

For CARE International Japan

Post-Tohoku Earthquake Tsunami Response
Program Evaluation Research
Evaluation Report

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IC Net Limited

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1. Executive summary

This task was performed as an external evaluation by IC Net Limited on consignment from CARE International Japan (hereafter referred to as “CIJ”) on the Tohoku Earthquake Tsunami Response Program that has been carried out in Iwate Prefecture by CIJ since June 2011 under the background listed in Chapter 2.

The goal of the assignment is “To perform an evaluation upon the completion of the response program to determine whether or not the project implementation structures and methods were appropriate in order to fulfill the accountability on the part of the donors and other supporters and to evaluate whether they achieved adequate results, while also verifying areas that should be improved when it comes to how disaster responses are handled within Japan in the future.” The study was carried out from May to September 2012.

For this assignment six evaluation items were established and evaluations were conducted in three stages such as individual activities, three individual projects¹ (the projects are an aggregate of the activities), and overall evaluation. The evaluation results for each of the stages are described in detail in Chapter 5 (Activities and Projects) and Chapter 7 (Overall Evaluation), with an overview of each item described below.

- Project management: There were no especially major problems when it comes to the project offices’ operating structures, financial management, monitoring, or relationships with relevant organizations. However, for reasons such as the fact that systematic monitoring was somewhat weak there were some issues that could be improved.
- Relevance of the plan: The relevance of food security and psychosocial support were both comparatively high, but this was somewhat weak for community relief, and the relevance of changes to the plan could not be guaranteed for some of the activities. In addition, there are other issues like the fact that there was some ambiguity with the setting of certain indicators in the log frame. It has been surmised that the relief equipment and materials were largely provided to the disaster victims without any excesses or deficiencies, which implies that on the whole the procurement was carried out skillfully between CIJ and support groups.
- Efficiency: Regarding the procurement for equipment and materials, competitive bids were obtained without exception, and so in this sense the efficiency of the projects as a whole was high.
- Effectiveness: IC Net attempted to get a grasp of the programs’ effectiveness through two types of indicators: the average values for each project for effectiveness at the activity-level and also the achievement status for outcomes at the project-level. Seen from the perspective of the first indicator the effectiveness is patchy. However, seen from the perspective of how much was achieved (implementation side) and the satisfaction with the outputs (beneficiary side), the extent of the effectiveness was somewhat lower for community relief relative to food security and psychosocial support. However, the achievement of outcomes at the project-level, which was the second indicator, was high for the most part.²

The achievement of the objectives for the three projects as a whole was also considered. The overall objective for the Tohoku Earthquake Tsunami Response Program that was implemented by CIJ was “To reduce vulnerability of people affected by the tsunami and restore their human dignity.” This current evaluation attempted to measure the degree to which the objectives mentioned above were attained through questionnaire surveys aimed at temporary housing complex residents and afflicted residents. From looking at the results of these surveys it can be conjectured that the **assistance from various organizations (including CIJ) contributed to improving the lives of the victims, which in turn made it possible to restore their lives to how they were before the disaster to some extent.**

- Sustainability: The equipment and materials provided through the activities targeted for evaluation are being used without any problems still today. There are no particular problems with sustainability even when prospects for their use in the future are included.
- Gender considerations / considerations to vulnerable people: CIJ has laid out a Gender Policy to ensure that its programs are implemented effectively. This policy aims to engage in planning and implementation that ensures that the assistance is spread out fairly regardless of gender, and that

¹ The three projects were for food security, community relief, and psychosocial support.

² For the evaluation of the outputs the timing for the implementation of certain activities was deemed to be slow, but this was due to reasons such as the timing of the indicators not being reflected in the outcomes.

responses be made based on the needs unique to both men and women. Of the 13 activities subject to detailed and regular evaluations, four activities (31%) were excluded from gender considerations and seven activities (54%) were excluded from considerations to vulnerable people. This is because the targeted recipients of the assistance were already specific categories like school students or fishing associations, and so the necessity for special considerations for them was limited. The overall evaluations (three-stage evaluations) were moderate at 2.1 for gender considerations and 2.4 for considerations to vulnerable people (3 is the highest).

Regarding the question of “To what extent was your life restored compared to immediately after the disaster?” an analysis was performed to see if there were disparities in the answers between the sexes, different age groups, people with and without disabilities, and between the sexes for people with disabilities. As a result it was learned that **significant differences were only found between people with and without disabilities**, but that other than that it cannot be said that there were statistically significant differences. The claim could be made that **the results of the assistance were acknowledged as being equivalent regardless of sex or age group**.

With this evaluation study a background analysis was performed on the evaluation results mentioned above, with one chapter being devoted to a review of the operating structure in particular (Chapter 6). Based on this analysis the program’s good practices and points that need improvement were deduced and compiled into “Recommendations for CIJ’s Operations during Disasters in Japan in the Future” in Chapter 9. The structure of these recommendations is listed below.

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| <p>I. Pre-disaster stage</p> <ul style="list-style-type: none">(1) Organize Action Manuals(2) Preparations for the Drafting of Overall Plans <p>II. Post-disaster – Initial Assistance Stage</p> <ul style="list-style-type: none">(1) Identify the Target Groups for Program Implementation(2) Prepare an Overall Plan at the Initial Stages(3) Methods for Implementing Needs Assessments at the Initial Stages <p>III. Full-scale Assistance Implementation Stage</p> <ul style="list-style-type: none">(1) Organizational Structure Aspects<ul style="list-style-type: none">1) Simplicity and Flexibility of the Organizational Structure and Chain of Command2) Select Appropriate Human Resources(2) Program Management Aspects<ul style="list-style-type: none">1) Effectiveness of an Implementation Structure led by the Counterparts2) Need for Systematic Needs Assessments and Mid-term Reviews3) Need for Systematic Monitoring4) Need to Create Structures for Local Assistance and Coordination |
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In addition, “Limitations of the Evaluation for the Reconstruction Assistance and Modalities for Future Evaluations” were compiled into Chapter 8.

2. Overview of the Evaluation Study

2-1. Background

On March 11, 2011, a 7.0-magnitude earthquake centered off the Sanriku area in the Tohoku region, the northern part of Japan's main island, hit the east coast of the region. Approximately 16,000 people were confirmed dead, 27,000 were injured, 3,000 were missing, and 130,000 buildings collapsed completely by the resulting enormous tsunami which occurred after the earthquake. This tsunami caused a number of nuclear accidents at the Fukushima Daiichi Nuclear Power Plant.

Responding to this historic disaster, organizations of CARE International such as CARE Deutschland-Luxemburg, CARE Canada, CARE USA, CARE Austria, CARE Australia, and corporate partners such as Goldman Sachs have donated approximately 380,000,000 Japanese Yen for CARE International Japan (CIJ). From the support of this donation, CIJ has been implementing the "Tohoku Earthquake Tsunami Response Program" (hereafter referred to as the "Program") in Miyako city, Yamada town, Otsuchi town, and Kamaishi city in Iwate prefecture since June 2011. During Recovery Phase I, from June to December 2011, CIJ implemented three projects, identified as "Food Security," "Community Relief," and "Psychosocial Support." From January to June 2012, as part of Recovery Phase II, CIJ continued "Community Relief" and "Psychosocial Support." From July to June 2013, only "Psychosocial Support" will be continued, since this will be the phase-out term. CIJ will close the Program at the end of the phase-out term.

2-2. Purpose of the Evaluation

When CIJ implements a program or project, it must assume accountability and take responsibility for its donors. The purpose of this evaluation is, at the time before entering the phase-out term of the program, to evaluate whether the implementation structure is appropriate and whether sufficient outcomes to fulfill accountability for donors and supporters and to examine the points to be improved for the future CIJ's emergency response. This evaluation was implemented as an external one by IC Net Limited (hereinafter "IC Net"), a consulting firm that was commissioned by CIJ.

2-3. Scope of the Evaluation

1. Evaluation on the three projects and overall evaluation of the Program (this evaluation targets Recovery Phase I and II of the Program)
2. Analysis of causes that promoted or limited the outcome of the Program through the study of implementation structure and evaluation methodologies
3. Formulation of lessons learned or recommendations as a result of the evaluation, which can provide beneficial change for CIJ's future response action in the face of a disaster in Japan.¹

2-4. Duration of the Evaluation Study

May 18, 2012–September 30, 2012 (approximately 3.5 months)

¹ Recommendations will include those on an evaluation system for emergency response and what CIJ needs to consider to adopt the evaluation system.

2-5. Evaluation Team Members

The following consultants from IC Net implemented the evaluation.

Team Leader and Overall Program Evaluation: Ryujiro SASAO

Overall Coordinator: Morihiko TADA

Project Evaluation 1 (Food Security): Kenji MOMOTA

Project Evaluation 2 (Psychosocial Care) and Gender Evaluation: Yuko KISHINO

Project Evaluation 3 (Community Relief): Hiromi SUZUKI S.

Support Staff: Shima HAYASE, Hiroaki KOJIMA

2-6. Principles for the Implementation

1. Basic Principles for the Evaluation

(1) Adoption of a method of evaluation considering characteristics of the Program as assistance toward reconstruction.

- Evaluation of this project will be implemented based on the five DAC criteria generally used for evaluation of development assistance projects. However, evaluating issues such as impact or sustainability on some activities is not appropriate because of their short-term nature. Therefore, the five DAC criteria will not always be applied; some activities will be evaluated using fewer criteria.
- When evaluating a reconstruction assistance program, it is important to confirm the terms as follows: understanding needs of beneficiaries (Relevance); appropriateness of expenditure (Efficiency); appropriateness of implementation method (Relevance); and whether the goal of the program was completed timely (Effectiveness). In addition, implementation management will be evaluated as an important factor, as well as measurement of performance or plans that were made in advance.

(2) Selection and concentration of activities to be evaluated to ensure the quality of the evaluation study. This study involves: “Evaluation of the Program,” “Inspection of factors that limit or promote implementation,” and “Recommendations for changes to benefit CIJ’s future response to domestic disasters.” However, under the constraint of budget and time, the total 30 activities need to be screened in order to present recommendations for future emergency response in Japan.

(3) Evaluation in line with the “CARE International Evaluation Policy” and policies for gender-related issues and vulnerable citizens.

The principles and methodologies of this evaluation study should be in line with the “Care International Evaluation Policy” and especially “CI Principles.” In reconstruction assistance for the disaster, direct needs might correspond in diverse ways to gender (especially the female gender) or to conditions of affliction (the elderly, pregnant women, children, or handicapped people). It should be confirmed whether plans for assistance and safety meet the needs of vulnerable citizens and their needs are reflected in each activity. Additionally, effects and impacts of the types of available assistance will be analyzed from the perspective of gender and vulnerable citizens. Because some elements cannot be evaluated by indicators or figure, evaluators will interview and directly observe project sites, implementing a qualitative evaluation as appropriate.

2. Basic Principles for the Implementation

(1) Proposal of the efficient research scope and methodologies of the survey under time constraints

As referenced in the section titled Basic Principles for the Evaluation, it is necessary to determine the appropriate scope and methodologies of the survey, in order to complete the entire evaluation within a limited time frame. Therefore, in order to evaluate the entire Program appropriately, each activity will be categorized as either a detailed, regular, or simple evaluation, considering the scale and feature of each activity, and the method of survey that is appropriate for the given category will be applied.

(2) Implementation of the survey with attention to the afflicted peoples’ sentiment and privacy

In the coastal area where living conditions were seriously damaged, afflicted people have been interviewed or questioned by media or other organizations dozens of times. Therefore, evaluators conduct surveys taking care not to interfere with daily life, clearly explaining the goals of the survey. In addition, evaluators

make efforts to reduce the damaged people's anxiety on privacy and not to invade their privacy, respectfully informing citizens how survey results will be utilized and disclosed.

3. Methodology of the Evaluation Study

3-1. Scheme of the Evaluation

CIJ set a number of outcomes on the three projects, and activities were identified under these outcomes. Considering this scheme for the Program, the scheme of the evaluation will consist of three levels, including "Activity Evaluation," "Project Evaluation," and "Overall Evaluation."

3-2. Indicator Setting

The Program is divided into three phases based on stages of reconstruction, and setting outcomes and indicators (see the log frame). However, in the Program, most indicators were set by numbers of implementation or of provided items (called output indicators), since the Program is set up to assist in emergency reconstruction. Therefore, outcome indicators will be set if necessary, and a questionnaire survey will be carried out to check these indicators.

3-3. Evaluation Methodology for Activities

- (1) Evaluation Criteria: CIJ has indicated that this evaluation study should be in line with the five DAC criteria. However, not all activities can be evaluated in this way, since the Program is for an emergency response. Considering the characteristics of an emergency response program, impact or sustainability of some activities or projects cannot be evaluated since impact and sustainability are supposed to be mid-term or long-term issues. For this reason, criteria will be limited to three or four. In addition, as a result of studies of emergency response programs implemented by other organizations, other types of criteria are added. The evaluation study carried out an evaluation of each criterion on a scale of 3 (rating)³.
- (2) Preparation for the evaluation study: Before the evaluation study begins, the log frame will be developed. In collaboration with CIJ staff, the format of the log frame will be fixed and information will be assembled by each of the three projects. The format can be corrected after the study begins, if necessary. In addition, in case outcome indicators are not appropriate, modification of indicators will be tried during the study.
- (3) Activities to be evaluated: As mentioned above, based on the basic principle, activities and projects to be evaluated will be selected and concentrated, and the evaluation structure will be set as below.

Activities for Detailed Evaluation As referred to the draft TOR for consultants, one to three activities, which represent each project well in terms of budget and scale, will be chosen for detailed evaluation from the three projects. These activities should not only relate to the provision of items but should also include components of reconstruction of sustainable living conditions for those affected. Outcome indicators can be added to the log frame, if necessary. Questionnaires for beneficiaries and stakeholders will be implemented accordingly. Activities will be evaluated by four criteria (Relevance, Effectiveness, Efficiency, Sustainability) from among the five DAC criteria, and will be evaluated from the perspective of "Implementation Management", "Gender Consideration," and "Consideration to Vulnerable People."

Activities for Regular Evaluation As referred to the draft TOR for consultants, activities for regular evaluation will be chosen accordingly from three projects, based on the scale of the activity. The scale of candidate activities is the level next to those selected for "Detailed Evaluation". Indicators can be added to the log frame if necessary, and questionnaires for beneficiaries and stakeholders will be implemented. Activities will be evaluated by three of the five DAC criteria (Relevance, Effectiveness, Efficiency) and will be evaluated from the perspective of "Implementation Management," "Gender Consideration," and "Consideration to Vulnerable People."

³ The scale is as follows: 3: Well done; 2: Fair; 1: Needs much improvement.

Activities for Simple Evaluation This portion consists of all activities except for the two categories mentioned above. These activities will be evaluated only for effectiveness based on indicators and performances from the log frame.

NOTE: Performance indicators on the log frame will be collected in collaboration with the CIJ staff. Some information can be provided by CIJ.

The evaluated activities (detailed, regular, or simple evaluation) will appear on the next page.

<Activities to be evaluated>

Project Category	Food Security	Community Relief	Psychosocial Support
Detailed evaluation	Restaurants and bar-dining re-opening project in Yamada town	<ul style="list-style-type: none"> • Provision of welfare vehicles for the elderly and handicapped * • Provision of equipment to support school activities in Miyako city • Assistance for the fishing industry in Yamada town and Otsuchi town • Assistance for small business owners to restart their businesses in Yamada town and Otsuchi town 	<ul style="list-style-type: none"> • Community café in Yamada town
Regular evaluation	Light-truck morning markets in Otsuchi town	<ul style="list-style-type: none"> • Provision of electrical appliances to disaster victims living at home by way of catalog order in Kamaishi city, Yamada town, and Otsuchi town • Provision of community wireless broadcast equipment to Support Centers in Kamaishi city 	<ul style="list-style-type: none"> • Community newspaper in Yamada town • Traditional art performances and festival support in Yamada town and Otsuchi town
Simple evaluation	Other activities	<ul style="list-style-type: none"> • Other activities 	<ul style="list-style-type: none"> • Other activities

*Note: This will be analyzed as two activities: the provision of vehicles for taxis (Otsuchi town) and the provision of vehicles for nursing homes and comprehensive support centers (Yamada town and Kamaishi city).

3-4. Methodology of the Individual Project Evaluation

As the next step, evaluators will summarize the results of an evaluation for every three projects before carrying out the overall evaluation. The evaluation at the individual project level will be in principle a sum of the results of the three- to four-criteria evaluation carried out at the activity-level. However, it will add the following evaluation criteria. Among the following criteria, Relevance⁴ and Efficiency⁵ will be evaluated on a scale of 1 to 3 with 3 as the highest rating.

1. Implementation Management: Was each project appropriate in terms of organization, financial management, and coordination with relevant agencies?
2. Relevance: Was the content of an output for an outcome (objective), in combination with other outputs, adequate for achieving the outcome (objective) (*1)?
3. Efficiency: Evaluators will calculate the project implementation cost (i.e., the following two items in the direct project implementation cost: person days of personnel including those at the CIJ local office and volunteers; and cost of procurement and purchase), calculate the cost per beneficiary by dividing the project implementation cost by the total number of beneficiaries, and analyze the results.
4. Effectiveness: Evaluators will assess the extent of achievement of an outcome (objective) in the log frame and analyze the cause of the achievement or lack thereof. (*2)

Note: The asterisks 1 and 2 above are similar, but differ as follows. In 1, as a pre-implementation step, evaluators will check if the plans are sound and rational based on the logic in the log frame. In 2, evaluators will carry out an ex-post analysis.

3-5. Methodology of the Overall Evaluation

Evaluators will assess and review three projects, in addition to the summary of activity evaluation, based on the following criteria

- Implementation Management: Were the three projects as a whole appropriate in terms of organization, financial management, monitoring, and coordination with relevant agencies?
- Relevance: Was the entire project planning adequate from the perspective of afflicted people? (for example, the allocation method of budget)
- Effectiveness:
 - 1) Evaluators will assess the extent of achievement of the project goal (It is the “Overall Goal” in CIJ terminology. Specifically, it is “To reduce vulnerability of people affected by the tsunami and restore their human dignity”) in a quantitative and detailed fashion.
 - 2) Evaluators will carry out statistical analysis of linkage among the rates (on a scale of 1 to 3) of the relevance, implementation management, and effectiveness of all the target activities in detailed and regular evaluation.
- Gender consideration: Evaluators will analyze differences between men and women in the extent of achievement of the project goal.
- Consideration to vulnerable people: Evaluators will analyze differences between the elderly and people with disabilities and people other than those groups in the extent of achievement of the project goal.

3-6. Methodologies of the Study

- Research on documents and records
- Interviews with CIJ headquarter staff and the Miyako branch office staff
- Interviews with municipal employees
- Questionnaire survey for beneficiaries of the Program
Evaluators prepared a simple questionnaire consisting of a few pages and carried out a questionnaire survey for four groups as shown in the table below⁶.

⁴ The evaluation scale is as follows:

3: An output is set in such a way that it is necessary and sufficient for achieving an outcome.

2: An output that is necessary, but insufficient, for achieving an outcome is set.

1: An output is clearly insufficient for achieving an outcome.

⁵ The evaluation scale is as follows:

3: High achievement (at least 80% of the objective has been achieved);

2: Medium achievement (the achievement rate is at least 50% but less than 80%); and

1: Low achievement (the achievement rate is less than 50%).

⁶ Evaluators did their best to have every resident of the temporary housing complexes answer the questionnaire. With regard to afflicted residents, the evaluators carried out the questionnaire survey for only those who answered the previous

Questionnaire Survey Targets and Number of Distributed Copies of Questionnaire

Questionnaire survey target	Temporary housing complex residents in Otsuchi town	Afflicted residents in Otsuchi town	Temporary housing complex residents in Yamada town	Afflicted residents in Yamada town
Number of distributed copies of questionnaire	2,083	44	1,936	95

- Interviews with beneficiaries of individual projects
Interviewees were direct beneficiaries from each activity (e.g., 25 local restaurant owners who received benefits from the Restaurants and Bars Re-opening Project in Yamada town). A questionnaire consisting of a few pages were prepared and used for interviews.

Below is the evaluation grid showing the methodologies of activities for detailed and simple evaluation.

Evaluation Grid

Evaluation Criteria	View of Evaluation	Methodology of Survey/Information Source
Implementation Management	(Organization) <ul style="list-style-type: none"> Are there enough human resources to ensure the quality of projects and speed of support (including not only CIJ staff but also counterparts or volunteers)? Was organizational set-up appropriate? / Were organizational control and chain of command appropriate? <p>*If other NPOs or companies are involved in the implementation, they also can be analyzed.</p>	Interview with CIJ's Miyako branch office staff (responsible for the project) *Counterparts can be included if necessary, same as below.
	(Finance affairs) Was the budgeted compensation disbursed quickly and appropriately?	Interview with CIJ's Miyako branch office staff (responsible for the project)
	(Implementation monitoring) Was the implementation appropriately monitored? If necessary, was the plan changed quickly?	Interview with CIJ's Miyako branch office staff (responsible for the project)
	(Cooperation and communication with counterpart) Were cooperation and information sharing with local NPO and local government appropriate? (preventing support overlapping) Note: Cooperation with counterparts who implemented the specific activity together will be analyzed above in the item of "organizational set-up and control"	Interview with CIJ's Miyako branch office staff (responsible for the project) Interview with local NPO, and city or town workers
Relevance of the Plan	<ul style="list-style-type: none"> How did CIJ get a grip on the beneficiaries' needs? /Did CIJ get a grip on the beneficiaries' needs appropriately? 	Interview with CIJ's Miyako branch office staff (responsible for the project)

questionnaire from CIJ and agreed to be contacted again for a survey. This was because of logistical difficulties in distributing the questionnaire and several questionnaire surveys that were carried out simultaneously.

	<ul style="list-style-type: none"> • Did CIJ plan the first response program quickly and accurately (not too detailed and not too rough)? 	Interview with CIJ's Miyako branch office staff (responsible for the project)
Efficiency	<ul style="list-style-type: none"> • Has each activity been implemented efficiently? (Considering the actual cost, is there a cheaper methodology of implementation?⁶) 	Interview with CIJ's Miyako branch office staff (responsible for the project)
Effectiveness	<ul style="list-style-type: none"> • Was the output that CIJ set in advance implemented?⁷ 	Interview with CIJ's Miyako branch office staff (responsible for the project)
	<ul style="list-style-type: none"> • What is the satisfaction rating of beneficiaries on outputs? 	Questionnaire for beneficiaries
Sustainability*	<ul style="list-style-type: none"> • Are the provided items continually utilized? Is the project continued until the timing of the evaluation? 	Questionnaire for beneficiaries
Gender	<ul style="list-style-type: none"> • Did women participate in planning and operating? 	Interview with CIJ's Miyako branch office staff (responsible for the project)
	<ul style="list-style-type: none"> • Did activities consider the women's needs? 	Interview with CIJ's Miyako branch office staff (responsible for the project)
	<ul style="list-style-type: none"> • Were beneficiaries appropriately gender-balanced? 	Interview with CIJ's Miyako branch office staff (responsible for the project) Questionnaire for beneficiaries
Vulnerable People	<ul style="list-style-type: none"> • Were the needs of vulnerable people, including the elderly and handicapped, considered? 	Interview with CIJ's Miyako branch office staff (responsible for the project)
	<ul style="list-style-type: none"> • Were the needs of vulnerable people, including the elderly and handicapped, considered? 	Interview with CIJ's Miyako branch office staff (responsible for the project) Questionnaire for beneficiaries

*Sustainability is examined only about "Detailed evaluation" cases.

⁶ This will be calculated in collaboration with CIJ. This cannot be always converted to something with monetary value.

⁷ Information should be reconfirmed, although some information appears on the log frame.

4. Overview of the Response Program by CIJ

On March 14, 2011, immediately after the Tohoku Earthquake, CIJ began distributing foods at evacuation shelters as a form of emergency assistance in order to meet the basic needs of the disaster victims in Yamada town, Iwate prefecture. This emergency assistance was continued and the target regions were expanded out to include Otsuchi town, Miyako city, and Kamaishi city as well, where activities were initiated in the form of the Tohoku Earthquake Tsunami Response Program with the three projects of “Food Security,” “Community Relief,” and “Psychosocial Support” as its main pillars.⁷ As was described above, the program period will be approximately two years from June 2011 until June 2013, and will be divided out into Phase I (June 2011 – December 2011), Phase II (January 2012 – June 2012), and a phase-out term (July 2012 – June 2013). This evaluation study will be carried out by focusing on Phase I and Phase II.

The goal of the Tohoku Earthquake Tsunami Response Program that has been laid out is “To reduce vulnerability of people affected by the tsunami and restore their human dignity.” In order to provide assistance for both the “material” and “psychological” facets that are deemed necessary for going about one’s life with human dignity, in Phase I “Food Security” and “Community Relief” were implemented in order to meet the basic food and daily life needs of the residents in the afflicted regions, as was “Psychosocial Support” in order to relieve the mental anguish from things like the shock, losses, and anxieties that resulted from the disaster. For Phase II that came after Phase I, when basic needs were thought to have been largely fulfilled, the two projects of “Community Relief” and “Psychosocial Support” were continued in a manner that was consistent with the three basic principles for reconstruction of “ensuring safety,” “rebuilding lives,” and “regenerating industries” that were presented in the Iwate Prefecture Tohoku Earthquake and Tsunami Reconstruction Plan. As of the time the evaluation was performed (July 2012), only “Psychosocial Support” was still being implemented.

Below this report will look at an overview for each of the projects of “Food Security,” “Community Relief,” and “Psychosocial Support.”

4-1. Food Security

This project is regarded as assistance designed to meet the basic food needs of the residents in the afflicted regions. The project’s objectives⁸ have been set forth as “Ensuring the food security of the residents in the afflicted regions” and “Working to rejuvenate the afflicted regions by reopening food-related businesses.” The specific indicators that have been laid out are “To have 70% of the victims targeted for assistance receive the benefits from the food and the use of cooking materials,” “To allow 70% of the victims targeted for assistance start food-related businesses,” and “To have 70% of the victims targeted for assistance acknowledge that they are satisfied with the assistance.”

The “Food Security Project” carried out activities like providing food to the people living in evacuation shelters in order to meet the basic food needs of the residents in the afflicted regions in a literal sense over the initial several months starting from March 2011 right after the earthquake struck. Throughout the course of the repeated communications held with the victims through this assistance, numerous comments to the effect that stores selling foodstuffs and restaurants were not in a state to reopen in the afflicted regions were confirmed, as were many comments expressing the desire from the local region that these reopen. Furthermore, in CIJ’s own survey it confirmed regarding the assistance thus far to the afflicted regions that the assistance for the afflicted residents had not paid adequate attention to them. Given this state of affairs, for the next stage of emergency assistance of directly providing food, CIJ carried out a program whose goal was to restore the infrastructure for supplying food in the local region by having restaurants and stores selling foodstuffs resume operating. It also instituted a program whose goal was to improve the food situation with a focus on the afflicted residents (refer to the table below). For this evaluation study a detailed evaluation was performed on the restaurants and bar-dining re-opening project in Yamada town, a regular evaluation was performed on the light-truck morning markets in Otsuchi town, and simple evaluations were performed on the other activities.

⁷ As of June 2012 the status of outlays of direct expenses was 12.06 million yen for “Food Security,” 198.08 million yen for “Community Relief,” and 57.14 million yen for “Psychosocial Support” (based on records received from CIJ, including NFI).

⁸ Indicated as “objective” in the log frame.

Table 4-1: “Food Security” Project List

Broad category	No.	Sub-category (activity name)	Targeted category	Region
Restaurants and bar-dining re-opening project in Yamada town	1	Restaurants and bar-dining re-opening project in Yamada town	Managers of restaurants and stores selling foodstuffs	Yamada town, Otsuchi town
Light-truck morning markets in Otsuchi town	2	Light-truck morning markets in Otsuchi town	Managers of restaurants and stores selling foodstuffs	Otsuchi town
Assistance for the affected households living in their own houses	3	Voucher support for the affected households living in their own damaged houses in Yamada town	Afflicted residents	Yamada town
	4	Provision of miso and rice (Family Shop Yahata) to the affected households living in their own damaged houses in Otsuchi town	Afflicted residents	Otsuchi town

4-2. Community Relief

This project supplied the necessary equipment and materials for improving living and social environments and rebuilding local industry with the goal of meeting the material needs of the victims. The project’s objectives have been set forth as “1. Meeting the basic needs of the victims,” “2. Rejuvenating the local economy with the main focus being on rebuilding small businesses, the fishing industry, and the marine product processing industry,” and “3. Providing an adequate living environment to all of the residents by rebuilding social welfare systems.” The specific indicators for these were set as “1. To have 90% of the targeted beneficiaries receive supplies of the everyday goods needed to lead a normal life,” “2. To have 90% of the small business owners and fishing associations use the assistance to continue the project in an ongoing manner,” “3-1. To have 90% of the targeted beneficiaries receive the distributed supplies,” and “3-2. To create an environment for the victims to lead vibrant lives with peace of mind,” respectively.

The activities for “Community Relief” cover a wide range. As indicated in Table 4-2., these consist of the six categories of NFI, filling assistance gaps, support for vulnerable people, school curriculums and extracurricular activities, assistance for the fishing industry, and assistance for small business owners, as well as a total of 34 activities. Moreover, with respect to the implementation stages there were activities like NFI, support for vulnerable people, and filling assistance gaps that were implemented throughout the reconstruction support stage (June 2011 to June 2012) in its entirety, as well as activities that were implemented in a concentrated manner in half of the reconstruction support stage, such as assistance for the fishing industry and assistance for small business owners.

For this evaluation study a detailed evaluation was carried out on five of these activities. These are the provision of two cutters (boats) and one generator for Miyako Fishing High School, the provision of vehicles for nursing homes and comprehensive support centers (Kamaishi city, Yamada town, and Miyako city), the provision of vehicles for share taxis in Otsuchi, assistance for the fishing industry, and assistance for small business owners. In addition, regular evaluations were conducted on two other activities: the provision of community wireless broadcast equipment for elderly support centers at three temporary housing complexes in Kamaishi city and the provision of electrical appliances to afflicted residents via catalogue orders.

Table 4-2: “Community Relief” Project List

Broad category	No.	Sub-category (activity)	Targeted category	Region
NFI	1	Provision of CARE logo T-shirts for communities in Yamada and Otsuchi	People involved in supporting folk entertainment and festivals	Yamada town Otsuchi town
	2	Provision of summer blanket for Miyako, Yamada, Otsuchi and Kamaishi for temporary housing	Temporary housing complexes	Miyako city Yamada town Otsuchi town Kamaishi city
	3	Distribution of sleeping mats	Evacuation shelters	Yamada town
	4	Provision of insect repellent	Temporary housing complexes	Miyako city Kamaishi city
	5	Provision of insecticide spray	Temporary housing complexes	Miyako city Kamaishi city
	6	Assistance for the provision of bus stop benches	Disaster victims	Otsuchi town
	7	Provision of sandbags	Yamada Social Welfare Council	Yamada town
	8	Provision of heating appliances for volunteer lodging facilities	Volunteers	Otsuchi town
	9	Provision of 46 storage sheds to all temporary housing complexes in Yamada town	Temporary housing complexes	Yamada town
	10	Support activities for supplies, materials, and playground equipment to nursery schools, youth groups, and children’s houses A basic sandpit, sand, children’s closets, and staff lockers to Wakaki Nursery School	Nursery school	Yamada town
	11	Support activities for supplies, materials, and playground equipment to nursery schools, youth groups, and children’s houses Storage sheds to a sports club on the Yamada Kita Elementary School grounds	Sports club	Yamada town
	12	Support activities for supplies, materials, and playground equipment to nursery schools, youth groups, and children’s houses Storage sheds, sashes, and curtains for three children’s houses in Kamaishi city	Children’s houses	Kamaishi city
Filling assistance gaps	13	Provision of electric appliances by way of catalog order in Yamada town and Otsuchi town	Afflicted residents	Kamaishi city Otsuchi town Yamada town
	14	Provision of emergency kits for the affected households living in their own houses in Miyako city	Afflicted residents	Miyako city
Support for vulnerable people	15	Provision of vehicles for nursing homes and comprehensive support centers	Vulnerable people	Yamada town Kamaishi city Miyako city
	16	Provision of vehicles for share taxis in Otsuchi	Vulnerable people	Otsuchi town
	17	Share taxi time tables in Otsuchi	Vulnerable people	Otsuchi town
	18	Provision of community wireless broadcast equipment for elderly support centers at three temporary housing complexes in Kamaishi city	Vulnerable people	Kamaishi city
	19	Provision of playground equipment to the Yamada Comprehensive Support Center	Vulnerable people	Yamada town
	20	Provision of 17 heated toilet seats (six for the meeting room of a temporary housing complex and 11 for welfare housing complexes in Yamada town)	Vulnerable people	Yamada town
	21	Provision of a prefab-type house as a temporary office to a visit nursing facility in Kamaishi city	Vulnerable people	Kamaishi city
	22	Provision of lunch boxes to Yamada Comprehensive Support Center to conduct food delivery for the elderly	Vulnerable people	Yamada town
	23	Provision of goods for training and rehabilitation of the elderly in Kamaishi and Yamada	Vulnerable people	Yamada town Kamaishi city
	24	Provision of heated toilet seats for the disabled and elderly to temporary welfare complexes	Vulnerable people	Yamada town

Broad category	No.	Sub-category (activity)	Targeted category	Region
	25	Provision of heated toilet seats for the nursing care and welfare centers within a temporary housing complex	Vulnerable people	Yamada town
	26	Provision of toilet handrails for lodging facilities for the disabled to a center for the disabled in the afflicted regions of Miyako	Vulnerable people	Miyako city
	27	Provision of community spaces for the disabled and the elderly (provision of unit tatami materials and curtains)	Vulnerable people	Miyako city
School curriculums and extracurricular activities	28	Provision of school educational materials to and support for extracurricular activities at Otsuchi Junior High School Woodworking educational materials, technical educational materials, exercise equipment, and uniforms	Schools	Otsuchi town
	29	Provision of sport club activity goods for Miyako Tech High School (exercise equipment and uniforms)	Schools	Miyako city
	30	Provision of two cutters and one generator for Miyako Fishing High School	Schools	Miyako city
	31	Provision of music instruments for three primary schools in Otsuchi	Schools	Otsuchi town
	32	Provision of lamplight device for an athletic ground at Miyako Senior High School	Schools	Miyako city
Assistance for the fishing industry	33	Provision of equipment and materials to the fishing industry, fisheries industry, and marine product processing industry	Fishing industry	Yamada town Otsuchi town
Assistance for small business owners	34	Provision of the materials and equipment needed by small businesses to resume business	Small business owners	Yamada town Otsuchi town

4-3. Psychosocial Support

This project consists of assistance to the mental and emotional needs of the disaster victims in order to relieve the mental anguish from things like the shock, losses, and anxieties that resulted from the disaster, and is regarded as a complement to the material support of the other two projects. The objective of the project is “To improve the psychosocial well-being of survivors and revitalizing a sense of community, with a special focus on the elderly and children.” The indicator that has been set forth for this is that “90% of CIJ target beneficiaries⁹ perceive that their psychosocial burden is mitigated with CIJ support by June 2012.”

In general, “Psychosocial Support” refers to activities that either prevent a diverse array of problems related to mental and physical health that occur on account of encountering circumstances like crises, or else helping people to recover from these.¹⁰ The contents of its activities cover a wide range that includes everything from psychological treatment activities and activities that complement medical care to volunteer-like activities of having students play together with children. CIJ regards these as activities designed to relieve the stresses of the people in the afflicted regions and to give them a new lease on life. A psychosocial consultant conducted a survey in April 2011 in order to determine the specific activity contents for the project. From the results of this the claim could be made that nearly all of the disaster victims were in some sort of state of psychological maladjustment due to the enormous shock from the disaster, and so a proposal was made to offer assistance for supporting people’s recovery from trauma more so than medical care activities. Following this, as a result of considerations undertaken by CIJ it was determined that a team of experts in psychological treatment had already begun operating within the afflicted regions between April and May 2011, and that since CIJ did not contain any experts of its own it could not provide medical care activities. For these reasons the decision was made to limit the activities to those that would motivate the people in the afflicted regions to get a new lease on life, instead of medical care activities and assistance for supporting people in recovering from trauma. Regarding those to be targeted by the project, a decision was made to include elderly people for whom the prospects of rebuilding their lives look dim, children, who tend to be affected by disasters, people vulnerable to disasters such as mothers who are raising children who feel anxious over how to deal with their children, and afflicted residents to whom it is hard to deliver assistance.

⁹ Meaning the people who took part in the activities.

¹⁰ Source: http://www.mext.go.jp/a_menu/shotou/clarinet/002/003/010/002.htm

The activities can be broadly categorized into four types: assistance for cafés, community newspapers, festival/art performance support, and recreation projects. These can be further divided into ten detailed activities by category for the targeted beneficiaries and by region (refer to the table below). This evaluation study was performed by focusing in on four of these ten activities, which were a community café in Yamada town and traditional art performances and festival support (Yamada town), traditional art performances and festival support (Otsuchi town), and a community newspaper in Yamada town. Of these the community café in Yamada town is an activity that was the focus of a detailed evaluation, while the other activities were the focus of regular evaluations.

Table 4-3: List of Psychosocial Care Activities

Category	No.	Sub-category	Target Group	Area
Assistance for Café	1	Community café in Yamada town	Elderly people	Yamada town
	2	Community café for mothers (kids room) in Yamada town	Mothers/children	Yamada town
	3	Community café for men in Yamada town	Men	Yamada town
Community newspapers	4	Community newspaper "Kibou" in Yamada town		Yamada town
	5	Community newspaper "Ashitanimukatte" in Taro district of Miyako city		Taro, Miyako city
	6	Community newspaper "Magokoro" in Otsuchi town		Otsuchi town
Festival/Art performance support	7	Traditional art performances and festival support in Yamada town		Yamada town
	8	Traditional art performances and festival support in Otsuchi town		Otsuchi town
	9	Traditional art performances and festival support in Kamaishi city		Kamaishi city
Recreation Project	10	Recreation project: Around 20 events and activities		Miyako city, Yamada town, Otsuchi town, Kamaishi city

5. Evaluation Results for the Activities and Projects

5-1. Food Security

5-1-1. Summary of the Study

(1) Overview of the Study

The survey team conducted data collection survey from June 26-30, 2012 for the restaurants and bar-dining re-opening project in Yamada town and the light-truck morning markets in Otsuchi town, that were subject to a detailed and regular evaluation of the “Food Security” activities. Those in charge of implementing the various activities (mainly at CIJ’s Miyako branch office) and the disaster victims who received assistance were the primary targets of the study, on whom interview surveys were carried out based upon a questionnaire. For the voucher support for the affected households living in their own damaged houses in Yamada town and the provision of miso and rice (Family Shop Yahata) to the affected households living in their own damaged houses in Otsuchi town, which were both subject to simple evaluations, the effectiveness of these activities was evaluated based upon a questionnaire.

(2) Overview of the Evaluation Results

The effectiveness of each activity can be highly evaluated on the whole. With respect to the restaurants and bar-dining re-opening project in Yamada town, the restaurants that received assistance (26 shops) all began operating again at an early stage except for one shop. More than 80% of the 18 shops that were interviewed said that their sales have increased before the disaster, with these and other indicators pointing to the fact that they are in stable operating condition. Moreover, the light-truck morning markets in Otsuchi town did not just simply provide opportunities for shopping and commerce, but were also acknowledged as significant opportunities for people in the local community to interact and as opportunities for the local residents living in the evacuation shelters to check to see if everyone was safe.

These successful outcomes can be attributed to the high quality of project management and the high relevance of the plan CIJ officials has entered into the affected areas from the emergency assistance stage, and has been involved in the assistance to date. The close communication that persisted throughout the entire process from the planning through to the implementation and monitoring is thought to have been one of the major contributing factors behind the strong results. This is evidenced by the fact that through this assistance relationships of trust were forged with the disaster victims from the early stages and a foundation was laid for properly determining their needs, as well as the fact that during implementation minor corrections to the implementation plan were made in a flexible manner by making efforts to communicate closely with the disaster victims. Furthermore, one reason that could be cited for the success of the light-truck morning markets in Otsuchi town is the fact that from among the aid recipients it incorporated people who have a personal network, particularly within the community, and who are capable of taking strong initiative in getting involved in running the markets, which enabled the project to expand out.

The evaluations for each individual project are also high overall. The outcomes indicated in the log frame and both the objectives of “Ensuring the food security of the residents in the afflicted regions” and “Working to rejuvenate the afflicted regions by reopening food-related businesses” were largely achieved. From the perspectives of project management and the relevance of the plan, the relationships of trust with those involved that had been built up through prior emergency assistance were skillfully utilized. In addition, those in charge at the onsite CIJ’s Miyako branch office played a leading role in the implementation structure in an ongoing manner, collaborated with the parties involved, and engaged in appropriate decision making in line with needs. These and other factors can be evaluated as having contributed to achieving such strong outcomes.

5-1-2. Activity-level Evaluations

The ratings and overall evaluations for the targeted activities are summarised below based upon the evaluation criteria that were established. An analysis of the evaluation items for each activity will be performed based upon these results.

Table 5-1: Rating by Activity

Activity		Restaurants and Bar-dining Re-opening Project in Yamada			Light-truck Morning Markets in Otsuchi Town		
Evaluation Criteria	View of Evaluation	Rating	Weight	Score	Rating	Weight	Score
Project Management	(Organization)						
	1. Are there enough human resources to ensure the quality of projects and speed of support?	3.00	12.5%	0.38	3.00	12.5%	0.38
	2. Was organizational set-up/organizational control and chain of command appropriate?	3.00	12.5%	0.38	3.00	12.5%	0.38
	(Financial) Was the budgeted compensation disbursed quickly and appropriately?	2.00	25%	0.50	3.00	25%	0.75
	(Monitoring during implementation) Was monitoring during implementation appropriate? Were plans changed quickly, if necessary?						
	1. Were the frequency and nature of monitoring appropriate?	3.00	12.5%	0.38	3.00	12.5%	0.38
2. Did monitoring lead to quick and relevant decision making (changing, partially changing, or maintaining plans)?	3.00	12.5%	0.38	3.00	12.5%	0.38	
(Cooperating and communicating with pertinent institutions) Were cooperation and information sharing with local NPOs and local governments appropriate? (avoiding support overlapping, etc.)	3.00	25.0%	0.75	3.00	25.0%	0.75	
Overall Evaluation		2.75			3.00		
Plan Relevance	How did CIJ come to fully understand beneficiaries' needs, based on which the activity should have been implemented? (Did they do so appropriately?)						
	1. Nature of needs assessment	3.00	25%	0.75	2.00	25%	0.50
	2. Duration of needs assessment	3.00	25%	0.75	3.00	25%	0.75
	- Did CIJ prepare initial plans for this activity quickly and accurately (not too detailed, not too rough)?	3.00	50%	1.50	3.00	50%	1.50
Overall Evaluation		3.00			2.75		
Efficiency	- Has this activity been implemented efficiently? (Considering actual costs, was there a cheaper way to implement it?)	3.00	100%	3.00	3.00	100%	3.00
Effectiveness	- Did CIJ produce the initially anticipated output?						
	1. Quantity	2.00	25%	0.50	2.00	25%	0.50
	2. Timing	3.00	25%	0.75	3.00	25%	0.75
	- What is the satisfaction level for this output?						
	1. Description of output (beneficiaries' satisfaction level)	3.00	25%	0.75	3.00	25%	0.75
2. Activity duration (beneficiaries' satisfaction level)	3.00	25%	0.75	3.00	25%	0.75	
Overall Evaluation		2.75			2.75		
Sustainability	- Is supplied equipment and material still being used? Is the project still being implemented (at the time of the evaluation)?	3.00	100%	3.00	3.00	100%	3.00
Gender Consideration	- Did women participate in planning and operation?		20%	0.00		20%	0.00
	- Were women's needs taken into account during the planning stage?		20%	0.00		20%	0.00
	- Did the activities implemented actually address women's needs?		30%	0.00		30%	0.00
	- Were beneficiaries appropriately gender-balanced?		30%	0.00		30%	0.00
Overall Evaluation		N/A			N/A		
Consideration to Vulnerable People	- Did plans account for the different needs of vulnerable people (elderly people, disabled people)?		40%	0.00		40%	0.00
	- Did activities reflect plans? In other words, was consideration shown for vulnerable people (elderly people, disabled people) during implementation?		60%	0.00		60%	0.00
	Overall Evaluation	N/A			N/A		

(1) Restaurants and Bar-dining Re-opening Project in Yamada Town

Activity summary: This activity was carried out from June – December 2011. It provided assistance for some of the facilities needed to resume business to about 30 restaurants and stores selling foodstuffs that wanted to resume business, mainly in Yamada town. In principle, the amount of the assistance to each shop was equivalent to 300,000 yen in the form of the provision of kitchen equipment like restaurant icemakers and gas ranges. The targets of the assistance were shops related to food such as local butcher shops, confection makers, Japanese-style pubs, and eateries, with CIJ taking charge of matters like supporting communication with and procurement for the targeted shops.

1) Project Management Rating: 2.75

This project was carried out via a structure in which CIJ's head office served as the ultimate decision-making authority and in which two of the people in charge at CIJ's Miyako branch office played central roles in its implementation. One of the people in charge was alternated out from the start of the assistance. However, the person in charge who was alternated in had carried on with activities in the targeted region since the emergency assistance stage, and so it is believed that the transition proceeded without any major hindrances. The head of the Yamada Town Restaurant Association worked on compiling together the shops to receive assistance, and also referred CIJ to shops that were planning to reopen and so forth. The process of decision-making was that CIJ's Miyako branch office oversaw the selection of the shops and the confirmation of the supplied equipment, while CIJ's head office provided approval. In light of the characteristics of the project of providing equipment and the scale of the targeted shops, the aforementioned implementation structure and mechanism for decision-making between the organizations can be evaluated as having been appropriate.

2) Relevance of the Plan Rating: 3.0

During the emergency assistance period immediately after the disaster (March 2011 onwards) CIJ's Miyako branch office carried out support to distribute foods at evacuation shelters, with this project having been formed by confirming the need for this by communicating with restaurant operators being housed within the evacuation shelters. Because of this, even though regular needs assessments were not carried out, it is still thought that there is a high degree of accuracy to the assistance needs that were confirmed through the process of building trusting relationships with the disaster victims through this emergency assistance from immediately after the disaster. The majority of the assisted shops aimed to resume business three to six months after the disaster. As such, the needs assessment activities for this project can be evaluated as having been thoroughly consistent with the needs from this period.

3) Efficiency Rating: 3.0

With regard to purchases and procurement for this project, competitive bids were tendered or confirmations of market prices were made, so there were no problems here. In certain cases some of the procured equipment like the ice machines exceeded the upper limit for the assistance, and there were also instances in which new items could not be purchased due to shortages of goods brought on by the spike in demand from immediately after the disaster, and so a switch was made to purchasing used goods instead. This fact could be cited as evidence indicating the strong assistance needs for the assistance in question regarding the reopening of restaurants.

4) Effectiveness Rating: 2.75

The total number of shops that were assisted through this project was 25 (with the total amount of assistance being about 8.9 million yen), which was about 62.5% relative to what was initially planned (40 shops and a total amount of assistance of about 12 million yen). Judging by its quantitative aspects it would have to be said that the achievement of the outputs was moderate. The reason for the discrepancy between the time of the planning and that of the evaluation is because temporary shops could not be secured for some of the total shops that were targeted for assistance (40 shops), which gave rise to shops that had no prospects for being able to resume business. It was not caused by problems in how the assistance was carried out.

Through this evaluation a satisfaction survey was carried out through onsite interviews on 18 of the assisted shops. All of the shops ranked the assistance content as being the best on the three-grade

evaluation, saying, “The assistance received was excellent.” Regarding the timing of the assistance, 12 out of 14 stores ranked this as being the best on the three-grade evaluation, saying, “The equipment and materials were provided in the appointed time period or before.” The remaining two stores replied with the second-grade, saying “The delays from the appointed time period were no longer than three days.” As all of this indicates, the degree of satisfaction with the content and timing could be evaluated as being extremely high. According to one of the shops, with respect to the assistance for restaurants from back at that time, public assistance for establishing temporary shops was provided, but there were no opportunities to receive assistance for things like the kitchen equipment needed to resume business. As such, this assistance was evaluated as being a huge help when it came to restaurants reopening. Moreover, everything from the confirmation of needs to the fast pace with which the assistance was provided by the CIJ branch office were all highly evaluated, and thus it was affirmed that the assistance was implemented via timing that was effective for resuming business.



Figure 5-1: A Reopened Rice Cracker Shop



Figure 5-2: The kitchen of a Reopened Confectionery Shop

5) Sustainability Rating: 3.0

There are few concerns when it comes to sustainability. Most of the major equipment items supplied, such as the icemakers, are those that are relatively easy to maintain, and those businesses requesting after-service can access this without any trouble. While many of the purchased equipment items consist of used products, from the hearings it was learned that the people were not concerned about these malfunctioning in the coming three to five year period or thereabouts. CIJ’s Miyako branch office has been visiting the shops that received assistance in order to periodically check up on how they are doing following the provision of the equipment, and is currently following up by telephone calls and the like once every two to three months.

6) Gender Consideration Rating: Not Subject to Evaluation

Since shops were the recipients of the assistance, it is believed that when the assistance was considered there was a relatively low priority for gender balance considerations. On top of this, shops run privately by husband and wife couples accounted for the core of the assistance, and so for all intents and purposes the gender balance had been secured to a considerable extent. Therefore, the thinking was that further considerations over and above this were not necessary.

7) Consideration to Vulnerable People Rating: Not Subject to Evaluation

This was not subject to a rating evaluation. Since shops were the ones targeted for assistance with the restaurants and bar-dining re-opening project in Yamada town, it differed from projects aimed at beneficiaries spread over a wide area. As such, the presumption was that those aspects requiring consideration for the needs of vulnerable people were inherently limited.

(2) Light-truck Morning Markets in Otsuchi Town

Activity summary: This activity was held on weekends from July – October 2011. Local retail shops, restaurants, farmers, and others who had lost their shops would use light-trucks to bring their goods and products to the parking lot of a pachinko parlor in Otsuchi town where they would hold a morning market to sell their goods to the local disaster victims. The shops that took part included local tofu sellers, greengrocers, delicatessens, and more, and starting from around October other shops from outside of

Otsuchi town also participated. CIJ provided the shade structures¹¹ necessary for holding the morning market, assisted with the preparations, and also cooperated in providing information.

1) Project Management Rating: 3.0

This project was carried out via a structure in which CIJ's head office served as the ultimate decision-making authority and in which two of the people in charge at CIJ's Miyako branch office played central roles in its implementation. The appeals to and coordination with the shops receiving assistance were largely overseen by a single shop that received assistance (Mukushi Shouten), which had dealings with CIJ through previous assistance. Mukushi Shouten has an extensive personal network within the region. It is believed that by it taking strong initiative in getting involved¹² in the operation of the morning market it was able to get many shops to participate, thereby enabling the project to expand. The material inputs from CIJ only consisted of the initial purchase of equipment, after which coordination was largely advanced through CIJ's Miyako branch office and the shops receiving assistance, as there were no major issues that required coordinating with the head office. CIJ's Miyako branch office worked together over the holding of the morning market by such means as taking part in every one, set-up work, and making appeals to the shops, and it was able to carry out the appropriate monitoring when it came to determining the conditions.

2) Relevance of the Plan Rating: 2.75

During the emergency assistance period immediately after the disaster (March 2011 onwards) CIJ's Miyako branch office carried out support to distribute rice at evacuation shelters, and confirmed the need for this by communicating with aid recipients being housed within the evacuation shelters. In addition, in the targeted region (Sakuragicho district, Otsuchi town) CIJ implemented the provision of miso and rice (Family Shop Yahata) to the affected households living in their own damaged houses in Otsuchi town project, which will be discussed later, over the course of which it built relationships of trust with the aid recipients. The plan formulation itself moved forward via a largely summary decision based on a request from the shops receiving assistance, and matters like the selection of the specific shops moved ahead through the plan implementation process. In this sense, the needs assessment for this project was drastically simplified. However, in light of the fact that the needs had already been confirmed through prior assistance and the necessity and urgency for these morning markets back at the time, the thinking is that the judgment was valid.

3) Efficiency Rating: 3.0

With regard to purchases and procurement for this project, competitive bids were tendered or confirmations of the market price were made, so there were no problems here.

4) Effectiveness Rating: 2.75

The total number of shops that were assisted through this project was 15 (with the total amount of assistance being about 260,000 yen), which was about 50% relative to what was initially planned (30 shops and a total amount of assistance of about 286,000 million yen). The achievement of the outputs was moderate in terms of quantitative perspective. As for the reason for the discrepancy between the time of the planning and that of the evaluation, one major factor behind this is that there were some shops that were targeted for assistance which had no prospects for being able to resume business. Moreover, not all of the participating shops could take part in every morning market, so there was also some fluctuation in the number of shops at each morning market. This was also presumably backed by factors like the decrease in the number of customers and stores switching back over to their original shops when these reopened. There was also a gradual decline in the number of shops starting in September and October in the project's final days. According to CIJ's records, the average number of customers over this period was roughly 300 people per each market.

Through this evaluation a satisfaction survey was carried out through onsite interviews on seven of the assisted shops. Five of the seven shops ranked the assistance contents as being the best on the three-grade evaluation, saying, "The assistance received was excellent." The remaining two stores replied with the second-grade, saying "The assistance received was necessary in and of itself." As

¹¹ Umbrellas and tent-shaped structures for blocking the sun that were used by the mobile sales vehicles and so forth.

¹² In addition to this, Mukushi Shouten also took on a leadership role with respect to negotiating over and securing the use of the location where the morning market was held (the parking lot of a pachinko parlor).

such, the assistance was highly evaluated. Regarding the timing of the assistance, six out of the seven stores ranked this as being the best on the three-grade evaluation, saying, “Assistance was received incredibly rapidly.” The remaining one store replied with the second-grade, saying “Assistance was received fairly rapidly,” and as such was similarly highly evaluated.

Since the main focal point of the morning market project was originally to create a commercial venue in a timely manner amidst the lack of opportunities to sell goods from immediately after the disaster, the speed and timing up through its implementation could be said to be closely tied to the satisfaction on the part of the aid recipients. As was mentioned in the section on relevance, this project was promoted with priority given to speed over the entire course of the implementation, as evidenced by the fact that it was formulated within one week from the planning to the draft proposal. It could also be said that the efficiency of the decision making by the implementation structure also contributed to the achievement of the project’s goal.



Figure 5-3: A Scene from the Light-Truck Morning Market



Figure 5-4: A Scene from the Light-Truck Morning Market

One response that was commonly shared by many of the respondents was the oft-heard opinion that the morning market went above and beyond providing a mere commercial venue to being recognized for its significance as a venue that restored interaction among the community, which had been dispersed by the damage from the disaster. The targeted region differs from urban areas in that it is an environment in which commercial establishments are inherently limited. The fact that these traditional commercial establishments were destroyed by the disaster not only resulted in a loss of venues for shopping and commerce, but also led to a loss of the functions that these venues had played in preserving the community. Several respondents affirmed that the local residents living in the evacuation shelters had opportunities to check on each other’s safety, interact with one another, and exchange information through the morning market. The morning market can be evaluated as having played a major role in that it took over as a venue for the community to interact in, even if only temporarily.

5) Sustainability Rating: 3.0

There are few concerns when it comes to sustainability. The sun-blocking shade structures, benches, and chairs that were provided are being stored by the Morning Market Executive Committee, and are currently still being used when market stalls are set up in various different regions.

6) Gender Consideration Rating: Not Subject to Evaluation

Since shops were the recipients of the assistance, it is believed that when the assistance was considered there was a relatively low priority for gender balance considerations. On top of this, most of the shops that took part are run privately by husband and wife couples and families, and so for all intents and purposes the gender balance had been secured to a considerable extent. Therefore, the thinking was that further consideration over and above this was not necessary.

7) Consideration to Vulnerable People Rating: Not Subject to Evaluation

This was not subject to a rating evaluation. Since shops were the ones targeted for assistance with the light-truck morning markets in Otsuchi town program, it differed from programs aimed at beneficiaries spread over a wide area. As such, the presumption was that those aspects requiring consideration for the needs of vulnerable people were inherently limited. However, consideration was

given to matters like offering simple chairs for the elderly customers who visited when the morning markets were held in order to create an environment in which it was easy for them to spend time.

(3) Activities Subject to a Simple Evaluation

As was indicated in Chapter 3, for the two programs below simple evaluations were carried out only on the effectiveness of the programs and the extent to which they achieved their outputs.¹³ For “1. Voucher support for the affected households living in their own damaged houses in Yamada town,” CIJ itself conducted a questionnaire survey, and so it also used the results from this as reference data.

Table 5-2: “Food Security” Simple Evaluation Rating

Activity	Evaluation items
	Effectiveness: Were the initially anticipated outputs achieved?
1. Voucher support for the affected households living in their own damaged houses in Yamada town	3.0
2. Provision of miso and rice (Family Shop Yahata) to the affected households living in their own damaged houses in Otsuchi town	2.0

1) Voucher Support for the Affected Households Living in Their Own Damaged Houses in Yamada Town

This program was implemented from July through August 2011. It was aimed at the afflicted residents in Yamada town, and distributed vouchers that could be used locally in order to buy foodstuffs and cooking equipment (refrigerators, pots, etc.). In the log frame for this activity the objective indicator for its output was “To have 90% of the vouchers be used by the aid recipients.”

The plan called for distributing a total of 3,740 tickets worth 20,000 yen per household (20 vouchers) to afflicted residents in 187 households. However, 40 of these households did not fit the project’s criteria for being eligible for distribution,¹⁴ and so a total of 2,940 tickets were distributed to the remaining total of 147 households. According to a CIJ survey, 2,744 of these vouchers were used by 140 households, for a usage rate that amounted to approximately 93%. So this activity can be evaluated as having achieved its objectives of a distribution rate of 100% and a usage rate of 90%.

2) Provision of Miso and Rice (Family Shop Yahata) to the Affected Households Living in Their Own Damaged Houses in Otsuchi Town

This program was implemented in June 2011. It was aimed at the afflicted residents in Otsuchi town, and distributed rice and miso through a local retail shop. In the log frame for this activity the objective indicator for its output was “To have 70% of the beneficiaries receive supplies of foodstuffs and cooking equipment.” The number of households to which goods were actually distributed came to 259 out of the initially envisioned target of 400 households,¹⁵ making for a distribution rate of approximately 65%. All of the households that wanted goods distributed to them received assistance, so the usage rate among those who wanted assistance came to 100%.

5-1-3. Project-level Evaluation

Thus far the evaluation results for the four activities in the “Food Security Project” have been discussed. Based on the aforementioned results, in this section the targeted activities as a whole will be evaluated—which is to say that overall evaluation of the “Food Security Project” will be carried out. For the evaluation of the project, the average values of the ratings obtained by adding up each evaluation item for the activities were taken, in addition to which a rating for the project as a whole was made for relevance

¹³ The evaluation criteria are the same as for a detailed evaluation, with 3 = at least 80% of the plan achieved, 2 = at least 50% but less than 80% of the plan achieved, and 1 = less than 50% of the plan achieved.

¹⁴ Those initially eligible for distribution were 187 households whose homes had been partially destroyed. However, since 40 of these households were changed over to being certified as fully destroyed they no longer fit the criteria for distribution.

¹⁵ The targeted households were set at 400 based on the list of partially destroyed homes at the Otsuchi Volunteer Center. However, when written requests were sent out asking if they wanted to receive rice and miso aid only 259 households replied that they would like to receive these.

and effectiveness,¹⁶ which were then integrated together to provide an overall evaluation of the project. The table below is a compilation of the ratings for each evaluation item for the two projects targeted and the overall evaluation based upon the evaluation criteria that has been established.

Table 5-3: Ratings for Evaluation Items in Two Projects

Activity/Evaluation Criteria	Overall Evaluation	Detailed Evaluation	
		Restaurants and Bar-dining Re-opening Project in Yamada Town	Light-truck Morning Markets in Otsuchi Town
1 Project Management Activity Average Individual project evaluation = was organization/financial management/cooperation with pertinent institutions as a whole appropriate?	2.88	2.75	3.00
2 Relevance Activity Average Individual project evaluation = Was output geared toward specific outcomes (objectives) sufficient toward achieving those outcomes (objectives) when combined with other output?	2.88 3.00	3.00	2.75
3 Efficiency Activity Average	3.00	3.00	3.00
4 Effectiveness Activity Average Individual project evaluation = evaluation of level of achievement of outcomes (objectives) in the logframe	2.75 3.00	2.75	2.75
5 Sustainability Activity Average	3.00	3.00	3.00
6 Gender Consideration	N/A	N/A	N/A
7 Consideration to Vulnerable People	N/A	N/A	N/A

(1) Project Management Rating: 2.88
 The activities related to food security were carried out with CIJ’s head office serving as the ultimate decision-making authority and with two of the people in charge at CIJ’s Miyako branch office being involved in key roles for the implementation. While circumstances arose in which some people in charge were replaced during the implementation process, this is not thought to have posed a significant obstacle. Each of the activities was composed through the needs that had been confirmed through prior emergency assistance, as well as the relations with the people involved. The activities could be evaluated as having coordinated with those involved and engaged in appropriate decision making in line with their needs by having those in charge, who had made contributions in an ongoing manner, play central roles in the implementation structure. The size and scope of the activities had been narrowed down to a relative extent, and so they could be said to have been appropriate in terms of their size.

The average from the ratings for each activity was 2.88, which represents a high evaluation.

(2) Relevance of the Plan Rating: Average Value of 2.88, Overall Projects (Connection between Outcomes and Outputs) of 3.0¹⁷
 The project’s outcomes consisted of the two outcomes of “Ensuring the food security of the residents in the afflicted regions” and “Working to rejuvenate the afflicted regions by reopening food-related businesses.” These two outcomes perceive of food security in a time-oriented manner. In other words, they can be

¹⁶ Refer to Chapter 3. “Methods of the Evaluation Study” for details.
¹⁷ The evaluation criteria for the overall ratings are described below. 3 = Sufficient outputs needed to achieve the outcomes were established; 2 = The outputs needed to achieve the outcomes were established, but they were not sufficient; and 1 = The outputs needed to achieve the outcomes were clearly lacking.

understood as efforts to shift away from the stage of highly-urgent provisions of food from back during the emergency assistance to aiming to set in place structures for supplying food led by the local communities during the reconstruction stage. Looking at the composition of each activity based upon this understanding reveals that during the “Ensuring the food security of the residents in the afflicted regions” stage assistance was planned for a stage in which there would be greater urgency through activities aimed at the afflicted residents (activities for vouchers as well as rice and miso). Continuing after this, the restaurants and bar-dining re-opening project in Yamada town and light-truck morning markets in Otsuchi town activities were positioned as initiatives for improving the situation for providing food under the leadership of the local communities.

The activities comprising the project were composed in a manner consistent with the course of improving the food situation from the emergency assistance to the reconstruction stages. These can be evaluated as being appropriately structured when it came to ensuring the food security of the disaster victims over the medium to long-term.

(3) Efficiency Rating: 3.0 (Based on the Cumulative Total for the Activities)

To start with, when this is viewed based on the cumulative total for the activities, since the efficiency for all activities were 3.0 and the rating for the overall project is also 3.0. Next, regarding the efficiency of each activity comprising the project, the costs involved in implementing each activity were analyzed based upon the “Costs per beneficiary” divided by the number of beneficiaries. A list for this is included below.

Table 5-4: List of Project Implementation Costs

	Total	Restaurants	Light-truck morning market
Personnel (person-days)	84	54	30
Care workers	58	48	10
Counterparts	26	6	20
Others	0	0	0
Direct costs (yen)	9,179,213	8,919,481	259,732
Number of beneficiaries	41	26	15
Costs per beneficiary	360,372	343,057	17,315
Person-days per beneficiary*	4.08	2.08	2.00
Unit		Shops	Shops

* The units for the number of beneficiaries is either shops or households

With the costs per beneficiary obtained by dividing the total project costs by the number of beneficiaries there is a gap of between about 340,000 yen to slightly less than 17,000 yen, depending on the activity. The “Food Security Project” ran the gamut from assistance aimed at ordinary disaster victims to assistance geared towards shop proprietors, and so there would be no sense in doing a simplistic cost comparison. However, with the light-truck morning markets in Otsuchi town, the direct costs per shop came to roughly 17,000 yen. Just by purchasing shade structures and other basic equipment it was able to provide invaluable opportunities for commerce and interaction to a great many shops and residents on multiple occasions. Thus it could be described as an activity with a high efficiency per unit. The restaurant assistance had the highest assistance amount per unit, though this assistance is qualitatively different from temporary assistance during emergencies in the sense that the equipment and materials provided will be used for the continued operation of the shops on into the future.

(4) Effectiveness Rating: Average Value for the Activities of 2.75, Evaluation for the Achievement Status of the Outcomes of 3.0

The outcomes from this project and the state of achievement for the objective indicators corresponding to each of these are shown below.

Table 5-5: Achievement of Outcome Indicators

Outcome	Indicator	Result	Achievement
Ensure food security for afflicted people	70% of beneficiaries receive food and cooking supplies	1. Around 93% of vouchers were used to purchase food and cooking supplies. 2. 65% of intended beneficiaries received rice and miso	3.0
Stimulate afflicted areas by reopening food-related businesses	1. 70% of beneficiaries are able to re-open food-related businesses	1. 86% of businesses targeted for support resumed operation	3.0
	2. 70% of beneficiaries are satisfied with facilities and services provided	2. 100% of businesses that received support acknowledged the need for support and praised it	3.0

Note: Evaluation for the achievement status are indicated on a scale of 1 (one) to 3 (three): 3 = at least 80% of the outcome indicator achieved, 2 = at least 50% but less than 80% of the outcome indicator achieved, and 1 = less than 50% of the outcome indicator achieved.

1. Ensuring the Food Security of the Residents in the Afflicted Regions was Achieved: 3.0

The objective indicator for this outcome was “To have 70% of the beneficiaries receive supplies of foodstuffs and cooking equipment,” and while there was some variance in the coverage rate for the beneficiaries from the actual assistance, it reached nearly 70%. As such, its achievement status could be evaluated as high. The results of a questionnaire survey by CIJ indicated that the high usage rate for the assistance that was directly supplied were the result of factors like notices via newsletters and posters provided by the cooperating local shops that served as the counterparts, as well as the appropriate selection of shops where the vouchers could be redeemed.

What is more, the rice and miso assistance is considered to have been assistance that the people could easily make use of in both a geographical and psychological sense. This is because it was carried out in cooperation with Family Shop Yahata, a well-known shop within the local community, and because it was able to accurately grasp the needs of the targeted disaster victims.

2. Working to Rejuvenate the Afflicted Regions by Reopening Food-related Businesses was Achieved: 3.0

As was mentioned in the section on the individual activities, the degree of satisfaction among the food-related businesses that received assistance was high, and many of them were able to resume business. As such the achievement status for this activity was high. Since some of the shops that received assistance out of those targeted by the restaurants and bar-dining re-opening project in Yamada town had already secured temporary stores or the like or had prospects of doing so, the assistance from said activity could be evaluated as promoting their rapid resumption of business. Many of the shops that did not receive assistance had not even been able to secure a shop as of then, and so specific initiatives geared towards resuming their businesses could not be carried out. Some of these shops were later targeted for the assistance for small business owners that was carried out as an expansion of this project. Regarding the light-truck morning markets in Otsuchi town as well, many of the shops that took part have evaluated it on the timely results from this assistance, and so overall its achievement status was high.

The rating from adding up the activities comes to 2.75, which represents a high evaluation and is what underpinned the aforementioned high degree of satisfaction.

(5) Sustainability Rating: 3.0

There are few concerns when it comes to sustainability with any of the projects, and so their sustainability on the whole is high. All of the targeted activities primarily consisted of providing equipment and materials, which are currently still being used without any problems. It was confirmed that there are no problems in particular when it comes to the icemakers and other equipment that were purchased through the assistance to restaurants in terms of either their quality or after-service, and so no particular problems have been observed.

(6) Gender Consideration Rating: Not Subject to Evaluation

As was explained in detail in the section evaluating the individual activities above, this was not subject to a rating evaluation. Since shops were the recipients of assistance with both the restaurants and bar-dining re-opening project in Yamada town and light-truck morning markets in Otsuchi town, it is believed that when the assistance was considered there was a relatively low priority for gender balance considerations.

(7) Consideration to Vulnerable People Rating: Not Subject to Evaluation

Just like with gender consideration, this was not subject to a rating evaluation. Since shops were the ones targeted for assistance with the restaurants and bar-dining re-opening project in Yamada town and the light-truck morning markets in Otsuchi town, these differed from projects aimed at beneficiaries spread over a wide area. As such, the presumption was that those aspects requiring consideration for the needs of vulnerable people were inherently limited.

5-2. Community Relief

5-2-1. Summary of the Study

(1) Overview of the Study

From June 28 to July 27, 2012 information and data were collected based on the evaluation grid for those “Community Relief” activities that were subject to a detailed evaluation and those subject to a regular evaluation. The activities subject to a detailed evaluation included the provision of two cutter ships and one generator for Miyako Fishing High School, the provision of vehicles for nursing homes and comprehensive support centers (Kamaishi city, Yamada town, and Miyako city), and provision of public transportation (share taxis in Otsuchi), assistance for the fishing industry (Yamada town and Otsuchi town), and assistance for small business owners to restart their businesses (Yamada town and Otsuchi town). Those subject to a regular evaluation include the provision of electric appliances by way of catalog order (Kamaishi city, Yamada town, and Otsuchi town) and the provision of community wireless broadcast equipment for Support Centers for the elderly at three temporary housing complexes in Kamaishi city. Those in charge of implementing the various activities (mainly at CIJ’s Miyako branch office), counterpart organizations, and the disaster victims who received assistance were the primary targets of the study, on whom interview surveys were carried out based on a questionnaire. A satisfaction survey on the beneficiaries was carried out with the following content.

Table 5-6: Overview of the Satisfaction Surveys for Beneficiaries

Activity	Method	Town/city	Targets	Total No. of people
Provision of two cutter ships and one generator for Miyako Fishing High School	Questionnaire survey	Miyako city	Miyako Fishing High School Students majoring in marine engineering, Major Course students	118
Provision of vehicles for nursing homes and comprehensive support centers	Interview survey	Kamaishi city/ Yamada town	Users Staff members simultaneously serving as drivers	3 2
Provision of vehicles for public transportation (share taxis in Otsuchi town)	Questionnaire survey	Otsuchi town	Users	31
Assistance for the fishing industry	Interview survey	Yamada town/ Otsuchi town	Members	38
Assistance for small business owners to restart their businesses	Interview survey, some by questionnaire survey	Yamada town/ Otsuchi town	Business owners	62
Provision of electric appliances by way of catalog order in Yamada town and Otsuchi town	Questionnaire survey	Yamada town/ Otsuchi town	Afflicted residents	79
Provision of community wireless broadcast equipment to Support Centers for the elderly at three temporary housing complexes in Kamaishi city	Interview survey	Kamaishi city	Hirata district Ogawa district Unosumai/Hinata district	32

(2) Overview of the Evaluation Results

The “Community Relief” activities outputs and effects were mostly achieved by means of accurately grasping the constantly changing needs and through close exchanges of information and cooperation between CIJ and the counterparts. They have played a significant role, especially in the sense of bridging the gaps in assistance between the direct and indirect disaster victims, temporary housing complex residents and the afflicted residents living in their own homes. As a private organization, they flexibly responded to the needs that the local government could not handle from the “fairness” perspective. In addition, they achieved considerable results by providing assistance in a focused manner within a scope that was suitable for their personnel and budgetary size without expanding the targeted regions. Such assistance that is rooted in the local community has also been highly appraised by the counterparts and beneficiaries.

With regard to project management, the drafting of plans and execution of all the projects were carried out via a structure consisting of two people in charge at CIJ's Miyako branch office. Feasible activities were determined based on the budgetary size from the planning stage, thus an assessment of the number of required staff could be done at that stage, finding out that two personnel were sufficient. In addition, when it comes to provision of supplies, such as "Community Relief," the main content of the activities consists of the procurement and purchasing of supplies. Since coordination work required in this assistance scheme is limited compared to activities such as organization of events that require the cooperation of the participants, two people were sufficient in regard to the number of personnel. With respect to budgetary requests and payments, the payment days were to be done on the 15th and the end of each month up until the end of 2011. Only when there were special circumstances were the previously mentioned payments made outside of this timeframe as an exception. Starting from 2012, requests and payments became possible on an as-needed basis in conjunction with the onsite needs. This was possible because a structure in which payments (remittances) could be quickly made was set in place as almost all of the project expenditures were within the budget plan set up at the outset.

The needs assessments and monitoring were not necessarily carried out with the methodology and frequency that were recorded in the log frame, but in light of the drastically changing needs in the afflicted areas these daily activities by themselves could be described as having been a form of needs assessment and monitoring. Furthermore, the information obtained on the basis of these activities was reflected in the plans as needed, so that the appropriate supplies, materials, and equipment were provided. However, a some sort of record keeping method should have been established during the initial stages.

The evaluations for these activities were high on the whole. However, only with regards to "assistance for the fishing industry" and the "provision of community wireless broadcast equipment for Support Centers for the elderly and disabled at three temporary housing complexes in Kamaishi city", either the supplies provided have gone partially unused, or in the expected results have not materialized. Moreover, regarding the support for vulnerable people, a great deal of support aimed at the elderly and the disabled was carried out through these activities, with the goal having been to restore and strengthen the functionality of associations and organizations that support vulnerable people rather than to provide support directly to them. Regarding gender considerations, none of the activities intentionally factored in considerations for women from the planning stage. As a result, while cases in which women took part in the planning and/or execution or in which activities were carried out with forethought given to the needs of women were confirmed, these were extremely limited.

5-2-2. Activity-level Evaluations

The ratings and overall evaluations for the targeted activities have been compiled below based upon the established evaluation criteria d. An analysis of the evaluation items for each activity was performed based upon these results.

Table 5-7: Detailed Evaluation Ratings for Targeted “Community Relief” Activities

Evaluation Criteria	Activity	Cutter Ships and generator			Welfare Vehicles			Share Taxis			Fisheries			Small Business Owners		
		Rating	Weight	Score	Rating	Weight	Score	Rating	Weight	Score	Rating	Weight	Score	Rating	Weight	Score
Project Management	(Organization)															
	1. Are there enough human resources to ensure the quality of projects and speed of support?	3.00	12.5%	0.38	3.00	12.5%	0.38	3.00	12.5%	0.38	2.00	12.5%	0.25	2.00	12.5%	0.25
	2. Was organizational set-up/organizational control and chain of command appropriate?	3.00	12.5%	0.38	3.00	12.5%	0.38	2.00	12.5%	0.25	2.00	12.5%	0.25	3.00	12.5%	0.38
	(Financial) Was the budgeted compensation disbursed quickly and appropriately?	3.00	25%	0.75	3.00	25%	0.75	3.00	25%	0.75	3.00	25%	0.75	3.00	25%	0.75
	(Monitoring during implementation) Was monitoring during implementation appropriate? Were plans changed quickly, if necessary?															
	1. Were the frequency and nature of monitoring appropriate?	3.00	12.5%	0.38	3.00	12.5%	0.38	3.00	12.5%	0.38	3.00	12.5%	0.38	3.00	12.5%	0.38
	2. Did monitoring lead to quick and relevant decision making (changing, partially changing, or maintaining plans)?	3.00	12.5%	0.38	3.00	12.5%	0.38	3.00	12.5%	0.38	2.00	12.5%	0.25	3.00	12.5%	0.38
(Cooperating and communicating with pertinent institutions) Were cooperation and information sharing with local NPOs and local governments appropriate? (avoiding support overlapping, etc.)	2.00	25.0%	0.50	2.00	25.0%	0.50	2.00	25.0%	0.50	2.00	25.0%	0.50	2.00	25.0%	0.50	
Overall Evaluation		2.75			2.75			2.63			2.38			2.63		
Plan Relevance	How did CIJ come to fully understand beneficiaries' needs, based on which the activity should have been implemented? (Did they do so appropriately?)															
	1. Nature of needs assessment	3.00	25%	0.75	2.00	25%	0.50	3.00	25%	0.75	2.00	25%	0.50	2.00	25%	0.50
	2. Duration of needs assessment	3.00	25%	0.75	1.00	25%	0.25	2.00	25%	0.50	1.00	25%	0.25	2.00	25%	0.50
	- Did CIJ prepare initial plans for this activity quickly and accurately (not too detailed, not too rough)?	2.00	50%	1.00	2.00	50%	1.00	2.00	50%	1.00	2.00	50%	1.00	2.00	50%	1.00
Overall Evaluation		2.50			1.75			2.25			1.75			2.00		
Efficiency	- Has this activity been implemented efficiently? (Considering actual costs, was there a cheaper way to implement it?)	3.00	100%	3.00	3.00	100%	3.00	3.00	100%	3.00	3.00	100%	3.00	3.00	100%	3.00
Effectiveness	- Did CIJ produce the initially anticipated output?															
	1. Quantity	3.00	25%	0.75	3.00	25%	0.75	3.00	25%	0.75	3.00	25%	0.75	3.00	25%	0.75
	2. Timing	3.00	25%	0.75	3.00	25%	0.75	1.00	25%	0.25	1.00	25%	0.25	2.00	25%	0.50
	- What is the satisfaction level for this output?															
	1. Description of output (beneficiaries' satisfaction level)	3.00	25%	0.75	3.00	25%	0.75	2.00	25%	0.50	2.00	25%	0.50	3.00	25%	0.75
2. Activity duration (beneficiaries' satisfaction level)	2.00	25%	0.50	2.00	25%	0.50	2.00	25%	0.50	2.00	25%	0.50	3.00	25%	0.75	
Overall Evaluation		2.75			2.75			2.00			2.00			2.75		
Sustainability	- Is supplied equipment and material still being used? Is the project still being implemented (at the time of the evaluation)?	3.00	100%	3.00	3.00	100%	3.00	3.00	100%	3.00	3.00	100%	3.00	3.00	100%	3.00
Gender Consideration	- Did women participate in planning and operation?	2.00	20%	0.40	2.00	20%	0.40	2.00	20%	0.40	2.00	20%	0.40	2.00	20%	0.40
	- Were women's needs taken into account during the planning stage?	1.00	20%	0.20	1.00	20%	0.20	2.00	20%	0.40	2.00	20%	0.40	1.00	20%	0.20
	- Did the activities implemented actually address women's needs?	1.00	30%	0.30	3.00	30%	0.90	2.00	30%	0.60	1.00	30%	0.30	1.00	30%	0.30
	- Were beneficiaries appropriately gender-balanced?	3.00	30%	0.90	1.00	30%	0.30	1.00	30%	0.30	1.00	30%	0.30	3.00	30%	0.90
	Overall Evaluation		1.80			1.80			1.70			1.40			1.80	
Consideration to Vulnerable People	- Did plans account for the different needs of vulnerable people (elderly people, disabled people)?	0.00	40%	0.00	3.00	40%	1.20	3.00	40%	1.20	0.00	40%	0.00	0.00	40%	0.00
	- Did activities reflect plans? In other words, was consideration shown for vulnerable people (elderly people, disabled people) during implementation?	0.00	60%	0.00	3.00	60%	1.80	3.00	60%	1.80	0.00	60%	0.00	0.00	60%	0.00
	Overall Evaluation		N/A			3.00			3.00			N/A			N/A	

(1) Provision of equipment to support school activities (Provision of Two Cutter Ships and One Generator for Miyako Fishing High School)

Cutter ships (instructional boats for training) that are necessary for basic training in fisheries and oceanography, and a generator for the training vessel “Riasu Maru” were provided to Iwate Prefectural Miyako Fishing High School, which trains future leaders in the fisheries industry. This was done as an initiative geared towards revitalizing the said industry, which is of great importance for the region. The goal was for teachers and schools to return to their ordinary academic curriculum by supplying them with materials and equipment that had been lost during the tsunami.

1) Project Management Rating: 2.75

The implementation structure for this project was clear, as it was carried out by the aforementioned people in charge from CIJ as well as two people in charge from the Iwate Prefectural Miyako Fishing High School, which was the counterpart.

The contents of the support from the initial project plan were for instructional boats, and CIJ had already started the coordination for these. However, as will be described later, another organization offered to provide assistance, and so CIJ flexibly accommodated this by changing the contents of its support. This was possible because during project implementation close communication was carried out and the progress of the project was confirmed as needed. Yet it cannot be denied that there was some degree of confusion due to the possibility of an overlap with the content of the assistance from another organization which resulted in the changing of plans. A better project management would have been possible had been a network and cooperative structure with the other relevant organizations..

2) Relevance of the Plan Rating: 2.50

Beginning in May 2011 CIJ’s Miyako branch office performed needs assessments on three local fishing high schools. As a result of this, the original plan was to provide one instructional boat to each school, as these were needed for the students to acquire their boat licenses. However, since the Nippon Foundation offered to provide assistance for this, monitorings were carried out repeatedly to assess other needs. As a result, cutters ships and a generator for the Riasu Maru practice ship were provided to Miyako Fishing High School. A proposal was drawn up for the new contents on July 22, 2011, and CIJ’s Miyako branch office set about providing these materials and equipment after consulting with and receiving approval from the head office. Due to the large amount of funds to be raised and the need to confirm the positive and negative outcomes of changing the plan, it took two months from the time the original needs were determined until the plans were changed. However, just like with the instructional boats, these materials and equipment were all necessary for the ordinary teaching curriculum, and so the project has been appraised for the fact that the assistance provided was closely aligned with the needs of Miyako Fishing High School.

3) Efficiency Rating: 3.0

Regarding the purchasing and procurement for this project, since the amount to be raised was more than 300,000 yen; competitive bids were received from three companies in accordance with CIJ’s internal procurement regulations. Furthermore, regarding the generator, it was initially estimated to take six months to be delivered, but coordination was undertaken to shorten the delivery time, and a machine with better specifications was supplied sooner and without any change in the price.

4) Effectiveness Rating: 2.75

The outputs from the project were one generator for the Riasu Maru and two cutter ships, with an achievement level of 100%. Output indicators were not established for the number of beneficiaries, but these consist of all of the students at the fishing high school on the whole (347 people in 2012). These include the first-year students (40 people) in the Marine Technology Course that will mainly use the cutter ships, the current second-year students (39 people) who were unable to undergo training last year, and nine students in the Major Course who will use the Riasu Maru. Moreover, , both the cutter ships and the Riasu Maru will also be used “open school day” for the junior high school students, where they will be able to get a first-hand feel of what joining the fishing school is like. The cutter ships will also be used in the Miyako City Cutter Tournament, thus there will also be indirect beneficiaries as well. As for the timing with which the materials and equipment were supplied, the

cutters were supplied two months ahead of schedule and the generator came half a month ahead of schedule.

Satisfaction surveys were carried out for this project on first through third-year students in the Marine Technology Course at Miyako Fishing High School (111 people) and students in the Major Course (seven people). As a result, regarding the contents of the assistance, 95% of them replied that “The assistance received was excellent”. As for the timing of the assistance, 80% replied that this was “Extremely appropriate” for the cutter ships and 70% said the same for the generator, indicating that this was highly evaluated by the students.



Figure 5-5: Provision of Two Cutter Ships and One Generator for Miyako Fishing High School (Cutter ship “Oyashio”)

5) Sustainability Rating: 3.0

The maintenance and management of the supplied materials and equipment is being carried out by the Miyako Fishing High School. Ordinary maintenance and management of the cutter ships is carried out every week, and as for regular maintenance the wooden parts are slated to be replaced and paint will be reapplied in October when it lands ashore. Personnel from the engine department of the Riasu Maru are in charge of the maintenance of the generator, which has been running without any malfunctions.

However, the only concern is that the storage locations for both the cutter ships and the generator from March 2013 onwards have not been specified. Right now the cutter ships are moored at the flooding pier on the wooden harbor at Fujiwara Pier and the generator is stored in a tent at this same pier. However, the tent at Fujiwara Pier is planned to be removed in March 2013, and at the time of this study, a storage location for after that had not yet been secured.

6) Gender Consideration Rating: 1.80

Since the staff members from CIJ were women, women took part in the planning and operation of the project, but this had not been consciously planned from the beginning. No particular considerations for women’s needs were given either in the planning or implementation stage. While the proportion of female students in the Marine Technology Course is low, no particular considerations were taken for them. In addition, currently there are no women’s toilets or changing rooms at the Fujiwara Pier where the cutter ships are moored, and so the female students have to put up with inconveniences such as changing during the training.

7) Consideration to Vulnerable People Rating: Not Subject to Evaluation

Since this is a project that targets a limited number of beneficiaries, this was not subject to a rating evaluation.

(2) Provision of welfare vehicles for the elderly and handicapped (Kamaishi City, Yamada Town, and Miyako City)

This project provided one shuttle vehicle each to Hamanasu Academy, which is a rehabilitation facility for people with mental disabilities in Yamada town, and the Miyako Center for Disabled Disaster Victims, as well as a travelling clinic vehicle to the Kamaishi Comprehensive Support Center. This was done with the goal of improving the living environment for vulnerable people, such as the elderly and the disabled.

1) Project Management Rating: 2.75

Both the personnel and organizational structure for the project implementation were clear. Each of the counterparts (Hamanasu Academy, Kamaishi Comprehensive Support Center, and Miyako Center for Disabled Disaster Victims) had sufficient personnel, and there were no confusion or delays when it came to sharing information or carrying out the activities. CIJ was in charge of drafting the plan, coordination, and providing the vehicles, while the counterparts were in charge of sharing information on the facilities and the operation and management of the vehicles. Monitoring was also conducted through close communication with the various people in charge.

As will be mentioned below, actual needs for this project could not be found as originally envisioned, and so part of its budget was allocated to share taxis in Otsuchi town. Just like with this project, the beneficiaries of the share taxis in Otsuchi town were the elderly and the disabled. This flexible budgetary re-allocation made it possible to provide the urgently needed support to Otsuchi town and could be described as a case of appropriate decision making. If these activities had moved forward in coordination and communication with specialized institutions in the nursing care field from an earlier stage, then it would have conceivably been possible to channel the time and effort that CIJ devoted to figuring out what the needs were into other activities.

2) Relevance of the Plan Rating: 1.75

CIJ began assessing needs in June 2011 through a method of holding interviews with the local government offices and contacting welfare organizations. While it is thought that the needs assessment methodology of the initial plan was mostly appropriate, a more detailed identification of the scale, type, and timing of the public assistance was needed. This is because relative to when the proposal was drafted, later it was found that there was a full array of public subsidies available for facilities for the elderly and disabled. Thus new demands for welfare vehicles had to be discovered. If the fact that finally in 2012 CIJ grasped the reality that private organizations such as the Miyako Center for Disabled Disaster Victims were in need of assistance is taken into consideration, it is possible to say that a more appropriate needs assessment should have been conducted. Two of the three organizations that served as counterparts replied that the time period in which the needs were determined was "Late."

3) Efficiency Rating: 3.0

Competitive bids were received from three companies for the three vehicles in accordance with CIJ's internal procurement regulations. Furthermore, by changing to a lighter and easy-to-handle welfare vehicle, a 50% cost reduction was achieved substantially below the initial budget.

4) Effectiveness Rating: 2.75

One welfare vehicle (wheelchair accessible vehicle with sliding doors) was provided to each of the three welfare and nursing care facilities as planned, reaching a 100% output level of achievement. Moreover, with regard to the timing of the implementation the vehicles were delivered to two of the three facilities largely according to schedule, but for one facility the delivery was delayed for nearly a month. However, this was not due to problems with the implementation of the project. Rather, this was because the vehicle was remodeled in Kyushu, and delivery delays occurred as a result of the heavy rains and flooding that affected the region during this period.

When a survey was conducted on the satisfaction of some beneficiaries, these replied that "The assistance received was excellent." Prior to the assistance the users' means of getting around consisted of being driven around by their families, walking, taking taxis, and so on, which predisposed them to not wanting to go out, or to limit their wanting to go out. However, since these welfare vehicles were introduced, their opportunities to go out increased, and some of the users even felt that their health conditions had improved. On the other hand, during the interviews with the welfare institutions two of the three places responded that "The assistance received was excellent." This was mainly because female staff is basically in charge of the driving, and they replied that the provided vehicles were light and easy to drive due to their tight turning radius. On top of that, because people could be transported while still in their wheelchairs the time spent loading and unloading them from the vehicles was cut in half, number of required staff was reduced, and the frequency with which round trips were made was

also reduced. All these responses corroborate the fact that work efficiency had increased. Moreover, regarding the timing for the assistance they responded that it was mostly quick.

5) Sustainability Rating: 3.0

All three of the provided vehicles are being used, and the necessary maintenance and management are being carried out on a day-to-day basis. The maintenance and management costs that will arise in the future are determined and the budget for this is appropriated, so there are no problems in particular.



Figure 5-6. Assistance for the Elderly and Disabled (a Welfare Vehicle)

6) Gender Consideration Rating: 1.80

Since female CIJ staff and the women who run the facilities took part in the project, it has been acknowledged that women participated in the planning and operation of it, but this was not consciously planned from the initial stage. Furthermore, since this was assistance that targeted to the elderly and disabled there were no particular considerations given to the gender balance.

No consideration was given to the needs of women as the direct beneficiaries. However, most of the staff members at the nursing care facilities were women who were simultaneously responsible for driving the provided vehicles. As a result of giving consideration to the needs of women at the Hamanasu Academy and the Miyako Center for Disabled Disaster Victims when deciding upon the vehicle model, this led to the provision of light easy-to drive vehicles with sliding doors.

7) Consideration to Vulnerable People Rating: 3.0

Since those targeted for this support were the elderly and disabled, considerations were made for vulnerable people during both the planning and implementation. All of the provided vehicles are wheelchair accessible, and performed remodeling was consistent with the needs of the elderly and disabled.

(3) Provision of public transportation vehicles for the elderly and handicapped (Share Taxis in Otsuchi)

This project was drafted by Otsuchi town and the NPO Tono Magokoro Net, and consisted of running share taxis along two routes with the goal of providing mobility to impaired persons (the elderly, disabled, and pregnant women) who were unable to freely go to the hospital or to the shops. This gave them the opportunity to go out instead of becoming homebound in their temporary housing complexes. CIJ provided the vehicles which are run by two local taxi companies.

1) Project Management Rating: 2.63

With this project the Otsuchi town office used subsidies to improve the traffic within the town under the Ministry of Land, Infrastructure, Transport and Tourism's Project to Secure, Maintain, and Improve Regional Public Transportation. These were mainly devoted to expanding bus routes and as subsidies to cover the management costs of taxi companies. From the time the taxis started running it was clear that the Otsuchi town office had taken a leadership role in the organizational structure. However, during the planning stage the chain of command was not exactly clear, and it became apparent that some degree of confusion had arisen.

With respect to the personnel for implementing the project, each counterpart (Otsuchi town office, Tono Magokoro Net, Taian Taxi Corp. and Otsuchi Taxi Corp.) all had sufficient personnel. However, since the counterparts consisted of the local government office, public sector, and private organizations, their respective perspectives and priorities differed, and so some effort was needed for the coordination during the planning stage. Some of the counterparts pointed out that a coordinator was needed.

On the other hand, there were no problems when it came to financial matters, monitoring during the implementation, and coordination between the related organizations, and appropriate exchanges of information and decision making were undertaken.

2) Relevance of the Plan Rating: 2.25

This is an activity for which its budget was re-allocated out from the budget of “(2) Provision of welfare vehicles for the elderly and handicapped (Kamaishi City, Yamada Town, and Miyako City)” above. As was previously mentioned, the demand for welfare vehicles was less than was originally expected, and thus CIJ needed to identify additional demand for welfare vehicles. On the other hand, in Otsuchi town a survey was carried out on the living conditions of the temporary housing complexes with the cooperation of several organizations around August 2011, when people finished moving into the said housings. This survey revealed that most of the temporary housing complexes were located in places that were very far from the service routes of the public buses, which were the sole means of public transportation within the town. In addition, many of the elderly people living in the temporary housing complexes had no means of getting around, and so it became clear that improvements in transportation were urgently needed. As a result, CIJ revised the plan to suit these needs on October 24, 2011. While the revisions to the contents were relevant, it took two months from the revisions to the plan until implementation, lacking the required speed. .

3) Efficiency Rating: 3.0

As for the procurement and purchasing methods for the provided vehicles, quotations were received from three companies in accordance with CIJ’s internal procurement regulations. Since additional costs were needed to convert the vehicles to fit taxi specifications, the cost was 6.48 million; slightly exceeding the expected 6 million yen by 8%, but this was still within CIJ’s budgetary range.

4) Effectiveness Rating: 2.0

The output of the project was to have two wagons that could fit ten people, running along a total of four routes. Since two vehicles were provided, the achievement level was 100%. Regarding the number of routes this was changed to two routes, due to the fact that there were only two taxi companies and they lacked the capacity to handle more than one vehicle. . Since no result indicators were established for the number of users, there are no target values. However, the total number of users between the end of December 2011 and July 2012 came to a total of 1,832 people for the two routes. From the interviews with the counterparts it was discovered that there is room for improvement in the number of users, and for its part CIJ is putting its own efforts into this, such as distributing timetables, and providing after-service. The share taxis were planned to begin running in November 2011, but a delay of about one month arose. The primary reasons being the fact that it took 30 days to apply for and receive permission from the town office to run these routes, and because the town officer who was in charge was transferred during the coordination stage.

Moreover, according to a satisfaction survey that was carried out on the beneficiaries, 52% of them replied that they were either “Very satisfied” or “Mostly satisfied” with the assistance. When asked on the potential improvement areas, running frequency and running time of these vehicles were the points that were brought up the most frequently. It will be necessary to improve the number of users by listening to the needs of the users and adjusting the services accordingly. On the other hand, 61% of the users also replied that this activity had created an environment in which they could lead active lives. As for the timing with which the share taxis were introduced, 55% of the respondents replied that “This matched the necessary timing” or that it was “Mostly appropriate,” indicating a moderate degree of satisfaction.

5) Sustainability Rating: 3.0

The taxi companies are carrying out the proper management and maintenance of the two vehicles. Information on the daily inspections is recorded in the “Driving Records (Daily Driving Report),” with regular inspections scheduled to take place every three months. There are no problems that need to be addressed when it comes to management and maintenance. In addition, CIJ has been monitoring the activity, and has been offering ideas in order to improve the number of users. On the other hand, the town office has been carrying out questionnaire surveys and monitoring (and reporting the number of routes driven by the taxi companies and the number of users), and it was agreed that Tono Magokoro Net will take over the monitoring for the project after CIJ’s exit.

6) Gender Consideration Rating: 1.70

Since the CIJ staff and the people who were representing the taxi companies were women, it has been acknowledged that women participated in the project, but this was not something that had been consciously considered from the planning stage. Furthermore, while CIJ understood that those targeted by the project were the elderly and disabled, from the documents and interviews with the town office it became clear that pregnant women were also included in the definition of “mobility impaired persons.” Thus although there was a slight difference in the definition of “mobility impaired persons” between the concerned parties, it has been acknowledged that some consideration was given to women.

7) Consideration to Vulnerable People Rating: 3.0

Since the target beneficiaries were the elderly and disabled, considerations were made for vulnerable people during both the planning and implementation. All the provided vehicles are wheelchair accessible, and remodeling consistent with the needs of the elderly and disabled was performed to make them easy to use. The provided vehicles can only be used by the elderly, disabled, and pregnant women—except for the first departing vehicles corresponding to commuting time (between 6:00 am and 7:00 am)—on top of which this service is provided free of charge.

(4) Assistance for the Fishing Industry (Yamada Town and Otsuchi Town)

The fishing industry is an important local industry along the Sanriku Coast, and assistance for those working in this sector is crucial for rebuilding the region. CIJ provided equipment such as fishing waders, jackets and pants that fishermen need every day, seawater sterilization and filtration systems, and prefabricated structures for storing fishing gear to the members of the Sanriku Yamada, Funakoshi, and Shin-Otsuchi fishermen’s associations.

1) Project Management Rating: 2.38

Two-persons from CIJ implemented this project. However, there were major differences among the different fishermen’s cooperative associations that served as the counterparts (the Sanriku Yamada Fishermen’s Cooperative Association (with four branches), the Funakoshi Bay Fishermen’s Cooperative Association, and the Shinotsuchi Fishermen’s Cooperative Association). These organizations each differed in that there were some organizations where the members feel a strong sense of self-reliance and independence, while in some cases the members felt a relatively stronger sense of solidarity. Though the associations replied that “The number of personnel involved in this project was sufficient without being excessive or deficient,” the fact that CIJ implemented this project with a two-person structure placed a huge burden on these two people. Since the plan was to implement this project simultaneously with the “Assistance for small business owners to restart their businesses”, this necessitated that the latter project be implemented by staggering its time period slightly. On account of CIJ’s monitoring efforts there was no major confusion when it came to sharing information and implementing activities with the various fishing cooperatives. However, confusion did arise within the fishing cooperatives over how assistance supplies were decided upon and how they would be later distributed. Some of the fishing cooperatives were of the opinion that although flexibility is important to some extent in order to avoid this sort of confusion, CIJ, as a private aid organization, should have exercised its right to make decisions more strongly. .

2) Relevance of the Plan Rating: 1.75

This project established objectives in line with the three principles for reconstruction of “ensuring safety,” “rebuilding lives,” and “regenerating industries” that were announced by Iwate Prefecture in

August 2011. In the November 2011 log frame one of the objectives was set as to be “Assisting in rejuvenating the local economy by rebuilding the fishing industry, the marine products processing industry, and the businesses of small business owners.” Since the fishing industry is an important industry, providing assistance to said industry was relevant. Yet when it comes to how this assistance was provided, doubts remain over whether or not it was relevant to set the goal as being “To deliver assistance to each and every member of the fishing cooperatives.”

It was the town office rather than the fishing cooperatives that made the proposal “To deliver assistance to each and every member of the fishing cooperatives.” CIJ took in the opinions of the counterparts that were nearest to the beneficiaries, but from the interviews with some of the fishing cooperatives there were also opinions that rather than consumable goods, they would have preferred assistance to be provided for materials and equipment that could be used by all and every cooperative member. In the interviews with the members, opinions that corroborated the fact that providing assistance to the individual members was not necessarily relevant were often heard. They explained that since the work at the harbor was carried out by family units, giving out gloves, fishing waders, jackets, and pants for just one person did not do much to change their situation. However, CIJ also confirmed appropriately the assistance needs of the fishing cooperatives as organizations and presented an assistance menu for both the cooperatives as a whole and for “each and every member,” a decision which was appropriate.

On the whole the needs were grasped to some extent, but on account of the fact that more detailed confirmation concerning the beneficiaries was required, the relevance of the plan has been deemed to be moderate. When a questionnaire survey was carried out on 39 of the members regarding the timing of the needs assessment, 56% replied that this was “Late” and 38% said that “The requests were confirmed without any significant delays,” revealing that they needed to grasp the needs sooner.

3) Efficiency Rating: 3.0

As for the procurement and purchasing methods for the provided supplies, competitive bids were received from three companies for all of these in accordance with CIJ’s internal procurement regulations. As for the costs, a total of 28.47 million yen in assistance was given to the three fishing cooperatives. While this was 190% compared to what was planned, it was still within CIJ’s budgetary range.

4) Effectiveness Rating: 2.0

The output indicator was that five fishermen’s association-related organizations receive assistance. However, as a result of the mid-term monitoring the plan was changed and the number of organizations was changed to three, but the achievement status for this was 100%. As for the contents of the assistance, in some cases it was carried out by “delivering assistance to each and every member of the fishing cooperatives,” in some other cases materials and equipment were provided to the fishing cooperatives, and in some other cases assistance was provided in both ways. As such, the actual number of beneficiaries was 1,546 people slightly exceeding the planned 1,500 people. However, with respect to the timing, since it was difficult to provide assistance to all of the fishermen’s associations simultaneously this caused delays of one month for each of them. Furthermore, due to a manufacturer’s error a delay of several weeks occurred, which pushed back the distribution of the supplies to the members.

In the satisfaction survey on the aforementioned questionnaire, 46% of the 39 members replied that “The assistance received was necessary to some extent” However, in the free responses concerning the reasons for their responses this satisfaction was limited to the seawater sterilization and filtration systems, and they were not very satisfied with the consumable goods like T-shirts and work gloves. On the other hand, satisfaction with the timing of the assistance was relatively high, as 51% of them replied that the assistance was received either “Very rapidly” or “Fairly rapidly.”



Figure 5-7: Assistance for the Fishing Industry (Seawater Sterilization and Filtration System)

5) Sustainability Rating: 3.0

Each fishing cooperative and branch is taking responsibility for maintaining the materials and equipment (seawater sterilization and filtration systems, forklifts, wagons, desktop computers, and prefabricated structures), except for the consumable items. However, since workspaces have not been constructed, there are some items that have not been used yet. One cause for concern is that while the Shin Otsuchi Fishermen's Cooperative Association has made a fresh start as a new organization, its operating situation is dire. Moreover, since the prefabricated storage houses provided to them are not fixed to the ground there is a risk of being blown away by a strong gust of wind. Furthermore, a number of problems have become apparent, such as when the storage houses are used by several people problems arise with managing the keys and the stored fishing gear (loss or theft), and thus concerns remain about their management and maintenance in the future.

6) Gender Consideration Rating: 1.40

Since the assistance was targeted to the members of the fishing cooperatives, the participation of women in the planning and operation was not consciously considered. Yet the result was that one member of the CIJ staff and one member of the Sanriku Yamada Fishermen's Cooperative Association, both of whom are female, took part. For its part, CIJ gave consideration to encouraging the reinstatement of women in the fishing industry by including quasi-members (some of whom were women) among the beneficiaries during the planning. In addition, proposals were also made in order to suit the needs of women, such as choosing fishing waders, jacket and pants sizes that could also be used by women. However, these were not adopted by the fishing cooperatives and so as a result considerations for the needs of women were not carried out all that much.

With respect to the appropriateness of the sex ratios, particularly for the Sanriku Yamada Fishermen's Cooperative Association, support was provided to all members, and so the sex ratio between the (actual) beneficiaries was the same. With respect to the other fishing associations, since the original parameters were largely biased towards men, there were no major differences in the gender balances in the (actual) beneficiaries. One important point is that many of the fishing cooperatives are on a one member per household system, and in the vast majority of cases the man that is the head of the household is the member. However, since work at the fishing harbor is carried out by family units, in the majority of cases women from each household are also engaged. While this is not reflected in the statistics, women do play an important role in the fishing industry. For this reason, when considering the gender balance for the assistance for the fishing industry, CIJ needed to analyze more deeply and consider the customary practices and the actual state of the fishing cooperatives.

7) Consideration to Vulnerable People Rating: Not Subject to Evaluation

Since this assistance was targeted to the members of the fishing cooperatives it was not subject to a ratings evaluation.

(5) Assistance for Small Business Owners to Restart their Businesses (Yamada Town and Otsuchi Town)
 Assistance for small business owners is similar to the assistance for the fishing industry in that it is crucial for rebuilding local communities, as opportunities for employment for the disaster victims are created through this assistance. CIJ coordinated with the chambers of commerce and industry in both towns to

provide assistance for purchasing the necessary materials and equipment (computers, air conditioners, shelves, etc.) for small business owners who wanted to reopen their businesses or establish new ones.

1) Project Management Rating: 2.63

The plan was to carry out this activity in parallel with the assistance for the fishing industry via a two-person structure of CIJ personnel, but since this was difficult the time period for this activity had to be staggered. The evaluation of those in charge at the town offices was that “The number of personnel was sufficient without being excessive or deficient.” Regarding the organizational structure and the decision making process, some of the counterparts’ opinions were: “I wanted more specific and clear information about the activity from the initial stages”, “A consensus needed to be obtained over who was going to provide the assistance and to what extent”, and “There was a difference in the definitions of fairness between the public institutions and the NGO.” It is clear that coordination was needed at the initial stages. However, the shared opinion of all of the project counterparts targeted for the evaluation was that although most of the other assistances had conditions, CIJ flexibly carried out project management by customizing their assistance in accordance with the local needs by closely coordinating with the town offices and chambers of commerce and industry, and as such it was highly evaluated.

The monitoring during implementation was also appropriate, and thus suitable alterations were made to the plan as needed. In the initial plan “reopening businesses” was targeted for assistance, but as a result of this monitoring “establishing new businesses” was also added. In Otsuchi town, one issue was that applications from certain fishing industry business owners were concentrated. However, since assistance for small business owners was targeted for commerce, in order to maintain fairness, CIJ publicly announced that these applications from fishermen would be assisted by the assistance for fishing cooperatives. In this sense it can be evaluated as having accommodated the assistance for the fishing industry promptly and appropriately. Moreover, during the planning stage the possibility of assistance overlapping with that from other organizations arose, but since revisions were made and overlapping was avoided during the implementation.

2) Relevance of the Plan Rating: 2.0

Similar to the assistance for the fishing industry, this project established objectives in line with the three principles for reconstruction of “ensuring safety,” “rebuilding lives,” and “regenerating industries” announced by Iwate Prefecture in August 2011. In the November 2011 log frame one of the objectives set was “Assisting in rejuvenating the local economy by rebuilding the fishing industry, the marine product processing industry, and the businesses of small business owners.” CIJ approached and carried out needs assessments with each of the town offices and chambers of commerce and industry in both Yamada town and Otsuchi town starting from January 2012. Since the information had been provided by the chambers of commerce and industry who were closest to the final beneficiaries, it is possible to say that the local circumstances had been accurately determined to a certain extent. However, as mentioned above, in Otsuchi town a problem arose wherein large numbers of fishermen were applying for the assistance for small business owners. Since the residents were of the understanding that fishermen are also sole proprietors, during the needs assessment process CIJ needed to clearly separate out the fishing industry from commerce. The period from the needs assessment until the specific plan was formulated took one and a half months, with substantial delays arising from this. However, owing to the fact that detailed coordination was carried out, the plan featured a great deal of precision and was relevant.

3) Efficiency Rating: 3.0

Regarding the purchasing and procurement methods, since the amount of assistance was 300,000 yen competitive bids were not required. However, investigations on the materials and equipment deemed necessary and the project plan were carried out via documentation and interviews, and so its relevance was largely ensured. Since the number of business owners targeted for assistance rose to 67 people, the costs came to 20.1 million yen, which substantially surpassed the 15 million yen that had been initially planned. However, since this was still within CIJ’s budgetary scope assistance could be provided to almost all of the applicants, except for a few.

4) Effectiveness Rating: 2.75

The number of small business owners was set as the output indicator, with the objective being to select 50 business owners and provide equipment and materials to at least 90% of them. Since the number of small business owners who received assistance came to 67 people, the achievement level for this objective was 140%. As for the timing of the assistance, there were no delays in the timeframe in which the provision of materials and equipment was completed in both Yamada town and Otsuchi town. However, the time with which the assistance was offered to the public was delayed in Otsuchi town by nearly one month because individual coordination was required for the chambers of commerce and industry. In addition, in Otsuchi town a large number of fishermen from the Shinotsuchi Fishermen's Cooperative Association applied for small business assistance, and so consideration needed to be given to which budget to provide assistance from. In regards to coordination, both the time period in which this was offered to the public and when the procurement of materials and equipment began were pushed back by about a month compared to what was planned. However, it can be appraised for the fact that there were no substantial delays in the timing with which the provision of materials and equipment were completed.

In the satisfaction survey on the 63 beneficiaries, 80% of them replied that "The assistance received was excellent" with regards to the contents of the assistance. As for the timing of the assistance, 80% replied that "The assistance received was very quick," indicating a high degree of satisfaction among the beneficiaries.



Figure 5-8. Assistance for Small Business Owners (Compressor)

5) Sustainability Rating: 3.0

The management and maintenance of the materials and equipment that were provided are being carried out under the responsibility of the business owners. From the interview surveys with the business owners it was learned that 90% of the materials and equipment are being used and that maintenance is being conducted on them daily. As for the remaining 10%, in some cases they have not yet been able to open for business, and in other cases the equipment is going unused because they do not have enough workers. However, in this respect these cases there are clear prospects of opening up for business, and so there are no problems in particular.

6) Gender Consideration Rating: 1.80

Since business owners who applied for the assistance was the sample universe, there was no particular bias in the sex ratio. Just like with the other projects, staff members from CIJ took part in the planning and operation, but the participation of women was not consciously taken into consideration from the planning stage. Furthermore, since this assistance was targeted to small business owners there were no considerations for the special needs facing women during either the planning or implementation.

7) Consideration to Vulnerable People Rating: Not Subject to Evaluation

Since this assistance was targeted to small business owners, this was not subject to a ratings evaluation.

Table 5-8: “Community Relief” Activities That Were Subject to Regular Evaluation

Evaluation Criteria	Activity	Electric Appliances by way of Catalog Order			Broadcasting Equipment		
		Rating	Weight	Score	Rating	Weight	Score
Project Management	(Organization)						
	1. Are there enough human resources to ensure the quality of projects and speed of support?	3.00	12.5%	0.38	3.00	12.5%	0.38
	2. Was organizational set-up/organizational control and chain of command appropriate?	3.00	12.5%	0.38	2.00	12.5%	0.25
	(Financial) Was the budgeted compensation disbursed quickly and appropriately?	3.00	25%	0.75	3.00	25%	0.75
	(Monitoring during implementation) Was monitoring during implementation appropriate? Were plans changed quickly, if necessary?						
	1. Were the frequency and nature of monitoring appropriate?	3.00	12.5%	0.38	2.00	12.5%	0.25
	2. Did monitoring lead to quick and relevant decision making (changing, partially changing, or maintaining plans)?	3.00	12.5%	0.38	1.00	12.5%	0.13
(Cooperating and communicating with pertinent institutions) Were cooperation and information sharing with local NPOs and local governments appropriate? (avoiding support overlapping, etc.)	2.00	25.0%	0.50	2.00	25.0%	0.50	
	Overall Evaluation			2.75			2.25
Plan Relevance	How did CIJ come to fully understand beneficiaries' needs, based on which the activity should have been implemented? (Did they do so appropriately?)						
	1. Nature of needs assessment	3.00	25%	0.75	2.00	25%	0.50
	2. Duration of needs assessment	2.00	25%	0.50	1.00	25%	0.25
	- Did CIJ prepare initial plans for this activity quickly and accurately (not too detailed, not too rough)?	2.00	50%	1.00	1.00	50%	0.50
	Overall Evaluation			2.25			1.25
Efficiency	- Has this activity been implemented efficiently? (Considering actual costs, was there a cheaper way to implement it?)	3.00	100%	3.00	3.00	100%	3.00
Effectiveness	- Did CIJ produce the initially anticipated output?						
	1. Quantity	3.00	25%	0.75	2.00	25%	0.50
	2. Timing	2.00	25%	0.50	1.00	25%	0.25
	- What is the satisfaction level for this output?						
	1. Description of output (beneficiaries' satisfaction level)	3.00	25%	0.75	1.00	25%	0.25
2. Activity duration (beneficiaries' satisfaction level)	2.00	25%	0.50	1.00	25%	0.25	
	Overall Evaluation			2.50			1.25
Sustainability	- Is supplied equipment and material still being used? Is the project still being implemented (at the time of the evaluation)?		100%	N/A	0.00	100%	N/A
Gender Consideration	- Did women participate in planning and operation?	0.00	20%	0.00	0.00	20%	0.00
	- Were women's needs taken into account during the planning stage?	0.00	20%	0.00	0.00	20%	0.00
	- Did the activities implemented actually address women's needs?	0.00	30%	0.00	0.00	30%	0.00
	- Were beneficiaries appropriately gender-balanced?	0.00	30%	0.00	0.00	30%	0.00
		Overall Evaluation			N/A		
Consideration to Vulnerable People	- Did plans account for the different needs of vulnerable people (elderly people, disabled people)?	1.00	40%	0.40	3.00	40%	1.20
	- Did activities reflect plans? In other words, was consideration shown for vulnerable people (elderly people, disabled people) during implementation?	2.00	60%	1.20	2.00	60%	1.20
		Overall Evaluation			1.60		

(6) Provision of Electric Appliances by Way of Catalog Order (Kamaishi City, Yamada Town, and Otsuchi Town)

This activity distributed electric appliances to the afflicted residents living in their own homes with the goal of redressing the assistance gaps that arose between the temporary housing complex residents and the afflicted residents. It was cosponsored by the company Kojima, and offered assistance for selected consumer electronics from a catalog, whereby the afflicted households living in their homes would get to choose electric appliances.

1) Project Management Rating: 2.75

Management of this project has been highly evaluated from all aspects. The organizational structure and support system were clear, and there was no confusion in the roles between the local government offices and the Kojima Corp. Furthermore, CIJ carried out constant monitoring considering the situations at the government offices, where the extent of the damage differed. By maintaining close communication with them, they were able to create a structure that suited each municipality and accommodated them flexibly.

As of June 2011 the plan for this project was to distribute vouchers to the afflicted households. However, this would have placed a large burden on the Kamaishi city government, and so as a result of consultations and coordination, in August the plan was changed to distributing electric appliances from catalogs. Kojima Corp. was the only one providing this scheme, and this cooperation scheme became possible as a result of both organizations taking part in cooperative meetings in the region. This assistance was carried out in Kamaishi city in 2011, and the results and lessons learned from the monitoring were used to deliver the same assistance in Yamada town and Otsuchi town, both of which were carried out in 2012. Through proper management, the activity was able to deliver the needed goods to the afflicted residents who needed them, and as such it has been evaluated highly.

2) Relevance of the Plan Rating: 2.25

As of June 2011, the plan for this project was to distribute vouchers to the afflicted households. However, as mentioned above, this would have placed a large burden on the municipalities and other implementing agencies, and so as a result of coordination, in August the plan was changed to distributing electric appliances from catalogs. This was carried out in 2011 in Kamaishi city, where the Japanese Red Cross Society had distributed sets of six electric appliances to the temporary housing complexes, which prompted a string of complaints from afflicted residents living in their own homes that this was unfair. Through Kojima Corp's assistance, supply of those electric appliances that were truly needed to the afflicted residents who still had some of their own electric appliances became possible. In Yamada town and Otsuchi town there were requests from the town offices to consider procuring electric appliances and products from local companies. Since the local companies were not yet large enough in size to be able to accommodate this demand, Kojima Corp's assistance for selected electric appliances was once again adopted, and so in both cases the relevance of the plan was ensured.

Regarding the timing in which the needs were determined, Otsuchi town replied that this was "Late," but Kamaishi city and Yamada town both evaluated the timing as being good. Reasons that were given for this include: "Assistance was provided to the afflicted residents living in their own homes without much delay from the donations of electric appliance sets made by the Japanese Red Cross to the temporary housing complexes," and "It matched the timing with which the city office and town offices finally were able to identify the conditions of the afflicted residents (whereabouts, extent of the damage, etc.)." It took one month from the time needs assessment until the plan was drafted, but on the whole it could be evaluated for the fact that a detailed and clear project plan was formulated.

3) Efficiency Rating: 3.0

Since the assistance for selected electric appliances was a scheme that was only being provided by Kojima Corp, purchasing methods like competitive bids were not carried out. However, the company offered substantial discounts below market price when it provided the goods.

4) Effectiveness Rating: 2.50

It was decided that the output for this project would be measured by the number of beneficiaries. Initially the objective was to supply goods, including vouchers that could be exchanged for merchandise, to 5,000 households of people living in the evacuation shelters and those living in partially destroyed homes. However, after the plan was changed, the focus was narrowed down to approximately 1,200 afflicted households of people living in their own homes. The achievement level came to 90% of what was planned at a total of 1,091 households in Kamaishi city, Yamada town, and Otsuchi town. Assistance was provided to 100% of those who applied for it. As for the timing of the assistance, while there were no delays when it was carried out in Kamaishi city in 2011, when it was implemented in Yamada town and Otsuchi town in 2012, changes to the procurement methods arose, and so it was delayed by about one month.

As for the beneficiaries' degree of satisfaction, CIJ carried out its own monitoring survey that was limited to this activity.¹⁸ It was decided that the evaluation would be carried out based upon the results of this monitoring survey for Kamaishi city. The results showed that 99.3% of the afflicted residents in Kamaishi city responded that this assistance was "Very helpful" or "Somewhat helpful," indicating an extremely high level of satisfaction. However, in the free responses section, there were many opinions such as "I would have liked the assistance to come a little sooner."

Conversely, according to the satisfaction surveys that were carried out on the afflicted residents in Otsuchi town and Yamada town, 97% of those in Otsuchi town and 89% of those in Yamada town replied that they were "Extremely satisfied" or "Largely satisfied."¹⁹ Furthermore, in response to a question over whether they felt that their basic living needs had been met through this assistance, 81% of the people in Otsuchi town and 83% of the people in Yamada town answered "I very much think so," indicating that the degree of satisfaction with the contents of the assistance was extremely high in both towns. However, similar to with Kamaishi city, 54% of the beneficiaries in Otsuchi town and 50% of those in Yamada town replied that the timing of the assistance "Matched the timing in which the assistance was needed" or "Was largely appropriate," which was low compared to the satisfaction over the contents of the assistance. The most common reason for this was because they had already bought or assembled the bare minimum of electric appliances needed for their daily lives, and so seen from the standpoint of the disaster victims there were undeniably delays in the timing for the assistance.

5) Sustainability Rating: Not Subject to Evaluation

Since this project is subject for a regular evaluation, sustainability was not evaluated.

6) Gender Consideration Rating: Not Subject to Evaluation

Since those targeted for assistance were the all afflicted residents, the need to consider the gender balance was low, and so it was decided that this would not be subject to evaluation.

7) Consideration to Vulnerable People Rating: 1.60

Since those targeted for assistance were set as afflicted residents at the household-level no consideration was given to the needs of vulnerable people during planning. However, during the implementation stage detailed consideration was paid to them, such as by simplifying the application forms for the elderly and requesting that those in charge at the town offices provide assistance to beneficiaries who could not understand the application process (especially the elderly). However, when it came to choosing the catalog merchandise, no consideration was given to including merchandise with better user-friendliness for vulnerable people.

¹⁸ The survey schedule took place from December 12, 2011 until January 13, 2012. Questionnaires were handed out to 563 households of afflicted residents who were targeted for assistance and were collected from 325 households with a response rate of 58%. (CIJ, "Results of the First Electric Appliances Questionnaire," January 2012).

¹⁹ For Otsuchi town and Yamada town surveys were carried out from June 4 until June 17, 2012 on 648 households of afflicted residents, with a response rate of 55.9%. The level of satisfaction was high at 95%, but there were many free response answers like "There are lots of things I've already bought or assembled, and I would have liked for the assistance to come a little sooner." (CIJ, "Results of the Second Electric Appliances Questionnaire," July 2012)

(7) Provision of Community Wireless Broadcast Equipment for Support Centers for the Elderly at Three Temporary Housing Complexes (Kamaishi City)

This activity supplied wireless broadcast equipment in order to facilitate the transmission of information (notifications of things like evacuation instructions during disasters, group work, and events) aimed at the elderly and disabled living in temporary housing complexes. The goal was to improve the living environment of the disaster victims living in temporary housing complexes through the installation of this equipment. It targeted three support centers set up at temporary housing complexes in Kamaishi city (Hirata district, Ogawa district, and Unosumai/Hinata district).

1) Project Management Rating: 2.25

This project was implemented via a request from the Kamaishi city office. Accordingly, the said city office mainly took the lead in the management of the project. There were no problems in particular with the staff from CIJ, the city office, or the Support Centers, but with respect to the organizational structure and chain of command it was confirmed from some of the Support Centers that the sharing of roles and coordination between CIJ and the city office were not clear. Regarding CIJ they said that “This was the correct counterpart, with whom an excellent relationship was maintained,” but from the interviews with the Support Centers there can be no denying that there were limitations with the planning and coordination capabilities on the part of the Kamaishi city office.

With the Hinata temporary housing complex in particular the plan called for installing some of the wireless broadcast equipment on telephone polls, but as they were unable to obtain permission for this from Tohoku Electric Power Co., Ltd. this was changed to mounting the equipment on the roof of the temporary housing complex. As a result of this the range that the broadcasts would reach was limited drastically. Obtaining confirmation from Tohoku Electric Power Co., Ltd. was overseen by the city government that had requested the activity, rather than CIJ. Yet even so, since CIJ visited the Support Centers to conduct interviews, they could have determined that there was a problem with the changes to the plan made by the city office. CIJ should have made appeals to the government to get it to adopt an approach that would ensure the achievement status for the objectives that had been initially planned.

2) Relevance of the Plan Rating: 1.25

Through an interview with those in charge at the Kamaishi city office it was confirmed that there was no equipment for broadcasting within the temporary apartment complexes for the three Support Centers in the Kamaishi city temporary housing complexes. As such, it was confirmed that there were limited means of transmitting disaster information to the residents, particularly the elderly, which posed a significant challenge. This formed the backdrop for the project. The initial relevance that had been drafted on January 16, 2012 had been secured, but since problems had arisen with the installation method for some of the speakers, the plan was revised in March 2012. No assessment was performed on whether or not the said revisions were consistent with the needs of the temporary apartment complexes, so the relevance of the plan after these revisions was not ensured. As for the timing of the needs assessment, after the support centers were installed in August 2011 regular meetings were held once a month. At the regular meeting in October 2011 it became clear through the interviews with the related agencies that the Support Centers had brought up their needs. In addition, two of the three Support Centers responded by saying that the timing for the assessment was “Late.”

3) Efficiency Rating: 3.0

The bidding and purchasing methods were based on the city office’s procurement methods. Likewise, CIJ carried out the appropriate procurement and purchasing methods by receiving competitive bids from three companies.

4) Effectiveness Rating: 1.25

The output indicators for the project were the three Support Centers, in regards to which the achievement level was 100%. As for the quantities of the materials and equipment, following the changes to the installation method for the wireless broadcast equipment, the number of speakers and other fixtures changed, but the achievement status from after the revisions to the plan was still 100%. The costs came to 50.8% of what was initially planned, but as for the timing of the assistance a

substantial delay of five months arose due to the changes to the installation method for the wireless broadcast equipment.

Due to the changes to the output, the achievement level in both the range from which the sound from the speakers was audible and the number of beneficiary households in temporary housing that are actually using them remained down at 62%. Therefore, it was decided that the achievement level for the outputs should be evaluated based upon considerations of not only the quantity of the equipment but also the number of beneficiaries. In this sense its effectiveness was limited.

Satisfaction surveys were carried out on 32 beneficiaries, 60% of which replied “I am not very satisfied.” The majority of the reasons given for this were along the lines of: “I cannot hear the sound” and “I wasn’t even aware that there are speakers.” As for the timing with which the wireless broadcast equipment was installed, the answers were “Mostly appropriate” and “Late” each accounting for about 50%, with opinions split between these two.

5) Sustainability Rating: Not Subject to Evaluation
Since this project was subject to regular evaluation sustainability was not evaluated.

6) Gender Consideration Rating: Not Subject to Evaluation
Since those targeted for assistance were the elderly and disabled the need to consider the gender balance was low, and so it was decided that this would not be subject to evaluation.

7) Consideration to Vulnerable People Rating: 2.40
During both the planning and implementation this assistance was targeted to Support Centers that provide community relief to the elderly and disabled in temporary housing complexes. There were benefits for the temporary housing complexes that used the broadcast equipment in terms of improving their living environments, such as by having the elderly do radio calisthenics and taking part in events planned by the Support Centers. However, on account of the fact that the range that the broadcasts will reach shrank and there is a Support Center where the equipment was still not being used, it would be hard to claim that all of the elderly people that were targeted have received the benefits of the assistance.

(8) Activities Subject to Simple Evaluation

The 27 activities shown in Table 5-9 are activities that were subject to a simple evaluation. They were evaluated based on the achievement status for the output from each activity. These activities have been grouped into the following four categories:

1. Non Food Items (NFI): These activities provided the disaster victims with supplies like CARE logo T-shirts, summer blankets, storage sheds, and bus stop benches with the goal of meeting the basic needs of the disaster victims and improving their living environments.
2. Fill assistance gaps: Just like with the assistance for selected electric appliances mentioned above, with these activities disaster prevention items were distributed in order to fill the assistance gaps that arose between the temporary housing complex residents and the afflicted residents living in their own homes.
3. Support for vulnerable people: These activities provided nursing care vehicles, training equipment, and community relief supplies mainly to nursing care and welfare facilities in the aim of creating environments in which the elderly and disabled can lead healthy and active lives.
4. Support for school curriculums and extracurricular activities: These activities provided supplies such as marching band instruments, sports equipment for club activities, and uniforms in order to resume the ordinary teaching curriculums and club activities from before the disaster.

Under the “Community Relief” activities, in cases where material needs were identified almost all of the assistance was provided as long as it did not overlap with the assistance from other organizations. As a result the achievement level of the outputs was extremely high.

Table 5-9: “Community Relief” Activities Subject to Simple Evaluation

Activities	Evaluation items
Effectiveness: Were the initially anticipated outputs achieved?	
[NFI]	
1. Provision of CARE logo T-shirts for communities in Yamada and Otsuchi	3
2. Provision of summer blanket for Miyako, Yamada, Otsuchi and Kamaishi for temporary housing	3
3. Distribution of sleep mats	3
4. Provision of insect repellent	3
5. Provision of insecticide spray	3
6. Assistance for the provision of bus stop benches	3
7. Provision of sandbags	3
8. Provision of heating appliances for volunteer lodging facilities	3
9. Provision of 46 storage sheds to all temporary housing complexes in Yamada town	3
10. Support activities for supplies, materials, and playground equipment to nursery schools, youth groups, and children’s houses A basic sandpit, sand, children’s closets, and staff lockers to Wakaki Nursery School	3
11. Support activities for supplies, materials, and playground equipment to nursery schools, youth groups, and children’s houses Storage sheds to a sports club on the Yamada Kita Elementary School grounds	3
12. Support activities for supplies, materials, and playground equipment to nursery schools, youth groups, and children’s houses Storage sheds, sashes, and curtains for three children’s houses in Kamaishi city	3
[Fill assistance gaps]	
13. Provision of emergency kits for the affected households living in their own houses in Miyako city	3
[Support for vulnerable people]	
14. Share taxi time tables in Otsuchi	3
15. Provision of play equipment to senior care facilities in Yamada town	3
16. Provision of 17 heated toilet seats (six for the meeting rooms of a temporary housing complex and 11 for welfare housing complexes in Yamada town)	3
17. Provision of a prefab-type house as a temporary office to a visit nursing facility in Kamaishi city	3
18. Provision of lunch boxes to Yamada Comprehensive Support Center to conduct food delivery for the elderly	3
19. Provision of goods for training and rehabilitation of the elderly in Kamaishi and Yamada	3
20. Provision of heated toilet seats for the disabled and elderly to temporary welfare complexes	3
21. Provision of heated toilet seats for the nursing care and welfare centers within a temporary housing complex	3
22. Provision of toilet handrails for a lodging facility for the disabled to the Miyako Center for Disabled Disaster Victims	3
23. Provision of unit tatami materials and curtains for community spaces for the disabled and the elderly	3
[School curriculums and extracurricular activities]	
24. Provision of educational materials for Otsuchi Junior High School and provision of sports club activity goods: Woodworking educational materials, technical educational materials, exercise equipment, and uniforms	3
25. Provision of sport club activity goods for Miyako Tech High School (exercise equipment and uniforms)	3
26. Provision of music instruments for three primary schools in Otsuchi	3
27. Provision of lamplight device for a rugby athletic ground at Miyako Senior High School	3

5-2-3. Project-Level Evaluation

In this section a overall evaluation for the “Community Relief Project” as a whole will be performed. The results of the evaluation, which was carried out based upon the same evaluation criteria as in “5-1-3. Food Security,” were compiled into Table 5-10.

Table 5-10: Ratings Table

Activity/Evaluation Criteria	Overall Evaluation	Detailed Evaluation					Standard Evaluation	
		Cutter ship and generator	Welfare Vehicles	Shared Taxis	Fisheries	Small Business Owners	Home Electronics Catalog	Broadcasting Equipment
1 Project Management Activity Average Individual project evaluation = was organization/financial management/cooperation with pertinent institutions as a whole appropriate?	2.59	2.75	2.75	2.63	2.38	2.63	2.75	2.25
2 Relevance Activity Average Individual project evaluation = Was output geared toward specific outcomes (objectives) sufficient toward achieving those outcomes (objectives) when combined with other output?	1.96	2.50	1.75	2.25	1.75	2.00	2.25	1.25
3 Efficiency Activity Average	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
4 Effectiveness Activity Average Individual project evaluation = evaluation of level of achievement of outcomes (objectives) in the logframe	2.29	2.75	2.75	2.00	2.00	2.75	2.50	1.25
5 Sustainability	3.00	3.00	3.00	3.00	3.00	3.00	N/A	N/A
6 Gender Consideration	1.70	1.80	1.80	1.70	1.40	1.80	N/A	N/A
7 Consideration to Vulnerable People	2.50	N/A	3.0	3.0	N/A	N/A	1.60	2.40

1) Project Management – Project Rating: 2.59

As the average value for the activities of 2.59 clearly reveals, the evaluation for project management was high. The plan drafting and operation for the “Community Relief” activities were carried out entirely by a two-person structure of people in charge from CIJ’s Miyako branch office. The shared opinion among the counterparts was that not only was the CIJ structure appropriate, but the high management and consulting abilities of the two people in charge were also mentioned. With regard to financial management, beginning in 2012 it was possible to take applications and provide payment in line with local needs, and so a structure was set in place wherein payments could be quickly made for everything except for the handful of projects that were implemented immediately after the start of the reconstruction assistance. Furthermore, assessments and monitoring were unflinchingly carried out in order to accurately determine the constantly changing needs in the afflicted regions and to achieve the outcomes from the log frame. These results were reflected in the planning and operation as needed, and as such, supplies, materials, and equipment that suited the needs could be provided. However, when it came to monitoring, frequency and a previously recording format were needed, and there should have been deeper coordination with the related agencies as well.

2) Relevance of the Plan – Project Rating: 1.96 (Based on the Cumulative Total for the Project) / 2.0 (Connection between Outcomes and Output)

The results for the average value for the project’s rating were somewhat low at 1.96. One of the major reasons for this was that the relevance of the provision of community wireless broadcast equipment for the Support Centers for the elderly at three temporary housing complexes in Kamaishi city was not ensured following the revisions to the plan. The other was that there was room for improvement regarding the methods for the needs assessments and the timing with the assistance for the fishing industry and the provision of welfare vehicles for nursing homes and comprehensive support centers (Kamaishi city, Yamada town, and Miyako city) activities.

The outcomes of this project were “Meeting the basic needs of the victims,” “Rejuvenating the local economy through the initiative of the community with the main focus being on rebuilding small businesses, the fishing industry, and the marine product processing industry,” and “Building an adequate living environment for all of the residents by rebuilding social welfare systems.” Six outputs were established in the log frame and were geared towards achieving these three outcomes. The establishment of the outputs during the planning stage was largely relevant, but these could not be said to be sufficient. The setting of objective indicators was not clear for either the outputs or the outcomes. Descriptions like “To have 90% of the targeted beneficiaries receive assistance” were common, and in some cases, the underlying number of targeted beneficiaries was not identified. Moreover, objective indicators were not set for “Creating environments for the disaster victims to lead active lives with peace of mind,” or the setting of outcome indicators by themselves was difficult. Regarding the implementation stage, in the first half of the reconstruction assistance phase activities that targeted the

afflicted residents and vulnerable persons were carried out, with particular emphasis placed on NFI, which met the basic needs of the disaster victims, as well as on redressing the disparities in assistance that arose between the disaster victims. In the latter half of the reconstruction assistance the disaster victims had moved into the temporary housing complexes and the basis for their daily lives had been set in place to a certain extent. In this phase assistance towards local industries, such as for the fishing industry and small business owners, was predominantly carried out with a view toward restoring both the employment from which the disaster victims could earn a living and the local economy.

As a result, on the whole, the outputs largely tied in with the outcomes, but there was room for improvement regarding the relevance of the plans in the log frame.

3) Efficiency – Project Rating: 3.0 (Based on the Cumulative Total for the Activities)

The evaluation for the efficiency of the project was high at 3.0. The reason for this was because the procurement and purchasing processes were clearly laid out, and procurement related to the activities was carried out in line with these processes. For items in which the procurement value was 300,000 yen or more competitive bids were received from three companies, and materials and equipment were procured from the manufacturer offering the same specifications at the lowest prices.

For the sake of reference, the “Costs per beneficiary” obtained by dividing the costs expended on implementing the “Community Relief” by the number of beneficiaries is shown in Table 5-11. Since the unit for the beneficiaries differed, the focus was limited to only those activities where “Number of people” was the unit for the beneficiaries. Doing so gives a cost per beneficiary of 1.79 for the assistance for small business owners to restart their businesses in Yamada town, making this the highest. This is because while the number of beneficiaries was 67 people, its direct costs were the highest and it also required the most personnel. From the interviews with CIJ it was revealed that of these activities the assistance for the fishing industry and the provision of electric appliances by way of catalog order in Yamada town and Otsuchi town both required the longest amounts of time for coordination.

Table 5-11: Project Implementation Cost

	Total	Cutter Ships	Welfare Vehicles	Shared Taxis	Fisheries	Small Business Owners	Home Electronics Catalog	Broadcasting Equipment
Labor (person-days)	580	45	75	110	90	120	110	30
Care personnel	345	30	45	50	60	90	50	20
Counterparts	235	15	30	60	30	30	60	10
Other	0	0	0	0	0	0	0	0
Direct costs (JPY 10,000)	15,273	1,808	601	648	2,847	1,945	7,364	60
Beneficiaries	5226	347	3	1,832	1,518	67	1,091	368
Cost per beneficiary	52	5	200	0	2	29	7	0
Person-days per beneficiary	6.31	0.13	25.00	0.06	0.06	1.79	0.10	0.08
Unit		Person	Group	Person	Person	Person	Household	Household

4) Effectiveness Rating: 2.29 (Based on the Cumulative Total for the Activities) / 2.5 (Achievement Status for the Outcomes)

The results showed that the rating based on the cumulative total for the activities of 2.29 constituted largely effective assistance. This result came about because the achievement status for the outputs (quantitative) was 80% or higher for almost all of the activities and the satisfaction of the beneficiaries was high. Yet conversely the achievement status for some of the activities was less than 50% with respect to the timing of the assistance, in addition to which for the beneficiaries’ satisfaction many of them replied that “The assistance was received somewhat quickly.” Furthermore, the fact that all of the effectiveness indicators for the provision of community wireless broadcast equipment for elderly support centers at three temporary housing complexes in Kamaishi city were low is the reason for the slack performance in the effectiveness rating.

Regarding the outcomes, the outcome indicators for the project that were established in the log frame and their achievement statuses are shown in Table 5-12 below.

Table 5-12: Outcome Indicator Achievement Level Evaluation

Outcome	Indicator	Result	Achievement
Fulfill basic needs of afflicted people	90% of intended beneficiaries receive daily necessities	Some activities have not fulfilled needs for 90% of intended beneficiaries (groups, households, business owners, etc.)	2
Stimulate local economies by mainly helping small business owners and the fishery and seafood processing industries rebuilding with locals leading the charge	Assistance is given to 90% of intended small business owners and fishermen's unions rebuild and continue operations	67 small business owners (target of 50) Three fishermen's unions (target of five)	2.5
Rebuild social welfare systems to establish a consistent living environment for all citizens	90% of intended beneficiaries receive supplies	12 social welfare groups (target of five) Around 1,200 vulnerable people (target of 1,000)	3
	Create an environment in which afflicted people can feel secure and live well	No information obtained	-

1. Achievement Status for Meeting the Basic Needs of the Victims: 2

The indicator for this outcome was “To have 90% of the targeted beneficiaries receive supplies of the everyday goods they need.” This could not necessarily always be achieved for 90% of the targeted beneficiaries established by each activity, but since it did not fall below 50% for any of them the achievement status was deemed to be moderate.

2. Achievement Status for Rejuvenating the Local Economy through the Initiative of the Community with the Main Focus Being on Rebuilding Small Businesses, the Fishing Industry, and the Marine Product Processing Industry: 2.5

The indicator for this outcome was “To have 90% of the targeted business owners and fishing associations use the assistance to help them in resuming and continuing their businesses.” The objective was set at 50 small business owners, but in reality assistance was provided to 67 people. Not only business owners looking to resume business but also those establishing new businesses were targeted for assistance, and so from the perspective of rejuvenating the local economy through the initiative of the community the objective was achieved.

However, with the assistance for the fishing industry on the other hand, this could not be achieved for five organizations were set as the objective and was confined to just three fishing cooperatives. For this reason the achievement status was moderate. In addition, since the emphasis was on “delivering assistance to each and every member” the satisfaction from the beneficiaries’ survey was not very high. This is for reasons like the fact that the contents of the assistance consisted of consumable goods of limited effectiveness, and so as a result there were cases in which assistance was only provided to some of the members, which produced a sense of unfairness. Moreover, the fishing associations each had vastly different characters in terms of factors like their region and catch of fish. As a result, there were limitations when it came to reliably following through on “delivering assistance to each and every member” for all of them. So with respect to resuming and continuing with fishing businesses, CIJ needed to consider the assistance methods by adequately factoring in these sorts of characteristics.

3. Achievement Status for Building an Adequate Living Environment for All of the Residents by Rebuilding Social Welfare Systems: 3

The indicators for this outcome were “To have 90% of the targeted beneficiaries receive the distributed supplies” and “To create an environment for the victims to lead vibrant lives with peace of mind.”

Concerning the goal of “To have 90% of the targeted beneficiaries receive the distributed supplies,” five social welfare organizations were set for the objective indicator, but ultimately the facilities that received assistance like nursing care vehicles and wireless broadcast equipment came to 12 organizations, resulting in an achievement level of more than 100%. Whereas the objective for the number of vulnerable people was set at 1,000 people, supplies were actually distributed to about 1,200 people, with a high level of achievement.

Conversely, regarding the goal of “To create an environment for the victims to lead vibrant lives with peace of mind” indicators were not established. However, in a questionnaire survey carried out on the temporary housing complex residents and the afflicted residents living in their own homes in Otsuchi town and Yamada town, regarding the “Degree to which their lives had been restored” 57% of both types of residents replied that their lives had “Improved slightly” or “Improved significantly” compared to their situation from immediately after the disaster. As such, it is thought that this was achieved in some extent.

5) Sustainability Rating: 3.0

The sustainability for this project will be evaluated based upon the average sustainability for the activities that were subject to a detailed evaluation.

All of the materials and equipment that were provided are being used except for a few. Most of these materials and equipment are items that were washed away by the tsunami (vehicles, electric appliances, seawater sterilization and filtration systems, etc.), and there are no problems with the maintenance and management capabilities of the beneficiaries, who had previously been using similar materials and equipment for a long time. Moreover, for those materials and equipment for which there is a possibility that maintenance and management costs will arise in the future, such as the cutter ships and generator, each respective organization (schools, taxi companies, etc.) will secure these costs. As such, the sustainability is high on the whole.

The materials and equipment that were not being used as of the time of the survey included the seawater sterilization and filtration system supplied to the Sanriku Yamada Fishermen’s Cooperative Association, the prefabricated storage houses supplied to the Shinotsuchi Fishermen’s Cooperative Association, and the broadcasting equipment supplied to one of the Support Centers in Kamaishi city. The reason why these are going unused is because, except for the Sanriku Yamada Fishermen’s Cooperative Association, which is currently constructing the installation location for this equipment, consensus could not be obtained within the fishing cooperative or the temporary housing complex regarding how to distribute or use these. However, all of these are on track to start being used sometime in August 2012, as coordination has made progress within the fishing cooperatives and the municipality.

6) Gender Consideration Rating: 1.70

The only activities that gave consideration to gender starting from the planning stage include the provision of vehicles for taxis (share taxis in Otsuchi), in which pregnant women were the beneficiaries in their capacity as mobility impaired people, and the assistance for the fishing cooperatives that gave forethought to encouraging the reinstatement of women in the fishing industry by including some female quasi-members among the beneficiaries. The only activities that gave consideration to the needs of women in the implementation stage were the aforementioned share taxis and the provision of vehicles for nursing homes and comprehensive support centers (Yamada town, Kamaishi city, and Miyako city). For the latter, interviews were held to identify the needs of the staff that would be driving the welfare vehicles (who are mostly women), and their voices were reflected in the selection of the vehicles.

The field officer for “Community Relief” was a woman, and so as a result women took part in the planning and operation of the activities. Furthermore, while the needs of women were effectively identified for some of the activities, but on the whole activities in which gender considerations were consciously made were extremely limited in number.

7) Consideration to Vulnerable People Rating: 2.50

One of the outcomes from the “Community Relief” activities that were laid out was “Rebuilding social welfare systems,” with NFI to the elderly, pregnant women, and vulnerable people requiring nursing care, as well as assistance to welfare-related facilities or groups being provided in the project planning by way of specific activities. The average evaluation was also high at 2.5, but the fact that there were a lot of activities that were not subject to evaluation from the outset must also be factored into consideration.

CIJ's approach to support vulnerable people during the Tohoku Earthquake was to provide assistance to vulnerable people indirectly by offering assistance to restoring the functionality of specialized facilities, such as nursing and welfare facilities. In its disaster assistance in developing countries, CIJ provides assistance directly to vulnerable people, but in Japan where specialized facilities are already in place this approach was thought to be appropriate. In fact, aside from voluntary organizations, the majority of the nursing care and welfare facilities were receiving public assistance promptly after the earthquake occurred, and so it would seem that CIJ also had some difficulties in identifying the needs for this sector.

5-3. Psychosocial Support

5-3-1. Summary of the Study

(1) Overview of the Study

From July 1 to 5, 2012 information and data were collected based on an evaluation grid perspective for the community café in Yamada town, community newspaper in Yamada town, and traditional art performances and festival support²⁰ from among the “Psychosocial Support” activities. Those in charge of implementing the various activities (mainly at CIJ’s Miyako branch office) and the counterparts were the primary targets of the study. Interview surveys were carried out on two organizations in each town out of the 23 counterparts for the traditional art performances and festival support. Regarding the community café in Yamada town, the surveyors took part in the Yoriaikko cafés that were held at the Yamada-minami Elementary School temporary housing complex and the general-purpose square temporary housing complex in order to confirm the implementation status for this activity and the beneficiaries’ circumstances. Individual interviews were held with 20 of the participants for about ten minutes per person with the main goal of confirming their satisfaction and the points to be improved. In addition to this, the results from a survey of the beneficiaries aimed at disaster victims (temporary housing complex residents and afflicted residents) in Yamada town and Otsuchi town, where the evaluation was carried out on a different schedule from that mentioned above, were also employed for the evaluation (refer to Chapter 2 for an overview of the surveys on the beneficiaries).

(2) Overview of the Evaluation Results

As was mentioned in Chapter 4, the “Psychosocial Support” activities were designed not as activities to provide psychological treatment, but rather to cheer up the disaster victims and revitalize the afflicted regions as a whole. As such, it was enormously significant that these were implemented in a well-timed manner in the space after three to 15 months after the disaster. Adopting a format of taking on organizations rooted in the local communities as the counterparts and providing assistance laterally beside their assistance led to a smooth implementation. Not only that, but it can also be expected to lead to ensuring sustainability on into the future. To start with, CIJ’s Miyako branch office’s approach of working to closely exchange information and opinions with the counterparts and accommodate local needs flexibly and quickly built up relationships of trust that formed the foundation for cooperation. In addition, this tied in with promoting autonomy among the counterparts and prompted results. Such results were produced as a result of setting up a local CIJ office in Miyako city, laying out a relatively flat implementation structure, and through scrupulous communication and cooperation between the head office and this branch office. Without assistance tailored to the needs of the local communities, rapid assistance, and assistance respecting the autonomy of said communities, there could be no expectation for long-lasting activities or results. As such, it has been highly evaluated in terms of the response program management.

The outputs (quantitative) for the activities that were initially planned achieved 100% of their objectives, and satisfaction was high among the beneficiaries as well. As for the outcome indicator of “90% of CIJ target beneficiaries perceive that their psychosocial burden is mitigated with CIJ support,” the objectives for this were largely achieved. However, the “target beneficiaries” found in the indicators refer to participants in the activities, and the actual participation rates of between 7 – 73% were sometimes not that high depending on the activity. So when viewed based on the disaster victims as a whole, the number of these victims who received support directly was limited.

5-3-2. Activity-level Evaluation

The ratings and overall evaluations for the activities subject to evaluation have been compiled into the table below by comparing these against the evaluation criteria. In this section evaluations and analyses of the activities will be performed.

²⁰ These are two activities that were implemented in Yamada town and Otsuchi town.

Table 5-13: Detailed Evaluation Ratings for Psychosocial Care Activities

Evaluation Criteria	Activity	Community Cafés		
	View of Evaluation	Rating	Weight	Score
Project Management	(Organization)			
	1. Are there enough human resources to ensure the quality of projects and speed of support?	3.00	12.5%	0.38
	2. Was organizational set-up/organizational control and chain of command appropriate?	3.00	12.5%	0.38
	(Financial) Was the budgeted compensation disbursed quickly and appropriately?	3.00	25%	0.75
	(Monitoring during implementation) Was monitoring during implementation appropriate? Were plans changed quickly, if necessary?			
	1. Were the frequency and nature of monitoring appropriate?	2.00	12.5%	0.25
	2. Did monitoring lead to quick and relevant decision making (changing, partially changing, or maintaining plans)?	3.00	12.5%	0.38
(Cooperating and communicating with pertinent institutions) Were cooperation and information sharing with local NPOs and local governments appropriate? (avoiding support overlapping, etc.)	2.00	25%	0.50	
Overall Evaluation				2.63
Plan Relevance	How did CIJ come to fully understand beneficiaries' needs, based on which the activity should have been implemented? (Did they do so appropriately?)			
	1. Nature of needs assessment	2.00	25%	0.50
	2. Duration of needs assessment	3.00	25%	0.75
	- Did CIJ prepare initial plans for this activity quickly and accurately (not too detailed, not too rough)?	3.00	50%	1.50
	Overall Evaluation			
Efficiency	- Has this activity been implemented efficiently? (Considering actual costs, was there a cheaper way to implement it?)	3.00	100%	3.00
	- Did CIJ produce the initially anticipated output?			
	1. Quantity	3.00	25%	0.75
	2. Timing	3.00	25%	0.75
	- What is the satisfaction level for this output?			
	1. Description of output (beneficiaries' satisfaction level)	2.32	25%	0.58
	2. Activity duration (beneficiaries' satisfaction level)	2.48	25%	0.62
Overall Evaluation				2.70
Sustainability	- Is supplied equipment and material still being used? Is the project still being implemented (at the time of the evaluation)?	3.00	100%	3.00
	- Did women participate in planning and operation?	3.00	20%	0.60
	- Were women's needs taken into account during the planning stage?	1.00	20%	0.20
	- Did the activities implemented actually address women's needs?	3.00	30%	0.90
	- Were beneficiaries appropriately gender-balanced?	1.00	30%	0.30
Overall Evaluation				2.00
Consideration to Vulnerable People	- Did plans account for the different needs of vulnerable people (elderly people, disabled people)?	2.00	40%	0.80
	- Did activities reflect plans? In other words, was consideration shown for vulnerable people (elderly people, disabled people) during implementation?	2.44	60%	1.47
	Overall Evaluation			

Note 1: The "Satisfaction with the output in question" for effectiveness refers to the combined satisfaction from the disaster victims at the temporary housing complexes and the afflicted residents living in their own homes.

Note 2: The question "Was the plan reflected in the activities?" for the consideration to vulnerable people was rated based upon the satisfaction with the activities of the elderly and disabled people among the disaster victims at the temporary housing complexes and the afflicted residents living in their own homes.

(1) Community Café in Yamada Town

The community café in Yamada town activity provided support for the Yoriaikko cafés that were run by the Yamada Social Welfare Council (hereafter referred to as the social welfare council) starting from June 2011. The direct goal was to provide locations where the disaster victims could gather together to make friends and relax while having lighthearted conversations and exchanging information as they sipped tea. These were held for one and a half hours in the morning or afternoon once a month at 46 of the 49 temporary housing complexes by making use of the lounges or assembly halls at said complexes. In those temporary housing complexes that did not have lounges or assembly halls, outdoor cafés were held by using parasols. They also came to be held upon request outside of the temporary housing complexes, so long as five or more participants gathered and a location could be secured. CIJ offered assistance in the form of drinks, snacks and so forth, as well as assistance with running them once or twice a week, NFI through cooperation with companies, and it would also hold events.

1) Project Management Rating: 2.63

The chain of command for CIJ's head office and Miyako branch office was clear, and there were no delays or confusion with the decision making during the implementation period for the activity. It was arranged such that the implementation structure was formed primarily around the social welfare council and CIJ's Miyako branch office under the supervision of CIJ's head office, with the head office providing final approval. There were no personnel shortages with the operating team, and appropriate management was carried out in terms of both the structure and financial affairs. On the other hand, there was room for improvement in terms of both the monitoring during implementation

and cooperation with related agencies. CIJ would go to the Yoriaikko cafés once or twice a week to conduct onsite monitoring. Frequent meetings were held with the social welfare council as well in an effort to enable them to accommodate onsite requests. Conversely, the only monitored indicator was the number of participants, and matters that should have been followed up on by the “Psychosocial Support” activities—such as the indicators laid out in the log frame, participants who needed looking after, and the status of people who would make absolutely no response when addressed—were not necessarily monitored.

In this activity’s early stages cafés were being held by lots of organizations, but organized cooperation and the sharing of information had not yet begun in Yamada town. Therefore, CIJ’s branch office collected information from the volunteer center and engaged in onsite observations so as to respond in such a way as to avoid overlaps in its assistance. While there were no major problems regarding this point, an ideal cooperative structure for implementing the “Psychosocial Support” activities was never set up. For example, in cases where people with some form of mental problems were discovered through the activities responses in which they were appropriately addressed or they solicited advice from the institutions handling community health and medical care were needed. Ideally, there should have been initiatives to set in place a structure that would enable cooperation with consultation contact points and teams of experts, as well as to address “Psychosocial Support” through the community as a whole.

2) Relevance of the Plan Rating: 2.75

While a systematic needs assessment was not carried out, the local needs were determined through pragmatic methods. Everything went largely as anticipated from the formulation of the activity plans through to their implementation, and this was carried out quickly.

Through the distribution of foods and NFI that it carried out at the evacuation shelters back in April 2011, CIJ determined that there were lots of people who wanted a place where they could get away from their constrained living environments and relax. Following this, it created a plan one month later and started on this activity five days after that. CIJ’s aim throughout the “Psychosocial Support” activities was to relieve the stress of the disaster victims, it was not to provide the psychological treatment activities deemed necessary immediately after the disaster. The decision to begin these at a time when three months had elapsed since the disaster and some sense of calmness had been restored was the proper one, and it can be appraised for the fact that it was carried out rapidly from the planning through to the implementation.

3) Efficiency Rating: 3.0

The actual direct project costs came to 1.95 million yen relative to the planned 4.46 million yen (or 45% relative to what was planned). The actual number of people days came to 231 relative to the planned 169 (or 137% compared to what was planned). For the procurement process competitive bids were received, and so the activities were carried out in a more economical manner. The reason for why the direct project costs came in significantly below what was planned was because there was still not a specific activity plan when the funds were initially allocated, and so these could not be distributed via the accumulated expenses based on the plan. However, this was not a major problem.

4) Effectiveness Rating: 2.70

The output indicators that were set forth in the log fame were that “Community cafés run by the Social Welfare Association are supported twice a week (six places per month),” “10 elderly are served per café per day until the end of project duration (rolling number: around 2,000 persons) by June 2012,” and “Participant satisfaction.” The number of times CIJ actually provided management assistance came to 151 against the planned 78 times, and the actual number of elderly participants came to 2,790 versus the planned 2,000 people, with both of these substantially exceeding the plan. The satisfaction on the part of the beneficiaries was also high, and it has been judged as being highly effective.

One of the direct contributing factors for why the plan was substantially exceeded was because the number of temporary housing complexes visited in one month increased from the initially planned two to 46. The number of beneficiaries also exceeded the plan with 2,833 people, with it believed that 60% of them took part every month. The actual number of people was about 300 – 400 per month, of which

it is estimated that around 10% were afflicted residents.²¹ Cafés for the afflicted residents living in their own homes were held a limited number of two times out of the total of 151 times, coinciding with the distribution of supplies at the Osawa Furusato Center during the early stages.

For this evaluation, surveys on the beneficiaries were carried out on 498 disaster victims living in the temporary housing complexes and on 53 of the afflicted residents living in their own homes. This was done with the goal of confirming how the disaster victims perceived the assistance from CIJ. People that took part in the Yoriaikko cafés accounted for 34% of the total, and when this is viewed by type of residence it reveals a difference between the 37% for disaster victims in the temporary housing complexes and the 6% for the afflicted residents living in their own homes. The reason for the low participation rate among the afflicted residents is because the Yoriaikko cafés were mainly held in the temporary housing complexes. The managerial staff at the social welfare council would go around to every household before the Yoriaikko cafés were held to directly call on the disaster victims in the temporary housing complexes to encourage them to participate, but they could not do this for the afflicted residents living in their own homes. The Yamada Social Welfare Council resumed its public relations in June 2012, in which it incorporated information on the Yoriaikko cafés. However, it is believed that these people had few opportunities to learn about the activities themselves prior to that. In the surveys on the beneficiaries, 51% of the afflicted residents living in their own homes replied that they were unaware of the existence of the cafés. Furthermore, from the interviews with the social welfare council it is thought that one of the reasons for this is that because of the discrepancy in assistance between the temporary housing complexes and residents in their own homes in the community, the afflicted residents tended to prefer not to enter the meeting places within the temporary housing complexes.

Regarding the participants' satisfaction,²² 37% said they were "Very satisfied" and 47% said they were "Largely satisfied," which when combined together equals 84%, and thus the rating was 2.32. In the interviews with the beneficiaries as well opinions like "I look forward to the Yoriaikko cafés held once a month" were frequently heard. As for the timing of the assistance, 45% said this was "Very appropriate" and 43% said it was "Largely appropriate" for a high percentage, and the rating for this was 2.48. The claim could be made that choosing a time corresponding to the completion of the temporary housing complexes when people had calmed down after moving in to them to begin the Yoriaikko cafés led to high evaluations.



Figure 5-5: A Dance by the Social Welfare Council



Figure 5-6: Calisthenics

5) Sustainability Rating: 3.0

Moving forward, the local residents will be faced with the choice to rebuild their lives by either rebuilding their homes in the afflicted regions or moving into public housing. Moreover, it is of great necessity to continue providing assistance for psychosocial support in afflicted regions where there are calls for building new communities, and the disaster victims here also have a great deal of needs as well. CIJ is currently carrying out initiatives geared towards the phase-out stage, and it is highly likely that activities will be carried out in a continuous manner on into the future.

²¹ Based on interviews with the social welfare council.

²² Satisfaction of participants that includes both the temporary housing complex residents and afflicted residents living in their own homes in Yamada town.

The social welfare council that played a leading role in the implementation is a local organization that promotes social welfare programs. In the future it will continue to work to support the afflicted regions and disaster victims based upon their changing needs. If emergency employment programs are concluded, then it will be difficult to continue with the cafés with their current frequency and content. It will have to newly create a structure in which they can be run with a limited number of people, or an implementation structure that utilizes volunteers or the like. Regarding its implementation capacity, it has already accumulated implementation know-how through the café activities thus far, and it has been deemed to be capable of continuing with this activity on its own. Financially speaking, securing the activity costs for this will be a challenge. At present, both Starbucks Coffee Company and Kanebo Cosmetics Inc. have expressed interest in providing ongoing assistance, and CIJ is offering its support in order to strengthen the cooperative ties between these companies and the social welfare council. Moreover, it is also exploring the possibility of expanding the supporting companies and cooperating with local NPOs, with the expectation of building a network for the future. The “Psychosocial Support” activities will also have to set in place a structure for working together with medical teams.

6) Gender Consideration Rating: 2.0

Though there were no distinct gender considerations during the planning stage 96% of the participants were women, possibly because these were held during the daytime on weekdays. Beauty and cosmetics-related events that were tailored to the needs of women were also held through cooperation with Kao Corporation and Kanebo Cosmetics Inc. In order to increase the number of male participants an attempt was made for separate café activities around the theme of bench making, but there was no improvement in this state of affairs in which men hardly ever gathered together.

7) Consideration to Vulnerable People Rating: 2.27

As for the people targeted by the activities, elderly people in particular were well represented among the targets. Songs and dances that are geared towards the elderly were selected to be taken up through the activity, and low-impact calisthenics were also performed. The government office dispatched public health nurses who offered health consultations while taking body temperature and blood pressure measurements. There were no clear plans for the disabled. Since there were few disabled people in the temporary housing complexes no particular considerations were given to their needs. In the surveys on the beneficiaries, 17 out of 34 disabled people had attended the Yoriaikko cafés, 65% of which replied that they were “Very satisfied” or “Largely satisfied.”²³ Since their rating of 2.5 was higher than that for people without disabilities, which was 2.27, it is fair to say that it provided the appropriate consideration for the disabled people who took part.

Those activities that were subject to a regular evaluation will be taken up next.

²³ The responses include both temporary housing complex residents and afflicted residents living in their own homes in Yamada town

Table 5-14: Regular Evaluation Ratings for Psychosocial Support Activities

Activity		Community Newspapers			Total Performance
Evaluation Criteria	View of Evaluation	Rating	Weight	Score	Rating
Project Management	(Organization)				
	1. Are there enough human resources to ensure the quality of projects and speed of support?	3.00	12.5%	0.38	3.00
	2. Was organizational set-up/organizational control and chain of command appropriate?	3.00	12.5%	0.38	3.00
	(Financial) Was the budgeted compensation disbursed quickly and appropriately?	3.00	25%	0.75	3.00
	(Monitoring during implementation) Was monitoring during implementation appropriate? Were plans changed quickly, if necessary?				
	1. Were the frequency and nature of monitoring appropriate?	2.00	12.5%	0.25	3.00
	2. Did monitoring lead to quick and relevant decision making (changing, partially changing, or maintaining plans)?	3.00	12.5%	0.38	3.00
(Cooperating and communicating with pertinent institutions) Were cooperation and information sharing with local NPOs and local governments appropriate? (avoiding support overlapping, etc.)	2.00	25%	0.50	3.00	
Overall Evaluation				2.63	
Plan Relevance	How did CIJ come to fully understand beneficiaries' needs, based on which the activity should have been implemented? (Did they do so appropriately?)				
	1. Nature of needs assessment	2.07	25%	0.52	3.00
	2. Duration of needs assessment	3.00	25%	0.75	3.00
	- Did CIJ prepare initial plans for this activity quickly and accurately (not too detailed, not too rough)?	2.00	50%	1.00	3.00
Overall Evaluation				2.27	
Efficiency	- Has this activity been implemented efficiently? (Considering actual costs, was there a cheaper way to implement it?)	3.00	100%	3.00	3.00
Effectiveness	- Did CIJ produce the initially anticipated output?				
	1. Quantity	3.00	25%	0.75	3.00
	2. Timing	3.00	25%	0.75	3.00
	- What is the satisfaction level for this output?				
	1. Description of output (beneficiaries' satisfaction level)	1.97	25%	0.49	2.64
1. Description of output (beneficiaries' satisfaction level)	2.06	25%	0.52		
Overall Evaluation				2.51	
Sustainability	- Is supplied equipment and material still being used? Is the project still being implemented (at the time of the evaluation)?	N/A	100%	N/A	
Gender Consideration	- Did women participate in planning and operation?	3.00	20%	0.60	3.00
	- Were women's needs taken into account during the planning stage?	2.00	20%	0.40	2.00
	- Did the activities implemented actually address women's needs?	3.00	30%	0.90	3.00
	- Were beneficiaries appropriately gender-balanced?	3.00	30%	0.90	3.00
Overall Evaluation				2.80	
Consideration to Vulnerable People	- Did plans account for the different needs of vulnerable people (elderly people, disabled people)?	2.18	40%	0.87	
	- Did activities reflect plans? In other words, was consideration shown for vulnerable people (elderly people, disabled people) during implementation?	2.00	60%	1.20	
	Overall Evaluation				2.07

Note 1: The “Satisfaction with the output in question” for effectiveness refers to the combined satisfaction from the disaster victims at the temporary housing complexes and the afflicted residents living in their own homes.

Note 2: The “Implementation period (satisfaction of the beneficiaries)” for the effectiveness of the traditional art performances and festival support was excluded because the time in which the festival would be held had been determined.

Note 3: The question “Were differences in the needs of vulnerable people considered in the plan?” for the consideration to vulnerable people in the community newspaper in Yamada town was rated based on how satisfied elderly and disabled people were with the printing of the newspapers.

(2) Community Newspaper “*Kibou*” in Yamada town

This was an activity whose goal was to promote the sharing of information and mutual assistance between the disaster victims. The evacuation shelter newspaper *Kujira Sanroku* was issued for three months from May through July 2011, while the temporary housing complex newspaper *Kibou* (published monthly) has been issued since September 2011. This paper is distributed directly to the people living in the temporary housing complexes every month.²⁴ On its one A3-sized page spread it contains about 1,200 characters-worth of articles that focus on cheerful topics, comical haikus, and photographs. With the cooperation of local editors CIJ gathered local information and took photographs, wrote articles, printed the newspaper, and distributed it.

1) Project Management Rating: 2.63

The chain of command for CIJ’s head office and Miyako branch office was clear, and during the implementation period for the activity there was no suspension of the activities due to personnel shortages, and nor were there any delays or confusion with the decision making. It was also managed appropriately in terms of its structure and finances. The articles unflinchingly went through the editors, and consideration was given so that they would provide articles and information that were suited to the sensibilities of the local community. Producing a newspaper with content that suited the needs of the readers was set forth as the objective, but regular monitoring was not carried out. CIJ’s Miyako branch office and the editor in chief were constantly checking to see if there were any printed media with local information, but during the activity period there was no overlap in the assistance.

2) Relevance of the Plan Rating: 2.27

No systematic needs assessments were carried out with regard to the newspapers. Unfiltered opinions to the effect that there was no information in the evacuation shelters through the “Food Security” activities during the emergency assistance stage were overheard, and so a plan was compiled together in a week in order to accommodate these people. The activity was initiated right away without creating a written plan. Since there were no particular needs regarding the content, at first all of the latest information that came in was taken up in articles. In the initial stages people generally wanted any and all sorts of information, including on conditions in the evacuation shelters, supplies to be distributed, and volunteers, and so this decision was appropriate. For the May 2011 edition (evacuation shelter newspaper) boxes were installed with which to solicit articles and needs, but not many were received and their contents were not appropriate. Presumably another way would have been to conduct needs surveys at crucial junctures like during the transition from an evacuation shelter newspaper to a temporary housing complex newspaper on questions like what sorts of information do the people in the afflicted regions need and what information would be useful to lots of people.

3) Efficiency Rating: 3.0

The actual direct project costs were 420,000 yen versus the planned 1.12 million yen, which was 37% relative to the plan. The number of person days for the implementation was largely consistent with the plan at 123 days. The direct cost per beneficiary was 198 yen, with the direct costs per newspaper copy coming in at 20 yen. The direct project costs were held down to the bare minimum of the costs for consumable goods such as the photo print, ink, and manuscript paper. However, since it required ten person days per issue to gather the information, write the articles, edit, and distribute the newspapers the person days per beneficiary were high at 0.6 relative to the newspaper volume. By going around to each household and directly communicating with the disaster victims they not only gathered materials for articles, but this was also conducive for determining the disaster victims’ conditions and building relationships of trust with them. One of the major reasons for this is because the staff at CIJ’s Miyako branch office distributed the newspapers to every single household in each of the temporary housing complexes. The benefits obtained from this were enormous.

4) Effectiveness Rating: 2.51

The output indicators that were set forth for this activity were that “10 editions of newsletters (*Kibou*) are printed, and are delivered to 2,000 per edition households in Yamada Town by June 2012” and that “Information on the newspapers meets their needs of the recipients.” The number of editions printed went according to plan, and the number of copies printed went largely according to plan at 20,400 copies.

²⁴ A certain number of copies are also deployed so that the other disaster victims can pick them up at the town office.

In the survey of beneficiaries aimed at occupants of the temporary housing complexes, 390 of the 500 people from whom valid responses were received had read the community newspapers, which correspond to 78%. Of these, 19% replied that they were “Very satisfied” and 62% said they were “Largely satisfied” with the printing of the community newspapers, which comes to 81% when both of these are combined. In response to a question over whether the contents of the newspapers were suited to the needs of the readers, 7% affirmed this by saying “I very much think so” and 62% agreed with “I think so,” while conversely 21% replied “I don’t think so.”

In the survey of beneficiaries aimed at 53 afflicted residents living in their-own homes, 21% of these people had read the community newspapers, 77% of these people had not read them, and 2% did not respond, indicating that the percentage of people reading these was low. Of the people that had read them, 9% replied that they were “Very satisfied” and 55% said they were “Largely satisfied” with the printing of the community newspapers, which comes to 64% when both of these are combined. As to whether the contents of the newspapers were suited to the needs of the readers, 9% said “I very much think so,” 73% said “I think so,” 9% said “I don’t think so,” and 9% did not respond.

Since the number of respondents in the surveys on beneficiaries in the temporary housing complexes and those living in their own homes varied significantly it is impossible to perform a simple comparison. However, compared to the nearly 80% of the people in the temporary housing complexes who were reading the newspapers, this was limited to 20% for those in their own homes, with the percentages of people reading them and not reading them reversed between those in temporary housing complexes and their own homes. The direct distribution sites were restricted to the temporary housing complexes as of August 2011 for the reason that the residences of the afflicted residents living in their own homes could not be identified. An approach of setting 190 copies of each edition in the town office and library for the afflicted residents living in their own homes also had an impact. Around December 2011 efforts like distribution through the use of inserts and circular notices for publicity aimed at these afflicted residents and distribution in cooperation with the municipality were considered, but the fact of the matter is that these never came to fruition. In terms of their satisfaction, while there was a difference in degree there was no clear difference in terms of tendencies. Those in the temporary housing complexes were more satisfied in the publication of the newspapers in and of itself than those living in their own homes. However, even though the content was tailored for those in the temporary housing complexes the satisfaction with their content was higher among people living in their own homes. This hints at the fact that those disaster victims in the temporary housing complexes to which newspapers were distributed every month had high expectations in the newspapers, and were looking for innovation and creativity in their contents. It also suggests that since the afflicted residents living in their own homes had to go to pick up the newspapers on their own, their expectations for the newspapers themselves were not all that high.

5) Gender Consideration Rating: 2.80

There were no clear gender considerations during the planning stage. Since those targeted were all of the residents of Yamada town, the gender balance was preserved. We cannot go so far as to say that gender considerations were needed, but it would have been good if consideration had been given to issues like collecting information and producing newspaper copy in line with the unique needs of women.

6) Consideration to Vulnerable People Rating: 2.07

There were no clear considerations to vulnerable people during the planning stage. The major targets of the community newspapers were the occupants at the temporary housing complexes, and while these included elderly people there were few disabled people among them. As such, the articles did not give any particular consideration to the needs of the disabled.

(3) Traditional Art Performances and Festival Support (Yamada Town and Otsuchi Town)²⁵

Most of the festival clothing, musical instruments, equipment, and so forth that had been stored along the coast of the afflicted region were swept away by the tsunami. This activity provided assistance like replenishing the clothing and implements needed by local traditional art performance troupes in the aim of energizing the disaster victims through the resumption of their activities. The goals of the activity were to maintain the strong solidarity and emotional attachment found within the regions, to cheer up the disaster victims and people in the afflicted regions through traditional art performances and festivals, and to strengthen regional connections. It did this in Yamada town, Otsuchi town, and Kamaishi city, which are areas in which festivals and traditional art performances play particularly important roles, even for the Rikuchu Kaigan coastal region.

1) Project Management Rating: 3.0 (Shared)

The procurement of the implements and clothing needed for the activity was primarily handled by a three-person structure that included two people from CIJ's Miyako branch office and one person from the counterpart, who served as the coordinator for the traditional art performance troupes. The chain of command was also simple. In Yamada town the chief priest of the Hachiman Shrine and the leader of a local performing arts troupe served as coordinators, on account of which there was a strong unifying force and no delays or confusion were seen with the decision making. Content to be monitored was not decided upon in a planned manner, but monitoring was still carried out appropriately on the state of damage to the traditional art performance troupes; the extent of the assistance provided by other organizations; and the procurement status for clothing, musical instruments, and equipment. While there was no planned or systematic cooperation or communication, appropriate considerations were made in order to investigate the extent of the assistance from other organizations, avoid overlaps with this, and ensure fairness.

2) Relevance of the Plan Rating: 3.0 (Yamada Town), 2.50 (Otsuchi Town)

No systematic needs assessments were ever carried out. Local performing arts and festivals have been popular among the local residents in Yamada town and Otsuchi town since long ago, and are crucial to their lives. There are arguments to be made both for and against providing assistance for cultural activities in the days immediately following the disaster, when a whole host of challenges are piled up. In the midst of this, it was for the very reason that this was a time in which there was profound sadness following the disaster that it was decided that local performing arts and festivals have important significance when it comes to providing "Psychosocial Support" activities. This decision effectively came to offer hope to both the local performing arts troupes and the disaster victims. The activity can be appraised for the fact that it accurately grasped the significance of local performing arts and festivals to the local communities and the anticipated results from these. The plan itself was formulated in the short span of one week. The plan for Yamada town encompassed required items such as the period, the people targeted, the goal, an overview of the activity, its locations, frequency, and the budget with proper precision. Yet conversely no plan was drawn up for Otsuchi town.

3) Efficiency Rating: 3.0 (Shared)

The direct project costs that were initially planned were 3 million yen for each town, but the actual costs were 5.79 million yen for Yamada town and 17.17 million for Otsuchi town. These substantially exceeded what had been planned by 193% and 572%, respectively. The reason for the enormous discrepancy between the planned and actual costs was because when the specific activity plans were being formulated the budgetary allocations were revised in accordance with the high level of need for this activity. The extent of the damage to the traditional art performance troupes was confirmed and assistance was provided to all of the troupes in question by providing a maximum of 1.5 million yen to each one in Yamada town and an even 1 million yen apiece in Otsuchi town. The competitive bids that are normally received for the procurement process were obtained, and so the activity was carried out in a more economical way.

²⁵ The traditional art performances and festival support that was subject to regular evaluations refers to two activities in Yamada town and Otsuchi town, but since they share many common traits in terms of aspects like their objectives, plans, and how they were implemented these will be described together. In cases where there are discrepancies between them these will be discussed within the evaluation perspective.

4) Effectiveness Rating: 2.82 (Yamada Town), 2.83 (Otsuchi Town)

The output indicators that were set forth for this activity were that “Around 40 traditional art associations and festival organizers are supported.” and that “80% of the associations are able to operate their activities.” The number of troupes that received assistance was five in Yamada town, 18 in Otsuchi town, and 18 in Kamaishi city for a total of 41 troupes, which went largely according to plan. The proportion of troupes that were able to resume their activities during Phase I came to 18 out of 20 of the troupes (90%: this was 100% in Yamada town and 88% in Otsuchi town). For Phase II the expectation was that all of the troupes would be able to perform at a festival in September 2012.

When viewed in terms of the implementation process the response was carried out extremely quickly, as it took four days from the drafting of the plan through to implementation, and less than one week from budgetary applications until payments could be provided. During Phase I, although there were only a mere two months between the formulation of the plan in July and the holding of the festival in September, most of the troupes were able to make it in time for the festival. CIJ not only provided the amount of the damage to each troupe. It also investigated what sort of assistance and to where was provided by the Nippon Foundation, which decided to offer large-scale assistance in excess of 100 million yen, to avoid overlaps with the targets for assistance while also clarifying the role of its assistance. Holding a festival requires a variety of things, including everything from items that need large sums of money like festival cars, storage, and meeting halls, down to things like tiger masks, drums, props, and clothing. The assistance from CIJ was small in scale, and procured the implements and clothing that are indispensable for a festival. It was carried out in a manner that supplemented the portion that could not be covered through the assistance from other organizations such as the Nippon Foundation and Mécénat. Assistance with contents that would enable a bare minimum of traditional art performance activities was provided fairly to all of the organizations, and the claim could be made that this contributed enormously to the early rebuilding of the traditional art performance troupes. There were arguments to be made both for and against holding the festival, and there was indecision on the part of the traditional art performance troupes as well. In the midst of which it was enormously significant that they were able to take the first step towards reconstruction in a manner in which they had the backing of CIJ.

The number of participants that took part in the festivals in 2011 came to approximately 6,000 people in Yamada town and approximately 5,000 people in Otsuchi town. Surveys of beneficiaries were carried out on 553 people in Yamada town and 445 people in Otsuchi town. As for those who answered in the affirmative to the question “Do you feel that the local art performances and the festival provided you with some joy and peace of mind?” this came to 90% of the 59 participants in Yamada town and 97% of the 33 participants in Otsuchi town, respectively, which was extremely high. From this it was affirmed that the effectiveness of the traditional art performances and festival were high.

5) Gender Consideration Rating: 2.80 (Shared)

There were not necessarily any distinct considerations for this during the planning. However, since all of the residents in both Yamada town and Otsuchi town were targeted by this the gender balance was preserved.

6) Consideration to Vulnerable People Rating: Not Subject to Evaluation (Shared)

This was not subject to a ratings evaluation. While the traditional art performances and festival support targeted the afflicted regions as a whole, the direct beneficiaries were restricted to the local performing arts troupes and the staff at the shrines. As such, there were limited aspects for taking the needs of vulnerable people into consideration.

(4) Activities Subject to a Simple Evaluation

The six activities in the table below were subject to simple evaluations. This section will evaluate these only on the achievement status of the outputs for each activity.

Table 5-15: Simple Evaluation Ratings for Psychosocial Care

Activity	Evaluation Criteria
	Effectiveness: Did CIJ produce the initially anticipated output?
1. Community café for mothers (kids room) in Yamada town	1
2. Community café for man in Yamada town	1
3. Community newspaper "Ashitanimukatte" in Taro district of Miyako city	3
4. Community newspaper "Magokoro" in Otsuchi town	1
5. Traditional art performances and festival support in Kamaishi city	3
6. Recreation project: Around 20 events and activities	3

1. Community Café for Mothers (Kids Room) in Yamada Town

“Café for mothers and children is organized every weekend, with at least 10 mothers and children participate per week.” was set forth as the objective for this activity. In actuality, it was held over two days and there were 71 participants, which fell far below the 96 days and 960 people that had been planned. The main reason for this is because an implementation structure was not set up.

2. Community Café for Men in Yamada Town

Considering that there were few men among the participants at the Yoriaikko cafés, this activity was planned in order to also provide men with recreational opportunities. As a regional characteristic, men prefer not to gather together primarily to chat, and so not many people got together at these. A bench making café was held, but this was only done one time.

3. Community Newspaper “Ashitanimukatte” in Taro District of Miyako City

For the community newspaper in Miyako city the plan was to print six editions and distribute a total of 10,800 copies to 1,800 households. The actual results came to seven editions printed and a total of 8,900 copies distributed. The initial plan called for these to be distributed individually, but actually of the confirmed 482 households living in the temporary housing complexes individual delivery was limited to 482 households, with the change being made to an approach of setting out the remaining papers in public facilities.

4. Community Newspaper “Magokoro” in Otsuchi Town

For the community newspaper in Otsuchi town, during the planning the plan was to print these every other week or monthly and to distribute 300 copies of each edition. However, the actual result was that two editions were printed and 4,000 copies were distributed. The reason for this is that after the newspaper editor quit the NPO that was printing the paper a replacement could not be found, and so it was discontinued in the middle of its run.

5. Traditional Art Performances and Festival Support (Kamaishi City)

Assistance was provided to 18 traditional art performance troupes from January to June, 2012 in Kamaishi city. The festival will be held in October 2012, and so while there are no troupes that have resumed their activities so far the expectation is that all of the troupes will be able to perform at the festival in this October.

6. Recreation Project: Around 20 Events and Activities

The plan for this was to hold more than 20 recreational events aimed at 1,000 people. The end result was that 30 recreational events were held with a total number of participants of 19,419, which vastly exceeded what had been planned.

5-3-3. Project-level Evaluation

Thus far the evaluation results for the “Psychosocial Support” activities have been discussed. This section will provide a overall evaluation for the “Psychosocial Support” project based upon the aforementioned results. Just like with the other projects mentioned above, an overall rating and overall evaluation for the project will be made based upon the average values from the cumulative ratings for each evaluation item for the activities, as well as the management and achievement of the objectives for the project as a whole with respect to project management, relevance, efficiency, and effectiveness. The table below compiles

together the ratings and overall evaluations for each evaluation item for the four activities subject to detailed and regular evaluations based upon the established evaluation criteria.

Table 5-16: Ratings for Evaluation Items

Activity/Evaluation Criteria	Overall Evaluation	Detailed	Regular Evaluation		
		Community café in Yamada town	Community newspapers	Traditional art performances and festival support in Yamada town	Traditional art performances and festival support in Otsuchi town
1 Project Management Activity Average Individual project evaluation = was organization/financial management/cooperation with pertinent institutions as a whole appropriate?	2.78	2.63	2.63	3.00	3.00
2 Relevance Activity Average Individual project evaluation = Was output geared toward specific outcomes (objectives) sufficient toward achieving those outcomes (objectives) when combined with other output?	2.66 2.00	2.75	2.27	3.00	2.50
3 Efficiency Activity Average	3.00	3.00	3.00	3.00	3.00
4 Effectiveness Activity Average Individual project evaluation = evaluation of level of achievement of outcomes (objectives) in the logframe	2.55 2.75	2.70	2.51	2.82	2.83
5 Sustainability Activity Average	3.00	3.00	-	-	-
6 Gender Consideration Activity Average	2.60	2.00	2.80	2.80	2.80
7 Consideration to Vulnerable People Activity Average	2.17	2.27	2.07	N/A	N/A

1) Project Management Rating: 2.78 (Based on the Cumulative Total for the Activities)

CIJ’s head office served as the ultimate decision-making authority for the activities related to psychosocial support, while the project manager and program officer at CIJ’s Miyako branch office were involved in the implementation under the supervision of the head office. The process followed was one in which after the contents pertaining to the activities were largely settled by CIJ’s Miyako branch office they were proposed to CIJ’s head office. Close communication had been carried out between CIJ’s head office and its Miyako branch office, so few of the proposals were sent back from the head office, and in many of the case they moved forward based on the proposals of the Miyako branch office. The fact that it was a relatively flat organizational structure also made it possible to have quick procedures pertaining to the implementation of the project. Organizations and human resources rooted in the local community were selected for the counterpart agencies, in addition to which CIJ’s local branch office was set up in Miyako city close to the site and it frequently carried out consultations and follow-ups with the counterparts. As such, the project can be appraised for how these led to the implementation of activities that were in line with the onsite needs. During the initial stages systematic needs assessments and cooperation with related organizations were not carried out, and neither was systematic monitoring during the implementation. However, for both of these CIJ’s Miyako branch office frequently visited the site and worked to collect information while communicating with the related organizations and disaster victims, and it did a good job with sharing information within the branch office. For these reasons no major problems arose.

The average rating for each of the activities was high at 2.78. With regard to traditional art performances and festival support in particular its project management, which achieved efficient and effective support over a short time period, led to the high evaluations.

However, carrying out “Psychosocial Support” activities also involves aspects of dealing with disaster victims who appear to have psychological symptoms and those with a tendency to shut themselves off from society. Because of this, it was important that the monitoring of the targeted people’s conditions was carried out carefully and adequately. It was also important that communication and cooperation schemes that would allow for the appropriate responses to be made as needed were set in place, especially with the community café in Yamada town.

- 2) Relevance of the Plan Rating: 2.66 (Based on the Cumulative Total for the Activities), 2 (Connection between Outcomes and Output)

The outcome that was set forth for the project was to “Improve the psychosocial well-being of survivors and revitalizing a sense of community, with a special focus on the elderly and children,”²⁶ with the indicator for this being that “90% of CIJ target beneficiaries perceives that their psychosocial burden is mitigated with CIJ support.”²⁷ The local community in the afflicted regions was scattered by the disaster, including people who moved from evacuation shelters to temporary housing complexes, people who have continued to live in partially destroyed homes, and others who have evacuated out of the afflicted region. This in turn has placed a psychological burden on the people. The “Psychosocial Support Project” aimed to rebuild things like neighborhood associations, neighborhood councils, associations for the elderly and for children, and other organizations in order to recover the bonds between the local communities within a new environment. In order to achieve this, groups of activities were implemented by being broadly categorized into assistance for cafés, community newspapers, traditional art performances and festival support, and recreation projects. The roles of each activity are described below.

The community café in Yamada town played the role of relieving the major heartaches and anxieties of the disaster victims by having them make friends and share their thoughts with one another in a new environment. It was not only a venue for them to restore their human dignity by expressing themselves, but also served in the role of a place where the community could watch over them by having the social welfare council—which undertakes welfare programs for the regional community—and public health nurses come in. The traditional art performances and festival support and recreation projects were regarded as being conducive to creating opportunities for people who had become separated to reunite and overcome their grief of being victims. They were also seen as efforts to further strengthen ties within the community. The community newspapers were regarded as efforts to periodically convey new local information during the reconstruction stage, when no media with local information existed, and were helpful in sharing information among the disaster victims. The average rating for the activities was high at 2.66.

As this indicates, each of the activities contributed to revitalizing the local community over the medium term and were essential for achieving the outcomes, thus they were reasonable in terms of the plan. However, there was no clear connection between the individual activities, and there were no plans for producing synergistic effects through coordination between the activities. Moreover, in the Medium to Long-term Plan for Assistance Projects for the Victims of the Tohoku Earthquake (May 2011) the targets of the activities were broadly set at 4,510 disaster victims in Yamada town and 5,500 disaster victims in Otsuchi town.²⁸ Yet conversely, those people who took part in the activities were set forth as the target beneficiaries in the outcome indicators. Indicators expressing the range of the benefits were not set and the activities were structured in such a way so that only limited effects were expected in the log frame. So these were not necessarily always consistent with the outcomes that CIJ had originally been aiming for. Even though allowing for the fact that there were budgetary constraints, the assistance for the disaster victims as a whole (was aimed for in the medium to long-term plan) was not actually translated into the activities. The assistance for cafés and community newspaper in Yamada town targeted 1,910 households of temporary housing complex residents and 140 households of afflicted residents living in their own homes, but the people who were targeted by the actual activities primarily consisted of the temporary housing complex residents. Disparities between the disaster victims living in the temporary housing complexes and the afflicted residents living in their own homes were present not only in a material sense but also in terms of the psychosocial support. While considerations were undertaken in order to redress these disparities, there were limitations in terms of the assistance that CIJ could deliver to the afflicted residents living in their own homes on its own. The hope is that in the future there will be initiatives that come about through cooperation between the local government office and other aid organizations and groups in order to expand the results out to all of the disaster victims.

²⁶ The sentence: “Improve the psychosocial well-being of survivors and revitalizing a sense of community, with a special focus on the elderly and children.” is quoted from the original.

²⁷ The sentence: “90% of CIJ target beneficiaries perceive that their psychosocial burden is mitigated with CIJ support.” is quoted from the original.

²⁸ CIJ’s Medium to Long-term Plan for Assistance Projects for the Victims of the Tohoku Earthquake (May 2011)

Based on the above, 2 was decided upon for the project-level rating.

3) Efficiency Rating: 3.0 (Based on the Cumulative Total for the Activities)

The efficiency evaluation for this project will be evaluated based on the “Costs and people days per beneficiary,” which divides the direct project costs and people days involved in the implementation of the project by the number of beneficiaries. A list of these can be found below.

Table 5-17: Project Implementation Costs

	Total	Community Cafés	Community Newspapers	Traditional Art Performances (Yamada town)	Traditional Art Performances (Otsuchi town)
Labor (Person-days)	626	231	123	136	136
CIJ personnel	351	99	60	96	96
Counterparts	272	132	60	40	40
Other (volunteer)	3	0	3	0	0
Direct costs (JPY)		1,946,682	416,616	5,793,521	17,173,049
Beneficiaries	15,933	2,833	2,100	6,000	5,000
Cost per beneficiary (JPY)	1,321	687	198	966	3,435
Person-days per beneficiary	0.05	0.08	0.06	0.02	0.03
Unit		Person	Household	Person	Person
Direct cost per unit (JPY)			20	1,158,704	954,058
Unit			Copy	Group	Group

With the costs per beneficiary obtained by dividing the total project costs by the number of beneficiaries there is a gap of between about 198 yen to 3,435 yen, depending on the activity. This was higher with traditional art performances and festival support, which mainly consisted of NFI, and was the lowest with the community newspapers, the only expenses for which were for printing and consumable goods. The person days per beneficiary were high with the community cafés and the community newspapers, while the person days for traditional art performances and festival support were half of these or less. It is impossible to perform a simple comparison because the characteristics and frequencies of the activities differed. Since the assistance for cafés provided direct assistance to the beneficiaries it was an activity that required lots of labor for the preparations and arrangements each time it was held. With the traditional art performances and festival support the initial costs were high, but since activities by the traditional art performance troupes will be carried out for a long time into the future it is an activity from which great results can be expected for few person months.

4) Effectiveness Rating: 2.55 (Based on the Cumulative Total for the Activities), 2.75 (Connection between Outcomes and Output)

As we have seen thus far, the effectiveness for each activity has been high, coming in at 2.55 on average. The state of achievement for the outcomes and objective indicators for the project are listed below, with the effectiveness rating for the project as a whole coming to 2.75.

Table 5-18: Achievement of Outcome Indicators ²⁹

Outcome	Indicator	Reply Rate	Achievement
Improve the psychosocial well-being of survivors and revitalizing a sense of community, with a special focus on the elderly and children.	90% of CIJ target beneficiaries perceive that their psychosocial burden is mitigated with CIJ support	Yamada town: Community Café participants Yamada town: Community Newspaper readers	74% 3
		Yamada town: Traditional art performance/festival participants	54% 2
		Otsuchi town: Traditional art performance/festival participants	90% 3
		Average	97% 3
			78.8% 2.75

Surveys of the beneficiaries were carried out on 553 people in Yamada town and 445 people in Otsuchi town. The results of these showed that the number of people who took part in the activities out of the respondents in each town were 188 people for the community cafés in Yamada town, 401 people for the community newspaper in Yamada town, 59 people for the traditional art performances and festival support in Yamada town, and 33 people for the traditional art performances and festival support in Otsuchi town. Of these, those who responded that their “Psychosocial burden was mitigated with CIJ support” came to 54% for the community newspaper in Yamada town, 74% for the community café in Yamada town, 90% for the traditional art performances and festival support in Yamada town, and 97% for the traditional art performances and festival support in Otsuchi town, as indicated in the table above. With all of the activities, more than half of the people acknowledged that their psychosocial burden had been mitigated. The traditional art performances and festival support in particular was recognized for its high effectiveness, with a response rate to this effect of more than 90%.

Conversely, from the surveys on the beneficiaries it was learned that the participation rates in CIJ activities were not all that high. As it indicates in Table 5-19, at 73% this was comparatively high for the community newspapers, which were distributed directly to all of the temporary housing complexes. However, the community cafés in Yamada town, traditional art performances and festival support in Yamada town and the same assistance activity in Otsuchi town, which required that the disaster victims take part of their own volition, remained down at 34%, 11%, and 7%, respectively. For the community café in Yamada town, the timeframe in which the Yoriakko café was held was limited, few of the afflicted residents living in their own homes took part, and on top of this there were lots of people who were not inclined to associate with other people just yet. It is believed that these factors were reflected in the participation rate of 34%. The hope is that efforts will be made to gradually increase the participation rate going forward by setting in place an environment in which the disaster victims can easily take part in them—such as by holding them on weekends or using public facilities aside from the temporary housing complexes to host them—as well as by hosting events. In regards to the traditional art performances and festival support, opinions were frequently seen to the effect that since only one year has passed since the disaster people are not yet in the mood for such festivities in terms of the timing. However, it is assumed that as time passes the feelings of the disaster victims will settle down, and as that happens the participation rate in festivals that are rooted in the local community will increase. Since it was also apparent from these surveys of the beneficiaries that the results from the traditional art performances and festivals were extremely high, such results are expected in the future.

Table 5-19: Participation Rates in CIJ Activities

	Participation Rate
Yamada town: Community Café	34%
Yamada town: Community Newspaper	73%
Yamada town: Traditional art performances/festivals	11%
Otsuchi town: Traditional art performances/festivals	7%
Average	31.3%

²⁹ According to CIJ, since those targeted for the indicators were the participants of the activities, for the actual results the parameters were set at respondents to the surveys on beneficiaries who had also participated in the activities. The percentage of people who responded that their psychological burden had been alleviated was adopted for the actual results. 3: 80% or more of the objective target of 90% achieved, 2: at least 50% but less than 80% of the objective target of 90% achieved, and 1: less than 50% of the objective target of 90% achieved.

5) Sustainability Rating: 3.0 (Based on the Cumulative Total for the Activities)

A sustainability evaluation was only carried out on the community café in Yamada town, for which the rating was high at 3. As was mentioned in 5-3-2 (1) (5), the first step towards ensuring sustainability was solidified by means of choosing organizations rooted in the local community that would take the lead in the implementation and then supporting their activities. In addition, CIJ built a base for carrying on with the activities by offering advice on the contents of the activities themselves, managerial support, repeated NFI through corporate cooperation, and the unique efforts of those in charge of the implementation. The greatest challenge will be financial sustainability following the phase-out. However, CIJ is seeking out the possibility of cooperation in the future, and is currently expanding its network with local companies, NPOs, and human resources, from which results are expected.

6) Gender Consideration Rating: 2.60 (Based on the Cumulative Total for the Activities)

Planning with distinct considerations given to gender was not carried out during the planning stage for any of the activities. However, with the community newspaper in Yamada town and the traditional art performances and festival support the targets of the activities in themselves were all of the disaster victims, and their contents were not deemed to have that great of a need for gender considerations. As such, the claim could be made that a balance was maintained with these. Regarding the community café in Yamada town, during the implementation process consideration was given to things like setting the contents in conjunction with the gender of the participants and trying out new initiatives.

7) Consideration to Vulnerable People Rating: 2.17 (Based on the Cumulative Total for the Activities)

The outcome for this project was to “Improve the psychosocial well-being of survivors and revitalizing a sense of community, with a special focus on the elderly and children,” and the primary focus was being placed on the elderly and children from among vulnerable people. With the community café in Yamada town the “Number of elderly participants” was also set forth as an output indicator, while the elderly were consciously kept in mind in the contents as well. In addition to this, while it was not subject to a detailed or regular evaluation, the community café for mothers (kids room) in Yamada town incorporated activities that targeted mothers and their children. No assumptions were made regarding the disabled from the planning stages, and no special activities were carried out for them during the implementation. Aside from whether or not there were any major decisions over the question of whether to provide assistance that took the vulnerable into consideration for the response program, this was not an outcome from the repeated surveys and consultations. It was a result of placing the greatest priority on improving the conditions in which the afflicted regions and disaster victims as a whole found themselves in following the disaster. And in light of the fact that other assistance geared towards the disabled was already coming in, this should not result in a negative evaluation.

6. Review of the Operating Structure

In Chapter 5 analyses and evaluations were carried out at the activity and project-levels. CIJ is particularly concerned with modalities for its project operating structure in order to harness its experiences from this project for its operations when disasters occur in the future. Below, the analyses up through the previous chapter will be further deepened by focusing particular attention on project management out of the five evaluation items. Good practices that should serve as reference for the future and practices that should not be repeated again will be considered separately for each of the three projects.

6-1. Food Security

(1) Organization

Both the light-truck morning markets and the provision of miso and rice projects targeted shops and disaster victims in the Sakuragicho district of Otsuchi town. As has already been mentioned in Chapter 5, shops that engaged in extensive interactions within the town played leading roles in the implementation of these projects. The assistance was carried out rapidly by virtue of the fact that these shops made appeals to participants and performed coordination quickly and actively. Conversely, from the people involved common opinions were heard evaluating the speed of CIJ's decision making from the abovementioned requests for assistance needs through to the implementation. The fact that coordination between those in charge of the projects' implementation was promoted flexibly and nimbly is thought to have contributed to the achievement of the core results for the disaster assistance projects in the sense that timely assistance was provided.

CIJ's branch office entrusted the initiative for implementation with the disaster victims themselves while itself thoroughly sticking to lateral assistance. This is also believed to have raised the initiative of the disaster victims and contributed to the spread of the projects. The results of the interviews with CIJ's Miyako branch office also implied that they placed emphasis on the initiative of the disaster victims. In addition to this, CIJ's branch office would have found it difficult to oversee handling all of the practical work for the activities due to its size and structure, so it needed to encourage independent initiatives by the disaster victims. This is also thought to have given rise to positive outcomes as a result.

(2) Finances

With the "Food Security" project the time from when the applications for budget expenditures were made until the actual expenditures were provided was handled quickly, and no circumstances that would have given rise to negative outcomes with the implementation arose. The flow from application to final approval involved a process whereby the Miyako branch office would create a written request regarding procurement and CIJ's head office would approve of it. It was incredibly rare for the time required for this to take longer than one week. Additionally, for the restaurants and bar-dining re-opening project in Yamada town activity the upper limit for the monetary assistance to each establishment was set at 300,000 yen. However, this was applied with a certain degree of flexibility, as evidenced by the fact that alterations to this upper limit were made according to the needs as exceptions. Since the needs for reopening their restaurants varied depending on the shop the assistance was applied in a flexible manner like so, and the speed of the decision making during this time period was no different than for normal cases. These and other things can be appraised as factors that raised the satisfaction on the part of the disaster victims.

(3) Monitoring during Implementation

1) The Importance of the Results Brought about by Individuals

One thing that stood out from the onsite interviews is that this assistance was oftentimes recognized as "assistance coming from Mr./Ms. XX" from the proper names of the people involved, rather than as "assistance from CIJ." The fact that people who the disaster victims were acquainted with were constantly involved in the assistance in an ongoing manner is thought to have had a major impact in terms of fostering relationships of trust. What is more, initiatives that featured careful monitoring and responses from those in charge that came quickly are also thought to have boosted the evaluations.

2) Simplicity of the Organizational Structure

The speed from when the needs were determined until they were instantiated and the careful follow-ups has also been affirmed as reasons for why the abovementioned people involved were highly evaluated. This is backed by individualistic elements as well, but it is also thought to be attributable to the implementation structure for the project. To be specific, the path for decision

making within CIJ was simple in that it ran between the managers responsible for the project (CIJ's head office) and those in charge of it (Miyako branch office). Other factors included the fact that they coordinated with one another frequently and final approval was entrusted to those onsite for many matters other than the practical work for procurement.

(4) Coordination and Communication with Related Organizations

With the food security projects, those who were substantially involved in the assistance included CIJ and the disaster victims, and so there are not many points that can be discussed regarding coordination with related organizations. Since there were no other groups and organizations present that were carrying out similar assistance back then, the feeling is that there was virtually no coordination needed over things like avoiding duplication.

However, there are some matters that should be pointed out as contributing factors to the success of the coordination between those in charge of implementing the activities. One feature that was common to the majority of the activities that should be mentioned is the fact that shops with key people from among the disaster victims were used. For example, with the light-truck morning markets in Otsuchi town, it could be said that the assistance was promoted through the initiative of the disaster victims, as evidenced by Mukushi Shouten proactively involving itself in everything from making appeals to the participating shops to securing the site for holding the morning markets. Implementing activities through the use of key people in this manner is thought to have functioned extremely effectively when it came to boosting the sense of speed of the activities as well as the initiative of the disaster victims.

As a modality of assistance that makes use of key people in this way, many activities like identifying the assistance needs and targets for assistance are conversely left up to the key people. While this did not pose any problems with these activities, there is the risk that assistance needs that said key people are not aware of will be overlooked. For this reason, the thinking is that it is preferable to conduct follow-ups in the project formulation process in order to avoid such oversights, such as by having other participating shops make appeals.

(5) Other

Conducting Pinpoint Needs Determinations and Assistance

As was mentioned in Chapter 5, the "Food Security Project" was mainly formed based upon the needs and requests that arose through interactions with the disaster victims in the evacuation shelters immediately following the disaster. For this reason, routine needs assessments were not carried out for the project, but conversely this seems to have contributed to the speed of the processes from the project's formation through to its implementation. Since the processes from the determination of the project needs through to its formation were mainly based upon the needs confirmed from the disaster victims in the assistance process, the target and scope of the needs determination lacked expansiveness. Yet in light of the fact that speed was important for the post-earthquake emergency assistance, as well as the fact that the scope of the assistance was limited, it cannot be argued that this produced negative effects. What is more, this sort of needs determination process ended up making it possible to determine needs through continuous communication with the disaster victims, and it could also be claimed that in reality this led to related assistance projects being developed later on.

6-2. Community Relief

(1) Organization

First of all, CIJ's organizational structure and chain of command, which formed the foundations for the assistance, were appropriate. This was comprised of one executive project manager at the head office, one project manager (PM), and one field officer (FO), and personnel suited to the budgetary scale. The chain of command and determination process were also clear and simple. With respect to decision making and the final approval processes, there was a simple procedure whereby the PM at the Miyako branch office would create written requests relating to procurement and CIJ's head office would provide its approval. On average the time taken for this was short at one week. This structure made it possible to quickly respond to the onsite needs, which changed from day to day, and as a result this led to the provision of supplies that were truly necessary as well as to high satisfaction by the beneficiaries. However, this organizational structure was one that resulted after going through various difficulties and coordination during the

emergency assistance phase (which was not subject to this evaluation), which is something that must be taken into consideration as a lesson learned for the future.

In addition to the organizational structure, organizational flexibility should also be mentioned. This point is one that was highly evaluated by almost all of the counterparts. Particularly with respect to assistance provided by other private associations, there were many cases in which assistance was conditioned to various factors (amount of money, targeted people, and type of materials and equipment). As opposed to this, CIJ's response was extremely flexible on account of its avoiding overlaps in assistance and its approach of viewing the disaster victims' needs with the highest priority. As a result, this led to boosting the compatibility with the disaster victims' needs and the satisfaction of the beneficiaries. This approach was appraised for most of its activities, but from large organizations like the fishing cooperatives there were also opinions to the effect that CIJ, as an aid organization, should have more strongly asserted its right to make decisions to a certain extent. For its part, CIJ placed the highest priority on respecting the ownership of each of the counterparts, but for organizations like the fishing cooperatives there is room for improvement in regard to its assistance methods and contents.

Furthermore, the personnel selection process for the PM and FO was also important. The management and consulting capabilities and after-service from both the PM and FO received high evaluations from all of the counterparts to the activities who were targeted by the evaluation. In situations with a high degree of urgency, required human resources need to combine well-rounded elements, such as strong management capabilities, problem solving skills, flexibility, and both psychological and physical strength. CIJ's head office took an adequate amount of time in selecting these human resources to specifically confirm the practical capabilities of the candidates through interviews. Ultimately, ensuring high-quality human resources secured the sustainability and continuity of assistance, which as a result led to assistance activities that were constant and efficient. With respect to "Community Relief," it cannot be denied that there were outcomes resulting from the fact that the FO was a woman. When it came to activities that the FO was involved in, there were counterparts' opinions such as "Considerations were taken from a uniquely female perspective." Female beneficiaries also mentioned that "Since the counterpart person was a female it was easy to talk with her." It could be said that ensuring the gender balance on the CIJ side led to a finely and detailed assistance.

(2) Finances

In both periods that were subject to evaluation, processes for providing expenditures within the budgetary plans set up at the beginning of each term (June 2011 and January 2012) were formed. Moreover, with respect to the final approval process, there was a simple procedure whereby the PM at the Miyako branch office would create written requests relating to procurement and CIJ's head office would provide its approval. On average the time taken for all of the processes was short at one week. With respect to the procedures for budgetary applications, the payment days came twice a month, on the 15th and the end of each month up until the end of 2011, and starting from 2012 applications and payments became possible on an as-needed basis in conjunction with the onsite needs. This change made it possible to procure materials and equipment in line with the timing for reopening businesses, such as with the assistance for small business owners, and so in this sense it raised the effectiveness of the project.

(3) Monitoring during Implementation

As for the monitoring during implementation carried out by the Miyako branch office, in the log frame it clearly states that monitoring is to be carried out, but aside from certain activities with large procurement amounts no details for the monitoring (frequency or contents) were established. Telephone conferences were held once every one to two weeks between CIJ's head office and its Miyako branch office, which served as opportunities for important monitoring and the sharing of information for CIJ as a whole. In addition, it is possible to say that the minutes from these conferences also played the role of monitoring records to a certain extent. Onsite, where the highest priority was delivering assistance for the disaster victims, it is important to avoid increasing clerical work over and above what is necessary. However, a systematic monitoring and records needed to have been settled upon during the initial stages to a certain extent. At the time of this evaluation study, the majority of the information was gathered from project reports, plans, donor reports, and meeting minutes, but there were cases where there was no other choice but to rely on the recollections of the people in charge or journals that they had written down on their own. Leaving behind records in the form of standardized work logbooks would most likely lead to improvements

in the operating and management structures. Moreover, while no personnel replacements occurred during the period subject to evaluation or for the “Community Relief” activities, this would also set in place a scheme where it would always be possible to hand over control to someone else.

(4) Coordination and Communication with Related Organizations

One-on-one activities between CIJ and the counterparts accounted for the majority of the “Community Relief” activities, yet of the 34 activities the only one that was implemented in cooperation with a local NPO was the share taxis in Otsuchi. Coordination meetings for the coastal region as a whole and coordination meetings for each city and town were held on an irregular basis with either the PM or the FO attending. However, such occasions were mainly limited to sharing information, and did not give rise to any major coordination from NPOs, NGOs, municipalities, or other entities.

During the implementation stage CIJ made efforts to avoid overlaps in its assistance by changing the activity plans as needed based upon information that it had received from the coordination meetings and communicating with the counterparts. Avoiding overlaps with the assistance was not the only objective of the coordination meetings, as these also had the objective of maximizing the synergistic effects produced through coordination with various aid organizations. The hope is that CIJ will continue to provide recommendations to local government offices, the Japan Platform (JPF), and others on into the future.

As an example, with its assistance for the fishing industry CIJ provided prefabricated storage houses for storing fishing gear, but it was not able to provide enough for all of the members. Views were raised that the partial distribution of these prefabricated structures lacked fairness, and thus this posed a problem. For such assistance the presence of other NGOs and NPOs that are providing similar assistance for the fishing industry was confirmed, and conceivably it would have been possible to coordinate with them.

(5) Other

That the targeted scope for CIJ’s project implementation was “narrow but deep” in a good sense is something that deserves special mention. This is because in cases where consideration was given to the budgetary scale and implementation structure, the approach was one of concentrating on providing assistance to certain regions starting from when the emergency assistance was provided, rather than unreasonably expanding the scope of the assistance. Such an approach led to the manifestation of results from the assistance, which in turn produced synergistic effects with the other activities. Questions were asked to the counterparts regarding “Community Relief” activities on what were their reasons or justifications for accepting and trusting CIJ among various different aid organizations. The two reasons that were offered the most frequently were because they had already formed connections with CIJ through the “Food Security” activities and “Psychosocial Support”, and because it set up a Miyako branch office and had been providing continuous assistance that was rooted in the local community. CIJ was also highly evaluated for the fact that it repeatedly made solid efforts to further boost understanding of the organization among those new counterparts other than those with which it had already formed connections through other projects and activities.

Furthermore, as was mentioned in 5-2, with its disaster assistance CIJ placed the highest priority on “people in greater need of assistance” and “regions where it is hard for aid to reach.” CIJ’s community relief was provided not only to vulnerable people, but also to indirect disaster victims and afflicted residents living in their own homes for whom assistance gaps had arisen. As such, from the perspective of fairness the counterparts appraised it for the fact that CIJ, in its capacity as a private association, responded to needs that public assistance had a hard time reaching.

Lastly, with its “Community Relief” activities, CIJ had to thoroughly manage personal confidential information in cases where it provided assistance to the afflicted residents, fishing cooperatives, and small business owners. CIJ carried out rigorous personal information management through coordination with each municipality and the appropriate counterparts. Since considerations for the management of personal information is extremely important in Japan, the thinking is that this method is one that should be utilized in the future.

6-3. Psychosocial Support

(1) Organization

This project was implemented in a manner whereby CIJ's Miyako branch office comprised the core of the activities while making organizations and groups that were rooted in the local community its counterparts, thereby providing assistance to the afflicted regions through cooperation with said counterparts. Except for the community newspaper in Yamada town, the counterparts were persistently put in charge of the implementation, while CIJ respected their leadership and devoted itself to providing lateral assistance. Be that as it may, the fact is that this lateral assistance played a significant role in connecting the afflicted regions to the outside world. "Psychosocial Support" differs from material support in that it is assistance for psychological aspects that is needed over the medium to long-term. In light of this fact, as the disaster victims suffered deep psychological scars, it will have to be local people who similarly suffered damage themselves who tread the path towards recovery together with them, rather than outsiders who will someday depart from the region. Elevating these people up to be support givers was conducive to strengthening the mutual self-help system that was the aim of this project. The counterpart-led implementation structure that CIJ adopted for this project was highly evaluated in its capacity as a response program.

CIJ's high level of project management was a contributing factor behind why it was able to take on such sound local organizations as its counterparts. Several months after the disaster lots of organizations had come to the region from outside, and among them there were some groups who came to the region with other goals aside from assistance. At the time CIJ was not all that well known in the local region, and so it had a difficult time distinguishing itself from these other groups. So why was CIJ able to earn their trust in the midst of all this? As was made clear from the onsite interview surveys, this is because it undertook a process of setting foot onsite countless times and warmly and thoroughly asking the people about the assistance that was truly needed and their requests. Moreover, it also responded to these local requests flexibly and quickly. It is believed that what made this possible was the local branch office that CIJ set up in Miyako city close to the site, which made for a relatively flat implementation structure in which this local branch office was accorded some degree of discretion.

(2) Finances

With the "Psychosocial Support" project the initial budgetary allocations were altered substantially when the specific activity plans were drawn up. More of the budget was apportioned out to the traditional art performances and festival support, for which the needs were high and from which great results could be expected in the local community. At this point in time it was clear that the budget had swelled beyond the initial budget, but the decision was made to target all of the local troupes in question in the interest of fairness. The actual outlays came to 1.9-times what had been planned in Yamada town and 5.7-times what had been planned in Otsuchi town. A structure that is capable of flexibly revising the budget in accordance with the onsite needs is indispensable for implementing response programs, regardless of such substantial alterations. With ordinary projects a quotation method is adopted in which the necessary costs are tallied up based upon the activity plan, and no major deviations arise between the planned and actual costs unless there are major changes to the plan. However, with response programs it is difficult to determine the needs from the initial stages, like with this project. Moreover, it is next to impossible to set up clear activity plans from the outset under constantly changing conditions and then quote the costs based upon these. The claim could be made that fair assistance was made possible in the local communities only by virtue of the fact that such flexible measures had been adopted on the financial side.

(3) Monitoring during Implementation

There were also challenges with respect to determining the disaster victims' needs and the targeted scope of the assistance. One month after the disaster in April 2011, CIJ carried out a needs survey by employing a psychosocial consultant in order to determine what was required of the "Psychosocial Support" activities and what sort of needs there were. However, this survey via a group discussion did not go over very well with the disaster victims, who were reeling from the enormous shock and sense of loss and suffering from anxieties and heartache, so the anticipated information could not be collected. A lesson was learned from this, and from then on most of the activities came to be formed on the basis of those needs that were confirmed through emergency assistance and other projects without systematic needs assessments being carried out. Also, during the implementation period CIJ directly collected the opinions of the disaster victims by frequently setting foot onsite and communicating with them in order to accommodate their

needs as they changed over time. This sort of method is pragmatic when virtually no time at all has passed after an disaster, but on the other hand there are some cases where it is limited when it comes to determining needs. In actuality, despite the fact that initially all of the disaster victims had been envisioned to be the beneficiaries, for the community café in Yamada town and community newspaper in Yamada town activities were mainly carried out in the temporary housing complexes, and so the needs that were determined were limited to those of the residents there. Even though CIJ had an understanding of the situation the afflicted residents living in their own homes were in, there were numerous limitations for it in determining their needs. As a result of this it was unable to deliver equivalent assistance to the afflicted residents living in their own homes and the temporary housing complex residents.

Based on this actuality, the case could be made that once a certain amount of time has passed after an disaster it is essential to determine the state of affairs by conducting systematic needs surveys and midterm reviews, as well as to revise the activities with a view towards achieving the outcomes. For this reason a monitoring structure must be set in place, based upon which systematic monitoring activities need to be carried out. There are still many people present to whom it is hard to deliver assistance, such as afflicted residents living in their own homes and the disabled, as well as people who cannot seek outside assistance on their own. If CIJ had been able to consider and carry out methods for expanding the beneficiaries by coordinating with the relevant agencies onsite, then it may have been able to further shrink the disparity in assistance for the afflicted residents living in their own homes, which was its original aim.

(4) Coordination and Communication with Related Organizations

When it comes to coordination, at the activity-level coordination with companies has begun for the community café in Yamada town, and the creation of cooperative relations is already underway. Together with local NPOs and companies, CIJ is considering the possibility of expanding its cooperation partners with a view towards ensuring sustainability during the phase-out term. From the perspective of “Psychosocial Support,” a structure for looking after people through measures like having public health nurses come had been set in place, but this did not function as a structure in which this was handled by immediately contacting the teams of experts when people with anxieties were discovered. Systematic coordination with related organizations has not yet begun at the project outcome level. CIJ’s Miyako branch office was able to avoid overlaps in its assistance by collecting information from the various related organizations between June 2011 and December 2012. Coordination meetings led by the town office started to be held in Yamada town starting in January 2012. However, these mainly consist of introducing the activities of each group and exchanging information, and as of now they have not reached the point of concrete coordination. As was mentioned above, ideally the local communities will erect support structures and coordination structures over issues like how to respond to people to whom it is hard to deliver assistance.

7. Overall Evaluation

This chapter will provide an overall evaluation for the three projects. The method for doing this will consist of a two-tiered evaluation featuring a bird's-eye overview obtained from the cumulative total (average) of the three-grade evaluations at the level of the activities targeted for detailed and regular evaluations, as well as evaluations from other perspectives.³⁰ Just like with the activity evaluations and project evaluations, this evaluation will be carried out from the point of view of the evaluation items of project management, relevance of the plan, efficiency, effectiveness, sustainability, gender consideration, and consideration to vulnerable people.

7-1. Project Management³¹

To begin with, a look at the average values for the activities in the three projects reveal that these were 2.88 for food security, 2.59 for community relief, and 2.78 for psychosocial support. Management that was largely appropriate was carried out for food security and psychosocial support, but due to the low ratings with some of the community relief activities (fishing industry assistance, wireless broadcast equipment) the average value for community relief was somewhat on the low side.

The operating structure for the response program as a whole (as of April 2012) is shown below.

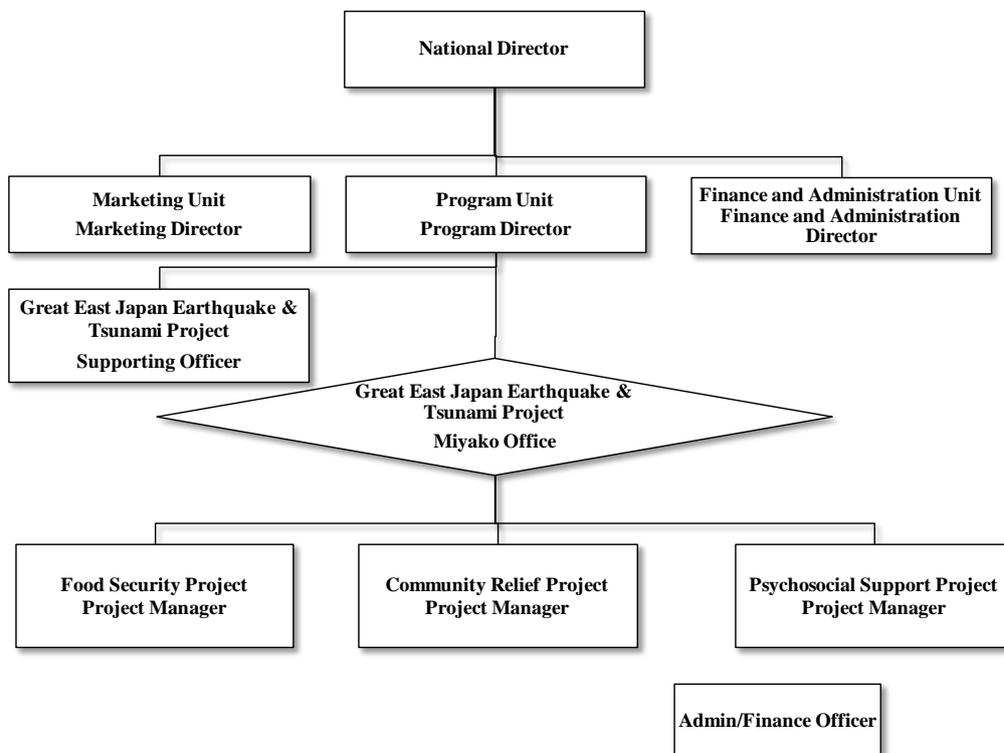


Figure 7-1: Operation Structure of CIJ Program as a Whole

Actually, CIJ indicated that the post for a manager to oversee the various managers in charge of the three projects, or head of the Miyako branch office, was vacant. According to CIJ this was not an intentional measure. Rather, it came about because even though they publicly recruited for the branch manager post they were unable to hire any suitable human resources, so the executive project manager at CIJ's head office concurrently filled this post as well. This measure had both advantages and disadvantages. The advantages that could be listed for this include the fact that since there was no head of the Miyako branch office the intentions of the project managers at the branch office were relayed to the head office faster. The fact that the executive project manager periodically visited Miyako also had a positive effect on the

³⁰ In some evaluation items, evaluation was only carried via the cumulative total of the three-grade evaluations at the activity-level.

³¹ A more detailed analysis was performed on project management in Chapter 6.

monitoring of the project. This is also surmised to have been a contributing factor behind reducing personnel costs. The disadvantages that could be mentioned include the fact that serving concurrently as the head of the Miyako branch office had an impact on the duties of the executive project manager at the head office. In addition, the lack of a head of the Miyako branch office resulted in said branch office's responsibility structure becoming somewhat vague. However, with this response program there were a large number of activities, and with the number of projects at three there were only two or three project managers, so as a result there was consistency with the activities across the branch office as a whole. The conclusion that could be drawn from this is that there were no particular problems with the operating structure at the branch office. As was indicated by the analyses of each of the projects in terms of their financial management, monitoring, and relationships with relevant organizations (Chapter 5) and the analyses in Chapter 6, while there were some issues that needed improvement there were not thought to have been any particularly major problems.

7-2. Relevance of the Plan

To begin with, looking at the average values for the activities in the three projects reveal that these were 2.88 for food security, 1.96 for community relief, and 2.66 for psychosocial support. While these were relatively high for food security and psychosocial support, it was somewhat low for community relief. With the community relief projects their relevance was somewhat low on the whole, rather than it being a case of the figures for some of the specific activities being low.

Next, in the log frame that shows the overall structure for the projects, looking at whether the outputs for the individual activities led to outcomes in a coordinated manner (semi / macro perspectives) shows that the scores for this were 3 for food security, 2 for community relief, and 2 for psychosocial support. The reason for the low evaluation scores for community relief and psychosocial support are because the setting of outputs for achieving the outcomes was insufficient with these projects, and because the indicators did not adequately grasp the all-encompassing results. Generally speaking, for the individual activity plans largely standardized proposals were created and the drafting of the plans was carried out appropriately. However, one gets the impression that the project plans that tied together multiple activities and the documents of the overall plan that tied together these several projects (the log frame) were apparently created in order to organize the situation after some amount of time had passed.

What is more, with this study the question of whether the assistance from the aid organizations, including CARE, was carried out in the targeted regions without any excesses or deficiencies was confirmed with the temporary housing complex residents and afflicted residents living in their own homes via a questionnaire survey. This questionnaire survey asked the respondents which of the following answers applied to the state of the assistance as a whole thus far: "1.The needed assistance was insufficient for important items," "2.There was a bit too much of some of the assistance or services" (for example, as a result of overlaps in the assistance between multiple organizations), or "3.Neither 1 nor 2" (with multiple responses accepted). The responses to this query are shown below. Responses to the effect that the needed assistance was neither insufficient nor was there a bit too much of some of the assistance or services accounted for the overwhelming majority with all of the categories, except for the afflicted residents living in their own homes (Otsuchi town) category. As such, it was surmised that the relief equipment and materials were delivered to the disaster victims largely without any excesses or deficiencies, which implies that CARE and the other aid organizations did a good job of coordinating with one another.

Table 7-1: Sufficiency of the Assistance

Options	Temporary housing complex residents (Otsuchi town)*	Afflicted residents living in their own homes (Otsuchi town)*	Temporary housing complex residents (Yamada town)*	Afflicted residents living in their own homes (Yamada town)*
1. The needed assistance was insufficient	37	9	60	5
2. There was a bit too much of some of the assistance or services	27	2	42	2
3. Neither 1 nor 2	173	10	195	14

* Note: The number of respondents is the number of valid responses to this question found on the questionnaires that were collected.

7-3. Efficiency

A look at the average values for the activities in the three projects reveal that these were 3.0 for food security, 3.0 for community relief, and 3.0 for psychosocial support. While there are various different ways of measuring efficiency, with urgent assistance the thinking is that the most practical indicator is being able to measure how inexpensively procurement was carried out by receiving competitive bids, and so this was applied. As has already been seen with the evaluations (at the activity and project-levels) mentioned above, competitive bids were obtained without any exceptions for the procurement of the equipment and materials, so in this sense the efficiency for the projects on the whole has been deemed to be high.

7-4. Effectiveness

To begin with, if you were to compile together the activity-level and project-level evaluations you would get the following.

Evaluation items	1. Food security	2. Community relief	3. Psychosocial support
Average values for the effectiveness evaluations for the activities	2.75	2.29	2.55
Project-level effectiveness evaluation (achievement status for the outcomes)	3	2.5	2.75

The effectiveness of the three projects was perceived through two types of indicators: the integrated values for effectiveness at the activity-level and the extent to which outcomes had been achieved at the project-level. The pattern is patchy when viewed via the former indicator. As to how high the effectiveness was as seen from the extent to which the outputs had been achieved (implementation side) and the satisfaction with the outputs (beneficiary side), this was somewhat lower for community relief relative to food security and psychosocial support. This is because while the effectiveness was high for almost all of the activities for food security and psychosocial support, the effectiveness for some of the activities was somewhat low for the community relief projects (refer to “5-2. Community Relief” for details).

The extent to which the outcomes were achieved at the project-level was high across the board.³² Of the evaluation items, we assumed that there were cause and effect relationships between the three items of project management, relevance of the plan, and effectiveness. Then, we analyzed this quantitatively by using a regression analysis on the relationship between these three items with respect to all of the activities falling under the category of detailed activities and standard activities. Analyzing the results of the regression analysis showed that project management has a major impact on effectiveness, and if the relevance of the plan is added in to this then the effectiveness can be measured with an even higher degree

³² This is due to reasons like the fact that while in the evaluation of the outputs the timing with which some of the activities were implemented was deemed to be slow, timing indicators were not reflected in the outcomes.

of accuracy.³³ To put this in another way, it was statistically proven that **drafting a solid plan and engaging in appropriate project management significantly enhances the degree of success of the activities (=effectiveness).**

Furthermore, in this chapter the extent to which the objective of the three projects as a whole was achieved was considered. According to the log frame created by CIJ, the overall objective for the Tohoku Earthquake Tsunami Response Program that CIJ carried out was “To reduce the vulnerability of people affected by the tsunami and restore their human dignity.” Generally speaking, some sort of indicators would be set with regard to this overall objective for the program through project management and the merits and demerits of the program would be evaluated by taking a look after the fact at the degree to which they had been achieved. However, with this program, while it appears that those involved were constantly aware of the aforementioned objective, it was not structured in such a way that specific indicators were established and consciously pursued. Several reasons have been conjectured as to why this is, including: 1. The implementation of this program in itself did not have the nature of a development project, where adequate time can be taken in advance to make preparations; rather it was an operation that CIJ had not been anticipating at all. That being the case, its staff was swamped by day to day activities that were extremely urgent, and therefore did not have the leeway to take an overview of the project or its overall objective into consideration. 2. This program was not like projects that improve agricultural production or health projects that reduce the rate of infection for particular diseases, for example, in that by its nature it is hard to clearly summarize the results of the program as a whole with specific figures.

In this current evaluation an attempt was made to measure the extent to which the aforementioned objective was achieved through a questionnaire on those targeted by the project that focused chiefly on the temporary housing complex residents in order to measure the results of the program as a whole. Specifically, they were asked on the questionnaire “To what extent has your life been restored relative to conditions immediately after the disaster?” and “Have the response programs thus far (including assistance from other groups besides CARE) been helpful for your lives?” on a five-grade scale. The results of the responses to this have been compiled and are indicated below.

Table 7-2: Degree to Which the People’s Lives Have Been Restored Compared to Immediately after the Disaster

Question	Temporary housing complex residents (Otsuchi town)	Afflicted residents living in their own homes (Otsuchi town)	Temporary housing complex residents (Yamada town)	Afflicted residents living in their own homes (Yamada town)
1. To what extent has your life been restored compared to conditions immediately after the disaster?				
Overall average	3.78	3.78	3.68	3.85
5) Substantial improvement	122	10	124	15
4) Slight improvement	140	9	135	15
3) Largely unchanged	71	9	110	13
2) Slightly worse	28	1	26	3
1) Worse	27	2	33	1
No response	24	2	72	6
Total (number of valid responses)	412	33	500	53
2. Have the response programs thus far (including assistance from other groups besides CARE) been helpful for your lives?				
Overall average	3.73	3.57	3.68	3.66
5) Extremely helpful	94	5	98	10
4) Quite helpful	125	7	137	14
3) Helpful to some extent	141	15	169	21
2) Not very helpful	18	1	24	1
1) Almost entirely unhelpful	7	0	7	1
No response	27	5	65	6
Total (number of valid responses)	412	33	500	53

As indicated above, there are four categories for the people targeted. It was assumed that there would be discrepancies in the response results due to the differences in the extent of the initial damage in Otsuchi town and Yamada town, differences in the access to various services between the temporary housing

³³ It was determined that an equation in which effectiveness was used as the explained variable and the product of project management and the relevance of the plan was used as the explanatory variable was statistically significant.

complex residents and the afflicted residents living in their own homes, and other differences. However, in reality there were no major discrepancies seen between the four categories in the figures for things like “Overall average.” The fact that there were no particular discrepancies in the responses between the temporary housing complex residents and the afflicted residents living in their own homes suggests that the appropriate balance was struck between these two groups by the assistance from various organizations, including CIJ.

The average values for the five-grade evaluation were concentrated between 3.6 and 3.9 for the two questions between the four categories. The degree to which people’s lives have been restored was at a level that fell somewhat short of the grade “(4)Slight improvement,” and at first glance it appears as if their lives were not restored all that much. However, when you consider the disaster victim’s circumstances, things like the deaths of family members, relatives, and close friends are losses that people can never recover from no matter how much time goes by. Moreover, living in temporary housing complexes carries with it inconveniences on a variety of fronts compared with the people’s living environments from before the disaster, and presumably this cannot exactly be described as a positive living environment. When such circumstances are taken into account then it is unlikely that their lives from before would be completely restored, so a figure that is close to (4) is considered to be a considerably high level.³⁴

The level of the responses between questions one and two are extremely close, and furthermore as has been seen so far the effectiveness for individual CARE activities has been high on the whole. For these reasons it can be conjectured that the **assistance from various organizations (including CARE) contributed to improving the lives of the victims, which in turn made it possible to restore their lives to how they were before the disaster to some extent.**³⁵

7-5. Sustainability (Only Activities Subject to a Detailed Evaluation)

A look at the average values for the activities in the three projects reveals that this was 3.0 for all of the projects. With food security all of the targeted activities consisted primarily of providing materials and equipment, and at present these are being used without any problems. Likewise with community relief all of the materials and equipment that were provided are being used, except for some. With psychosocial support only the community café in Yamada town was subject to a sustainability evaluation. However, it was able to solidify the first step towards ensuring sustainability by means of choosing organizations rooted in the local community that would take the lead in the implementation and then supporting their activities.

As this indicates, there are no particular problems with sustainability for the projects that were subject to a detailed evaluation.

7-6. Gender Consideration and Consideration to Vulnerable People

CIJ has laid out a Gender Policy to ensure that its programs are implemented effectively. This policy aims to engage in planning and implementation that ensures that the assistance is spread out fairly regardless of gender, and that responses be made based on the needs unique to both men and women. In light of the fact that more than 30% of the people in the afflicted regions are elderly people, in the mid-term reconstruction assistance plan it clearly indicates that assistance will be provided to people in a vulnerable position, including elderly and disabled people.

³⁴ With this questionnaire survey it was assumed that the degree to which the people’s lives had been restored would vary depending on each respondent’s employment status and the income status of their household, so employment status and income status were included in the questionnaire’s profile column. A cross-tabulation analysis was then performed by using the results from this. With the temporary housing complex residents from Yamada town, no particular relationship was seen between the respondent’s employment status and the extent to which their lives had been restored, yet a relationship was noted at a statistically significant level in the respondent’s household income status and degree to which their lives had been restored. Those people who answered that they had a stable income when the survey was conducted indicated that their lives had been restored to a greater degree than those respondents who did not have this.

³⁵ Essentially, it is preferred that the details regarding what sort of assistance is being provided by other organizations and agencies in the region in which CIJ implements its programs be grasped and the extent to which CIJ’s programs contributed to the overall results be estimated. However, with this study a survey related to this could not be carried out due to time and budgetary constraints.

This section will evaluate the Tohoku Earthquake Tsunami Response Program from the perspective of gender consideration and consideration to vulnerable people based upon the evaluation results for each project.

1) Gender Consideration and Consideration to Vulnerable People in Individual Projects and Activities

As is shown in the table below, of the 13 activities that were targeted for detailed and regular evaluations four (31%) were not subject to evaluation for gender consideration and seven (54%) were not subject to evaluation for consideration to vulnerable people. This was because particular categories were targeted for the assistance, and so there was limited need for special consideration.

Table 7-3: Ratings for Consideration for Gender and Vulnerable People

Activity/Evaluation Criteria	Overall Evaluation	Food Security		Community Relief							Psychosocial Support			
		Restaurants and Bar-dining Re-opening	Light-truck Morning Markets in Otsuchi Town	Cutters	Special Care Vehicles	Passenger Taxis	Fisheries	Small Business Owners	Home Electronics Catalog	Broadcasting Equipment	Community Cafés	Community Newspapers	Traditional Art Performances/Festivals (Yamada town)	Traditional Art Performances/Festivals (Otsuchi town)
Gender Consideration	2.1	N/A	N/A	1.8	1.8	1.7	1.4	1.8	N/A	N/A	2.0	2.8	2.8	2.8
Consideration to Vulnerable People	2.4	N/A	N/A	N/A	3.0	3.0	N/A	N/A	1.6	2.4	2.3	2.1	N/A	N/A

The overall evaluations came to 2.1 for gender consideration and 2.4 for consideration to vulnerable people. With community relief, planning that took women into consideration was not carried out for the activities for cutters, nursing care vehicles, and assistance for small businesses. The activities for cutters and assistance to the fishing industry and small businesses did not give any particular consideration to gender during their implementation either, and so their ratings were between 1.4 and 1.8. Since women play an important role in the fishing industry, CIJ attempted to offer proposals that would take their needs into consideration during the implementation stage. However, these were not adopted on the fishing cooperative's side, which resulted in project management that did not reflect the inclinations of women all that much. As for consideration to vulnerable people, the activities for nursing care vehicles, share taxis, wireless broadcast equipment, and community cafés were highly evaluated because they targeted vulnerable people from the planning onwards. Whether or not consideration was given at the planning stage produced results that directly tied in with the evaluations.

2) Analyses by Gender and for Vulnerable People regarding the Degree to which Their Lives Were Restored

Questionnaire surveys aimed at all of the temporary housing complexes in Yamada town and Otsuchi town were carried out in order to confirm whether the program's goal of "To reduce vulnerability of people affected by the tsunami and restore their human dignity" had been achieved. A cross-tabulation was performed, based upon which an analyses was conducted using a chi-square test on the question "To what extent was your life restored compared to immediately after the disaster?" to see if there were disparities in the answers between the sexes, different age groups, people with and without disabilities, and between the sexes for people with disabilities.

Significant differences were found between people with and without disabilities, with the P-value³⁶ for this in Yamada town coming to 0.002 and that for Otsuchi town coming to 0.04. As can be seen from the following table, there was a particularly large difference in Yamada town. Those people who responded that their lives had not been restored compared to immediately after the disaster ((3) or lower on the five-grade evaluation) accounted for more than 60% of people with disabilities compared to at most 40% for people without disabilities. There was no significant difference between the sexes among people with disabilities.

³⁶ P-value refers to the probability that disparities like those in the actual data will accidentally occur when a null hypothesis (in this case the hypothesis that there will be a difference in the responses by people with and without disabilities) is correct.

Table 7-4: Statistics by Presence/Lack of Disability

Area	Gender	Lifestyle Recovery Level					Total
		1	2	3	4	5	
Yamada town	Disability	4	2	10	6	4	26
	No disability	28	20	86	117	112	363
	Total	32	22	96	123	116	389
Otsuchi town	Disability	3	1	4	14	10	32
	No disability	20	24	57	108	104	313
	Total	23	25	61	122	114	345
Total		55	47	157	245	230	734

Note: With the degree to which the people's lives were restored, the larger the number the greater the degree to which this has been restored.

Table 7-5: Statistics for Disabled People by Gender

Area	Gender	Lifestyle Recovery Level					Total
		1	2	3	4	5	
Yamada town	Disabled Females	3	2	6	5	2	18
	Disabled Males	0	0	3	1	1	5
	Total	3	2	9	6	3	23
Otsuchi town	Disabled Females	2	0	1	4	5	12
	Disabled Males	1	1	2	7	3	14
	Total	3	1	3	11	8	26
Total		6	3	12	17	11	49

Yamada town established relief support centers immediately after the disaster in order to strengthen welfare assistance. It stationed personnel at temporary housing complexes in six locations and looked after the disaster victims in the complexes in the districts under its jurisdiction. While it determined where disabled people were living it did not exactly undertake any special responses for them. There are several service offices for assisting the disabled in Yamada town. Those who make use of the offices can receive assistance through them, but those who do not use them cannot receive assistance unless they seek it out on their own. The regional situation is such that disabled people rarely go outside, which hints at a state of affairs wherein even if they need help they are largely unable to speak up and receive assistance.

The claim could be made that **there were no other statistically significant differences, and that the results of the assistance were acknowledged as being equivalent regardless of sex or age group.**

Table 7-6: Statistics by Gender³⁷

Area	Gender	Lifestyle Recovery Level					Total
		1	2	3	4	5	
Yamada town	Female	16	17	58	75	64	230
	Male	12	5	37	37	35	126
	Total	28	22	95	112	99	356
Otsuchi town	Female	10	11	27	64	59	171
	Male	12	15	36	61	47	171
	Total	22	26	63	125	106	342
Total		50	48	158	237	205	698

³⁷ 1: Worse, 2: Slightly worse, 3: Largely unchanged: 4: Slight improvement, 5: Substantial improvement

Table 7-7: Statistics by Age

Area	Gender	Lifestyle Recovery Level					Total
		1	2	3	4	5	
Yamada town	64 or younger	17	18	54	76	65	230
	65 or older	16	6	55	55	55	187
	Total	33	24	109	131	120	417
Otsuchi town	64 or younger	19	18	36	88	71	232
	65 or older	6	9	31	46	49	141
	Total	25	27	67	134	120	373
Total		58	51	176	265	240	790

3) Program Composition from the Perspective of Gender Consideration and Consideration to Vulnerable People

In Phase I and Phase II of the Tohoku Earthquake Tsunami Response Program, the activities were composed in a bottom-up configuration whereby CIJ continued on with the emergency assistance from immediately after the disaster by responding to the needs that emerged directly from the evacuation centers. The start time for Phase I was in the third month after the disaster, and the plans were not created based upon any standardized needs assessments. Rather, the plan was created by having personnel from CIJ's Miyako branch office confirm the needs by directly walking around the site and collecting information. Given such circumstances, it hardly seems as if they went through the project formation process necessary in order to deliver assistance fairly to groups in socially vulnerable positions, such as by questioning how CIJ should provide support by gender and for disabled people and what sort of circumstances women and vulnerable people found themselves in and what they needed.

A rough look at the activities from the perspectives of gender and vulnerable people reveals that they can be classified into three types. The first type is those activities in which the beneficiaries and people targeted by the project consisted of all of the disaster victims, like with the community newspaper in Yamada town (A). The second is activities where the beneficiaries and people targeted by the project were limited to particular groups, and so their eligibility for gender consideration and consideration to vulnerable people was limited from ahead of time, like with the restaurants and bar-dining re-opening project in Yamada town (B). The third is activities where the beneficiaries and people targeted by the project were originally the socially vulnerable, such as with the provision of vehicles for nursing homes and comprehensive support centers (C). The number of activities in each category is listed in the table below. A activities where all of the disaster victims were seen as the beneficiaries accounted for the most at five activities, whereas C activities in which the socially vulnerable were the beneficiaries accounted for the fewest at three activities. The argument could be made that the results gave precedence to assistance for all of the disaster victims. However, as was mentioned at the beginning of this section (7-6.), CIJ's organizational policy calls for providing assistance that takes gender and vulnerable people into consideration. Accordingly, perhaps back at the initial project formation stages CIJ needed to establish an organizational policy, even if only a rough one, on issues like if the beneficiaries are to be categorized as they were above, then which categories should be emphasized and how should allocations be carried out, as examples.³⁸

³⁸ However, in the interviews with CIJ's Miyako branch office some were of the opinion that they inherently did not feel much of a need to consider gender during the reconstruction stage. In other words, they said that while emphasis is sure to be placed on the needs of women in CIJ's activities in developing countries, when providing emergency assistance in Japan there was a sense that women were generously taken care of, because consideration had already been given to the needs of women by numerous organizations.

Table 7-8: Activities by Beneficiary Category

Category	A	B	C
Food Security		Restaurants and Bar-dining Re-opening Light-truck Morning Markets in Otsuchi Town	
Community Relief	Fisheries Small Business Owners	Home Electronics Catalog Cutters	Special Care Vehicles Passenger Taxis Broadcasting Equipment
Psychosocial Support	Community Cafés Community Newspapers Traditional art performances/festivals		
Total Activities	5	4	3

- A: Activities in which the beneficiaries and people targeted by the project consisted of all of the disaster victims.
 B: Activities where the beneficiaries and people targeted by the project were limited to particular groups, and so their eligibility for gender consideration and consideration to vulnerable people was limited from ahead of time.
 C: Activities where the beneficiaries and people targeted by the project were originally the socially vulnerable.

8. Limitations of the Evaluation of the Reconstruction Assistance and Modalities for Future Evaluations

This evaluation study was completed without delays through study design, preparation, and implementation processes during which CIJ held consultations with IC Net Limited, which was the company to which the study was outsourced. With regards to the design and implementation of the questionnaire surveys for the disaster victims and the onsite coordination in particular, these could be carried out efficiently over a short time period as a result of the cooperation received from CIJ's head office and its Miyako branch office, which is closest to the scene. On the whole, the expected information listed in the evaluation grid (evaluation framework) that was established in advance could largely be collected.

However, in the implementation process for the evaluation study there were the following four major constraints. Below we will consider these constraints and examine ways of improving upon them. This is an important task when it comes to thinking about modalities for evaluating future reconstruction assistance.

- 1) Time and budgetary constraints in the implementation of the evaluation study: In order to clarify the causal relationship between the individual project outcomes and the overall project goals, it is necessary to grasp an overall picture of what sort of aid organizations and related agencies are present other than CIJ, and what sort of assistance the disaster victims are receiving. However, since there were time and budgetary constraints for this evaluation, it was impossible to carefully examine the contents of the assistance from other aid organizations and related agencies, and so this could only be perceived in a broad outline.
- 2) Access to and sample size of the afflicted residents living in their own homes: The afflicted residents living in their own homes were dispersed over a wide area geographically, and determining their residences themselves and gaining access to these people was hard from the standpoint of protecting their personal information. As a result, the amount of information collected from them was far less compared to what was obtained from the temporary housing complex residents, and the level of this information could not necessarily be called adequate.
- 3) Consideration for "questionnaire fatigue" by the disaster victims: At the time that this study was carried out, surveys on the disaster victims by the local government office and CIJ's own questionnaire surveys were being carried out, and so consideration had to be given to the sentiments of the disaster victims. Especially with the surveys on afflicted residents living in their own homes, out of consideration for continuing with the questionnaires access and the sending of additional questionnaires was limited only to those people that replied "May contact again" on the preceding questionnaires.
- 4) Ambiguity with the contents of the questions: The general methodology for evaluations is that the contents of the questions must be unambiguous in order to guarantee the accuracy of the survey. However, based upon careful deliberation over the sentiments of the disaster victims, in some cases the contents of the questions had to be intentionally made oblique on the individual questionnaires. One example of this that could be mentioned is avoiding core questions on the degree to which the disaster victim's lives had been restored from immediately after the disaster struck and the extent of the damage to their families so as not to force them to recall terrible scenes from immediately after the disaster.

Of the constraints mentioned above, for 1) the study's budget had already been decided upon, and so when the order of priority for the study is considered, this was largely inevitable. If in the future there were a little more leeway with the budget then it would be ideal to check on the other organizations carrying out assistance activities in the same regions with the town offices and include interviews with them in the onsite study.

Regarding 2) Access to and sample size of the afflicted residents living in their own homes, this had aspects that were beyond our control in terms of the budget and from the perspective of protecting personal information. Moreover, with respect to 3) Consideration for "questionnaire fatigue" by the disaster victims,

it was unlucky that two preceding questionnaire surveys had been carried out by the time this survey was conducted, and it is believed that we collected as much information as we could given the circumstances.

As for 4) Ambiguity with the contents of the questions, in cases where disaster victims are targeted by projects, the thinking is that in the future considerations like those taken here must be unavoidable. However, simultaneously carrying out interview surveys (supplemental surveys) that secure a certain sample size (while taking the sentiments of the disaster victims into consideration) would make it possible to collect more detailed information to a certain extent. Such information would also contribute to raising the accuracy of the evaluation.

Lastly, as was written at the beginning of the section, despite the aforementioned constraints we believe that this study was able to collect the minimum level of information it needed and perform an analysis up to a certain standard. The evaluation framework and questionnaires that were prepared at the initial stages of this study are useful as a model. Whether the evaluators are the implementers themselves (= self evaluation) or a third party, we would like to see CIJ use these evaluation framework and questionnaires as reference for its operational evaluation methods during disasters within the country.

9. Recommendations for CIJ's Operations during Disasters in Japan in the Future

Thus far we have taken a look at the results from CIJ's response program and various factors in its project management that have had an impact on the achievement or non-achievement of said results. Based upon these analysis results, below we will mention recommendations that can be put to use in CIJ's operations during disaster within the country in the future. The recommendations have been summarized for each of the assistance stages below.

9-1. Pre-disaster Stage

(1) Organize Action Manuals

This is something that CIJ is already making arrangements for, but naturally it is recommended to prepare standard action manuals that encompass basic actions and activities such as "Who does what, where, and when" in order to carry out efficient activities when disasters like this one occur. There were a lot of good practices that were produced by this response program, and so items that can be standardized from these accumulated experiences will be selected. The following items can also be reflected in these sorts of manuals.

(2) Preparations for the Drafting of Overall Plans

One thing that the results of this study revealed regarding the individual activity plans is that while largely standardized plans were created and the drafting of the plans was appropriate, which means planning was good for the micro-level. However, one gets the impression that the project plans that tied together multiple activities and the document of the overall plan that tied together these several projects (the log frame) were apparently created in order to organize the situation after some amount of time had passed. With large programs wherein the project costs reach the 100 million yen mark, unless the overall objectives in terms of what the program as a whole is aiming for and what it will achieve are clearly laid out, then there is the possibility that the operations will not be "totally optimal," even if they are "partially optimal," so to speak. When disasters strike it is always a race against time, and it is not exactly easy to compose oneself and create a grand design. However, it is essential to reflect this sort of top-down perspective into the drafting of program plans and their implementation as much as possible. When this is considered together with 9-2.(1) mentioned below, then a hypothetical activity list of what sorts of activities should be carried out for what sorts of target groups, as well as program options in conjunction with this, should be prepared in advance. Then when emergencies and disasters occur the drafting of plans can be carried out by using those activities that seem to be the best suited to the onsite conditions from out of these advance simulations as a jumping off point. The thinking is that doing this will enhance the possibility of creating plans that are high in quality in both a macro and a micro sense in a relatively short amount of time.

Furthermore, as a result of the implementation of this program it was felt that information was accumulated on things like what sort of projects will be carried out, how many beneficiaries there will be, and how much they will cost. As such, organizing this information into a more easy to use format ahead of time will make it easier to conduct simulations that show what sort of budget will be necessary if so many people are targeted through some sort of combination of activities in the future.

9-2. Post-disaster – Initial Assistance Stage

(1) Identify the Target Groups for Project Implementation

As discussed in "7-6. Gender Consideration and Consideration to Vulnerable People" as part of the overall evaluation, CIJ's organizational policy calls for it to provide assistance by giving consideration to gender and vulnerable people. It is by no means thought that the approach for this program was inappropriate; in so much as it soundly listened carefully to the disaster victims onsite and created projects from the bottom-up. However, precisely because CIJ is an organization that has laid out a clear policy, it would seemingly be helpful to establish goals, even if only rough ones, at the initial project formation stages on issues like what sort of categories of beneficiaries to place emphasis on and how to handle budgetary allocations between projects with different beneficiaries, as examples.

(2) Prepare an Overall Plan at the Initial Stages

An overall plan should be prepared at the initial stages of assistance based upon preparations like those mentioned in 9-1.(2) above. In doing so, not only should output indicators be incorporated, but so too should outcome objectives and indicators for these to the extent that this is possible. The connections

between the outputs and activities should be considered to the extent possible when setting these outcome objectives and their indicators, and the content should be designed so that it can be implemented.³⁹

(3) Methods for Implementing Needs Assessments at the Initial Stages

According to the onsite interviews, needs assessments were carried out during the initial stages of the response program by inviting foreign specialists, but they were unable to perform useful needs assessments for a variety of reasons. These include the fact that they were foreigners, the fact that the feelings of the disaster victims had not yet settled down immediately after the disaster, and because the residents were not used to expressing their opinions at group meetings. Regarding this point, the thinking is that it is appropriate to maintain frequent contact with the disaster victims, build relationships of trust, and in terms of their environment to carry out full-scale needs assessments after they have moved to a more settled living environment—such as from the temporary evacuation shelters to the temporary housing complexes—as was seen during the actual implementation of this program. However, with this method, the targeted people from whom needs can be gathered are limited to those local residents whom CIJ personnel can contact directly. For this reason, it is important to constantly hold exchanges of opinions with municipalities and other aid organizations in order to expand the target range for the collection of information.

9-3. Full-scale Assistance Implementation Stage

(1) Organizational Structure Aspects

1) Simplicity and Flexibility of the Organizational Structure and Chain of Command

The path for decision making within CIJ was simple in that it ran between the managers responsible for the project (CIJ's head office) and those in charge of it (Miyako branch office). Other features observed with it include the fact that they coordinated with one another frequently, and final approval was entrusted to those onsite for many matters other than the important decision for procurement. Such features allowed for rapid and flexible plan changes and implementation during program management, and were highly evaluated as contributing factors behind raising the satisfaction of the disaster victims. For the creation of specific activity plans for the three projects, their structure of being able to make revisions flexibly in accordance with onsite needs, such as changing the initial budgetary allocations, was one reason for the high evaluations. Response programs differ from ordinary programs in that it is difficult to determine the needs from the initial stages. What is more, since these are constantly changing it is ostensibly important to create a flexible structure that can adapt to such changes in needs when it comes to achieving outcomes.

2) Select Appropriate Human Resources

In the onsite interviews gratitude towards the assistance was often expressed through the proper names of the people who were directly in charge. This is believed to be a result of the combination of the fact that people who the disaster victims were acquainted with were constantly involved in the assistance in an ongoing manner, and that it featured the strong qualifications required of a response program—such as careful monitoring and quick responses from those involved. CIJ's human resource selection process is thought to have contributed to this. According to CIJ it took an adequate amount of time in selecting these human resources to specifically confirm the practical capabilities of the candidates through hiring interviews. With “Community Relief” the fact that one of the persons in charge was a woman and that an implementation structure in which a gender balance was achieved led to finely detailed assistance.

(2) Project Management Aspects

1) Effectiveness of an Implementation Structure Led by the Counterparts

With this program the implementation structure led by the counterparts that CIJ adopted was highly evaluated in its capacity as a response program. With the “Food Security” project discussed in Chapter 5, picking out and utilizing key people from among the disaster victims made it possible to elicit the initiative of the victims and increased the expanse and sense of speed of the activities. This fact in and of itself has important implications, but a more important point is: How was CIJ able to build relationships of trust with the counterparts in so many projects? The aforementioned personal

³⁹ Since aspects like activity implementation methods and the setting of objectives differ for cases of material support and cases of psychological support that requires long-term care, it would seemingly be good to prepare samples of plans in a number of ways.

elements, as well as CIJ's high level of project management are believed to be contributing factors to this. CIJ went to the scene immediately after the disaster and went through a process of reliably determining what the true needs there were, while also responding to onsite requests flexibly and rapidly. It could be argued that by doing this it fostered strong relationships of trust that enabled excellent coordination with the counterparts. Other factors that presumably made this possible include the fact that CIJ set up a local office in Miyako city that was close to the scene, and its relatively flat implementation structure in which some degree of discretion was given to the local branch office. Yet with this sort of counterpart-led assistance there are risks of problems like assistance needs that these counterparts are unaware of being overlooked, and so consideration must be given ahead of time to mechanisms for performing follow-ups on this (this point is discussed in detail in 2) below).

2) Need for Systematic Needs Assessments and Mid-term Reviews

As was mentioned in Chapter 6, systematic needs assessments were not carried out all that much across the assistance as a whole this time around. The majority of the activities were formed based upon the needs that had been confirmed through emergency assistance and other projects. This sort of method is pragmatic when virtually no time at all has passed after the disaster, but on the other hand there are some cases where it is limited when it comes to determining needs. Numerous problems were confirmed with this, particularly with respect to determining the needs of the afflicted residents living in their own homes. With these sorts of response programs it is essential to revise the activities with a view towards realizing outcomes by conducting systematic needs assessments and mid-term reviews not only during the program's preparatory stages, but also over the course of its implementation. For that reason, monitoring structures must be set in place and systematic monitoring activities must be carried out.

3) Need for Systematic Monitoring

In the log frame for the program it was stipulated that monitoring of the activities was to be carried out, but no clear monitoring methods or rules were specified for the actual application of this.⁴⁰ Carrying out rigid monitoring operations in an environment in which a sense of speed is required when a disaster occurs also carries with it the risk of producing the opposite effect. However, initiatives such as keeping records in the form of standardized work journals⁴¹ would most likely lead to improvements in the operating and management structures.

4) Need to Create Structures for Local Assistance and Coordination

As was mentioned in Chapter 6, for the "Psychosocial Support" projects it was confirmed that it is necessary to respond to people to whom it is hard to deliver assistance through organized coordination with related agencies. As this indicates, assistance concerning psychological support for disaster victims will conceivably be an important sector for NGO assistance when similar circumstances arise in the future. So in cases where such initiatives are involved, it will be important to set up coordination with the various concerned parties, particularly local assistance structures and coordination structures with psychosocial support experts. It is essential to have NGO assistance lead to major outcomes for the local region as a whole by promoting this sort of coordination starting from the assistance planning and implementation stages. One specific example that could be mentioned from these projects is incorporating the Yoriaikko café activities in with the structure for providing local psychosocial support, whereby in cases where people with psychological problems were discovered among the participants they were transferred to the care of experts. Deepening the mutual coordination between activities in ways like this will ostensibly be beneficial for achieving the program's outcomes.

⁴⁰ In actuality, the regular meetings held about once a week through the participation of CIJ's head office and Miyako branch office played the role of monitoring. However, it appears as if their contents chiefly only covered the program's implementation (procurement and delivery of materials and supplies), and ex-post follow-ups to these were somewhat weak. For the provision of electric appliances by way of catalog order in Yamada town and Otsuchi town and the assistance for small business owners to restart their businesses it was systematically decided that questionnaires would be carried out after the materials and equipment had been delivered. A questionnaire was carried out for the former, but for the latter the monitoring was completed via the interviews for this evaluation study.

⁴¹ In fact, even for this evaluation study, in addition to the interviews with those in charge at the branch office, confirmation through people's personal records and the like was also helpful for confirming the facts of the matter.

Appendices Logframe of Post-Tohoku Earthquake Tsunami Response Program

Project	Tohoku Earthquake & Tsunami Response: Recovery Phase I & II (June 2011 ~ June 2012)			
Overall goal	Reduce the vulnerability of people affected by the tsunami and restore their human dignity			
Food Security	Indicators		Sources of Verification	Assumptions
	Plan	Results		
<p>Objectives</p> <p>(1) Ensure food security of the affected population.</p> <p>(2) Revitalize the affected areas thereby resuming food related business.</p>	<p>(1) 70% of the target beneficiaries benefit from food and/or cooking items. (Phase I)</p> <p>(2)- 1 : 70% of the target beneficiaries are able to start their own businesses of food services. (Phase I)</p> <p>(2)-2: 70% of the target beneficiaries are satisfied with the provisions in terms of quality /quantity and timing (Phase I)</p>	<p>(1) 72.5% of the target beneficiaries (406 out of 560 households) benefitted from food and /or cooking items.</p> <p>(2)-1: Out of 30 planned for assistance, 25 restaurants and bars restarted their own businesses.</p> <p>(2)-2: 80% of the target beneficiaries are satisfied with the provisions in terms of quality /quantity and timing (Phase I)</p>	<p>CARE distribution records</p> <p>CARE monitoring and follow-up records</p>	<ul style="list-style-type: none"> - No major earthquake/tsunami or severe deterioration in the nuclear site at Fukushima. - Japanese central government and local authorities in the affected prefectures continue a strong recovery plan. - Such counterparts as the local authorities, public institutions and local NGOs continue cooperation with CARE. - There is no rapid depopulation in the affected regions.
<p>Deliverables/Outputs</p> <p>(1) People in the affected area receive food items and/or are able to cook by themselves.</p>	<p>(1)-1: Around 400 households living in their own damaged houses receive assistance. (Phase I)</p>	<p>(1)-1: 259 households received miso and rice.</p>	<p>CARE distribution records</p> <p>CARE monitoring and follow-up reports</p>	

<p>(2) Necessary facilities for reopening restaurants, dining-bars, and food related business are properly arranged.</p>	<p>(1)-2: Around 187 households living in their own damaged houses receive vouchers for the procurement of food and its related items. (Phase I)</p> <p>(1)-2: 90 % of vouchers are used by the target beneficiaries. (Phase I)</p> <p>(2)-1: 25 restaurants and dining-bars receive in-kind assistance. (Phase I)</p> <p>(2)-2: Around 15 food shops benefit from light-track morning market. (Phase I)</p>	<p>(1)-2: 147 households received ¥20,000 of voucher.</p> <p>(1)-2: 93.3% of vouchers were used.</p> <p>(2)-1: 25restaurants and dining-bars received assistance.</p> <p>(2)-2: Approx.15 food shops were supported from light-track morning market.</p>		
<p><u>Activities</u></p> <p>(1)</p> <ul style="list-style-type: none"> - Provision of basic food, such as miso and rice, to the affected households in Otsuchi town. - Voucher support for the affected households living in partially damaged houses in Yamada town. <p>(2)</p> <ul style="list-style-type: none"> - Assistance for restaurants and dining-bars to restart their businesses with the provision of tools and equipment. - Assistance for organizing light-truck morning market in Otsuchi town with the provision of tools and equipment. 				
<p>Inputs</p>	<p>Human Resource : two personnel Material Resource: one project vehicle / two PCs Financial Resource: 12,056,230 Japanese yen</p>			

Community Relief	Indicators		Sources of Verification	Assumptions
	Plan	Results		
Objectives				
(1) Ensure basic human needs of the affected people are met.	(1) 90% of the target beneficiaries benefit from the provision of goods necessary for normalizing their lives of the affected people. (Phase I & Phase II)	(1) Provision of NFIs, household electric appliances and items needed for school activities contributed to normalizing everyday-lives of 22,124 people and 3,151 households. Achievement levels of the main activities were 76% for provision of household appliances (Phase I and II); 90% for NFIs, and 100% for school activities. In overall terms, achievement level was slightly lower than 90%.	Official records of local authorities, Ministry of Internal Affairs and Ministry of Health, Labour and Welfare CARE distribution record CARE monitoring and follow-up reports Questionnaires and interview with the target beneficiaries	<ul style="list-style-type: none"> - No major earthquake/tsunami or severe deterioration in the nuclear site at Fukushima. - Japanese central government and local authorities in the affected prefectures continue a strong recovery plan. - Such counterparts as the local authorities, public institutions and local NGOs continue cooperation with CARE. - Rumor about contamination by radioactivity cannot be a negative impact on primary industry (including fishery industry). - Bounty system of the Japanese central government continues and is implemented as scheduled. - There is no rapid depopulation in the affected regions.
(2) Enhance local economies with special focus on the rebuilding of small businesses, fisheries and the seafood processing industry.	(2) 90% of Small enterprises and fishery associations assisted by CARE continue their business in a sustainable way. (Phase II)	(2)-1 From a target of 50 small enterprises, 67 were assisted by CARE (achievement level: 134%). With the exception of 4 enterprises, the rest were already operating (2)-2 From a target of 5		

<p>(3) Assure an adequate level of living conditions for every individual thereby reconstructing social welfare structures.</p>	<p>(3) -1: 90% of the target beneficiaries receive in-kind assistance. (Phase I and Phase II)</p> <p>(3)-2: Creation of an environment in which the affected people can live with hope and enjoyment.</p>	<p>fishery associations, 3 were supported by CARE (achievement level: 60%), and all of them are continuing their business</p> <p>(3)-1 With the provision of special vehicles, goods for training and rehabilitation for the elderly and disabled, a total of 12 welfare institutions (and 2 companies) were able to either start or continue social welfare services. Considering that the target number of welfare institutions was 3, achievement level resulted in 400%.</p> <p>(3)-2 No data</p>		
<p><u>Deliverables/Outputs</u></p> <p>(1) Assistance for the affected people with the provision of essential goods for their daily life.</p>	<p>(1) 90% of the target beneficiaries benefits from the provision. (Phase I & Phase II)</p>	<p>(1) A total of 21,635 persons and 1,940 households received T-shirts, summer blankets, storage-sheds</p>	<p>Report of local authority and other counterparts CARE distribution</p>	

<p>(2) Fill assistance gaps with the provision of essential household electric appliance and others.</p>	<p>(2) -1: 90 % of the target beneficiaries apply for the assistance. (Phase I & Phase II)</p> <p>(2)-2: To what extent the recipients of the household appliance are satisfied in terms of quality/quantity and timing. (Phase I & Phase II)</p>	<p>among other NFIs. No target beneficiary number was originally set for many of these, however, for those that were set, achievement levels vary between 90% and 100%.</p> <p>(2)-1: Number of target beneficiaries: 600 households (Phase I) and 1,000 households (Phase II) → Number of households that received assistance: ♦ Phase I: Kamaishi City: 563 (Achievement level: 94%) ♦ Phase II: Otsuchi Town 175, Yamada Town 473 (Achievement level: 65%)</p> <p>(2)-2: ♦ Kamaishi City: According to CARE Survey (Dec 2011-Jan2012) 99.43% of the respondents considered the program as “useful” ♦ Otsuchi and Yamada town: Survey to be</p>	<p>records</p> <p>CARE monitoring and follow-up reports</p> <p>(3)(4)(5)(6)Interview with beneficiaries</p> <p>(2)(6)Questionnaires with beneficiaries</p>	
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<p>(3) Assistance for welfare service associations with the provisions of NFIs and vehicles.</p>	<p>(3) -1: More than 3 social associations receive items needed for their services. (Phase I and Phase II)</p>	<p>conducted during June</p> <ul style="list-style-type: none"> ♦ According to a questionnaire survey conducted by the ex-post evaluation team to victims living in their own houses, 89% (Yamada) and 97% (Otsuchi) were either “Highly satisfied” or “Satisfied” with the assistance. However, satisfaction level for timing is not as high: 50% (Yamada) and 55% (Otsuchi) are either “Highly satisfied” or “Satisfied”. <p>(3)-1: Phase I: 2 welfare associations and two companies received vehicles and goods (training and rehabilitation goods) needed for providing welfare services. Phase II: 10 welfare associations received items needed for providing welfare services. A total of 12 welfare associations (and 2</p>		
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<p>(4) Assistance for resuming school curriculums and extracurricular activities</p>	<p>(3)-2: To what extent the recipients of the provisions are satisfied in terms of quantity/ quality and timing. (Phase I & Phase II)</p> <p>(4)-1: More than 1 school receives necessary items. (Phase I & Phase II)</p>	<p>companies) received assistance. Achievement level: 400%)</p> <p>(3)-2: Interviews were carried out to counterparts and some direct beneficiaries of the “Provision of three vehicles in Yamada, Kamaishi and Miyako”. As for quantity and quality, satisfaction level was very high. All recipients responded that vehicles were fit exactly to the needs of both the users and the staff who would be driving the cars. However, with respect to timing, only one out of three associations responded that it was “Timely”, due to the fact that this association was able to receive the assistance in 2011, while the other two did in 2012.</p> <p>(4)-1: Phase I: 489 students of Seven schools received necessary 19 items. Phase II: 1 school received lighting equipment A total of 8 schools received assistance</p>		
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<p>(5) Assistance for fishery/seafood processing industry, leading to job opportunities for the middle aged and the elderly.</p>	<p>(4)-2: To what extent the provisions contribute to conducting the curriculums. (Phase I& Phase II)</p> <p>(5)-1: Five fishing associations/ seafood processing companies receive the assistance.</p> <p>(5)-2: Satisfaction level of the recipients of the provision in terms of quantity/quality / timing. (Phase II)</p>	<p>(Achievement level: 100%)</p> <p>(4)-2: Data available only for “Provision of two cutter ships and a generator for Miyako Fishing High School”.</p> <p>All equipments contributed highly to conducting school activities according to the normal curriculum. Being a Fishing High School, both cutter ships as well as the generator are indispensable so school activities can go back to normal.</p> <p>(5)-1: Three fishing associations (1,680 people) received in-kind assistance. (Achievement level: 60%).</p> <p>(5)-2 Satisfaction level: According to a survey conducted to 39 recipients, 84% were either “Highly satisfied” or “Satisfied” with respect to the content of the assistance. However, it also became clear that association members (fishermen) had already bought these goods last year, thus their satisfaction with respect to timing was</p>		
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	<p>(5)-3: How frequently the provisions are used for fishing. (Phase II)</p> <p>(5)-4: To what extent the provisions are useful for sustaining the fishing.(Phase II)</p>	<p>not as high: 36% considered the assistance “More or less timely” and 23% “Late”.</p> <p>(5)-3 Frequency Consumables such as work clothes and T-shirts are not used so frequently as expected, especially since beneficiaries have already bought these goods and have a stock, goods provided by CIJ will eventually be used. On the other hand, equipments such as seawater sterilizer and filers were being used at least two days a week during sea urchin fishing season.</p> <p>(5)-4: Usefulness Especially equipment such as seawater sterilizers are indispensable, thus usefulness is very high. However, with respect to consumable goods, association members (fishermen) mostly commented that these goods are helpful but not sufficient per se to sustain fishing</p>		
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<p>(6) Assistance for restarting small businesses, leading to job opportunities for disaster-affected people.</p>	<p>(6)-1: 90 % of target beneficiaries are able to reopen their businesses. (Phase II)</p> <p>(6)-2: To what extent the provisions are useful for sustaining the businesses. (Phase II)</p>	<p>(6)-1: Original number of target beneficiaries: 50 small and medium size company owners. A total of 67 business owners (34 in Yamada Town and 33 in Otsuchi Town) received assistance for restarting small businesses. Actually 63 companies reopened. (Achievement level: 126%)</p> <p>(6)-2 Out of the 62 business owners that responded to the questionnaire, 97% were either “Highly satisfied” or “Satisfied”. Most frequent comments were related to improved efficiency and security in carrying out their work</p>		
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Activities

(1)

- Provision of T-shirts with CARE logo for communities in Yamada town and Otsuchi town.
- Provision of insecticide repellents to the evacuation centers.
- Provision of summer blankets for the affected households living in temporary housing in Miyako, Yamada, Otsuchi and Kamaishi.
- Provision of benches for bus stops in Otsuchi town.
- Provision of 46 storage-sheds to all temporary housing complexes in Yamada town.
- Provision of goods necessary for their service of nursery school in Yamada town, elementary school in Yamada town, and children houses in Kamaishi city.

(2)

- Provision of house hold electric appliance for the affected households living in their damaged houses through catalog order system in Kamaishi city, Yamada town, and Otsuchi town.
 - Provision of emergency kits for the affected households living in their own houses in Miyako town.
- (3)
- Provision of four vehicles to three welfare service providers in Yamada town, Kamaishi city, and Miyako city, and two vehicles as community bus to Otsuchi and Daian Taxi companies.
 - Provision of 17 heated toilet seats to 11 temporary housing complexes in Yamada town.
 - Provision of exercise goods to welfare service providers in Yamada town.
 - Provision of lunch boxes to Yamada Comprehensive Support Center.
 - Provision of prefab-type house as a temporary office to a visit nursing facility in Kamaishi city.
- (4)
- Provision of educational material for Otsuchi Junior High School.
 - Provision of sport club goods for Otsuchi Junior High School and Miyako Tech High School.
 - Provision of cutter ships and generator for Miyako Fishing High School.
 - Provision of music instruments for three elementary schools in Otsuchi.
 - Provision of lamplight device for an athletic ground at Miyako Senior High School.
- (5) Assistance for fishery/seafood processing industry with the provision of tools and equipment in Yamada town and Otsuchi town.
- (6) Assistance for restarting small businesses with the provision of tools and equipment in Yamada town and Otsuchi town

Inputs	Human Resource : two personnel Material Resource: one project vehicle /two PCs Financial Resource: 207,647,252 Japanese yen
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Psycho Social Support	Indicators		Sources of Verification	Assumptions
	Plan	Results		
<p>Objective Improve the psychosocial well-being of survivors and revitalizing a sense of community, with a special focus on the elderly and children.</p>	90% of CIJ target beneficiaries perceive that their psychosocial burden is mitigated with CIJ support..	<p>According to the beneficiaries’ survey conducted in 2012, the rates of the participants perceived that the burden was mitigated with CIJ supports were as follows.</p> <ul style="list-style-type: none"> ♦ “Yoriaikko” participants-74% ♦ “Kibou” readers-54% ♦ Participants to the festival-90% (Yamada), 97% (Otuchi) 	CARE monitoring and feedback from beneficiaries based on the results of the monitoring/follow-up	<ul style="list-style-type: none"> - No major earthquake/tsunami or severe deterioration in the nuclear site at Fukushima. - Japanese central government and local authorities in the affected prefectures continue a strong recovery plan. - Such counterparts as the local authorities, public institutions and local NGOs continue cooperation with CARE. - Active participation of the beneficiaries.

<p><u>Deliverables/Outputs</u></p> <p>(1) Support to community cafés, providing the elderly, mothers and children with places for socialization.</p>	<p>(1)-1: Community cafés run by the Social Welfare Association are supported twice a week (six places per month). (Phase I & Phase II)</p> <p>(1)-2: 10 elderly are served per café per day until the end of project duration (rolling number: around 2,000 persons). (Phase I and Phase II)</p>	<p>(1)-1: Phase I: At least, twice on every Wednesday upon request from Yamada Social Welfare Association.</p> <p>(1)-1: Phase II: 2-3 times per week</p> <p>(1)-1: The total number of cafés supported is 151 (Phase I & Phase II)</p> <p>(1)-2: Phase I: 1,567 people in total participated in community café.</p> <p>(1)-2: Phase II: 1,266 people in total participated in community cafe</p> <p>Note: The total rolling number of elderly people during Phase I and Phase II period is approximately 2790.</p> <p>(1)-3:</p>	<p>- CARE Operation and distribution records</p> <p>- CARE Monitoring and follow-up reports</p> <p>(1) (2) (3) Interview & with beneficiaries</p> <p>(3) Questionnaire with the recipients of the provisions</p>	
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<p>(2) Recreation program for survivors, helping relieve their stress.</p>	<p>(1)-3: Café for mothers and children is organized every weekend, with at least 10 mothers and children participate per week. (Phase I & Phase II)</p> <p>(1)-4: To what extent participants are satisfied with café activities. (Phase I & Phase II)</p> <p>(1)-5: What kinds of activities conducted at café meet with the participants' needs. (Phase I & Phase II)</p> <p>(2)-1: More than 20 recreation events are organized for</p>	<p>Phase I: Café for mothers and children was organized on 29 & 30 October. On 29, 71 including 40 children were participated for two days.</p> <p>(1)-3: Phase II: No café for mothers and children was organized</p> <p>(1)-4: According to the beneficiaries' survey conducted in 2012, 84% of participants answered that they were satisfied with café activities. (Phase I & Phase II)</p> <p>(1)-5: According to the beneficiaries' survey, the talking was the most popular, followed by drink and snack servings.</p> <p>(2)-1: Phase I: 3recreation activities were</p>		
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<p>(3) Support to festivals and traditional arts, bringing people in the community back together, as well as preserving and passing on tradition and culture to the younger generations.</p>	<p>more than 1,000 elderly survivors, children and the other affected groups. (Phase I & Phase II)</p> <p>(2)-2: To what extent participants are satisfied with the recreation activities. (Phase I & Phase II)</p> <p>(3)-1: Around 40 traditional art associations and festival organizers are supported. (Phase I & Phase II)</p> <p>(3)-2: 80% of the associations are able to operate their activities (Phase I &</p>	<p>organized with the participants of 1,400 people.</p> <p>(2)-1: Phase II: 27 recreation events were organized with the participants of 18,019(+ α)</p> <p>(2)-2: Not available</p> <p>(3)-1: Phase I: 20traditional art associations and festival organizers were supported.</p> <p>(3)-1: Phase II: 21 traditional art associations and festival organizers were supported.</p> <p>(3)-2: Phase I: 90% of the associations were able to operate their activities by</p>		
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<p>(4) Community newspapers that promote information sharing and mutual support among evacuees.</p>	<p>Phase II)</p> <p>(4)-1: 10 editions of newsletters (Kibou) are printed, and are delivered to 2,000 per edition households in Yamada Town. (Phase I & Phase II)</p> <p>(4)-2: 2 editions of newsletters are printed, and are delivered to 2,000 per edition households in Otsuchi Town. (Phase I & Phase II)</p> <p>(4)-3: 6 editions of newsletters (Ashitanimukatte) are printed, and delivered to 1,800 per edition</p>	<p>September 2011</p> <p>(3)-2: Phase II: 100% of the associations are expected to operate their activities by autumn in 2012.</p> <p>(4)-1: Phase I: 4 edition, 8,400 printings for 1,910 households in Yamada.</p> <p>(4)-1: Phase II: 6 edition, 12,000 printings for 1,910 households in Yamada.</p> <p>(4)-2: Phase I: 2 editions with 4,000 printings for 2,000 households in Otsuchi town.</p> <p>(4)-2: Phase II: Not issued.</p> <p>(4)-3: Phase I: 1 edition with 1,300 printings for 482 households and the public in Taro area</p>		
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	<p>households in Taro area of Miyako city. (Phase I & Phase II)</p> <p>(4)-4: Information on the newspapers meets their needs of the recipients.</p>	<p>of Miyako city</p> <p>(4)-3: Phase II: 6 editions (2 editions with 1,200 printings and 4 editions with 1300 printings) for 482 households and the public in Taro area of Miyako city.</p> <p>(4)-4: According to the beneficiaries' survey conducted in 2012, 72% of the "Kibou" readers answered information on the newspapers met their needs.</p>		
<p>Activities</p> <p>(1) Community cafés for the elderly, mothers and children with staff support from CARE as well as from expertise from CARE corporate partners. (2) Recreation events such as short trips, cultural, sport and recreation events for the elderly and children as well as for the other affected people. (3) Support to festivals and traditional arts with the provision of equipment, tools and outfits and with the preparation of the festivals. (4) Publishing of community newsletters (gathering information, editing and distributing the community newsletters).</p>				
<p>Inputs</p>		<p>Human Resource :two personnel Material Resource: one project vehicle / two PCs Financial Resource: 49,016,879 Japanese yen</p>		