

water pumped each day in the units 1,2, and 3.⁴ The radiological hazards at the site remain enormous, including the risks of further offsite contamination which would impact local communities. As a consequence of the government's decontamination program, a total of over 13 million cubic meters of nuclear waste is stored at over 1000 formal Temporary Storage Sites (TSS) in Fukushima prefecture, and at a further 141,000 locations across Fukushima.⁵ In 2016 the government revised the estimated cost of the Fukushima Daiichi accident to 21 trillion yen; however, independent credible assessments have estimated that the total cost could reach 50-70 trillion yen, or between 370 and 520 billion euros.⁶

Evacuation Orders and Evacuees

In both Namie and Iitate Town where evacuation orders were lifted in March 2017, the Japanese government's decontamination program has failed to reduce radiation levels to the government's current long term target limit of 0.23 $\mu\text{Sv/h}$ with examples of elevated levels along roads and next to forests that clearly are not safe from a radiation exposure perspective.

In a tacit admission of failure of its program, Japanese authorities in January 2018 raised the possibility of lifting the long term target level from 0.23 $\mu\text{Sv/h}$ to between 0.8 $\mu\text{Sv/h}$ and 1 $\mu\text{Sv/h}$.⁷ The justification given by the chair of the Nuclear Regulation Authority (NRA) was that "If we don't revise (that calculation) properly, it could hinder evacuees' return home."⁸ If adopted this could lead dose rates to humans in excess of 4.0 mSv/y, far above the maximum recommended by international standards.

Radiation surveys conducted by Greenpeace⁹ demonstrate that there is clearly a risk that returning citizens would be exposed to a radiation dose far higher than the International Commission on Radiological Protection (ICRP) recommendations¹⁰ for the public, which sets a maximum dose of 1mSv/year in normal situations. Risking such exposures for the citizens of Namie and Iitate, including the vulnerable populations of women and children, when such great uncertainties remain is

4 TEPCO, "Situation of Storage and Treatment of Accumulated Water including Highly Concentrated Radioactive Materials at Fukushima Daiichi Nuclear Power Station (338th Release) January 29, 2018 Tokyo Electric Power Company", 29 January 2018, see http://www.tepco.co.jp/en/press/corp-com/release/betu18_e/images/180129e0101.pdf

5 Japanese Ministry of the Environment, "Progress on Off-site Cleanup and Interim Storage Facility in Japan" October 2017, Ministry of the Environment, Japan, and Greenpeace Germany, "Nuclear Waste Crisis In Fukushima: Decontamination Program", Shaun Burnie, December 2017, see https://www.greenpeace.de/sites/www.greenpeace.de/files/publications/fukushima-bericht-oktober_2017_v2.pdf

6 JCER, "Accident Cleanup Costs May Rise to 50-70 Trillion Yen" March 7, 2017, Japan Center for Economic Research, see <https://www.jcer.or.jp/eng/research/policy.html>

7 NRA, Nuclear Regulation Authority of Japan, 17 January 2018, see [http://www.nsr.go.jp/data/000216371.pdf_\(in_Japanese\)](http://www.nsr.go.jp/data/000216371.pdf_(in_Japanese))

8 Mainichi Shimbun, "Airborne radiation near Fukushima nuke plant still far higher than gov't max", 18th January 2018, see <https://mainichi.jp/english/articles/20180118/p2a/00m/0na/020000c>

9 Greenpeace Japan, "No Return to Normal : The Fukushima Daiichi Nuclear Disaster: House Case Studies of the Current Situation and Potential Lifetime Radiation Exposure in Iitate, Fukushima Prefecture" February 2017, see https://www.greenpeace.de/sites/www.greenpeace.de/files/publications/20170215_greenpeace_report_fukushima_noreturtnormal.pdf

10 The ICRP sets a recommended public dose limit of 1mSv in a year, with a higher value being allowed in special circumstances as in the case of the Fukushima Daiichi nuclear accident, provided the average over five years does not exceed 1mSv per year, see ICRP 111: Protection of People Living in Long-term Contaminated Areas after a Nuclear Accident or a Radiation Emergency, available at <http://www.icrp.org/>; Epidemiological studies monitoring the health effects of long-term exposure to low-ionizing radiation conclude that there is no low-threshold limit for excess radiation risk to non-solid cancers such as leukemia. The additive radiation risk for solid cancers continues to increase throughout life with a linear dose-response relationship, which is the international basis for radio-protection standards set by the ICRP.

unjustifiable. As of December 2017, 3.5 percent of the 2011 population of Iitate and Namie had returned, with nearly 27,000 people remaining as evacuees.

Unfortunately, the Japanese government remains committed to its current policy and is moving forward with further decontamination, despite its limited scope (70-80 percent of Fukushima is mountainous forest which cannot be decontaminated) and its questionable effectiveness.¹¹ It is planning in April 2018 to begin 'reconstruction' of small islands or hubs in the most highly contaminated areas of Namie northwest of the Fukushima Daiichi plant.

In the first instance the high level of radiation in these areas raises serious questions over the risks to the thousands of sub contract laborers required for decontamination, given the history¹² of ill treatment of decontamination workers we are very concerned that many thousands more are soon to be subjected to high radiation exposure all for a program that fails to decontaminate most areas and which fails to provide assurance to evacuees that it is safe to return. The aim of the Japanese government is to lift evacuation orders in small areas or hubs in the highly contaminated zones in Futaba, Okuma and Namie.¹³ The ultimate goal of the Government is to lift the evacuation order for these highly contaminated areas by the spring of 2035, which ignores the reality of radiological contamination and implications for human health.¹⁴

Fukushima survivors

Tens of thousands of evacuees resulting from the Fukushima Daiichi triple reactor meltdown continue to suffer discrimination and are under constant pressure to return to areas that remain contaminated well above international recommended maximum levels.¹⁵

As of July 2017, 89,751 evacuees were living across Japan, a decrease of 29,412 from March 2017.¹⁶ This in large part can be explained by the decision implemented as of 1st April 2017, whereby Fukushima prefecture removed self evacuees from their listings, and thereby they disappeared from the Government's listings. The decision to remove self evacuees from the prefecture's listing coincided with the termination of housing support for self evacuees. As of October 2016, the number of self evacuees as listed by Fukushima prefecture, was 26,601 people in 10,524 households who were in receipt of Fukushima Prefecture's free housing services.¹⁷

11 Opcit, Greenpeace, "Radiation Reloaded", and Greenpeace Japan, "Radiation Reloaded: Ecological Impacts of the Fukushima Daiichi Nuclear Accident 5 years later", February 2016, see <http://www.greenpeace.org/japan/Global/japan/pdf/GPJ-Fukushima-Radiation-Reloaded-Report.pdf>

12 The Associated Press, "Fukushima's decontamination workers from the margins of society are being 'exploited'", Mari Yamaguchi, Japan Times, 12 March 2016, see <https://www.japantimes.co.jp/news/2016/03/12/national/social-issues/fukushimas-decontamination-workers-from-the-margins-of-society-are-being-exploited/#.Wd1YMHcjFE4>

13 Namie Town plan, 22nd December, see see <http://www.reconstruction.go.jp/topics/main-cat1/sub-cat1-4/saiseikyoten/20170913162153.html>

14 Kahoku On Line News, "Three plans certified by Namie Town as a reconstruction base, starting return from 2023", 23rd December 2017, see http://www.kahoku.co.jp/tohokunews/201712/20171223_63023.html (in Japanese).

15 Japan Times, "Nuclear refugees tell of distrust, pressure to return to Fukushima", 11 March 2016, see <https://www.japantimes.co.jp/news/2016/03/11/national/nuclear-refugees-tell-distrust-pressure-returnfukushima/#.WnP7MpP1VE4>; and Greenpeace Japan, "Fukushima resettlement policy violates international human rights commitments & Japanese law" 7th March 2017, <http://www.greenpeace.org/japan/ja/news/press/2017/pr201703071/>

16 Asahi Shimbun, "Elimination of Fukushima evacuees from list slammed" 28 August 2017, see <http://www.asahi.com/ajw/articles/AJ201708280053.html>

17 Ibid.

Important role of the UNHRC

In November 2017, the human rights of Fukushima citizens were addressed by the United Nations Human Rights Council (UNHRC)¹⁸ in Geneva. Member states made important recommendations which if adopted would effectively reverse current Japanese government policy.¹⁹ Germany, Austria, Portugal, Mexico and Belgium called on Japan to address the rights of Fukushima citizens. Germany, Austria and Portugal emphasized the impact on women and children, urging the government to continue its economic and other support for Fukushima survivors. The German government additionally urged the government to implement the annual maximum of 1 mSv/y standard for its resettlement policy, which is in line with the findings of the then Special Rapporteur on the Right to Health following his mission to Japan for Fukushima survivors in 2012. If this recommendation was applied by the Japanese government it would require the reversal of the decision to lift evacuation orders for highly contaminated area such as Iitate and Namie.

The Japanese government will announce at the March 2018 UNHRC session in Geneva as to whether it will accept or reject the recommendations made on Fukushima.

Conclusion

In 2012, the then Japanese Government accepted the Fukushima related recommendation of the UNHRC UPR Fourteenth session, specifically, that it will "Take all necessary measures to protect the right to health and life of residents living in the area of Fukushima from radioactive hazards and ensure that the Special Rapporteur on the Right to Health can meet with affected and evacuated

18 The Japanese government was challenged in 2012 by the UNHRC Special Rapporteur when he called on the government of Japan to protect citizens' right to health and base its post-Fukushima policies upon the substantial body of evidence showing adverse health effects resulting from low-dose radiation exposures, including below 100mSv. Rapporteur Anand Grover urged that "evacuees should be recommended to return only when the radiation dose has been reduced as far as possible and to levels below 1mSv/year." Human Rights Council, Twenty-third session Agenda item 3, Promotion and protection of all human rights, civil, political, economic, social and cultural rights, including the right to development A/HRC/23/41/Add.3 Distr.: General 2 May 2013 Report of the Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health, Anand Grover Addendum Mission to Japan (15 - 26 November 2012).

19 At the UNHRC Universal Periodic Review 14th November 2017 session the following recommendations were submitted by member governments:

Austria - "6.215 - Continue providing support for the voluntary evacuees from the high radiation areas of Fukushima, with housing, financial and other life/assisting means and with periodic health monitoring of those affected, in particular those who were children at the time of the accident."

* Portugal - "6.216 - Apply the Guiding Principles on Internal Displacement to all those impacted by the Fukushima Daiichi nuclear disaster in order to ensure full and equal participants for both women and men in decision making processes regarding their settlement."

* Germany - "6.217 - Respect the rights of persons living in the area of Fukushima, in particular of pregnant women and children, to the highest level of physical and mental health, notably restoring the allowable dose of radiation to the 1mSv/year limit, and by a continuing support to the evacuees and residents."

* Mexico - "6.218 - Guarantee access to health services for those affected by the Fukushima nuclear accident, as well as for the generations of survivors of the use of nuclear weapons."

people and civil society groups.”²⁰ Although the then UNHRC Special Rapporteur on the Right to Health visited Japan and met Fukushima people and civil society groups, overall, the current Government of Japan has clearly failed to meet the commitment made in 2012 and has failed adequately or at all to address the majority of the concerns raised by the then Special Rapporteur in his 2013 report.

Seven years after the start of the Fukushima Daiichi nuclear disaster, the radiation levels in areas of Namie and Iitate where evacuation orders were lifted in March 2017, remain too high for the safe return of thousands of citizen evacuees. In the highly contaminated zones in Namie, the radiation levels clearly show that there is no prospect over the coming decades that it would be safe to return.

Due to the efforts of civil society and member states and the UNHRC, the Japanese Government’s decision to disregard public safety and violate the human rights of tens of thousands of its citizens is on the agenda of the United Nations Human Rights Council in Geneva. The recommendations made by Germany and other member states at the UN in November 2017, if applied in Iitate and Namie and other areas that are the most contaminated, would immediately halt the current program of the Government. Due to the radiological situation in Fukushima, and the continued suffering of Fukushima evacuees, there remains an urgency for the Abe government to halt its current program of lifting evacuation orders, to comply with its domestic and international human rights obligations and for a comprehensive and publicly accountable review of current policy.

Recommendation to the Japanese Government

Greenpeace and the IADL urge the Japanese government to:

- * Adopt and immediately apply in full the recommendations on Fukushima submitted at the United Nations Human Rights Council Universal Periodic Review 28th Session, 2017 and fully adopt the recommendations made by the UNHRC since 2012;
- * Suspend its current return policy which ignores Fukushima citizens and which ignores science based analysis, including potential lifetime exposure risks;
- * Establish a fully transparent process to reflect and consider residents’ opinions on evacuation policy, including opening a council of citizens including all evacuees, with equal representation of women and men on the council;
- * Abandon plans to lift evacuation orders which ignore residents’ views in the Namie districts of Tsushima, Murohara, Suenomori and Obori;
- * Establish a comprehensive health monitoring system for affected people;
- * Provide full financial support to evacuees, and take measures to reduce radiation exposure based on the precautionary principle to protect public health and allow citizens to decide whether to return or relocate free from emotional duress and economic coercion.

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20 Human Rights Council Working Group on the Universal Periodic Review Fourteenth session Geneva, 22 October–5 November 2012, Universal Periodic Review – Japan, Annex Recommendations which Japan accepted to the follow-up during the 2nd cycle in 2012, see <http://www.ohchr.org/EN/HRBodies/UPR/Pages/JPindex.aspx>