capacity to deal with this type of situation; the lessons learned will and already have assisted the secretariat and NS in updating their approach to recovery • JRCS' decision to have an external evaluation conducted of its recovery programme is a commendable move that has to be credited to the society's keenness to develop its organizational learning
Accountability
• In accepting external contributions while taking the decision not to appeal, JRCS was determined to demonstrate full accountability • JRCS made considerable efforts to be accountable to its international donors • JRCS invested less in accountability to its public including its beneficiaries; more could have been done to publicise what it was doing, for whom and how • International standards of beneficiary accountability (participation, transparency, M&E and complaints & response) were only partially met • Although it could be understood considering the initial difficulties in place in such a situation, the main accountability tool (Plan of Action) did not contain explicit strategic objectives, targets, milestones and a plan for monitoring. This could have eventually been reconciled later on.

Coordination
• Coordination was a challenge for all actors given the size of the unprecedented disaster • JRCS HQ was highly collaborative with local government, only somewhat collaborative with chapters (they had a limited role), and minimally coordinated with NGOs/NPOs • There was eventually good coordination with public institutions on <i>gienkin</i> but poor public communication; this led to misunderstandings and frustration amongst the public, in the initial phase • JRCS coordinated well and adapted to the needs of donor National Societies. It made limited use of IFRC capacities: greater technical support from the secretariat or from other National Societies could have enhanced the recovery operation
Relevance
• Overall the recovery projects were relevant but were not guided by an overall strategy, which may have affected decision-making as new projects were suggested • Many interventions were relevant, addressing needs of communities through the provision of increased access to infrastructure and services • JRCS flexibility with partners increased relevance of projects, allowing communities to '<i>build back better</i>' • JRCS interventions were in line with local government priorities • There was over-reliance on local government for needs assessment • Chapter competencies and ability to reach the community were too limited for many of the recovery interventions
Appropriateness of Coverage
• Recovery activities targeted the most affected prefectures • The programme took account of demographics and vulnerabilities in the prefectures, with many projects targeted to the needs of the elderly and of children • The programme delivered support to all who were displaced by the disaster regardless of where they relocated (home appliances) • Greater efforts may be needed in areas where 'community rebuilding' will take some time, particularly in Fukushima • Coverage could have been improved and fairness maintained if JRCS had had a more comprehensive understanding of needs and gaps and enhanced data management • Preparedness support was limited to the three most affected prefectures
Standards & principles
• There was no deliberate decision to apply international standards (e.g. Sphere) as it was largely presumed that national standards were sufficient (observance of local culture and customs) • It was widely believed that standards in Japan would automatically exceed the minimum expected in internationally recognised instruments • There was limited awareness of international standards among staff interviewed, including in gender issues • In recognition of these gaps, psychosocial support guidelines have been adapted in new training undertaken by JRCS Nursing Department and Disaster Management and Social Welfare Department

Preparedness

- In the absence of a mandate and in view of limited capacity and resources, JRCS was not prepared to engage in recovery
- Despite the management's response to the February 2012 evaluation and the flexibility of the new contingency plan, "recovery" is not yet well defined
- JRCS is improving its capacity to respond to humanitarian needs in large-scale disasters through the training of volunteers and staff, networking with external parties and research, to prepare for possible future intervention in a recovery phase
- JRCS had an agreement with the IFRC secretariat in the area of communications that proved highly useful
- There was no clarity within the secretariat as to the handling of a "no appeal" situation and its funding implications
- The domestic and international departments of JRCS HQ have different approaches, which is not conducive to strengthening preparedness
- *Gienkin* was and will continue being a challenge unless JRCS promotes discussions about how to handle it with the national and local governments as well as with *gienkin*-receiving organisations and other related bodies
- JRCS, both at HQ and in chapters, was not prepared for a nuclear disaster of such a magnitude.
- JRCS and IFRC have begun discussions and undertaken some action on its role in addressing the humanitarian assistance in the context of nuclear disaster

Discussion on conclusions

Recovery planning

The Evaluation Team undertook significant data collection over the course of its research in Japan. The Team interviewed more than one hundred persons across a variety of stakeholders, as noted in the annexes, and surveyed 53 persons representing 47 National Societies. Additionally the Team consulted a wide-range of documents in English and Japanese; several of those documents included evaluations undertaken by JRI and one by an external group of consultants (Talbot 2012). The JRI evaluations focusing on recovery, public image and beneficiary surveys provided useful input that supported the triangulation process. While there were inevitable gaps and limitations to data and analysis, the Team felt confident in its findings, concluding that:

- Overall, the response was efficient
- Considering the absence of a recovery mandate and the lack of a thorough plan, recovery activities were underway quickly
- The timeframe of the recovery plan of action was too short in view of
 - The time it takes for recovery to take hold;
 - The limitations and lack of experience of JRCS in this area;
 - The long-term implications of the consequences of nuclear disaster; and
 - The sizeable financial resources JRCS had at its disposal.

Like JRCS, the government responded quickly to the disaster and victims were rapidly accommodated in temporary housing and key infrastructure was repaired with no delay. While doing things efficiently and effectively may be a characteristic of Japanese culture, in some way this may have been too fast. JRCS felt pressure to spend quickly: some of it was based on time limits set by some donor National Societies. JRCS noted

that it wanted to avoid the difficult situation encountered by other National Societies that had been criticised by the media for a perceived slow response (e.g. Hurricane Katrina) and decided to have a 3-year timeframe for the recovery programme.

The recovery response was partly influenced by JRCS' international experience but this was not fully utilised to allow JRCS to move forward in a comfortable and confident manner. The lack of mandate and domestic recovery experience combined with the pressure to spend fast in the face of huge needs, resulted in JRCS acting without developing a detailed recovery strategy or plan. JRCS also overlooked a key lesson from other experiences, that recovery takes time. Those factors led JRCS to provide support and services in a short time frame, planning to spend some JPY 59.7 billion (USD 737 million) in three years' time (though some projects have longer deadlines to be finalised). As an example, one international NGO working in Japan received JPY 5.67 billion (USD 70 million) and developed a ten-year recovery plan. This agency is only now beginning to develop a more coherent strategy for Fukushima because it felt needs and potential so far had not been clear enough.

Given the disaster profile of the country, with a future large-scale disaster a high probability, JRCS has to equip itself to better react to a future similar situation. A senior government official noted that external funding was "inevitable" for such high visibility disasters. Because of this, JRCS should make plans for recovery as was recommended in the relief evaluation (Talbot 2012). Furthermore, given the significant number of displaced people and the length of time full recovery may take, its comprehensive recovery plan should draw on the capacity and experience of chapters, including the engagement of volunteers to support communities.

Preparedness

The government and various partners, including JRCS are preparing for future disasters with a variety of scenarios; one such scenario is the Nankai Trough earthquake predicted at a magnitude of 9.0, resulting potentially in damages in the range of JPY 220 trillion³⁰ (USD 2.7 trillion) (not including costs related to potential damage of nuclear power plants).

The evaluation noted a range of findings linked to preparedness and programme quality. The earlier evaluation of the relief phase (Talbot 2012) found that neither IFRC nor JRCS were prepared to deal with the humanitarian consequences of a nuclear disaster; concrete recommendations were submitted. One year later, important initiatives have been launched; however it cannot be said that the International Federation members, including JRCS, and the secretariat, are yet prepared for the humanitarian consequences of such disasters, and efforts have to maintain the momentum. That same evaluation also recommended that JRCS should plan for recovery. A review of progress shows that this has not happened yet; according to some senior staff, the current recovery plan should first be completed to learn from this experience.

This evaluation concluded that JRCS was not prepared for the task of recovery nor was it at the moment of the disaster fully prepared for the provision of humanitarian assistance responding to needs caused by a nuclear disaster. Important improvements have taken place in the past two years. Nevertheless, the evaluation concluded that the value of JRCS' work, whether in the areas of relief, recovery, preparedness or development, could be greatly enhanced by following the recommendations submitted hereafter.

³⁰ Kyodo. "JPY 220 trillion hit seen from Nankai quake." The Japan Times, March 19, 2013

Communications

The evaluation surmised that JRCS' external communications capacity was limited, with a lack of close, trusting relationship with domestic media. This was corroborated by the JRI public image survey. One interviewee noted that it was "ironic that JRCS is well known but not well understood". JRCS does not appear to have profiled itself sufficiently with its public. To ensure the alignment of its mission with expectations, it should determine its role more clearly and communicate accordingly.

Community reach

The evaluation found that JRCS had limited capacity at the community level (also evidenced in Talbot 2012 in relation to its ability to mobilise and manage volunteers). Although the Council of Social Welfare at prefecture and municipality level is in charge of volunteers, and JRCS is only mandated to cover certain functions in relief, given its nationwide coverage (47 chapters and more than 66,000 employees), opportunities exist to increase the National Society's relevance and effectiveness with a well-functioning volunteer system, whether at times of disaster or not. Clarifying JRCS' role in community-based activities, reinvigorating its volunteer base along with the Council of Social Welfare, and reaching out to NGOs/NPOs to complement respective roles and prepare for future disasters are areas that JRCS should investigate and invest in.

Although this was not assessed comprehensively, the evaluation found limited awareness and understanding of some principles (e.g. gender; Sphere). JRCS' quality of work could be improved through endorsing key principles in both disaster response and everyday work.

Synergies

The evaluation found that many programming and good practice lessons were applied in the recovery programme e.g. working with government and ensuring interventions were aligned or complementary to government actions, planning early for recovery, being open to external evaluations and posting results publicly. Some interventions did not use needs assessment and analysis to plan or re-plan, or did not consider all facets of accountability to beneficiaries, or did not take account of local capacities in relief and recovery, including from local community organisations.

Such lack of synergies is common to several large National Societies. To a certain extent, it is a natural phenomenon given the variety of NS actors involved and because of the differing clients of domestic and international departments. The Team concluded that better practice could be reached if there was a stronger operational relationship between the domestic and international departments.

Programme support and recovery costs

The IFRC has developed a considerable wealth of experience in relief and recovery, which can be tailored to the needs of very different situations. Through its global outreach capacity and dense network, the International Federation (secretariat and Member Societies) is in a position to provide any of its members with valuable support to prepare for a crisis, to respond to emergencies, and to plan for recovery.

JRCS did not request IFRC to appeal for funds for this disaster intervention and did not itself appeal for funding, yet received JPY 59.7 billion (USD 737 million) from 100 NS. This operation raises the issue of how to cover the direct and indirect costs of the IFRC

secretariat in such situations. The direct support costs to JRCS were almost all related to secretariat delegates working in Japan and to support provided by the Regional Delegation and Asia-Pacific zone office. The contribution of JRCS to the secretariat for the direct cost of delegates plus services from delegations amounted to approximately JPY 65 million (USD 800,000) per year (2011, 2012 and 2013) and includes PSSR (Programme and Services Support Recovery). One donor, DG-ECHO, which provided €11 million to the operation, requested that this amount be channelled through the IFRC secretariat, requiring full accountability. Thus 7.5% of ECHO funding went to PSSR.

Several of the NS that responded to the survey noted that when a society is able to implement relief and recovery operations and meet accountability standards by itself, it may not need to request the IFRC secretariat to launch an appeal or report on its behalf. Many respondents commented that the appeal system should be flexible and applied in a consistent manner even if the secretariat is not directly involved in the relief or recovery operation. In any case there is a role for the secretariat to play: ensuring accountability of its members when international support is given and contributing to the preparedness plans of National Societies.

The evaluation concluded that:

- IFRC had more resources and technical capacity than had been drawn upon in the Japan 2011 disaster;
- The secretariat has a role to play in ensuring the global application of agreed IFRC policies, principles and standards. IFRC appears to be inconsistent in ensuring their global application between developed and developing countries;
- The secretariat's technical support in planning was insufficient, contributing to limited planning and analysis that impacted the quality of the JRCS Recovery Plan;
- In general and in keeping with many NS protocols, the secretariat appears to prioritise support to international departments of high-income countries and only occasionally supports domestic service delivery;
- In consultation with NS, the IFRC secretariat should develop a mechanism for cost recovery in situations where a National Society does not launch an appeal but receives international donations.

Future development of JRCS

In light of the above conclusions, as recommendations, in a context of organisational development in recovery work, the evaluation highlights the following areas for consideration by JRCS:

- To list recovery as an organisational priority and invest accordingly, in terms of human and financial resources;
- To undergo a thorough planning process, developing a data management system for complex situations, with an adequate assessment mechanism;
- To build accountability to beneficiaries, with communication and dissemination of relevant information;

Suggested priority areas:

- Focus on recovery as an organisational priority
- Develop a planning process for complex situations
- Build accountability to beneficiaries
- Invest in volunteering at community level

- To engage with volunteers at community level, reinvigorating a solid JRCS volunteer base, in close association with local communities, as part of preparedness for future JRCS involvement in recovery.

6. Recommendations

The following recommendations are put forth as a result of the evaluation's findings. They are addressed both to JRCS and IFRC, anticipating and expecting that the International Federation as a whole (secretariat and National Societies) will gain from their mutual experience in conducting their implementation. Concrete recommendations are submitted rather than general statements, so that JRCS and the secretariat can use them in a practical manner when following up.

1. Recovery: a strategic choice

- Recovery is an integral part of the process that helps individuals in communities to rebuild their lives shattered by disaster, and as such should be part of the Red Cross' extended mandate;
- As recommended in the first evaluation, JRCS should take a formal policy decision to include recovery as an area of operations. Recovery should be clearly defined on the basis of the guidelines developed by the IFRC. It should be managed and integrated in the organisational structure in the same manner as all activities in disaster response and relief;
- The spectrum of activities falling under recovery has to be defined, and should include needs assessment, planning and programming, and monitoring. Tools should be developed, including Standard Operating Procedures and training, to prepare staff for the tasks related to the society's recovery responsibility;
- IFRC should provide JRCS with the appropriate support in developing recovery in its institutional portfolio. This should include sharing material concerning recovery, and supporting the adaptation of such material to the Japanese context. It should also include learning and training, for example through workshops and staff exchanges with Federation and other National Societies;
- IFRC should develop an arrangement whereby it can provide immediate, pre-planned and pre-agreed support to JRCS in the event of another large-scale disaster (stand-by arrangements).

2. Raise the profile of JRCS

- As a result of the high visibility it gained in Japan with this disaster, JRCS should devote time and resources to develop its image as an innovative, forward-looking, relevant and effective organisation. The profile of the National Society should be revamped as an organisation closer to the community;
- Bridges should be built between JRCS and the media, at national and prefecture level, as well as with other entities that have to become part of JRCS' network of supporters, in the private and public sector. An assessment of potential partners should be conducted as soon as possible, building on the Society's current visibility;
- JRCS should continue to build the in-house capacity of its public relations team to proactively manage the image of the JRCS.

3. Accountability to beneficiaries; standards and principles

- Being accountable to those we support has long been a principle of Red Cross Red Crescent work and is strongly embodied in the Code of Conduct. A model accountability framework should be developed, adhering to accountability principles:
 - a. Transparency
 - b. Participation
 - c. Monitoring and evaluation
 - d. Complaints and response
- People need information as much as water, food, medicine and shelter. Beneficiary communication, a component of beneficiary accountability, aims to save and improve lives through the provision of timely, relevant and accurate information, and to support an environment of transparency and accountability through the creation of feedback mechanisms;
- Communicating with, involving and listening to people means providing a better service to them. There is a duty to be accountable to beneficiaries and to make

Steps to improve Accountability to beneficiaries could include the following:

- Develop a short guidance document on accountability to beneficiaries and what forms it could take in JRCS relief and 'peace-time' programming (3 page summary and 10 slide Power Point); JRCS should not wait for IFRC to develop the on-line training
- Consider partnering with JPF, and JANIC to develop national guidelines
- Disseminate orientation in AtB to all staff
- Designate staff from domestic relief, international and public relations to work together to develop a short 'menu of activities' to help operationalize each of the four areas related to AtB, in line with JRCS capacity and service delivery
- The menu of activities should be included in staff orientation, disaster relief and other SOPs; international delegates should also be briefed on AtB and how to support NS in ensuring they are applied
- Provide training to all Chapters using the orientation material and the menu of activities; the Nursing Department may want to further contextualise the material for their line of work and provide orientation to teams across the network
- The Disaster Relief and Social Welfare Department should ensure that reviews on progress and quality of AtB work are included in their post-action reviews

a deliberate effort to communicate with, listen to and respond to their concerns. People have a right to *know about* and *have a voice in* actions that affect them;

- JRCS should work to increase organisational awareness and application of minimum standards in beneficiary accountability. Accountability to Beneficiaries (AtB) should apply to JRCS service delivery both in domestic and international operations;

- JRCS should disseminate among its staff internationally accepted standards (e.g. Sphere, the Listening Project, Humanitarian Accountability Project, etc.) and apply them in the future disaster response;

- IFRC should support JRCS in developing a

strategy and practical steps for the implementation of these activities;

- While JRCS did apply the Fundamental Principles and other major standards regarding disaster relief in responding to this disaster, opportunities exist to

increase awareness and ensure that staff know and enact key principles and standards in their daily work;

- JRCS should review how key principles and standards such as the Fundamental Principles, gender policy, Principles and Rules in Disaster Relief and Sphere are currently incorporated in mandatory training and orientations for all departments;
- IFRC should support JRCS in organising a workshop on the Principles and Rules of Disaster Relief between domestic and international departments, and with the broader participation and involvement of JRCS chapters, help to promote key standards and principles;
- IFRC should support JRCS in accessing core reference and training materials on principles and values in action;
- Specific focus should be given to the IFRC gender policy and related guidance and tools to help creating wider awareness in the National Society; this should include gender sensitive approaches to disaster management;
- IFRC generally should contribute to a wider dissemination of international standards among National Societies.

4. Partnerships

- To enhance effectiveness of JRCS response to disasters, JRCS should engage into concrete partnership with key stakeholders in the private and public sectors;
- JRCS should disseminate the organisation's mission, mandate and strategic direction to prefectures and municipalities governments, including the Council of Social Welfare to clarify JRCS role in disaster;
- Awareness rising should be conducted with key corporate players and NGOs; and JRCS should enter into a memorandum of understanding (MoU) with them, agreeing on their respective activation in the coming years.

Engaging with corporate partners can build on current agreements with NGOs/NPOs, government agencies such as social welfare departments at prefecture and municipal levels and the Council of Social Welfare.

5. Role in community and volunteers

- In line with the International Federations' strategic aims of Strategy 2020, that include *inter alia* the strengthening of recovery from disasters and crises through building stronger National Societies, JRCS needs to better profile itself, determining its role as a community-based organisation, and building and enhancing its organisational structures at all levels to ensure that the role of volunteers is commensurate with the community focus;
- Learning from this disaster's experience, JRCS could develop a more rational approach to needs assessment that would allow volunteers (including Red Cross youth and specialised corporate volunteers) to respond to a broad spectrum of basic complementary social welfare needs;

JRCS can get involved in daily life of vulnerable people by providing support services through community based volunteers. This will help to:

- Develop interventions that prevent and/or alleviate the factors responsible for discrimination, stigmatisation and social exclusion, and
- Ensure fuller integration of disadvantaged people into their communities

- JRCS HQ should support Iwate, Miyagi and Fukushima Chapters to identify and share with other chapters their experiences and lessons in community-based services and in working through volunteers;
- IFRC should provide JRCS with information on peer support from other NS with experience in this type of services and promote the cooperation among sister societies. IFRC should support JRCS with the adaptation of material for services and training of volunteers in this field.

6. Humanitarian preparedness for nuclear accidents

This was noted in the MRP of the first evaluation. Efforts in this area must continue for the International Federation as a whole, including National Societies along with JRCS:

- IFRC, jointly with ICRC, should formulate guidance for the Movement to address the humanitarian consequences of a nuclear disaster;
- IFRC, as and when required by JRCS, should contribute to the Nuclear Information Centre to be launched in 2013;
- JRCS, with the support of IFRC, should organise an international exchange programme targeting medical personnel and volunteers on long-term community-based PSP, for NS to exchange expertise and develop programmes in this area;
- IFRC should look into ways to maintain the position of Sr. Officer for Nuclear Preparedness beyond the initial year; there is a concern that one year is insufficient to build capacity and interest in this area. The organisation should undertake efforts to ensure funding for such a position for at least three years and not burden the incumbent with that responsibility.

7. Develop a common IFRC mechanism for 'no-appeal' situations

The question of costs to cover IFRC's interventions raised the issue of programme cost recovery in the context of a "no appeal" situation, as it was this case. The evaluation recommends that:

- In consultation with NS the IFRC secretariat develops a mechanism for cost recovery for the situations where a National Society does not launch an appeal but receives international donations nevertheless. The following criteria are suggested:
 - An overhead cost charged by the secretariat, expressed in an acceptable percentage balanced with the volume of the operation and relevant to the secretariat's needs to cover its services in coordination and technical support;
 - A new IFRC instrument could provide options that both giving and receiving National Societies can mutually agree upon;
 - Receiving National Societies should minimise programme and programme support overlap and duplication;
- JRCS and A/P zone office could take an initiative in launching such a review process that could result in a proposal to be considered by the IFRC globally.

8. Alignment of synergies between domestic and international departments

To balance the secretariat's support to international departments of National Societies with domestic service delivery departments (particularly in high-income countries), the evaluation recommends that:

- The secretariat maintains the regular international learning workshops for NS domestic disaster management teams, so that NS domestic specialists and technical staff mutually benefit from the experience of other NS, in particular in the area of "relief to recovery", noting that IFRC's strength should also be based on the domestic resources of National Societies and not only in the network of international departments;
- A mutual exchange process between domestic and international departments should be promoted, as well as "learning from others".

9. Develop the learning strategy of IFRC and ensure follow-up on key evaluation events

Follow-up on evaluation work is a common challenge in many international organisations; across the secretariat and IFRC's membership, hundreds of evaluations are conducted annually, many of which are not followed up in a coherent or pragmatic manner.

While it is important to follow up on individual evaluation results, by themselves they do not often lead to organisational learning and change. A more coherent and purposeful approach is needed. At a minimum, assessments of the quality of IFRC evaluations followed by regional and global meta reviews by theme and time period would lead to a more structured approach to learning. While the secretariat has made some strides in recent years in organisational learning, the focus has remained on individual, on-line training through the global learning platform. Many who have been able to access the materials praise it highly. It is useful but not sufficient.

To prevent *ad hoc* learning, avoid major learning gaps and ensure that the Red Cross' role in mega-disasters lead to Federation-wide improvements, a more structured approach to learning is recommended. The Learning and Knowledge Management Division in IFRC Geneva should lead such an exercise, underlining that the strategy is for the Federation as a whole and not only the secretariat. This report does not recommend concrete steps to take as the secretariat is in a better position to select the appropriate mechanisms and methods with the membership.

JRI Self-Assessment Evaluation Recommendations – September 2012

1. Consider setting up operational guidelines and creating forms to encourage documentation and record-keeping
2. Better communication with stakeholders regarding project activities and the use of financial resources
3. Prepare a report summarising the three years of Recovery Task Force activities
4. Formulate a basic plan indicating the way JRCS recovery support should operate in preparation for future disasters
5. Establish a JRCS Recovery Task Force promotional framework and set up guidelines in preparation for future disasters

The evaluation team recommends that:

- JRCS and IFRC should ensure designated focal points to follow up on Talbot 2012 and on the current recovery evaluation;
- JRCS follows up on the JRI evaluations: the 2012 self-assessment produced five recommendations that would further enhance JRCS capacity in preparedness and programme management (see box). While there is some overlap with the recommendations above, they are worth noting for emphasis.

10. The OCAC process

The extensive experience of JRCS after this large disaster could serve as a model for many other societies. Joining the OCAC process will validate the self-assessment of JRCS preparedness for the future and will contribute to the secretariat's promotion of this tool among other National Societies, to increase their preparedness and disaster response capacity.

OCAC starts with the adoption of a set of five compound organisational capacity-dimensions that are essential for the successful functioning of any National Society. These are: the capacity to exist, the capacity to organise oneself, the capacity to relate to others and to mobilise resources, the capacity to perform, and the capacity to adapt and to grow.

The OCAC strategy (IFRC Organisational Capacity Assessment Certification) will help JRCS address many of the recommendations from this evaluation.

IFRC already supports JRCS in this respect. Discussions at senior level on the extension and timeline for this process are taking place, key material has been translated into Japanese and a focal person in A/P zone office has been designated. JRCS is committed to undertake the process, demonstrating that a well-functioning organisation, as is the case of this NS, strives to better contribute to the goals of Strategy 2020.

The **OCAC** is a tool that enables National Societies to assess their own capacity and performance to help determine the best approaches for self-development and ensure they are a well-functioning organisation, providing relevant services for its public and target populations.

The overall OCAC process combines an initial self-assessment followed by a focused corrective development effort to address the identified weaknesses (phase one), with a peer review cum corrective development effort (phase two) for those who succeed in passing the initial self-assessment before proposing successful candidates for acknowledgement ("certification") by the Board.

11. Develop Standard Operating Procedures

JRCS has learned and is still learning lessons through its recovery intervention following this disaster. Among others, one can highlight the lessons learned in operating a Recovery Task Force, which can contribute to the efficiency and effectiveness of future interventions in mega-disasters. For this purpose, JRCS should:

- Develop Standard Operating Procedures (SOPs) for the functioning of a Task Force, including terms of reference;

- Design tools such as templates and forms for the preparation and development of a plan of action, accountability framework, needs assessments, requests, proposals, procedures for approvals, etc.;
- Develop progress control/monitoring tools for budgets, control of costs, chronograms /schedules.

Finally, an overarching recommendation is drawn from the evaluation's overall conclusions: JRCS would gain in preparedness by formulating a recovery plan for the next 3 – 5 years

The evaluation concluded that JRCS had done well in supporting people and communities in the recovery from the triple disaster of March 2011. While much has been done to date, hundreds of communities will remain in temporary housing as the government works to reclaim and prepare land for new neighbourhoods (in the case of Iwate, Miyagi and Fukushima) or decontaminate entire cities and towns (in the case of parts of Fukushima).

These artificial, temporary communities face serious challenges. The elderly are isolated as they no longer live near neighbours they have known for most of their lives; many people are unemployed and idle; in some cases, families are split as one parent has remained behind or moved on to find work while the other cares for the children. Many people are not settled and many continue to move in the hope of finding employment or a better location.

Construction of new neighbourhoods will take one to three years more; decontaminating areas of Fukushima will take five to ten years, according to current government projections. Some towns may not become habitable again and inhabitants might have to permanently relocate elsewhere assuming the government can identify land.

Support for those temporary communities is likely to be needed for the next several years, as new housing becomes available and new communities form. With its remaining resources, JRCS should consider the role it can play in that context, through its chapters and branches. In particular, JRCS should address the role of PSP and other community-based support that can help build the resilience of such communities and prepare them for future disasters. Some suggested steps are:

- As the recovery process for many of the affected population will go on for coming years, JRCS, in cooperation with chapters, prefectures, key municipalities and community members should determine the role it can play in providing community-based support in temporary communities as they transition into permanent ones. Ideas could include psychosocial programming, psychological first aid, promotion of volunteerism to support community-identified projects, first aid training, disaster preparedness, social welfare support to the elderly, local and international fundraising, Red Cross Youth/Junior Red Cross training, working alongside other NGOs/NPOs to support community mobilisation and community development, etc.;
- Draw up a draft plan that clearly states the revised goal of such a recovery plan, with objectives, expected results, key strategies and actions to achieve those results, timeframe and budget. The plan should be activated and updated by the chapters in Fukushima, Iwate and Miyagi and the results summarised in a modified overall plan. Plans should be linked to the on-going work of the JRCS hospitals and should clearly build on disaster preparedness.

The JRCS has done well to help people recover from this unprecedented disaster.

Through this experience and from learning from the various evaluations, JRCS will be in an even stronger position to support relief and recovery in future disasters, both domestically and internationally.

SUMMARY OF RECOMMENDATIONS	WHO IT IS FOR
1) Recovery: a strategic choice	JRCS IFRC
2) Raise the profile of JRCS	JRCS
3) Accountability to beneficiaries	IFRC JRCS
4) Engage in formal partnerships with other organizations to increase preparedness for recovery and improve the community reach of JRCS	JRCS
5) Expand the role of volunteers and include more community-based activities	JRCS IFRC
6) Humanitarian preparedness for nuclear accidents	JRCS IFRC
7) Develop a common mechanism for 'no-appeal' situations	JRCS IFRC
8) Alignment of synergies between domestic and international departments	IFRC JRCS
9) Develop the learning strategy of IFRC and ensure follow up on key evaluation events	IFRC JRCS (MRP)
10) Engage in the OCAC process	JRCS IFRC
11) Develop Standard Operating Procedures	IFRC JRCS