

Challenges to be Considered Based on the Discussions  
at the “Guidelines for Red Cross Activities  
during Nuclear Disasters Committee”

(English Translation)

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Red Cross Nuclear Disaster Resource Center

Japanese Red Cross Society

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## **1. Preface**

### **(1) Positioning of this document**

Due to the reflection of the relief activities conducted soon after the TEPCO's Fukushima Daiichi Nuclear Power Plant accident (hereinafter referred to as "Fukushima Daiichi accident"), the Japanese Red Cross Society (hereinafter referred to as "JRCS") acknowledged the necessity of guidelines for providing activities during a nuclear disaster. Therefore, the JRCS created "Nuclear Disaster Guidelines for Preparedness, Response and Recovery" (hereinafter referred to as "Guidelines"), based on discussions made by the "Guidelines for Red Cross Activities during Nuclear Disasters Committee" comprising of experts within and outside of the JRCS.

The challenges which need to continue to be considered were compiled into this document during the process of creating the Guidelines. The JRCS is planning to discuss those challenges with related organizations and departments within and outside of the JRCS to find solutions, and then revise the Guidelines accordingly.

### **(2) Summary of the challenges which should be considered regarding response to nuclear disasters**

During a nuclear disaster, the JRCS will need to provide activities for affected populations in order to meet their needs to the maximum extent while securing the safety of its responders. To facilitate this, the JRCS needs to continue to consider the scope and content of its activities.

Based on lessons learned from the Fukushima Daiichi accident, various efforts for disaster prevention/risk reduction have been made in various quarters. The JRCS should provide its activities particularly in conjunction with community-based efforts for improving disaster prevention/risk reduction capabilities and self- and mutual-help.

As for response to affected populations, there remain some challenges which the JRCS should address: communication in the Emergency Response Phase; assistance to people requiring special consideration in evacuation; and JRCS relief activities within evacuation order areas. Furthermore, the JRCS will need to realize the Guidelines content.

## **2. The challenges to be considered**

Based on the above recognition, the challenges which the JRCS will try to consider for the future revision of the Guidelines were summarized into 11 items as follows:

- Realization of the Guidelines content;
- Support for community-based nuclear disaster preparedness;
- Collaboration with public authorities and specialized organizations, etc. during the initial phase of a nuclear disaster;
- Communication during a nuclear disaster;
- Response to people requiring special consideration;
- Efforts for securing the safety of JRCS responders;
- Assistance to affected populations, etc. who temporarily have to stay in evacuation order areas;
- Evacuation, etc. of JRCS facilities;
- Assistance to affected populations evacuated to non-affected prefectures;
- Recovery activities;
- Assistance to Sister Red Cross and Red Crescent Societies.

Each item is described in detail on the subsequent pages.

## **(1) Realization of the Guidelines content**

To realize the course set out in the Guidelines, it is necessary to develop manuals, etc. and provide training to JRCS relief team members, etc. The JRCS also needs to be continuously prepared for nuclear disasters and continue its mid- and long-term activities. In addition, the JRCS is required to enhance cooperation with external organizations specialized in nuclear disaster response, as well as within the JRCS.

### Assumed challenges to be considered:

- Developing manuals, etc. according to the Guidelines, and providing JRCS relief team members with related training;
- Specific ways to secure the safety of JRCS staff and Red Cross volunteers in the event of a nuclear disaster, and turning a code of conduct into specific procedures;
- Providing training and exchange of information about response to nuclear disasters, and preparing necessary equipment and materials, etc. by the JRCS Headquarters, chapters and facilities;
- Continuing activities by the Red Cross Nuclear Disaster Resource Center. (e.g. securing financial and human resources, and organizational integration)

## **(2) Support for community-based nuclear disaster preparedness**

From the perspective of disaster prevention and disaster risk reduction through self- and mutual-help, community-based efforts for nuclear disaster preparedness will be important. Therefore, it is necessary to consider how the JRCS should support these efforts.

### Assumed challenges to be considered:

- Disseminating knowledge about how to protect themselves from radiation to the general public, and public awareness activities;
- Possibility of JRCS involvement in disaster prevention education at schools;
- Possibility of cooperation and support in preparing Community Disaster Management Plans;
- Cooperation with local governments in education activities for residents who live in areas of high possibility for evacuation in the event of a nuclear disaster;
- Red Cross disaster prevention volunteers' involvement and participation in laying ground for self- and mutual-help.

### **(3) Collaboration with public authorities and specialized organizations, etc. during the initial phase of a nuclear disaster**

In order to respond to various needs of affected populations, assistance by public authorities alone may not be enough. The JRCS is required to supplement it, stand by affected populations and encourage public authorities to provide necessary assistance.

#### Assumed challenges to be considered:

- Clarifying roles which the JRCS, the Japanese government and local governments, etc. should play in case of nuclear disasters;
- Awareness of a big picture of a nuclear disaster and relief activities after the onset of the disaster, and gathering accurate information quickly (by dispatching of JRCS staff to the relevant off-site center, etc.);
- Awareness of information on various needs of affected populations and the conditions in affected areas, which can be obtained by the JRCS through its relief activities, and encouraging public authorities to provide necessary assistance for the affected populations.

### **(4) Communication during a nuclear disaster**

Following the onset of the Fukushima Daiichi accident, the Japanese government and the private sector had significant problems in communication with the general public. People are greatly concerned about radiation exposure during a nuclear disaster. Therefore, more careful response will be required in communication with affected populations. If a nuclear disaster occurs, JRCS responders will communicate with affected populations at evacuation centers, etc. Therefore, the JRCS needs to prepare for their communication with the affected populations.

#### Assumed challenges to be considered:

- Creating a communication manual for JRCS relief teams; (e.g. How to respond to affected population when the relief teams are directly asked about safety)
- Expert team's visits to affected populations at evacuation centers, etc. to explain radiation;
- Referral to specialized organizations or third parties which release appropriate information in response to affected populations' needs;

- How the JRCS should decide reliability of information and provide reliable information.

#### **(5) Response to people requiring special consideration**

It is necessary to consider specific assistance to people who require special consideration in the event of a nuclear disaster. It is also necessary to consider cooperation with external organizations specialized in assisting each type of these individuals.

##### Assumed challenges to be considered:

- Reviewing “JRCS Guidelines for Responding to People Requiring Assistance during Disasters” and turning the reviewed content into concrete actions;
- Assistance to Japanese Red Cross (hereinafter referred to as “JRC”) facilities accommodating people who require special consideration in areas at high possibility for evacuation in the event of a nuclear disaster, and encouraging related municipalities and local governments to consider their response to these individuals;
- Assistance for improving living conditions at evacuation centers and temporary housing, etc.

#### **(6) Efforts for securing the safety of JRCS responders**

In order to secure the safety of JRCS responders during a nuclear disaster, it is important to understand the conditions in affected areas in a timely manner and to consult with specialists who have expertise and receive their advice in responding to nuclear disasters. To facilitate this, it is necessary to improve knowledge and skills of JRCS personnel including leaders of JRC facilities, radiation emergency medical care advisors and JRCS relief team members. Strengthening cooperation among related personnel also needs to continue.

##### Assumed challenges to be considered:

- Specific ways to manage radiation dose of JRCS staff who continue their duties in affected areas;
- Providing education and training to enhance nuclear disaster response capabilities for JRCS relief team members and JRCS chapter staff who might be assigned to their chapter headquarters of disaster control;

- Providing training to improve skills and strengthen cooperation for radiation emergency medical care advisors, etc.;
- Providing presentations about JRCS efforts for nuclear disaster preparedness (e.g. JRCS arrangements for ensuring the safety of JRCS responders and characteristics of nuclear disasters) to leaders, etc. of JRC facilities.

#### **(7) Assistance to affected populations, etc. who temporarily have to stay in evacuation order areas**

Continued consideration is needed regarding assistance to affected populations who temporarily have to stay in evacuation order areas. In addition, it is necessary to generate specific arrangements for securing the safety of JRCS responders in case of providing such assistance.

##### Assumed challenges to be considered:

- JRCS course of action regarding activities in evacuation order areas;
- A code of conduct to secure the safety of JRCS responders, education and training, and compensation, etc.;
- Participating in a nuclear disaster response team to be set up by the national and local governments for supporting affected populations after the disaster.

#### **(8) Evacuation, etc. of JRC facilities**

In order to safely evacuate patients and residents, etc. from JRC hospitals and JRC welfare facilities, etc., each hospital and facility will need to carefully plan and prepare for evacuation beforehand and the JRCS will need to generate JRCS-wide arrangements during the Preparedness Phase. Cooperation with public authorities and related external organizations will be required, as the JRCS capabilities alone are insufficient for evacuation of JRC facilities.

Assumed challenges to be considered:

- Development of a business continuity plan, an evacuation plan and a manual in case of a nuclear disaster by each JRC hospital and facility (e.g. sheltering, securing transportation by cooperating with other organizations, securing other facilities which accept their patients and residents in the event of a nuclear disaster, and securing logistics support necessary for delivering supplies.), and preparation exercises according to the plans;
- JRCS-wide assistance arrangements including dispatch of experts and support staff from JRC facilities, transporting supplies between JRC facilities, and acceptance of patients between JRC hospitals;
- Encouraging public authorities, etc. to make assistance arrangements and plans for evacuation of hospitals and facilities.

**(9) Assistance to affected populations evacuated to non-affected prefectures**

If a nuclear disaster occurs, evacuation to other prefectures is highly likely. The JRCS needs to decide how it should specifically support affected populations evacuated to other prefectures. In that situation, assistance needs to be provided in cooperation with local governments and public health offices, etc. in those prefectures.

Assumed challenges to be considered:

- JRCS directions for providing assistance to affected populations in non-affected areas; (e.g. whether to support affected populations who fled to the non-affected areas regardless of application of the Disaster Relief Act, and whether to provide them with long-term assistance through the Recovery Phase)
- Information sharing with local governments in the non-affected areas who accepted the affected populations, and JRCS's awareness of the affected populations' needs by its own assessment;
- Discussions to ensure financial resources from the national and local governments for assisting the affected populations.

## **(10) Recovery activities**

If a nuclear disaster occurs, concerns may arise about prolonged evacuation and late health effects from radiation. Therefore, measures will be needed to continue long-term recovery responses.

### Assumed challenges to be considered:

- JRCS directions for its recovery activities;
- Financial resources, organizational arrangements, specific target populations and assistance activities, etc.;
- Development of human resources (JRCS staff and Red Cross volunteers, etc.) to provide recovery activities;
- Cooperation and collaboration with public authorities and external organizations.

## **(11) Assistance to Sister Red Cross and Red Crescent Societies**

Because the JRCS experienced response to a nuclear disaster, the JRCS needs to consider specific ways for making a contribution to the Red Cross and Red Crescent Movement in preparedness for and response to nuclear disasters.

### Assumed challenges to be considered:

- Providing information about what the JRCS experienced, the lessons that the JRCS learned and what the JRCS is currently doing, and assistance for education and training; (e.g. provision of the Guidelines and related manuals, and dispatch of instructors or acceptance of trainees, if needed.)
- Development of human resources who are able to contribute to international assistance;
- Dispatching experts and relief teams, and provision of necessary equipment and materials in the event of a nuclear disaster;
- Sharing JRCS's network of external organizations specialized in nuclear disasters with its Sister Red Cross and Red Crescent Societies.