

Special Feature: Large-Scale Disasters and the Police – Restructuring Crisis Management Systems based on Lessons learned from the Earthquake

Since the occurrence of the Great East Japan Earthquake, many police units have been dispatched from across the nation to the prefectural police of Iwate, Miyagi and Fukushima prefectures (hereinafter the “police of the three affected prefectures”) to ensure the operational integrity of police structures, and engage in a wide range of activities. In a country like Japan that faces the threat of a variety of natural disasters, it is important to steadily proceed with recovery and reconstruction initiatives following this earthquake and simultaneously verify the various measures taken regarding the earthquake to ensure that any inadequacies and lessons learnt are reflected in all future policies. With this in mind, the police established the “Examination Committee to Disaster” (Committee Chairman: NPA Deputy Commissioner General) in November 2011, and this committee has since been proceeding with activities such as reviews of police measures for large scale disasters.

In order to serve as an opportunity to consider preparations for natural disasters as well as to deepen awareness of police activities and roles associated with this earthquake, this special feature outlines measures taken by police in relation to the earthquake and the verification of these measures, followed by an introduction of the approaches taken in on-going restructuring of crisis management systems for disasters based on discussions, and other efforts within the Examination Committee to Disaster.

Section 1: Verification of Police Activities following the Great East Japan Earthquake

1 Police Activities in the Initial Stages

(1) Evacuation Guidance/Search and Rescue

1) Evacuation Guidance

Police officers were dispatched to the coast, and other areas to disseminate tsunami related information and implement evacuation guidance. In addition, when evacuation directives and other instructions were issued for the vicinity of the Fukushima Daiichi Nuclear Power Plant and other areas, police also implemented other measures such as evacuation guidance for residents, traffic control and checkpoints. At the time, there were persons in some of the hospitals and care facilities for the elderly in the designated evacuation zone that had difficulty evacuating and required assistance. To facilitate the swift evacuation of those requiring assistance, police officers and other units from the Fukushima Prefectural Police conducted evacuation

guidance activities in collaboration with the Self-Defense Forces.



Rescue activities in flooded areas

2) Search and Rescue

Search and rescue activities were implemented by the police of the three affected prefectures and Inter-Prefectural Emergency Rescue Units (IERU), as well as other units, were dispatched from across the nation. In addition to using various materials and equipment, a range of rescue methods were employed such as placing ranger unit officers on board police aircraft (helicopters) to lift victims with hoists and rescuing victims from isolated communities by forming human chains of police officers.

Main Issues for Review on Evacuation Guidance/Search and Rescue

- Considering that police station personnel serve as the hub for evacuation guidance activities, promotion of an approach that makes further effective use of individual police station activities, such as designating the best shelter sites and evacuation routes for each region by collating geographical characteristics.
- Since hoist rescue proved effective in search and rescue activities in flooded areas, implementation of continuous training to increase rescue proficiency.
- For the prefectural police that have nuclear power plants and other nuclear facilities within their jurisdictions, creation and revision of plans that include methods of communicating information to local residents, transportation systems, methods, and destinations for persons requiring assistance, having first established an understanding of the residency status of such persons while coordinating with related agencies, and enhancing man-power, materials and equipment availability.

(2) Traffic Measures

1) Securing Emergency Traffic Routes and Issuance of Authorization Seals for Emergency Traffic Vehicles

On the day after the earthquake, sections of the Tohoku Expressway and other routes were designated as emergency traffic routes in accordance with the Basic Act on Disaster Control Measures. Subsequently, in order to minimize the impact of traffic restrictions on citizens' lives, areas with traffic restrictions were gradually reduced depending on the state of repair of the roads, and other factors. On March 24, 2011, all traffic restrictions on major highways were lifted.

In addition, along with the designation of emergency traffic routes, authorization seals required for the passage of vehicles for taking disaster control measures (hereinafter referred to as "emergency traffic vehicles") were issued. Although priority was initially given to vehicles engaging in public disaster emergency measures and providing support for the transportation of government issued emergency supplies, issuance was flexibly expanded to include more vehicles in view of the progress of road repairs and other factors. Efforts were also made to facilitate swift issuance through simplified procedures.

2) Measures for Non-operational Traffic Lights

As many traffic lights became non-operational due to damage from the earthquake and the implementation of planned power outages, the police proceeded with traffic light restoration work while controlling traffic using hand signals and other methods to ensure the safety and smooth flow of traffic.

Main Issues for Review on Traffic Measures

- Formulation of wide-area traffic restriction plans according to the type of large-scale disaster, as some time was required to establish an understanding of road damage status and to coordinate check-point manning systems in the process of designating emergency traffic routes and lifting such restrictions.
- Revision of advance notification systems for emergency traffic vehicles and reorganization of how traffic restrictions should be applied.
- Advance installation of additional power supply devices to serve as back-up power supply systems to prevent cessation of traffic light function due to power outages during disasters.

(3) Communications Command

As police in the three affected prefectures were inundated with various emergency 110 calls calling for rescue or to confirm safety and other matters as well as increased police radio reports from officers

engaged in activities at disaster sites immediately after the earthquake, the situation was handled by utilizing all Communications Command Division officers and additional support officers from other divisions to enhance response structures.

Main Issues for Review on Communications Command

- Increasing the number of officers handling communications command operations when large-scale disasters occur as the number of emergency 110 calls and radio communications increase during disasters.
- Repeatedly communicating specific information such as estimated landfall time of tsunamis to officers engaged at disaster sites providing evacuation guidance and other services to residents.

(4) Operation of Police Aircraft

Police in the three affected prefectures operated police aircraft (helicopters) immediately after the earthquake in order to grasp the situation such as the status of damage, and announce evacuation information while utilizing the helicopter television system to transmit real-time information on the status of the affected areas to the NPA, the Prime Minister's Official Residence, and the disaster security headquarters of the police in the three affected prefectures and relevant organizations. In addition, the units also conducted search and rescue of isolated victims, search activities, transportation of victims, the transportation of daily essentials and other tasks.

Main Issues for Review on the Operation of Police Aircraft

- Implementation of continuous training so that smooth rescue operations and transportation of supplies can be conducted under any condition.
- Coordination with related agencies in order to prevent collisions and ensure the safety of aircraft activities as numerous aircraft other than police aircrafts are sent to the affected areas from the Self-Defense Forces, the Fire Department, the Japan Coast Guard, and other agencies.

(5) Police Info-Communications

1) Measures to Maintain Police Communication Facility Function/Power Supply

The earthquake disrupted the dedicated lines of the telecommunications companies and many police communication facilities were also damaged, creating a situation in which necessary info-communications could be disrupted. Consequently, police maintained necessary info-communications

through measures such as setting up provisional replacement antennas at radio relay stations.

In addition, police communication facilities in the Tohoku/Kanto region suffered power outages immediately after the earthquake, and as the power supply was unstable mainly in the affected areas, the police utilized emergency generators to secure power for radio relay stations and also transported fuel on foot to maintain fuel supplies for the emergency generators of radio relay stations near mountaintops in order to keep police communication facilities functioning.

2) Mobile Police Communication Squads Activities

In addition to gathering communications equipment and emergency generators from the Info-Communications departments of all prefectures to the affected areas, dispatched Mobile Police Communications Squads operated these equipments to secure necessary communications for the activities of the IERU and other units.

[The voice of a dispatch unit officer] Feeling the reality of connecting the nation's police communications systems

Tetsuya Suzuki, Technical Official, Mobile Communications Division, Info-Communications Dept., Wakayama Prefectural Police

Arriving at the site late at night on March 12, the day after the earthquake, darkness covered the scene as the streetlights and traffic lights were not operating due to power outages. Under the circumstance, the sounds of the police radio were ringing out continuously, conveying the damage status and the activity status of all the police units, and as the only police communications officer accompanying a unit of about twenty officers, I felt a renewed sharpening of my own focus.

As an officer accompanying the IERU, my tasks were to provide support by securing police communications for the unit's activities such as rescuing victims and conducting searches for missing persons that were swept away by the tsunami in Noda Village. During the unit's activities when it was necessary to maintain close communications between the site of activities and the Disaster Security Headquarters, I was able to utilize various types of communications equipment to secure communications even in places where mobile phones could not be used.

In addition, while engaged in activities, evacuation orders following tsunami warnings due to aftershocks were frequently issued over the police radio, and these orders were also conveyed to the local residents via police officers. I felt

encouraged by the idea the "command network" of the police was also the "command network" of the victims, and felt proud to be involved in police communications.

Drawing greatly on the experience I have gained through my involvement in the unit's activities, I will continue to secure and maintain police communications to the best of my ability.



Mobile Police Communications Squad officers setting up provisional communications equipment

Main Issues for Review on the Maintenance of Police Info-Communications

- Working on improving overall disaster resistance and mobility of info-communications infrastructure by upgrading the police fundamental communications network, improving mobility of mobile police communications activities and other matters in order to maintain info-communications necessary for police activities at disaster sites even when the dedicated lines of telecommunications companies have been disrupted and power supplies have become unstable.

2 Response to Missing Persons and the Deceased

(1) Searching for Missing Persons

Approximately 16,000 bodies were found and recovered by the police in the three affected prefectures. In particular, as there was a danger of exposure to radiation in the vicinity of the Fukushima Daiichi Nuclear Power Plant, large-scale search activities could not be conducted in the immediate aftermath of the earthquake. However, once it was determined that the use of radioactive dust protection suits would allow search activities to be conducted safely, the Fukushima Prefectural Police and units dispatched by the Tokyo Metropolitan Police Department (MPD) entered the 20km-radius exclusion zone on April 7, 2011, and were the first units to commence large-scale searches. Furthermore, these units entered the

10km-radius exclusion zone on April 14, and were the first to commence large-scale searches within this zone. By June 4, 2012, 356 bodies had been found and recovered from within the 20km-radius exclusion zone.



Search activities in the vicinity of the Fukushima Daiichi Nuclear Power Plant

Main Issues for Review on Searching for Missing Persons

- Advancing the preparation of easy to carry, easy to use materials and equipment such as poles with hooks and insoles to prevent injuries, materials and equipment that enable activities in high radiation areas, and heavy machinery as such equipment was utilized during the search activities associated with this earthquake.
- The undertaking of measures to enable efficient activities such as specification of contacts, confirmation of division of roles, and implementation of joint training as joint search activities in collaboration with related agencies such as the Self-Defense Forces, the Fire Department, and the Japan Coast Guard will likely be conducted when large-scale disasters occur.

(2) Autopsies and Identification

At their peak, the prefectural police forces nationwide dispatched up to 497 officers a day as the IERU (Autopsy and Identification Unit) to the police of the three affected prefectures. These officers performed autopsies and identified bodies with the cooperation of doctors and dentists.

Identification of the recovered bodies proceeded with difficulty as there were many cases where bodies had been found a quite a distance from their places of residence, etc. or where positive identification was difficult as entire families were thought to have fallen victim to the disaster.



Officers conducting autopsies, etc.

Consequently, various approaches were taken in preparation for later identification, including the compilation of thorough records of fingerprints, palmprints, extracted DNA profiling material and dental imprints during autopsies, and the posting of photographs of bodies and relevant information such as clothing, gender and physical features on bulletin boards in morgues and also on the websites of the police in the three affected prefectures.

Main Issues for Review on Autopsies and Identification

- Securing autopsy/morgue sites based on damage estimates and taking into full account the potential usability of the facility during disasters, as many designated autopsy/morgue sites were rendered unusable and a high number of bodies were found and recovered over an extensive period.
- Stockpiling equipment for autopsies as well as revising IERU (Autopsy and Identification Unit) operating plans as long-term measures were needed in response to this earthquake and there were difficulties in securing materials and equipment for autopsies and officers for the IERU (Autopsy and Identification Unit).

3 Ensuring Safety and Security in the Affected Areas

(1) Crime Deterrence Measures in the Affected Areas

1) Crime Situation in the Affected Areas

While there was a decrease in the overall number of confirmed crime cases in the three affected prefectures, a high number of larceny cases targeting residences, shops, and other locations occurred in the initial aftermath as they were easier to break into with most of the residents on the coastal area evacuated.

2) Guard and Patrol Activities

Working with the Community Police Special Dispatch Unit (maximum 449 officers per day, 210 patrol vehicles), the police in the three affected prefectures pressed ahead with guard and patrol activities.



Community Police Special Dispatch Unit patrol

3) Activities in the Vicinity of the Fukushima Daiichi Nuclear Power Plant

As the number of confirmed cases of larceny such as empty house break-ins and shop robberies increased significantly in the vicinity of the Fukushima Daiichi Nuclear Power Plant from where the majority of residents were evacuated, the Fukushima Prefectural Police formed a special security unit and reinforced security structures through measures such as the implementation of priority patrols.

(2) Crackdown on Opportunist Crime

1) Initial Investigations and other Activities

Working with the Mobile Investigation Special Dispatch Unit (maximum 92 officers per day, 23 police vehicles), the police in the three affected prefectures restored and maintained enforcement capabilities.

2) Measures against Opportunist Fraudulent Business, Scams and other Crimes

With the occurrence of opportunist fraudulent business and scams from the earthquake, the police gather and share relevant information with related agencies and organizations such as the Consumer Affairs Center to crack down hard on such activities, and promote public relations and enlightenment activities utilizing government announcements, websites and other means as well as provide information to allow accounts to be frozen, in order to prevent the damage caused by such activities from spreading.

3) Excluding Organized Crime Groups (Boryokudan) from Recovery and Reconstruction

In order to prevent the involvement of Boryokudan and other organized crime groups. in

recovery and reconstruction projects, in addition to gaining an understanding of the movements of such crime groups and engaging in a thorough crackdown on such groups, the police are reinforcing ties with relevant agencies and organizations by requesting all industry groups, such as construction and waste disposal companies to introduce clauses stipulating the exclusion of organized crime groups in their contracts and other documents.



A session of the Council for the Promotion of Measures for the Exclusion of Organized Crime

(3) Victim Support

A unit (maximum 115 officers per day) was dispatched to counsel victims and provide crime prevention guidance and other services. Female police officers and other personnel undertook activities by visiting shelters and temporary housing. In addition, measures were taken to extend the validity period of driving licenses of victims whose licenses expired after the date of the earthquake.



Female police officers visiting a shelter

4 Police Response Structure

(1) Establishing Initial Response Structure

1) Setting up Security Headquarters and Coordination with Related Agencies

On March 11, 2011, the NPA set up the NPA Disaster Security Headquarters, headed by the Director General of the Security Bureau at 2:46pm and the NPA Emergency Disaster Countermeasures Headquarters, headed by the Commissioner General of the NPA, at 3:14pm. In addition, the prefectural police forces nationwide all set up disaster security headquarters, headed by the Chiefs

of Police, immediately after the earthquake occurred. Furthermore, officers were dispatched to related agencies such as the Prime Minister's Office and relevant government ministries and agencies immediately after the earthquake to conduct tasks such as gathering and sharing information, and discussing responses to the emergency.



Chairman Nakano of the NPSA entering the Prime Minister's Official Residence (shortly after the earthquake)
(March 11 news)

Column: Initial Reports of a Hydrogen Explosion

At 3:36pm on March 12, 2011, a hydrogen explosion occurred at the Fukushima Daiichi Nuclear Power Plant. Immediately after the explosion, police became aware of the situation through radio reports from a police car operating near the site stating that "white smoke was emanating from the power plant" and another from a helicopter stating that "from above it was evident that the power plant building had collapsed and the interior was visible". The Fukushima Prefectural Police immediately reported this to the NPA, and although the response to an inquiry to the Offsite Center was that no reports had been received from the power plant, a report was forwarded to the Prime Minister's Office. This report was the first notice sent to the Prime Minister's Office in relation to the hydrogen explosion in the No.1 reactor of the Fukushima Daiichi Nuclear Power Plant.

2) Police Facilities Damaged and Destroyed, Response to Disrupted Lifelines

Many police facilities including police headquarter buildings were damaged by the earthquake. As of June 4, 2012, 1 police headquarter branch office, 3 police stations, and 42 police boxes (Koban)/residential police boxes were unusable.

As the Fukushima Prefectural Police Headquarters sustained heavy damage, police responded by transferring disaster security headquarters functions to maintain functional integrity and also proceeded in the restoration of damaged police facilities and secured substitute facilities.

Main Issues for Review on Establishing Initial Response Structure

- Although police were able to respond quickly in establishing structures following this earthquake, in order to be prepared for instances when disasters occur out of office hours at night or on national holidays a thorough re-check of the methods of establishing structures and other matters for contacting personnel and assembling security headquarters officers and other staff should be conducted.
- Review of operational continuity structures in preparation for disasters, such as securing backup structures, including transfer of disaster security headquarters, and considerations for the expansion of stockpiled emergency food supplies and other items in order to promote swift and accurate police activities even in cases where police buildings have been destroyed or when lifelines have been disrupted.

(2) Organization and Operation of Units

1) Organization of Units

The police in the three affected prefectures took up provisional working structures immediately after the earthquake and responded with the maximum number of available officers. In addition, other prefectural police forces dispatched the IERU as well as other units such as riot police units, Regional Police Bureau riot police units, the Community Police Special Dispatch Unit, and the Mobile Investigation Special Dispatch Unit to undertake such tasks as evacuation guidance/search and rescue for victims, searches for missing persons, autopsies and identification of bodies, securing of emergency traffic routes, victim support, patrols in the affected areas and crackdowns on crime. As of June 4, 2012, the total number of officers was about 956,800, reaching a maximum of about 4,800 officers per day.

2) Unit Operation Support

As the police in the three affected prefectures needed to allocate many officers to the search and rescue of victims and searches for missing persons and other tasks, they were unable to station enough personnel to process arriving units essential to the operation of dispatch units and the procurement of supplies, resulting in a number of problems. Consequently, on March 31, 2011, the NPA established the "NPA Support Office", which, in collaboration with the MPD Support Office, responded to issues concerning the operation of dispatch units. Specifically, regarding the lack of officers processing arriving dispatch units, officers

were dispatched from the MPD Support Office, and with regard to the accommodation for the dispatch units, the NPA Support Office conducted such tasks as directly securing private sector accommodation.

Main Issues for Review on the Dispatch of Units

- In response to this earthquake, the IERU was first dispatched to undertake search and rescue, and other tasks and as the needs of the affected prefectures subsequently became clearer, regular units were dispatched in succession in response to those needs. These regular units, unlike the IERU, have practically no self-supporting ability so unit operation will be reviewed from the perspective of supply and transport of food supplies and other items as well as the securing of accommodation.
- With regards to regular units, as there were some cases where there were difficulties in securing officers due to prolonged periods of dispatch and units being dispatched multiple times, a structure that prepares for prolonged and diverse unit dispatch will be constructed.

3) Increasing the Number of Police Officers in the Three Affected Prefectures

In order to adequately cope with the changing circumstances of public safety and the increase in policing tasks in the process of recovery and reconstruction following the earthquake, it was determined that the number of police officers in the three affected prefectures would be increased by a total of 750 officers, and as there was a need for the immediate placement of fully capable officers in the affected areas, police officers with case processing ability who were already serving in regional, traffic and crime investigations, and other fields were selected and specially assigned to police in the three affected prefectures on February 1, 2012.

The increased police officers were mainly assigned to activities such as patrolling in the vicinity of temporary housing, traffic controlling at junctions where traffic lights were inoperative, and crackdowns on opportunist crimes.

[The voice of a dispatched unit officer] Aiming to conduct activities that deliver a smile and peace of mind

Midori Kato, Senior Police Officer, Special Patrol, Community Police Affairs Division, Shiogama

Police Station, Miyagi Prefecture (Assigned from the Aichi Prefectural Police)

I felt the desire to help the affected areas and do something for the victims, so I came to Miyagi prefecture for the first time in July 2011 to engage in volunteer work. The scene of devastation that greeted me was heartbreaking and I was lost for words. I was experiencing a strong feeling that I wanted to do more for the victims, when a recruitment call for a special assignment to the affected areas was posted, so, without hesitation, I submitted a request for this assignment.



At present, the activities I am engaged in focus on “Fureai” (contact) activities, getting to understand the needs of victims, searching for missing persons and patrolling the affected areas.

I continue activities everyday strongly hoping to deliver a smile or a sense of security to those who are still living with uncertainty. The smiles of the people living in the affected areas motivate me to continue my work.

Section 2: Restructuring the Disaster-related Crisis Management System

1 Review of Disaster Countermeasures based on Responses to the Great East Japan Earthquake

(1) Establishment of the Examination Committee to Disaster

The Examination Committee to Disaster, headed by the Deputy Commissioner General of the NPA, was established in November 2011, in order to conduct a wide-ranging review of disaster countermeasures of the police, based on the inadequacies and lessons learnt from the earthquake, various government policies, and other matters. The committee is currently engaged in a cross-sectional review, undertaking activities such as the compilation of priority review items for the restructuring of the crisis management system. In

addition, the Examination Committee to Disaster headed by Chiefs of Prefectural Police Headquarters and other leading members have been established in all prefectural police and other organizations. They are currently conducting comprehensive and focused reviews.

(2) Disaster Management Operation Plan Revision

Based on the December 2011 revision of the government's Basic Disaster Management Plan, the National Public Safety Commission and the NPA revised the "National Public Safety Commission/NPA Disaster Prevention Business Operation Plan". With this revision, tsunami disaster countermeasures, which were previously a part of the earthquake disaster countermeasures, are now handled separately. Items that should be specially noted as tsunami disaster countermeasures, such as danger spots in regions likely to be flooded by tsunamis, establishing an understanding of the status of persons requiring assistance during disasters, evacuation guidance that takes issues such as estimated tsunami landfall times as well as other matters into consideration were provided. As a result, the measures that police should take regarding advance countermeasures in preparation for disasters and measures when disasters occur are specifically provided in order to promote the disaster countermeasures of the police.

2 Expansion of Wide-Area Unit Operation

(1) Newly Established Police Disaster Dispatch Units

Traditionally, the police have organized and operated units under the assumption that they would be needed for disaster emergency measures such as search and rescue. However, this earthquake required prolonged dispatch of large-scale units in order to respond to tsunami, nuclear disasters and other disasters. Based on this experience, readiness units that are immediately dispatched from across Japan to the affected areas when a large-scale disaster occurs have been expanded as well as regular units that can be dispatched for prolonged disaster response have been newly established in order to construct a wide-ranging response structure regardless of the type or scale of the disaster, and Police Disaster Dispatch Units comprised of these two units have

been newly established.

(2) Organization/Operation of Police Disaster Dispatch Units

1) Readiness Units

In addition to increasing the number of officers for the IERU (Autopsy and Identification Units) whose system showed a need for enhancement from the earthquake, Emergency Disaster Security Units that would engage in a wide-range of tasks responding to requests by affected prefectural police in order to secure the ability to respond flexibly to each individual situation, will be newly established. To this end, a Readiness Unit comprised of a maximum of 10,000 officers will be organized. Readiness units will be dispatched over an approximate two week period commencing immediately after a disaster occurs, and will undertake search and rescue of victims, secure emergency traffic routes, conduct autopsies and body identification among other tasks over a short activity period from three days up to one week. In principle, readiness units will undertake activities such as the arrangement of accommodation and the procurement of supplies without the assistance of the police in the affected areas.



2) Regular Units

Regular units will be institutionalized to operate under the premise of long-term dispatch to cover operations in every field such as community safety, autopsy/identification, traffic, security, etc. mainly to supplement and restore the functions of police in affected areas after a given period of time has passed since the occurrence of a disaster.

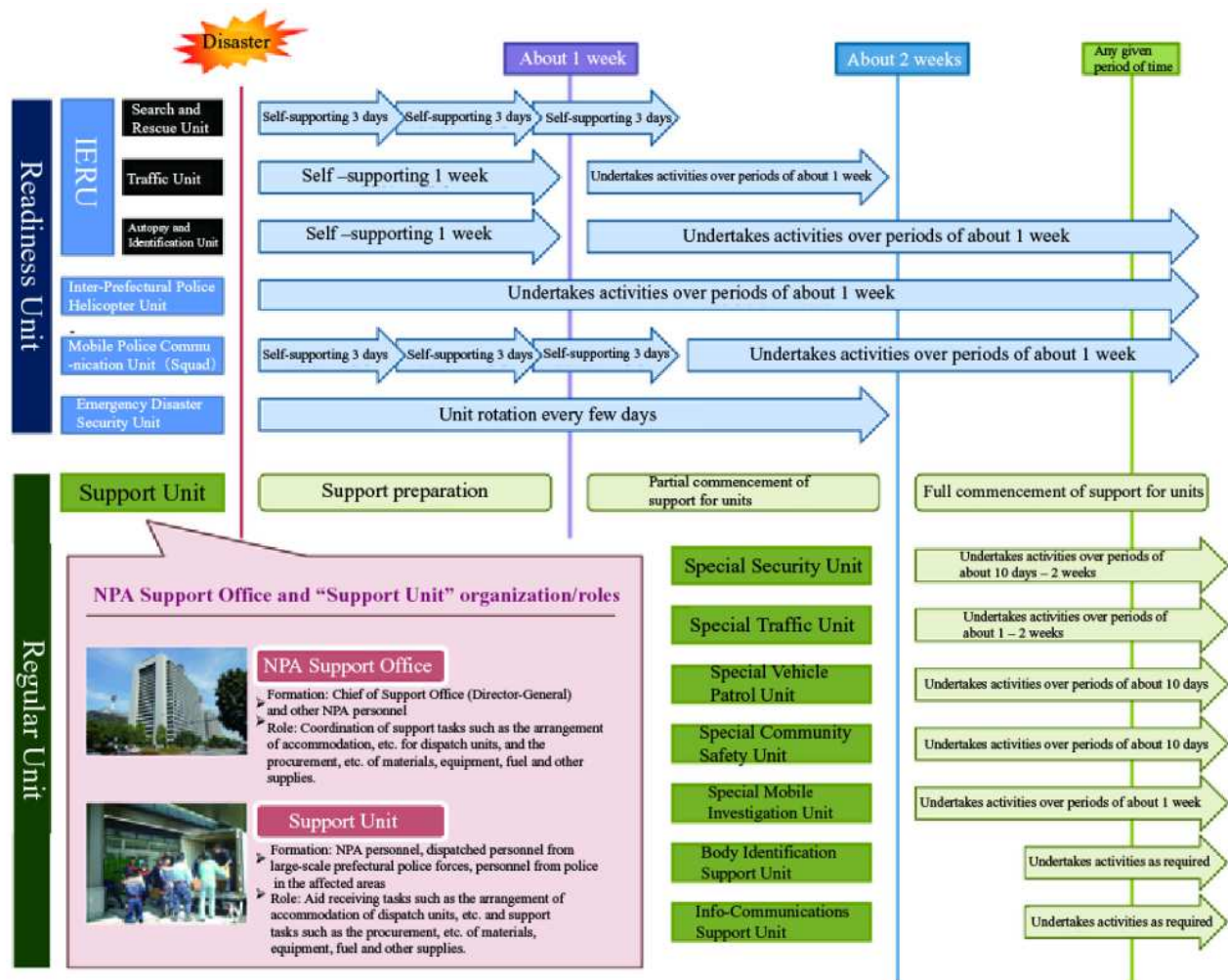
Regular units will generally undertake operations such as searches for missing persons, guard/patrol, traffic control/restriction, counseling, and initial investigations over activity periods of more than one week, and implement long-term wide-ranging activities based on requests from the affected areas.



3) NPA Support Office and Support Units

With this earthquake, it became clear that police in an affected area will lack the ability to process arriving units. For this reason, along with the establishment of the NPA Support Office, which will undertake the coordination of tasks such as the arrangement of accommodation for dispatch units, the procurement of items such as materials, equipment, and fuel immediately after a large-scale disaster occurs, support units will be formed from NPA personnel, dispatched personnel from large-scale prefectural police and personnel from the police in the affected areas to undertake the actual operations. The NPA Support Office and support units will engage in the processing of arriving regular units, and will aim to commence full support activities for units within about two weeks after a disaster occurs.

Operation of Police Disaster Dispatch Units



3 Enhancement of Tsunami Disaster Measures and Other Measures

(1) Approach to the Enhancement of Tsunami Disaster Countermeasures

In light of this earthquake, the prefectural police and other organizations are implementing disaster security training, actively participating in the approaches taken by related agencies such as local authorities, implementing activities to raise disaster prevention awareness among citizens such as local residents and concluding agreements and other documents related to disaster countermeasures.

1) Implementation of Disaster Security Training

Police are implementing various training programs related to disaster response such as initial response training, and search and rescue

training in order to heighten proficiency, and are also working to further increase disaster response capabilities through reviews of identified issues.

Case: Tochigi Prefectural Police conducted joint action disaster training with the Self-Defense Forces in November 2011. For this training exercise, the scenario was a large-scale earthquake with subsequent partial isolation of areas. Information sharing, role allocation during joint action and practical coordination methods were checked, and the search and rescue structures in the event of a disaster were also checked.



Joint training with the SDF

2) Implementation of Joint Training with Local Authorities and other Organizations.

Through the implementation of joint training with local residents and related agencies such as local authorities, police have widely disseminated knowledge of evacuation centers and evacuation routes. The police are also studying evacuation methods for persons requiring assistance during disasters and are verifying initial measures to be taken by the police as well as practical methods of coordination with related agencies to enhance disaster countermeasures.

Case: In November 2011, Hokkaido Prefectural Police implemented an evacuation drill on the assumption that a large-scale earthquake had occurred with the epicentre off the coast of Urakawa. In this exercise which involved 360 participants from 19 agencies, the transmission of information by related agencies and the transportation methods for persons requiring assistance during the disasters were verified through exercises such as the evacuation of residents and personnel from a care facility for the elderly, who were boarded onto buses and escorted to high ground by police patrol cars.



Evacuation guidance training for residents at a care facility for the elderly

3) Thorough Dissemination of Knowledge regarding Measures in the Event of a Tsunami

In order to ensure the thorough dissemination of knowledge regarding measures and other tasks when tsunamis occur, police are undertaking a variety of activities such as visiting individual homes along coastal areas and producing easy-to-understand educational movies.

Case: Shizuoka Prefectural Police made an educational movie regarding prompt tsunami evacuation, and are showing this movie during local meetings and disaster prevention training sessions and other events. This educational movie, focusing on a woman and her mother-in-law, uses dramatic representation to show the process of their evacuation to a tsunami evacuation building after an earthquake occurs. The movie provides simple explanations on points related to self-evacuation such as maintaining an understanding of numerous evacuation sites and evacuation routes, keeping lighting equipment and portable radios readily available, and immediately evacuating on foot.



Educational movie made by Shizuoka Prefectural Police

4) Enhancing Coordination with Local Authorities and other Organizations

As a constituent member of conferences held by local authorities, and other organizations, police are ensuring close coordination by actively participating in reviews related to the estimation of potential tsunami flooding areas and local disaster prevention plan revision, etc. and by promoting information sharing. In addition, police are enhancing countermeasures by clearly defining mutual role distribution and methods of practical coordination through the conclusion of

agreements with local authorities, businesses, and other bodies regarding matters such as the procurement of supplies, facility usage, and communication of information to residents during disasters.

Case: Kanagawa Prefectural Police participated in the tsunami countermeasure promotion conference held by Kanagawa Prefecture and are advancing reviews on matters such as the designation of evacuation buildings and unification of tsunami warning communication methods. In addition, in August 2011, in an effort to enhance tsunami countermeasures, the 26 police stations with coastal or riverside jurisdictions created an independent tsunami hazard map in coordination with municipalities as a provisional measure until the map of estimated tsunami flooding areas currently under review by the same conference, also in coordination with municipalities, is completed.



Hazard map created by the Kamakura Police Station, Kanagawa prefecture.

Case: In December 2011, the Kurashiki Police Station in Okayama Prefecture concluded an agreement on the broadcasting of bulletins in times of disaster with a local FM radio station engaged in promoting the use of emergency FM radio announcements. If a large-scale disaster occurs in the vicinity of Kurashiki City, the police will send information on the actual state of damages as well as situations on traffic restrictions and evacuation guidance to the FM station, which will interrupt scheduled programs to broadcast this information in emergency announcements in order to provide residents with prompt information.



Conclusion of an agreement with a local FM radio station

(2) Approaches in Preparation for Autopsies and Body Identification

1) Enhancement of Cooperation with Local Authorities, Medical Associations, and other Organizations

Police aim to secure autopsy/morgue facilities by working in coordination with local authorities to designate multiple facilities in each municipality as autopsy/morgue facilities in times of disaster, to enable such tasks as autopsies and body identification to be implemented promptly immediately after a disaster occurs. In addition, police are striving to enhance mutual coordination with medical, dental, and other associations in each prefecture by holding liaison conferences to conduct matters such as necessary information sharing as well as implementing joint training in view of estimated victim numbers.

Case: In September 2011, Kumamoto Prefectural Police held a practical joint drill covering the process from transporting bodies to conducting autopsies and identification with 43 agencies and organizations, including the Kumamoto Police Medical Association and the Kumamoto Police Dental Association to enable prompt and accurate activities through close coordination with related agencies in the event of a large-scale disaster with high numbers of fatalities.



Joint training with doctors and dentists
(bodies are simulated)

2) Gathering and Securing Materials for Body Identification

In order to accurately gather materials to help in body identification, such as fingerprints, palmprints, DNA profiles, as well as other materials such as dental records in times of disaster, the police are working to draw up lists of materials that should be gathered and study methods of effectively disseminating information regarding the dates and locations of material to be collected.

4 Reinforcing Nuclear Disaster Countermeasures

(1) Structural Preparations

In April 2012, the position for Special Assistant for Special Security Operations was newly established in the Security Division of the NPA Security Bureau as structural preparation for fundamental reviews of various plans in view of responses and other actions to the Fukushima Daiichi Nuclear Power Plant accident and to enhance coordination with related agencies. In addition, prefectural police are also implementing structural preparations, with organizational reforms such as setting up support offices and increasing the numbers of personnel.

(2) Preparation of Materials and Equipment

The police are gradually preparing materials and equipment that proved effective in the response to the accident at the Fukushima Daiichi Nuclear Power Plant. Specifically, materials and equipment such as individual exposure dosimeters that measure integrating dose, radioactive dust protection suits that protect the body from dust

that has been exposed to radiation, and survey meters that detect radiation dose rate are being prepared.



(3) Reviews and Training on the Assumption of Nuclear Disasters

In order to respond to nuclear disasters, it is necessary to have a working understanding of evacuation guidance, facilities that require crime prevention measures, locations that require checkpoints and traffic restrictions, and sites where dispatch units will be operating among other matters. In addition, as evacuation guidance in the event of a nuclear disaster involves the en masse transportation of many persons requiring assistance over a long distance, it is essential to conduct reviews with related parties such as facility managers and local authorities concerning implementation structure as well as the number of persons requiring assistance, their locations, contact methods, transportation methods, destinations and other information. Police are endeavoring to improve disaster response capabilities by implementing practical and wide-ranging drills, based on nuclear disaster scenarios, in conjunction with local residents and related agencies such as local authorities.

Case: In November 2011, the Kyushu Regional Police Bureau, the Saga Prefectural Police and the Nagasaki Prefectural Police participated in nuclear disaster prevention drill involving 32,900 people on the assumption of a nuclear disaster occurring at the Kyushu Electric Power Company's Genkai Nuclear Power Plant. This exercise, involving the evacuation of 1,200 residents within a 20km radius of Genkai Nuclear

Power Plant, was the first time a wide-area evacuation exercise had been conducted, and the police implemented drills for the evacuation guidance of residents in the remote islands, traffic restrictions, information gathering using the prefectural police helicopters, and the transmission of images to the crisis management center, etc.



Images transmitted from a prefectural police helicopter

Case: In October 2011, the Kyoto Prefectural Police conducted a joint drill with the Fire Department, the Self-Defense Forces, the Japan Coast Guard and the local authorities for a scenario involving the occurrence of a compound disaster (earthquake, tsunami, nuclear power). The exercise involved on-map and on-the-ground drills related to evacuation guidance for residents and practical approaches to conducting search and rescue of victims. On the assumption that a tsunami warning was issued with the occurrence of a major earthquake and there was a dispersal of radioactive material from a nuclear power plant, the participating parties checked practical methods of mutual cooperation. It also conducted a drill for the rescue and transportation of persons injured in the earthquake on the assumption that they were left behind in areas where evacuation orders had been issued.



Reviewing on-map training

5 Traffic Restrictions in the Event of a Large-Scale Disaster

(1) Tokyo Metropolitan Area Epicentral Earthquake (Northern Tokyo Bay Earthquake) and Expected Traffic Restrictions

In March 2012, the NPA together with related prefectural police, prepared a draft on a wide-area traffic restriction plan that would enable the prompt dispatch of police as well as other units, and the transportation of supplies to affected areas after the occurrence of an epicentral earthquake in the Tokyo metropolitan area. According to the draft, vehicles coming into the inner city areas would be prohibited immediately after the earthquake, ordinary vehicles would be removed from routes expected to be designated as emergency traffic routes, and routes would be designated as emergency traffic routes after road safety was confirmed.

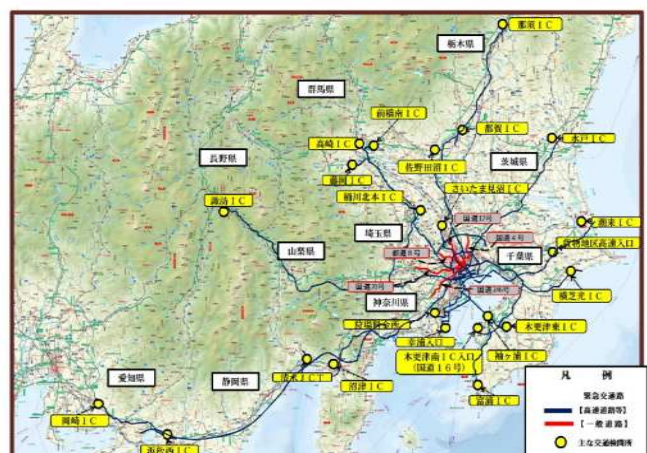
1) Routes expected to be designated as Emergency Traffic Routes

Routes were chosen from expressways, alternative routes which were used in case expressways became impassable or other routes subject to them being “wide main roads”.

2) Traffic Check-points

On routes expected to be designated emergency traffic routes, locations where non-emergency

Routes scheduled to be designated emergency traffic routes based on first draft wide-area traffic restriction plans (Overall)



Map Use confirmed © Shobunsha

Note: Regarding emergency traffic routes that will be designated in the event of an actual disaster, changes will be made depending on the scale of the disaster and conditions.

traffic vehicles need to be blocked were selected.

(2) Formulating Practical Guidelines for the Implementation of Traffic Restrictions of Large-Scale Disasters

Based on the responses to this earthquake, the police have drafted “Practical Guidelines for the Implementation of Traffic Restrictions of Large-Scale Disasters”.

1) Basic Idea of Traffic Restriction

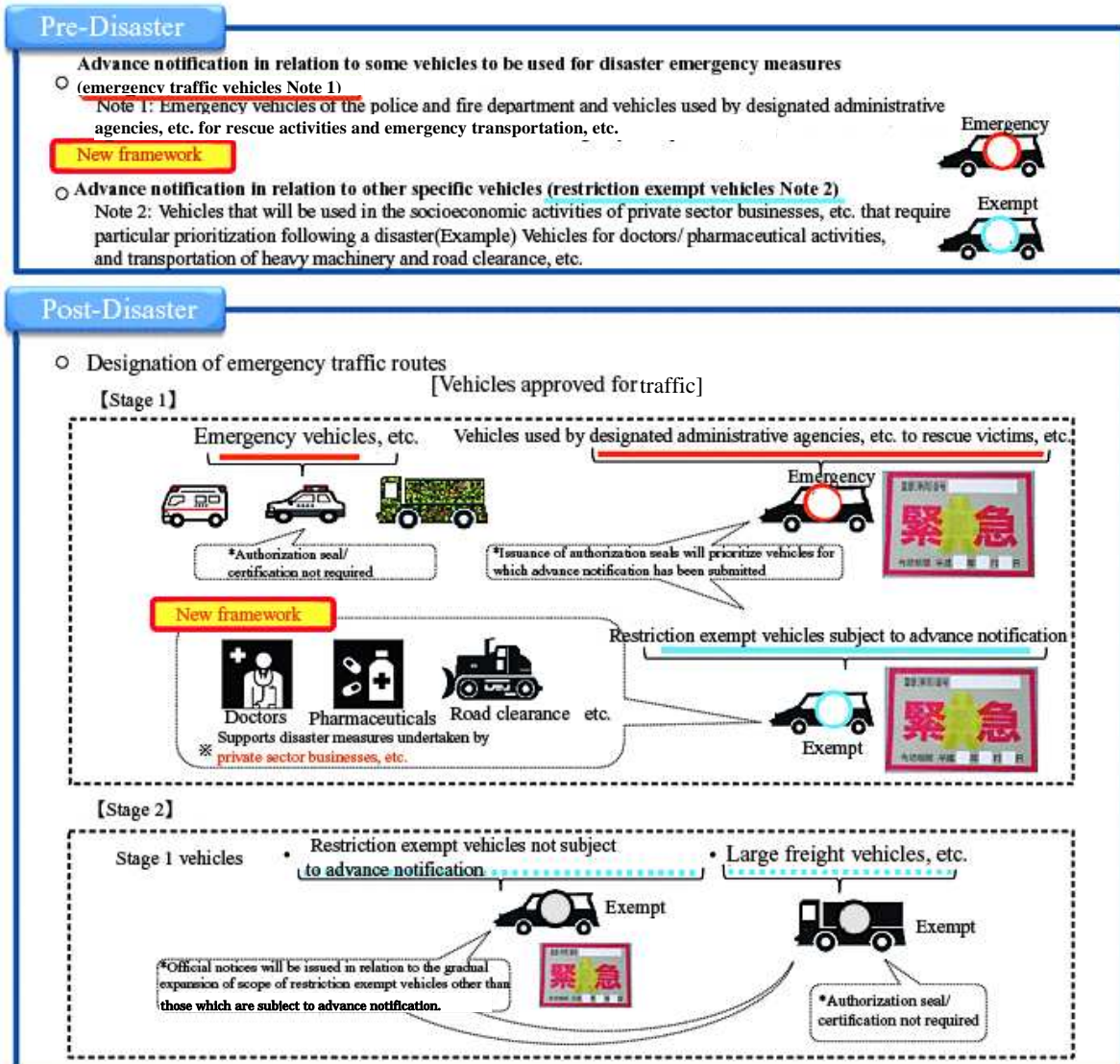
- Prioritization of transportation of personnel and supplies needed for matters such as life saving, prevention of further expansion of disasters, government/local/infrastructure-related, and transportation of injured persons immediately after the occurrence of a large-scale disaster (Stage 1)
- The scope of restrictions on emergency traffic routes will be gradually reduced in accordance with the traffic capacity of the road (status of restoration) and traffic volume and other factors.

- The scope of vehicles that will be allowed passage will also be gradually expanded in view of traffic conditions and other factors. and in consideration of priority (Stage 2)

2) Handling of Civilian Vehicles that are Allowed Passage

- With regards to vehicles of private sector businesses other than emergency traffic vehicles that will be allowed passage, newly included vehicles are shown based on examples taken up with this earthquake.
- Among these vehicles, advance notification similar to those for emergency traffic vehicles will be introduced for medical care, heavy machinery and road clearance vehicles.

Future traffic restrictions in the event of a large-scale disaster



6 Ensuring Operation Sustainability

(1) Approaches taken by the NPA

The central functions of politics, public administration and economy are gathered in the Tokyo metropolitan area, where the density of population and buildings are high. Consequently, extensive damage is envisioned in the event of an epicentral earthquake.

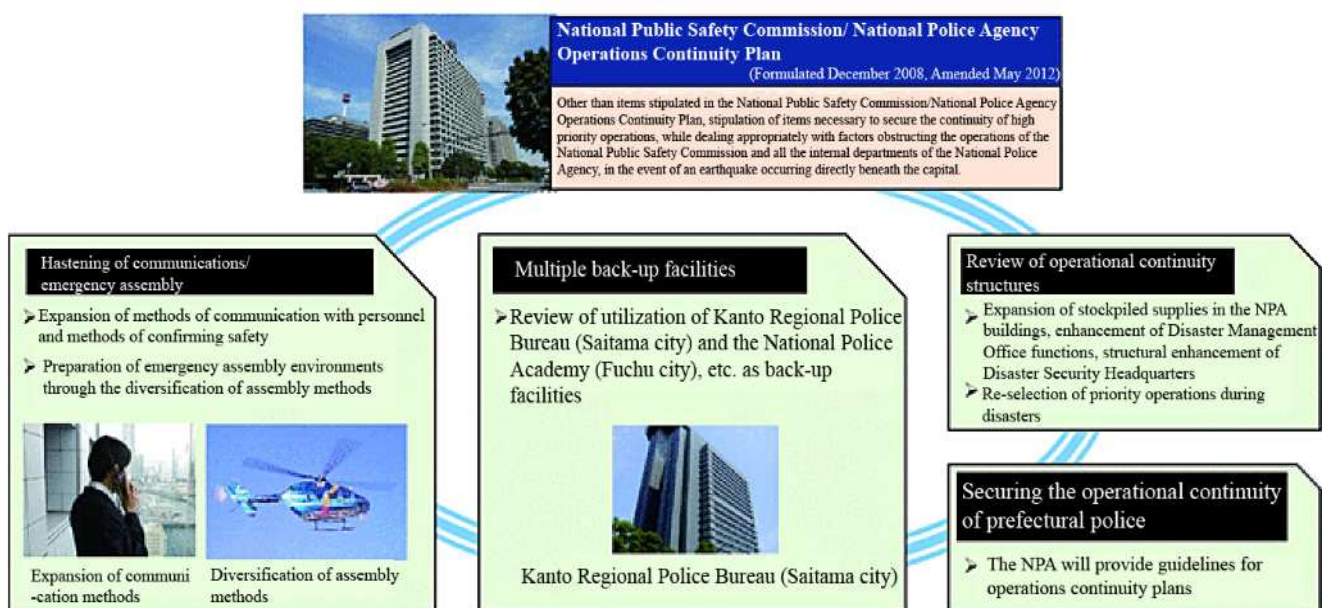
In view of this situation, the NPA revised the “National Public Safety Commission/National Police Agency Business Continuity Plan” in May 2012, and is reviewing business continuity structures by speeding up information transmission and emergency meetings when disasters occur, the re-selection of priority operations under emergency conditions, and the expansion of stockpiled supplies and other measures and is pushing forward with approaches related to establishing multiple back-up sites when the NPA building function is lost.

(2) Approaches taken by the Prefectural Police

In order to promptly conduct operations such as evacuation guidance for victims, search and rescue activities, searches for missing persons, autopsies and body identification, securing emergency traffic routes, providing victim support, patrolling affected areas, and cracking down on crimes. the prefectural police are promoting approaches to secure business continuity through the formulation of business continuity plans and preparation of back-up sites in coordination with related agencies.

Case: In November 2011, the Kanagawa prefectural police conducted major-earthquake initial response drills on the assumption of a large-scale earthquake with extensive damage across the entire Kanagawa prefecture. In this exercise, as well as implementing assembly drills for all personnel, designated personnel were assembled at the “Kanagawa Prefecture Police Training Center”, the back-up facility in the event of damage to the prefectural police headquarters, while at the same time, personnel from the prefectural police headquarters were sent to the back-up facility to undertake training to have the facility up and running.

NPA Approach to Securing Operational Continuity





Alternative facility set-up training

【The voice of police in the affected areas】

○ Responding to trust

Inspector, Takahito Kimura, Community Division, Taro Residential Police Box, Miyako Police Station, Iwate Prefecture.

“I feel safe when I see you in your uniform”

These are the words that many people say to me when I do my rounds visiting people in their temporary housing or homes.

I was assigned to the Taro residential police box in June last year, after the Great East Japan Earthquake. Even though the Taro district was protected by a huge “X” shaped coastal levee 10m high and 2.5km long, the damage caused by the tsunami and fire was catastrophic, and even the residential police box was swept away.



The handover process when I first arrived consisted of just one patrol car and three registry books. The center for police activities was one room in the town offices, and I can recall bracing myself while thinking, “There’s a ton of work that needs to be done”.

A year has passed since then, and I am fully awakened to the “importance of having people place their trust in the police”.

Residents are still feeling anxious due to additional disasters and crimes targeting the affected areas, and they speak to me about how they are feeling. The mission of the police is to erase this anxiety, and if, by going on my rounds and patrols and keeping in close contact with them, I can provide some feeling of “safety” to the residents, nothing could make me happier.

At present, with the strong support provided by specially assigned officers from police forces across the nation, this police station is operating night and day to protect the residents’ safety and security.

As one of these officers, I am prepared to do my best.

○ The strength of will of a police officer holding ground

Sergeant, Yoshimune Kawamura, Community Division, Kandori Residential Police Box, Kahoku Police Station, Miyagi prefecture.

From the time the Great East Japan Earthquake first occurred, my assignment was to recover bodies from the Okawa district, where many elementary school children fell victim, and transport them to the autopsy facility. Upon arrival at the site, I saw a blue sheet spread out on the pavement by the side of the road, and there were about a dozen bodies lying on it.

Separating the crying family members from the bodies so that they could be transported to the autopsy facility was a truly hard task, and with elementary school age children of my own, I could not help but identify with the bereaved family members. It was heart-breaking, and I could not stop my own tears. As this difficult work continued, I became demoralized and wanted to get away from this assignment of recovering and transporting bodies.



However, there was one young police officer who resolutely continued searching this disaster site. His wife, his son (2 years and 7 months old) and his daughter (7 months old) were all missing in this disaster site. He was resolutely shifting rubble that didn’t seem movable with normal human strength. Watching him continuing his silent search, I realised I could not abandon this site. When I thought about how he was feeling, and how the other bereaved families were feeling, even when I was fully engaged in the work, my tears did not stop.

Police officers were themselves victims in the affected areas, and there are times when you just want to turn your eyes away from the harrowing scenes. Even so, I kept my thoughts to myself, burying them in my heart, and held ground in this investigation site with the strength of will befitting a police officer.

- Constructing the body identification system

Azuma Kazuhiro, Chief of Unit, Criminal Investigation Laboratory, Criminal Investigation Department, Fukushima Prefectural Police Headquarters

As technical personnel, I am usually engaged in the identification of a criminal's footprints and other matters. However, immediately after the earthquake, I provided logistical support for police officers engaged in autopsies and other related tasks at the disaster security headquarters.



While there, I saw a lot of information on the many recovered bodies, but due to the confusion caused by the earthquake, not only was this information not in order, information such as clothing, dental profiles, DNA profiles, etc. was subdivided and managed by different sections even though they pertained to the same body, which made it very difficult to conduct body identification efficiently. The more time passes, the more bodies will deteriorate and I strongly felt the need to “return them to their families as soon as possible”.

Consequently, I constructed a system that would enable the centralized management of information on bodies found within the prefecture, such as physical features, clothing, and DNA profiles. On top of this, I compiled information received from families, etc. to enable the multifaceted confirmation of information on bodies by cross-referencing this information. Even after the system started to operate, I continued to mull over the question, “How can bodies be identified quickly and accurately?” and after over six months of repeated modification, not only has body identification gradually become more efficient, the accuracy has also improved dramatically.

This system is the result of the cooperation provided by the police nationwide that were involved in autopsy activities, the gathering of information on missing persons and other tasks. I hope to continue to do my utmost until the day when the last person is returned to their family.