

### III. Framework and operation of the project

#### A. Framework and process

##### 1. Opening ceremony of the Iwaki Red Cross Office

The project office was set up at the Iwaki Branch of the Fukushima Blood Center. The opening ceremony of the office was held from 10:00 to 10:30, October 15, 2012. To open the office, preparations were started by the JRCS, the JRCCN, the Fukushima Chapter and the Fukushima Blood Center in April 2012 to set up an office and to assign the staff. The opening ceremony was attended by Mr. Teruyuki Hino, Deputy Mayor of Namie Town, Mr. Takashi Tanaka, Director of Planning and Coordination Division of the JRCS Nursing Department and Prof. Minako Morita, Dean of the JRCCN. After their opening remarks, nurse bags were given to the nurses who were to visit the evacuees from Namie Town. At the same time, encouragement remarks were given to them. This opening ceremony was covered by local newspapers and broadcasters and reported in detail in the next morning edition of the newspapers and during TV evening news on October 17. The reports conveyed the purpose and significance of the project to the local people.

<Photo 2: Opening ceremony>



## 2. Project's base office

In October 2012, the Red Cross office for the project (Iwaki Red Cross Office) was opened on the second floor of the Iwaki Branch of the Fukushima Blood Center. Three mobile phones, two desks and chairs, one personal computer, one multifunction printer and other stationery supplies were provided by the JRCS HQ. Based here, the joint project by the JRCS Nursing Department and the JRCCN started. The framework for the project activities was created to share the roles between the JRCS and the JRCCN. The activities based at the Iwaki Red Cross Office were conducted from October 2012 to September 2013.

<Photo 3: Iwaki Branch of the Japanese Red Cross Fukushima Blood Center>



<Photo 4: Iwaki Red Cross Office>



During that period of time, the activities which had been provided on the second floor of the Iwaki Branch before the project (e.g. programs for the local people) were forced to be limited. Therefore, a new location of the project office needed to be considered as soon as possible in order not to disrupt the blood center's activities.

As a result of discussions with the Namie Municipal Government, it was decided that a new base office would be opened on the second floor of *Namie Koryu Kaikan* (a communication center for the evacuees) that the municipal government was to open in October 2013. The center is about 15 minute walk from the Iwaki Branch. The ground level of the center was used by an association of the Namie Town citizens called "*Kizunaka*" and the second floor was used by both the JRCS HQ and the JRCCN. This space was named as "JRCS Public Health Room for Namie." The project used this space as a new base office.

The opening ceremony of the new office was held on October 9, 2013, attended by Mr. Tamotsu Baba, Mayor of Namie Town, Prof. Sanae Takada, President of the JRCCN and Ms. Kazuko Komori, Director General of Nursing Department of the JRCS.

<Photo 5: Opening ceremony of JRCS Public Health Room for Namie.>



<Opening ceremony on October 9, 2013. Remarks by the president of the JRCCN>



<Opening ceremony on October 9, 2013. Participants in the opening ceremony, in front of the entrance.>

**a. Role of the JRCS HQ**

Director General of the JRCS Nursing Department, Director of Planning and Coordination Division and administrative staff of the department engaged in this project. Deputy Director General of Nursing Department of the Omori Red Cross Hospital was also in charge of this project from October 2012 to March 2013. They were responsible for the following tasks: (1) estimation, coordination and implementation of the project budget; (2) planning and coordination for dispatching nurses from JRC hospitals in seven blocks across Japan (dispatching one or two nurses every two or three weeks); (3) ensuring the office space for the Iwaki Red Cross Office and preparing the office settings; (4) debriefing for dispatched nurses; and (5) entering and compiling data of the health interview survey results, etc.

**b. Role of the JRCCN**

The JRCCN worked on this project as activities by the Frontier Center for Nursing Practice, Education, and Research (hereinafter referred to as “Frontier Center”), which is part of the JRCCN’s organization. The director of the Frontier Center was responsible for managing the Iwaki Red Cross Office and operating the project. The specific tasks were as follows: (1) planning and conducting the health interview survey; (2) organizing and managing the local staff; (3) preparing the work shift table for nurses dispatched from JRC hospitals (hereinafter referred to as “dispatched nurses”) and the shift management; (4) planning and implementing the dispatch of the JRCCN faculty members to Iwaki City; (5) analyzing the health interview survey results; (6) reporting the results to the public health section of the Namie Municipal Government and consulting them about cooperation with other assistance groups; and (7) cooperating with local assistance groups.

**c. Project framework**

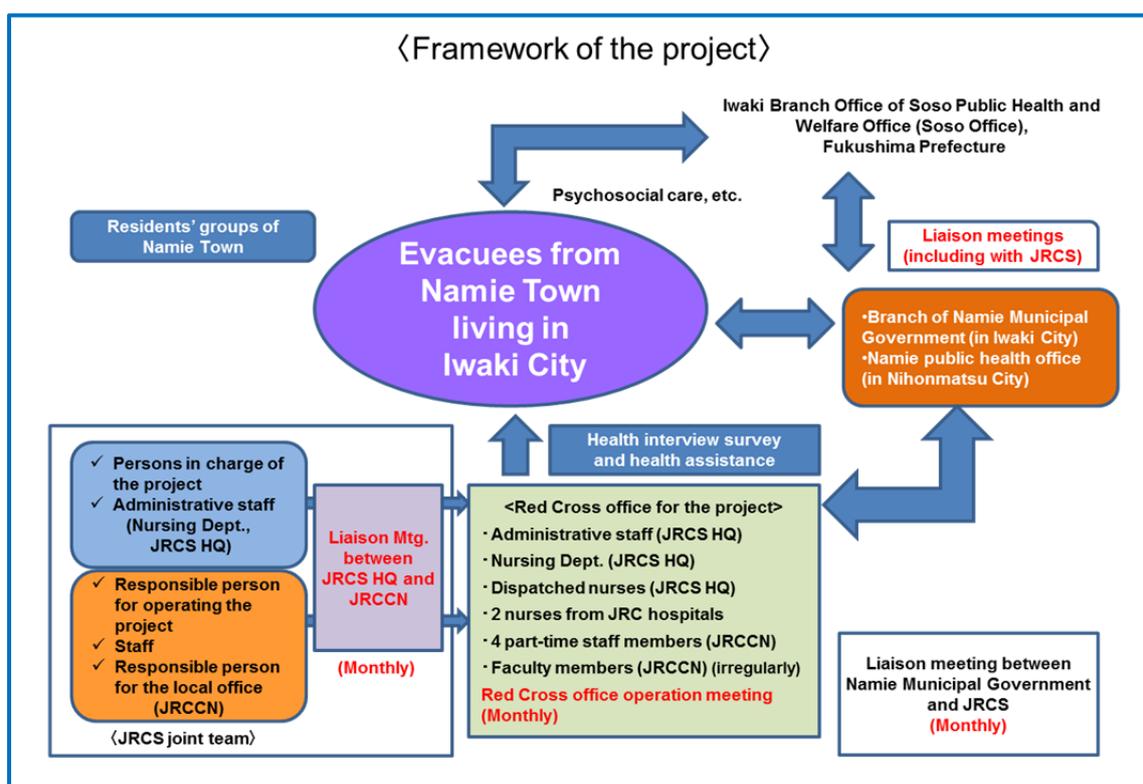
The core of this project was activities conducted by the Iwaki Red Cross Office. The JRCS HQ and the JRCCN were responsible for supporting the activities. The Iwaki Red Cross Office collaborated with the following public and private groups located in Iwaki City: (1) Iwaki Branch Office of Soso Public Health and Welfare Office (hereinafter referred to as “Soso Office”) of Fukushima Prefecture; (2) two public health nurses (who usually worked in Nihonmatsu City, Fukushima Prefecture) and one administrative staff member (who usually worked in Iwaki City) of the Namie

Municipal Government; (3) residents' groups of Namie Town (*Namie Kizuna Iwaki Kai* and *Gururinko Tai*). The relations among them are shown in Figure 1.

The Iwaki Red Cross Office was renamed as the JRCS Public Health Room for Namie in 2013. This new office was positioned as a section reporting to the Frontier Center and the college assigned the center director as the in-charge person of the office.

The project framework, the responsibilities and the authorization routes were not changed even after the office was renamed.

<Figure 1: Relations among the relevant parties of the project>



### 3. Staff assignment

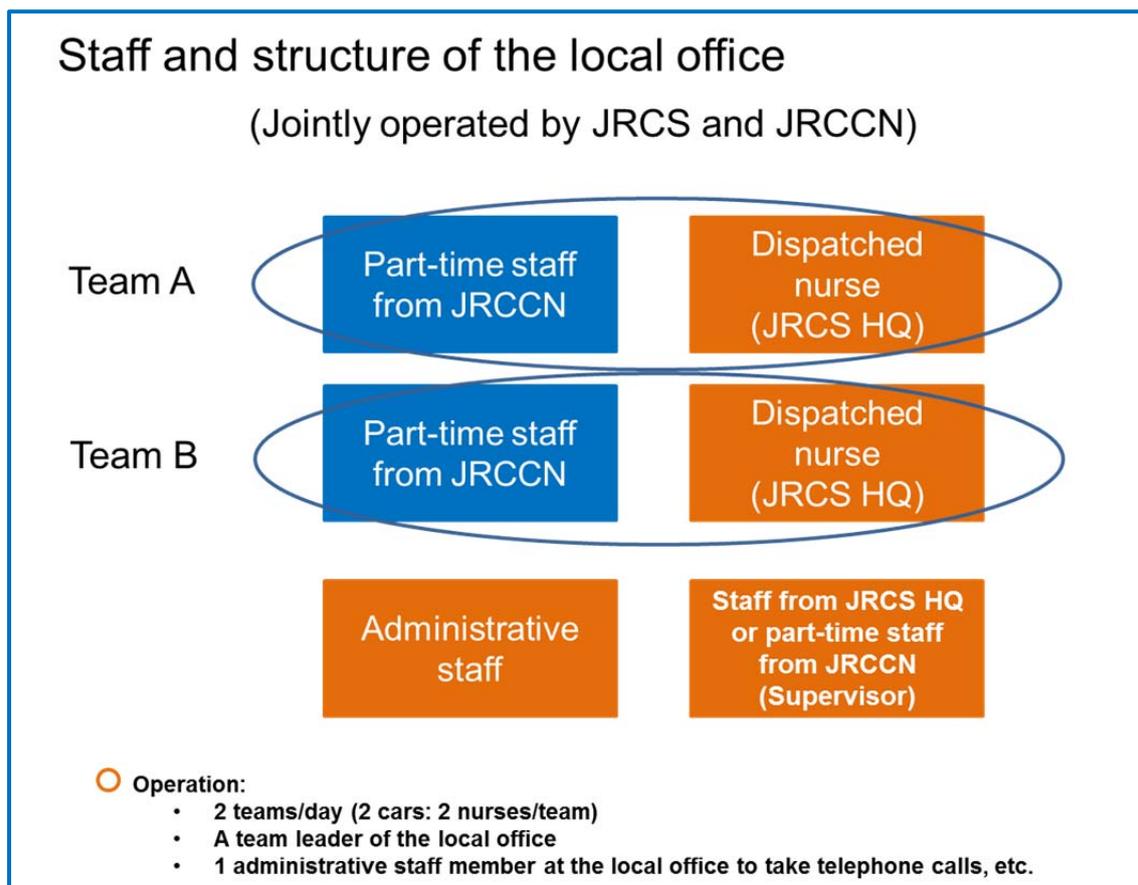
The following staff members worked at the Iwaki Red Cross Office every working day: (1) one administrative staff member; (2) two nurses dispatched in rotation from JRC hospitals; (3) two part-time staff members (nurses) from the JRCCN, which means one or two members from the JRCCN always stationed at the office; (4) in addition to these members, some faculty members and alumni members of the JRCCN were assigned

to the office as volunteers when necessary. The JRCCN and its alumni association cooperated in the volunteering.

Two cars were prepared for the interview visits. One team consisted of a staff member (a nurse) from the JRCCN and a nurse dispatched from JRC hospitals. Two teams separately visited the evacuees' homes for the interviews. The director of the Frontier Center was responsible for all matters of the local office.

In 2013, the Iwaki Red Cross Office was renamed as the JRCS Public Health Room for Namie and moved to a different location, but the way of operating the local office was not changed. A faculty member who served as a Frontier Center member was responsible for running this local office.

<Figure 2: Chart of the Iwaki Red Cross Office >



## **B. Meetings**

To operationalize the project framework, it was important to hold liaison meetings among the relevant parties. Therefore, the following meetings were set and held on a regular basis from the start of the project:

### **1. Liaison meeting among JRCS, Namie Municipal Government and Soso Office**

Since this project needed cooperation with the Soso Office of Fukushima Prefecture, this meeting was held in Iwaki City in the afternoon, October 15, 2012, the day of the opening ceremony. The matters below were discussed and agreed by the three parties. It was confirmed at the meeting that the three parties would have a close communication to cooperate with one another to provide the evacuees with assistance smoothly.

#### **a. Questionnaire forms**

The Fukushima Prefectural Government (Soso Office) prepared a questionnaire form for the health interview survey (necessary copies were already printed by the Namie Municipal Government) and another questionnaire form for health consultation. Part of these questionnaire forms was revised and then they were used as JRCS questionnaire forms.

#### **b. Target evacuees**

The Fukushima Prefectural Government (Soso Office) had already asked questions to the families with members age 65 or older and the families with children age 4 or younger. Therefore, this health interview survey was conducted to other than these families. (After April 2013, all of the evacuees from Namie Town who were living in Iwaki City were included in this project.)

#### **c. Follow-ups**

If an evacuee is categorized as Category A from the questionnaire survey results, he/she was identified as a person who needs continuous support and was reported to staff (public health nurses) of the Namie Municipal Government for follow-up.

## **2. Liaison meeting between Namie Municipal Government and JRCS**

On October 28, 2012, the first liaison meeting between the Namie Municipal Government and the JRCS was held. The attendees from the Namie Municipal Government were as follows: public health nurses of the health insurance section; and an administrative staff member who stationed in Iwaki City. The attendees from the JRCS were as follows: Dean of the JRCCN who was responsible for the Iwaki Red Cross Office; staff of the Iwaki Red Cross Office; a coordinator from the Nursing Department of the JRCS; and nurses dispatched from JRC hospitals. The monthly meeting was held 12 times over the course of one year from the start of the project.

At the first meeting, the following matters were discussed: the questionnaire forms; the way of visiting the evacuees; PR of the health interview survey to the evacuees; decision criteria on their health conditions; and other issues for the interview visits.

At the regular meetings following the first meeting, the basic data (including the number of families visited), the survey results and the cases categorized as Category A (“Needs continuous support”) were shared. The evacuees interviewed were categorized as A (“Needs continuous support”), B (“Needs information provision to the evacuee”) or C (“No problem”). These results were also shared and support for the evacuees with health problems was discussed.

From the summer of 2014, the Iwaki Branch of the Soso Office and the Fukushima Center for Disaster Mental Health were also invited to this meeting to discuss the evacuees who needed to be followed up. This invitation was to strengthen the follow-up arrangements for the evacuees.

This meeting was regularly held once a month. This meeting helped the attendees to share information appropriately and strengthen the trust relationship between the Namie Municipal Government staff and the Red Cross staff. As a result, the continuous and meticulous health assistance was provided to the evacuees.

<Photo 6: Liaison meeting between Namie Municipal Government and JRCS>



### **3. Liaison meeting between JRCS Nursing Department and JRCCN**

In order to strengthen cooperation between the Nursing Department of the JRCS and the JRCCN and operate the project more smoothly, a liaison meeting between these Red Cross organizations was held in a timely manner when necessary. The first liaison meeting was held on November 15, 2012. The meeting was attended by members from the Nursing Department of the JRCS and the JRCCN. This meeting confirmed the project framework and the Iwaki Red Cross Office structure, decided to hold various liaison meetings and clarified the role sharing.

The reporting route according to each responsibility was also confirmed. At the same time, in order to avoid information confusion or leakage, the way of information management was confirmed. Additional office supplies to improve the office environment were requested. The activities by the dispatched nurses were discussed and their working shift was checked (to meet many requests from the evacuees for visits in the evening or on holidays) to strengthen the arrangements for the health interviews by the dispatched nurses.

Furthermore, employment of staff dedicated to entering the survey results and preparation of data entry formats were also discussed. This meeting was held whenever any issue came up and solutions were discussed.

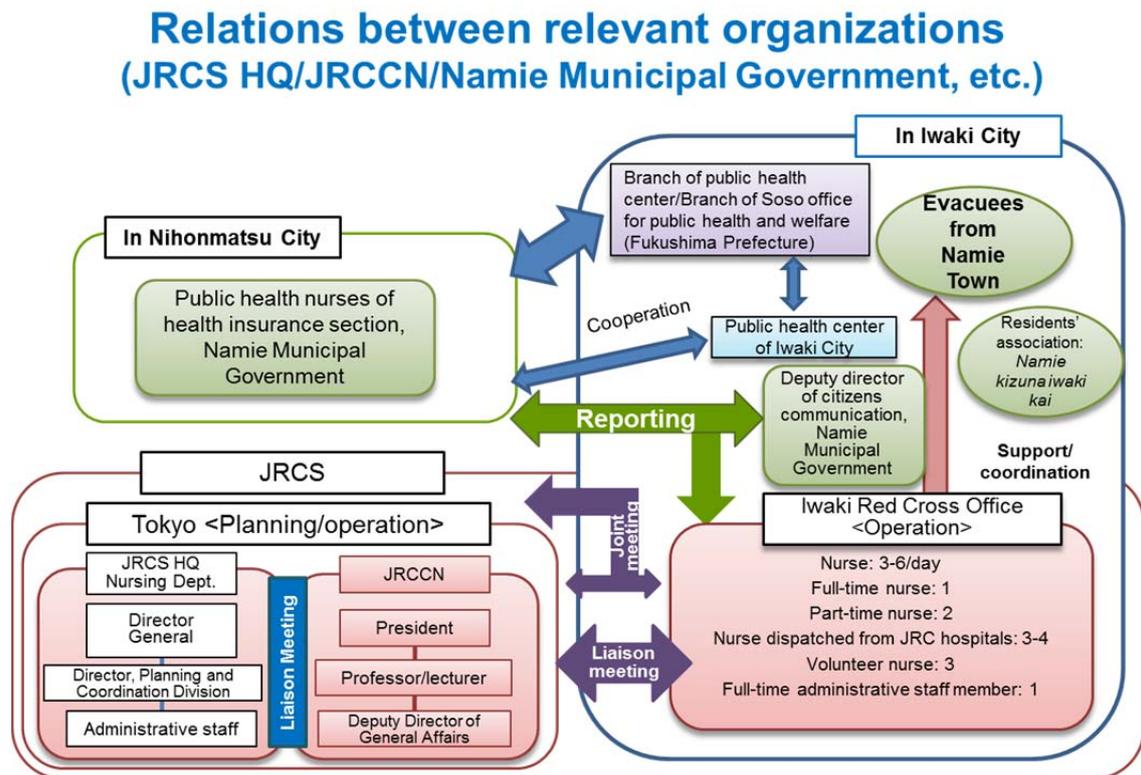
This meeting allowed the Red Cross organizations to cooperate smoothly. The meeting also discussed what would be necessary during this mid- and long-term assistance, likely challenges in the future and education and training of nurses.

This meeting was held on a quarterly basis from October 2013 to September 2014.

#### 4. Visit to the public health and welfare section of Iwaki City

On October 15, 2012, the JRCS and the JRCCN had a meeting with the director general of the public health and welfare section and the director of the regional public health section of Iwaki City Government, shared the importance of cooperation with them in this project and asked for their cooperation.

<Chart 3: Chart about various liaison meetings>



## **C. Logistics support**

### **1. Ensuring the financial resources**

On July 18, 2012, the second committee meeting for the Great East Japan Earthquake and Tsunami recovery assistance program was held. At this committee meeting, the outline of this project was explained and the project was approved as a JRCS recovery assistance program. This was the first intangible recovery assistance program by the Red Cross for the survivors of the earthquake and tsunami.

The project's activities for recovery assistance and its outcome were well recognized and this project was continued also for fiscal years of 2013 and 2014.

### **2. Building relationship with relevant parties**

In order to start this project smoothly and operate it steadily, it was needless to say that support from relevant parties in Fukushima Prefecture including staff of the Namie Municipal Government was essential.

The JRCS HQ and the JRCCN made discussions from April 2012 when the project's planning started and then agreed to ensure human and financial resources.

#### **a. Cooperation by the Fukushima Blood Center**

The JRCS Blood Service Headquarters cooperated in ensuring the project's local base office. A meeting room on the second floor of the Iwaki Branch of the Fukushima Blood Center was offered thanks to their support.

This project framework was established through cooperation among various sections of the JRCS such as healthcare, nurse education and blood services. In 2013, the local base office was named as the JRCS Public Health Room for Namie and moved to the second floor of *Namie Koryu Kaikan* (a new center aimed at promoting communication among the evacuees from Namie Town).

#### **b. Close communication for sharing information with Namie Municipal Government**

When the project started, the main office of the Namie Municipal Government was located in the Fukushima Gender Equality Center in Nihonmatsu City, Fukushima Prefecture. In order to provide administrative services to their citizens who evacuated from Namie Town to Iwaki City, a branch office of the municipal

government was opened in the city. The branch office was located far from the main office in Nihonmatsu City and there were only a small number of staff members to work for their citizens. However, the staff members greatly cooperated with the project in terms of liaison and coordination with the main office and the public health authorities of Iwaki City.

Before starting, the project was explained to the public health authorities of Iwaki City and the public health and welfare authorities of Fukushima Prefecture.

Since the project activities were understood and acknowledged by the evacuees from Namie Town, the Namie Municipal Government began to support this project financially from 2013. This made it possible to continue this project.

### **3. Employment of local staff**

For this project, some local residents were employed as part-time staff for the Iwaki Red Cross Office. They knew well Iwaki City and Namie Town (e.g. geography, history and culture). This employment was very meaningful. They were also the survivors of the earthquake but kindly cooperated with the Red Cross project. Their cooperation greatly helped this project.

In 2013, a part-time public health nurse who was living in Iwaki City was employed for the project. Until then, one public health nurse and one nurse who were both hired by the JRCCN traveled to Iwaki City from Tokyo to engage in the activities. One of them was able to be replaced by this local staff member. This employment was meaningful because it contributed to a community-based operation of the project.

### **4. Establishment of the local office**

When the project started, the local office for this project was set up on the second floor of the Iwaki Branch of the Fukushima Blood Center.

It takes a little more than ten minutes by car from JR Iwaki Station to the branch. The evacuees from Namie Town were living dispersedly in a wide area in Iwaki City, and the office location was convenient for the dispatched nurses to visit the evacuees for the health interviews.

Since the project was provided by the Red Cross for the purpose of recovery aid for Fukushima Prefecture, the Fukushima Blood Center gave their utmost support to this project and kindly shared their space and office equipment/supplies.

As the local office was just opened and was not working well yet, the staff of the Fukushima Blood Center supported the project operation. Their cooperation was encouraging and comfortable for the nurses who came to this project field away from their hospitals.

In 2013, the local base office was moved to the second floor of *Namie Koryu Kaikan* (a center for promoting communication among the evacuees from Namie Town) and renamed as the JRCS Public Health Room for Namie. The *Koryu Kaikan* also offered parking spots for the project and there was a large space enough to provide salon activities. The *Koryu Kaikan* is a good center with various kinds of space.

<Photo 7: Entrance of JRCS Public Health Room for Namie>



##### **5. Background of moving the local base office to JRCS Public Health Room for Namie (*Namie Koryu Kaikan*)**

The Namie Municipal Government built this building “*Namie Koryu Kaikan*” aimed at providing their evacuees with a communication center in Iwaki City. This building is owned by the municipal government. It was decided that the ground floor would be used and managed by residents’ associations, etc. and the second floor would be used as the JRCS Public Health Room for Namie and managed by the JRCS.

On October 1, 2013, the project moved to this building and the local office name was changed to the JRCS Public Health Room for Namie from the Iwaki Red Cross Office. The back office, the public health room, a hall, toilets, a kitchen and storage are on the second floor.

Although the stairs to the second floor was steep, no pole was installed on the stairs. The two toilets were Japanese-style toilets. The rest of the space on the second floor was separated only with a shelf. For users' convenience, the project decided to renovate the second floor space. A pole was installed on the stairs, the toilets were changed to western-style toilets and the shelf was removed before the beginning of the spring of 2014. Since the local base office is also a public health room for people from Namie Town, the following items were procured: a cot, an automatic manometer, a height and weight scale, a manual manometer and thermometers, etc.

The JRCS Public Health Room for Namie is a base office for the health interview survey. In the hall, events and activities such as a communication party among the evacuees and exercises were held. In the public health room space, personal health consultations and small meetings were held.

The JRCS Public Health Room for Namie opens its hall to children to play and organizes communication events for mothers and children in the hall. In spring 2014, the Fukushima Chapter gave large playing equipment to the public health room and the children enjoy plays that they cannot do at their homes. When the evacuees lived in Namie Town, they used to enjoy playing table tennis at community centers. Trying to meet their request to play table tennis again, the project consulted with the Namie Municipal Government about this request and then the municipal government arranged one table tennis table to the JRCS Public Health Room for Namie. As this example shows, the project is also trying to listen to the evacuees' requests and improve the equipment at the public health room to offer them opportunities to interact with one another in the room.

## **6. Procurement of office equipment and supplies**

Before opening the local office, the first office equipment and supplies were procured as shown in the table below. The blood center shared many folding tables and chairs.

After the first procurement, the Great East Japan Earthquake and Tsunami Recovery Task Force of the JRCS HQ purchased other necessary equipment and supplies such as a refrigerator, electric heaters, stationeries and kerosene heaters for winter, etc. to make the office more comfortable.

A laptop computer was set up in the local office and the same network environment as that of the JRCS HQ was installed for e-mailing.

<Table 1: Procured items>

Item	Quantity
Laptop commuter	1
Multifunction printer	1
Digital camera	1
Lock cabinet	2
Set of desk and chair	2
White board	1
Mobile phone	3
Trash box	1
Electric kettle	1
First kit	1
Nurse bag (Bag, manometer, stethoscope, towels, hand antiseptic, alcohol prep pads, masks)	3
Map of Iwaki City	1
Stationeries	Appropriate quantities

When the project's base office was moved to the new location in 2013, additional necessary items such as tables and chairs were prepared. The Fukushima Chapter gave large play equipment to the JRCS Public Health Room for Namie. The given equipment was very helpful to operate salon activities for mothers and children.

<Photo 8: Salon for mothers (Children playing with the play equipment given by the Fukushima Chapter)>



### **7. Accommodation arrangement for dispatched nurses**

To provide accommodation for nurses who were dispatched from nationwide JRC hospitals, the JRCS negotiated with a hotel in Iwaki City. As a result, the hotel kindly gave the JRCS their most consideration and provided the necessary number of rooms on a steady basis for the nurses.

At that time, many people of various industries came to Fukushima Prefecture and were working on the recovery from the disaster and it was not easy to reserve hotel rooms in Iwaki City. The hotel's favor allowed the JRCS to have almost no problem in terms of accommodation for the nurses.

The JRCS employed a temporary full-time nurse for the local office. For the nurse's accommodation, the JRCS rented housing in the neighborhood of the office.

### **8. Car arrangement**

Since the evacuees from Namie Town to Iwaki City were living dispersedly in the city, cars for visiting the evacuees for health consultation interviews were a must. Therefore, the JRCS signed a leasing contract with a local rental car company and secured two cars on a steady basis. These cars were used for the visits and also for transporting the dispatched nurses between the hotel and the local office.

#### **D. Prior orientation and training for nurses**

This project has been implemented with cooperation by JRCs nurses dispatched from JRC hospitals throughout Japan. After the nurses were involved in the project, they commented as follows:

- (1) "I was confused with the difference between nursing care at hospitals and community nursing care in the affected area."
- (2) "I provided support to healthy evacuees who suffered from no disease and it was difficult to feel I was providing nursing care to them."
- (3) "I asked myself if it was enough to listen to the evacuees' narratives."
- (4) "I usually provide nursing care to patients at hospital and I was confused during my duty period in the affected area at how I should understand the survivors of the nuclear accident and what kind of nursing care they need."
- (5) "I can imagine about what I should do for disaster nursing during an emergency phase of a disaster but it was difficult to imagine what kind of nursing care the survivors need during the mid- and long-term assistance period."

As the project proceeded, the project team learned that orientation and training would need to be provided for dispatched nurses before they begin the health interviews to know about the mid- and long-term assistance and what to do during their duty period in the affected area. Therefore, it was decided to provide them with a prior orientation and training. The purpose was not only to understand what to do in the project but also learn basic knowledge about care during a post-disaster mid- and long-term assistance period, understand the theory of listening to the evacuees' narratives and develop their mindset for the listening.

##### **a. Purpose**

The purpose is to provide an opportunity for dispatched nurses to understand:

- (1) the role and responsibilities of nurses working for the JRCs Public Health Room for Namie based on the understanding of the purpose and the background of this project;
- (2) nursing perspectives in terms of health, life and community because it is needed for the mid- and long-term assistance after the disaster;

- (3) how to decide on support needs and the way of supporting according to the needs;
- (4) the care of listening further through theory and practice because this care is the core of the nurses' home visit activities.

**b. Overview**

<Table 2: Date, venue and attendees for a training meeting>

Date:	Monday, March 9, 2015; 13:00 – 16:30
Venue:	Lecture Room No. 204, JRCCN (and Lecture Room No. 203)
Participants:	<ul style="list-style-type: none"> <li>• 8 JRC hospital nurses to be dispatched to the project</li> <li>• 2 staff members of Disaster Management and Social Welfare Department, JRCS HQ</li> <li>• 2 graduate school students of the JRCCN</li> </ul>
Training staff:	<ul style="list-style-type: none"> <li>• 2 JRCCN faculty members</li> <li>• 2 staff members of Nursing Department, JRCS HQ</li> <li>• 5 staff members of the JRCS Public Health Room for Namie</li> <li>• 2 administrative staff members of the JRCCN</li> </ul>

The first training meeting started with remarks by Director General of Nursing Department of the JRCS HQ and President of the JRCCN. The local staff members also joined the training. Since discussions were made about various themes, this session served as training as JRCS staff. The second training meeting was also joined by graduate school students who were hoping to participate in the project as interns.

After the training, the participants made positive comments as follows:

- “The training served as an opportunity to meet face-to-face with the project staff members before traveling to the affected area.”
- “We were able to share the outline of the activities.”
- “I was able to ask questions about my concerns before being dispatched.”