

Protecting Ourselves against Armed Attacks and Terrorism



Table of Contents

1	Introduction	1
2	When warnings are issued	2
	(1) Actions that should be taken immediately after warnings are issued in the areas under threat of armed attack or terrorism or where the occurrence of armed attacks or terrorism has been recognized	
	(2) Calm down and collect information	
	(3) When instructions for evacuation are given	
3	If there is a sudden explosion around you	5
	(1) If a fire breaks out	
	(2) If trapped in the debris	
4	Points to be kept in mind when evacuating etc. in accordance with the type of armed attacks	6
	(1) Attacks by guerrillas/special operation forces	
	(2) Ballistic missile attacks	
	(3) Landing invasion	
	(4) Aerial intrusion	
	(5) If chemical agents, biological agents, or nuclear substances are used in armed attacks or terrorist attacks	
	a. In case of the use of chemical agent	
	b. In case of the use of biological agent	
	c. In case of the use of nuclear substances	
5	First-aid measures for injuries	13
	(1) In case of bleeding from cuts	
	(2) In case of burns	
	(3) In case of fractured bones	
	(4) In case of a sprain	
	(5) In case of abnormal skin conditions such as itching or a rash	
	(6) In case of the body being set on fire	
	(7) In case of emotional shock	
	(8) In case someone falls	
6	Routine preparations	17
	(1) Stockpiles	
	(2) Participation in drills	
	(Reference) About civil protection	19

Should an armed attack or terrorism etc. against Japan from the outside occur, the Government of Japan will address the situation in cooperation with prefectural and municipal governments etc. However, it is extremely difficult to anticipate when, where and how such a situation may occur. Moreover, such a situation affects many people.

If people actually encounter such a situation and fall into a state of confusion, this might delay response measures and create new dangers, multiplying the damage. In order for you to judge what action you should take in such a situation, it is important to obtain accurate information by listening to messages from administrative agencies and information aired on the TV and radio. In order to avoid danger, it is also essential to act in a level-headed manner while cooperating with people around you in the community, at work and in the place where you happen to be.

To that end, it would be helpful for you and your family to be always aware and be prepared how to respond to such a situation and know what things are necessary in such a case.

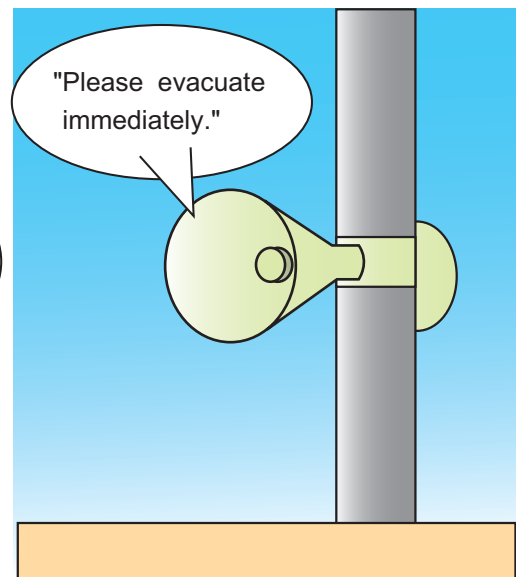
This brochure describes how you should act in situations of armed attacks or terrorism etc. and what things you should prepare for such situations on a routine basis. Such responses have much in common with those needed at the time of a natural disaster such as an earthquake. We hope that the brochure will be used along with manuals for natural disasters such as earthquake and that you will deepen your understanding.

2

When warnings are issued

In order to protect the safety of citizens, municipal governments in the areas under threat from armed attacks or terrorism etc. or where the occurrence of armed attacks or terrorism etc. has been recognized will alert their citizens, in principle, by sounding a siren* of city government disaster administration radio. The content of the warnings, such as what incident has occurred or is likely to occur, where the incident has occurred or is likely to occur, and what action the citizen should take, will be communicated through TV and radio broadcasting and fire departments' loudspeaker vans.

The residents in areas where evacuation is necessary are notified by the same method.



* You can hear sample sounds of sirens in the Civil Protection Portal Site (<http://www.kokuminhogo.go.jp/>)

(1) Actions that should be taken immediately after warnings are issued in the areas under threat of armed attack or terrorism etc. or where the occurrence of armed attacks or terrorism etc. has been recognized

① When you are indoors

- Shut all doors and windows
- Turn off the gas, water, and ventilator
- Sit down away from doors, walls, and windows



② When you are outdoors

- Go indoors, to a place such as a robust building or underground shopping arcade nearby
- People driving a car, please stop the car and leave it off the road as much as possible. If you have to evacuate and leave the car on the road, please park the car unlocked on the left side of the road so that it will not obstruct the passage of emergency vehicles.



(2) Calm down and collect information

- Try to gather information by listening to warnings and other information reported by TV and radio etc.



(3) When instructions for evacuation are given

- Instruction for evacuation given by administrative agencies include evacuation indoors, evacuation to nearby evacuation center facilities, and evacuation to a distant place across municipal or prefectural jurisdictional borders. In order to protect your safety, appropriate instructions will be given based on the situation
- When instructions for evacuation are given by administrative agencies, please act calmly and follow the instructions.

When evacuating from home to an evacuation center based on instructions for evacuation, the following points should be kept in mind.

- Turn off the mains and unplug the electrical cords. Leave refrigerator's electrical cord plugged.
- Wear stout shoes, long pants, long shirts, and a hat, and take emergency supplies and goods with you (For emergency supplies and goods, see p. 17).
- Carry a form of identification, such as passport and driver's license
- Lock up the house
- Communicate briefly with the neighbors
- Evacuate effectively by following instructions given by administrative agencies with regard to evacuation routes and methods



3

If there is a sudden explosion around you

If there is a sudden explosion around you, keep in mind the following points regardless of whether warnings have been issued or not.

- Lay low at once and protect your personal safety
- When things are falling, get under a steady table or something similar and wait until they stop falling.
- Then, get away from the building where the explosion occurred as soon as possible
- Act calmly, following instructions given by the police and fire departments
- Try to gather information released by administrative agencies via TV and radio etc.



(1) If a fire breaks out

- Stay low as much as possible and get out of the building immediately
- Cover your mouth and nose with a handkerchief or a similar item



(2) If trapped in the debris

- Don't use a cigarette lighter or the like to illuminate the surroundings.
- In order to control the dust, don't move around unnecessarily. Cover your mouth and nose with a handkerchief or a similar item
- In order to let other people know your whereabouts, beat the plumbing or do something similar
- Since you may possibly inhale dust, yelling out should be a last-resort measure.

4

Points to be kept in mind when evacuating etc. in accordance with the type of armed attacks

It is impossible to completely define armed attack situations because they may differ due to the means, size, or patterns of the armed attacks. Under the Basic Guidelines for Protection of the People, the following four types of armed attack situations are assumed in order to clarify points to remember for taking measures to protect the people.

(1) Attacks by guerrillas/special operation forces



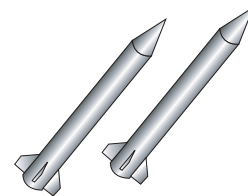
① Characteristics

- May cause damage suddenly.
- The damage will generally be limited to a relatively narrow area. But, depending on the kind of facilities targeted (life-related facilities, such as a nuclear power establishment), it may cause heavy damage.
- NBC weapons and dirty bombs may possibly be used.

② Points to be kept in mind

- Since sudden damage may be caused, evacuate indoors once during the initial phase of the attack and then evacuate properly following instructions given by administrative agencies.

(2) Ballistic missile attacks



① Characteristics

- It is extremely difficult to be able to pinpoint missile landing areas before their launch. The missile is expected to land in a short period of time. Therefore, a warning will be issued to the effect that a launch of a ballistic missile is imminent and the content of the warning will be communicated via TV and radio etc. Then, every time a ballistic missile is actually launched, warnings will be issued and the residents in the area where the missiles are expected to land will be alerted by siren (See p. 2).
- It is difficult to specify the kind of warheads (conventional warheads or NBC (nuclear, biological, and chemical) warheads) before they land. Depending on the kind of the warhead, the damage inflicted will vary greatly.

② Points to be kept in mind

- Evacuate indoors during the initial phase of the attack and then evacuate appropriately following instructions given by administrative agencies. In case of evacuating indoors, evacuate to a robust building or underground shopping arcade nearby.

(3) Landing invasion

① Characteristics

- In case of landing by ship, coastal areas are likely to become the initial target of invasion.
- In case of landing by aircraft, airports near coastal areas are likely to be targeted for attack.
- The areas where civil protection measures should be implemented are likely to be extensive and the duration of the measures is likely to be relatively long.



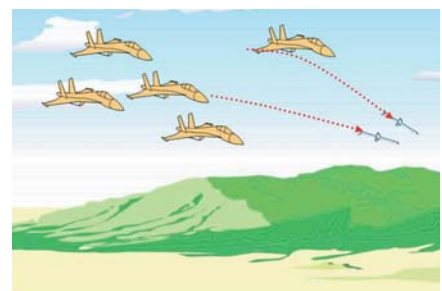
② Points to be kept in mind

- Citizens may be evacuated at the point in time when an attack is anticipated.
- Areas from which residents need to be evacuated may be extensive, evacuation to a distant place may be necessary, and the period of evacuation may be long. Evacuate properly by following instructions given by administrative agencies with regard to evacuation routes and methods.

(4) Aerial intrusion

① Characteristics

- Compared with the case of ballistic missile attacks, it is relatively easy to detect the signs of attack but difficult to specify the attack target in advance.
- Main facilities in cities and lifeline infrastructures may possibly become targets.



② Points to be kept in mind

- Instructions for evacuation indoors are likely to be given widely without specifying targeted areas. In case of evacuating indoors, evacuate to a robust building or underground shopping arcade nearby. Then, evacuate properly following instructions given by administrative agencies.

(5) If chemical agents, biological agents, or nuclear substances are used in armed attacks or terrorist attacks

When chemical agents, biological agents, or nuclear substances were used in armed attacks or terrorist attacks, since they impair the functioning of the human body, special responses are necessary. Therefore, it is important to try to gather information via TV and radio etc and to act following instructions given by administrative agencies.

a. In case of the use of chemical agent

① Characteristics

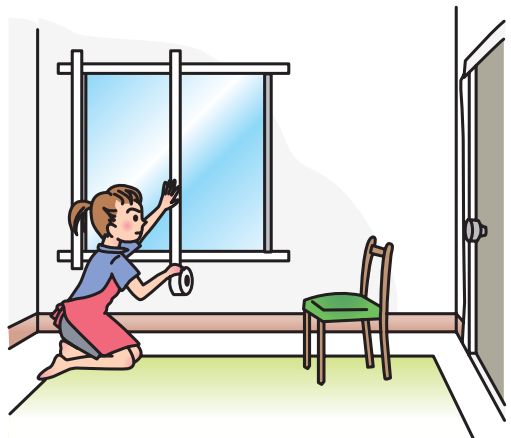
- Chemical agents are classified into nerve agent, blister agent, blood agent, choking agent, etc. according to their property. Chemical agents generally proliferate in a leeward manner based on topography and weather conditions. Nerve agent that is heavier than air, such as sarin, spreads as if it were hugging the ground. Some chemical agents have a distinct smell while some others are odorless. Although they do not spread from one person to another, their symptoms, such as inflammation of the eye, coughing, and itching, appear relatively early.
- Since chemical agent, if it is touched, put into the mouth, or sucked in, causes adverse effects on the human body, caution should be taken regarding the chance of it being mixed in food and drink or articles of daily use, directly infused into the human body, or sprayed using an explosive or aerosol.
- The national, prefectural, and municipal governments will cooperate to identify causative agents, specify or forecast contaminated areas, and lead people to an upwind plateau. Since chemical agent does not break down or die out in the course of time, the national, prefectural, and municipal governments will also conduct the decontamination of the areas contaminated by chemical agent and removal of the causative agent.
- If you are likely to have been contaminated, you need to decontaminate yourself as much as possible and submit to medical treatment.

② Points to be kept in mind

- Cover your mouth and nose with a handkerchief, leave the place immediately and evacuate to a safe place free from contamination, such as sealed rooms or an upwind hill.



- Close windows, seal them up, and then move to a room with no windows.
- If the building has two or more stories, evacuate to as high a floor as possible.
- Contaminated clothes, watches, contact lenses etc. should be immediately disposed of. If you take off contaminated clothes inadvertently, contaminated parts of the clothes may touch the exposed parts of your body. If you are wearing a pullover, cut it with scissors and put the wear in a plastic bag. Then, soap your hands, face, and body well.



- Avoid taking in water and food that are suspected to have been contaminated until their safety is confirmed.
- Follow instructions given by administrative agencies and submit to medical treatment.
- Treatment of people affected by a chemical agent requires prompt action. If you think you have been affected by a chemical agent, take action immediately, such as telling the people around you about it and reporting to the police and fire department. This would facilitate treatment later and enhance the life-saving chances.

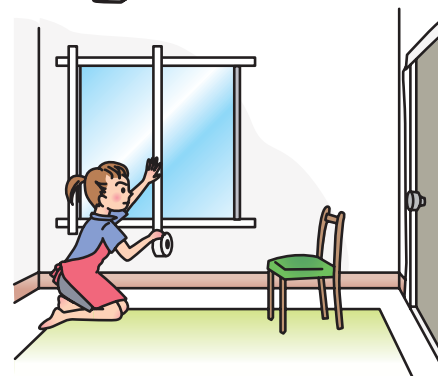
b. In case of the use of biological agent

① Characteristics

- Biological agent refers to micro-organisms, such as bacteria and viruses, that are designed to kill human beings and animals or blight plants, and toxins that are produced by bacteria, plants and animals etc. Biological agents can be dispersed without being noticed by anyone. Since biological agent, if it is touched, put into the mouth, or sucked in, causes adverse effects on the human body, it may be mixed with food and drink or articles of daily use, directly infused into the human body, or sprayed by using an explosive or aerosol like in the case of chemical agents.
- In the case where infected people move from one place to another during the incubation period of the biological agent and it is later found that the biological agent had been sprayed, chances are that the damage has already spread to a wide area. If an attack is made with a biological agent such as smallpox using human beings as a medium, the damage caused by secondary infection is expected to spread to a wide area.
- The Government of Japan will strive to prevent the spread of infection by monitoring the disease through information gathering and data analysis in an integrated manner, identifying the source of the infection and contaminated areas, and providing medical treatment in accordance with the characteristic of the disease agent causing the infection.
- If you are suspicious of having been infected judging from information provided by administrative agencies and symptoms, you should submit to medical treatment and follow administrative agencies' measure to prevent the spread of the infection.

② Points to be kept in mind

- Cover your mouth and nose with a handkerchief, leave the place immediately and evacuate to a sealed room or any other safe place free from contamination.
- Close the windows, seal them up, and then move to a room with no windows.
- Once you are indoors, take off your clothes to remove contamination from your body, put the clothes in a plastic bag or container, and seal it. Then, soap your hands, face, and body well.

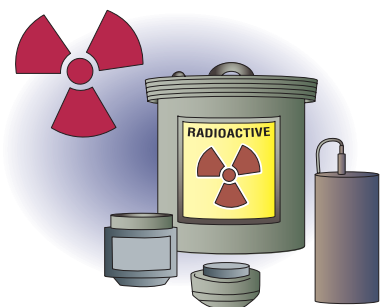


- Avoid taking in water and food that are suspected of having been contaminated until their safety is confirmed.
- Follow instructions given by administrative agencies and submit to medical treatment
- If there is someone suspected of having been infected close to you, don't touch the domestic article used by him/her and soap your hands frequently. The person suspected of having been infected should also wear a mask.
- If you receive a suspicious mail like occurred in the anthrax case in the United States, don't shake, smell or open the mail. If possible, encase it in a plastic bag and call the police immediately. If you opened the mail inadvertently and a suspicious substance spilled out of the mail, don't do the cleaning. Instead, cover the suspicious substance with something, leave the room, remove your contaminated clothes as soon as possible, wash your hands with soap, and call the police at once.

c. In case of the use of nuclear substances

① Characteristics

- Regarding an attack by nuclear weapons, the initial damage would be the burning of materials, destruction of buildings and radioactive contamination caused mainly by the heat wave and blast wave etc. resulting from nuclear explosions. Later, radiation damage would be caused due to the proliferation and descent of radioactive fallout (radioactive ash).
- Meanwhile, the explosion of a bomb designed to cause radioactive contamination by spreading radioactive substances (a dirty bomb) would not cause damage as heavy as that caused by a nuclear explosion. However, it would cause damage through detonating powder and radioactivity.



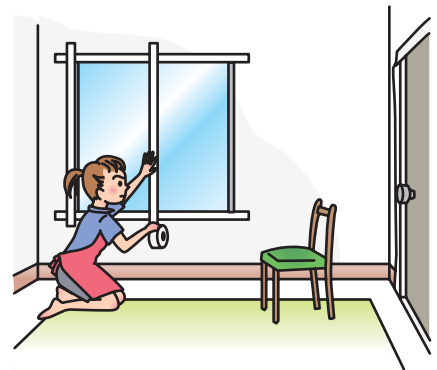
② Points to be kept in mind

◎ In case of a nuclear explosion

- Don't look at the flash or fireball resulting from a nuclear explosion, as you may lose your eyesight.
- Hide behind a shielding object at once. If there are buildings, take refuge in one of them. Underground facilities and concrete buildings are safer.
- Reduce exposed parts of your body by pulling the jacket over your head and covering your mouth and nose with a handkerchief, and get away from the explosion site. When doing so, avoid leeward directions and try to go in a direction perpendicular to the wind as much as possible.



- Close the windows, seal them up, and then move to a room with no windows.
- If the house has an underground facility, move to the basement.
- Once you are indoors, take off your clothes to remove contamination from your body, put the clothes in a plastic bag or container, and seal it. Then, soap your hands, face, and body well.
- Avoid taking in water and foods that are suspected of having been contaminated until their safety is confirmed.
- Since you are suspected of having been exposed to radiation or contamination, you should follow instructions given by administrative agencies and submit to medical treatment.



◎ In case of explosion of a bomb designed to cause radioactive contamination by spreading radioactive substances (dirty bomb)

- As in the case of "If there is a sudden explosion around you" in page 5, get away from the building where the explosion occurred.
- There is no peculiar characteristics and it takes a considerable time to ascertain the existence of radioactive substances. Therefore, even when you suffered no external injury, you should follow instructions given by administrative agencies and submit to medical treatment.

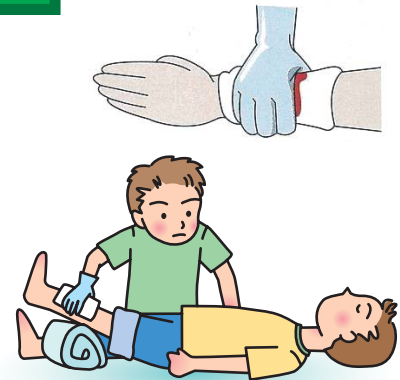
5

First-aid measures for injuries

If an armed attack or terrorist attack occurs, an ambulance may not be able to come to the rescue as usual. There may be cases where you are injured, cases where you are fine but your family members or people around you are injured, or cases where emergency measures are needed. In order to be prepared for such cases, let's study the necessary measures.

(1) In case of bleeding from cuts

- Hold the bleeding area slightly tight with a clear gauze or cloth to stop the bleeding
- After confirming that there is no broken bone, raise the wound site higher than the heart
- When applying a bandage, keep the affected area clean
- Use vinyl/rubber glove and plastic bags etc. in order to avoid directly touching the blood



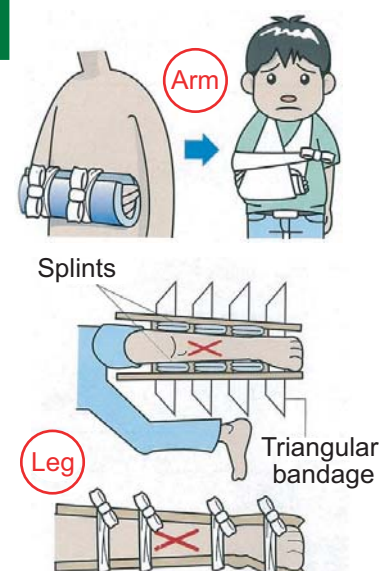
(2) In case of burns

- Cool the affected area with running water
- Be careful not to break blisters
- Put a sterilized gauze or clean cloth on the affected area and apply a bandage
- Don't use medical supplies profusely

(3) In case of a fractured bone

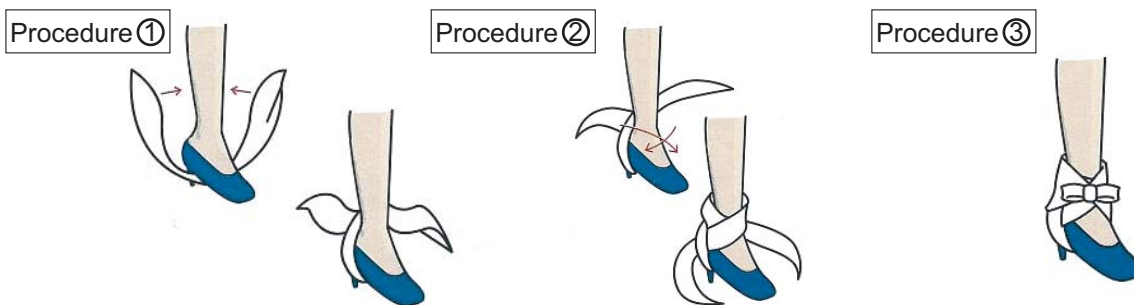
- If the victim is bleeding, give him/her medical treatment
- Don't move the injured parts too much
- Reduce swelling and pain by using ice or cold compresses
- Put in splints* to immobilize the top and bottom of the fractured segment
- In case of arms, immobilize the fractured segment with a triangular bandage

* Splints can be substituted by sticks, plates, umbrellas, or cardboard.



(4) In case of a sprain

- Reduce swelling and pain by using ice or cold compresses
- Since a shoe can be used as splinting material, don't take the shoes off. Immobilize the sprained foot with a triangular bandage or cloth covering the shoe.
- Set the center of the triangular bandage at the bottom of the leg and cross both ends of the bandage at the ankle (See Procedure ①).
- Cross both ends of the bandage at the instep and let them pass inward at the ankle (See Procedure ②)
- Tie the ends together at the instep (See Procedure ③)

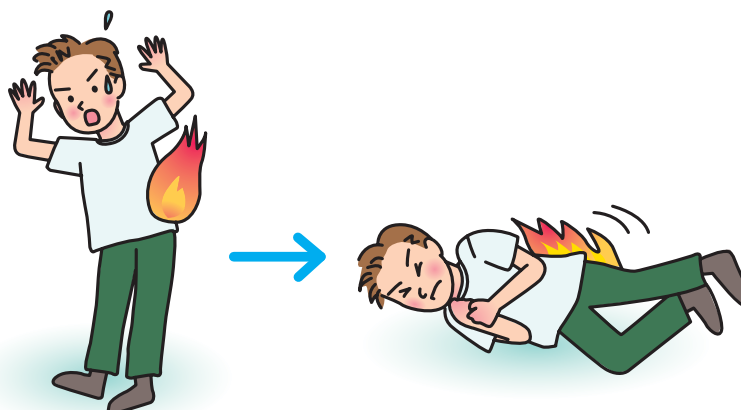


(5) In case of abnormal skin such as itching and rashes

- Cut contaminated clothes with scissors in a way contaminants do not touch the eyes, nose and other parts of the body, and put them in a plastic bag.
- Wash your hands, face, and body with soap and water.

(6) In case of the body being set alight

- Put out the fire on the clothes with water or fire extinguisher. If they are not available, roll on the ground.



(7) In case of emotional shock

- If the victim is a child or an elderly person, try to attend on him/her.
- Don't overstrain yourself. Take time to rest, sleep and relax with families regularly.

(8) In case someone has fallen

① Confirm the safety of the surroundings. If it is not safe, move to a secure location.

② Check if he/she is conscious based on the following procedures

- Does he/she respond when addressed to?
- Does he/she talk?
- Does he/she move his/her arms and legs?
- Does he/she respond to pain?



③ If he/she is not fully conscious, call an ambulance.

- Since he/she requires immediate medical attention, call for help by shouting, "Please call for an ambulance!"
- Don't shake or get them up needlessly.



- When he/she is unconscious, management of the air passage is important. Secure the air passage to ease breathing by placing your hand on his/her forehead and lifting his/her chin. If the mouth is stuffed with something, remove it.



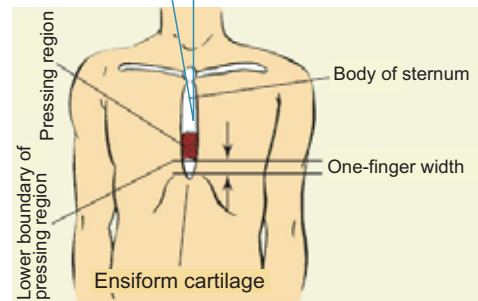
④ If he/she has stopped breathing, try artificial respiration.

- Pinch his/her nostrils shut with your thumb and index finger
- Open his/her mouth and breathe into his/her mouth softly at a rate of one breath per 2 seconds.
- If it is inhaled with little resistance, breathe into his/her mouth once again.
- Then, wait for signs of circulation (breathing movement, coughing, or other body movement) for 10 seconds.



⑤ If he/she shows no signs of circulation, try cardiac massage.

- Lay one hand on the other hand, apply your weight vertically, and press the breastbone 3~5 centimeters downwards 15 times at a rate of 100 times per minute.



- After pressing 15 times, try artificial respiration twice (See the explanations above). Repeat this process at regular intervals.



* Methods ④ and ⑤ should be employed for people aged 8 or older.

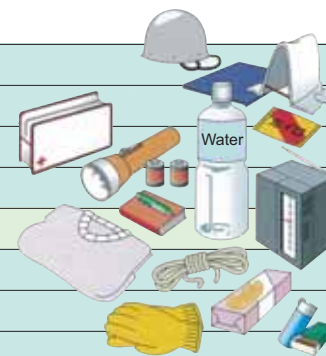
(1) Stockpiles

Regarding preparations for natural disasters, like earthquakes, administrative agencies have proposed a list of emergency supplies and goods that you should take with you when evacuating and a list of stockpiled goods for several days of self-sufficiency. These preparations would also be useful when you have to evacuate due to the occurrence of armed attacks or terrorism. So make sure that all of the family members have these preparations.

Standard supplies materials

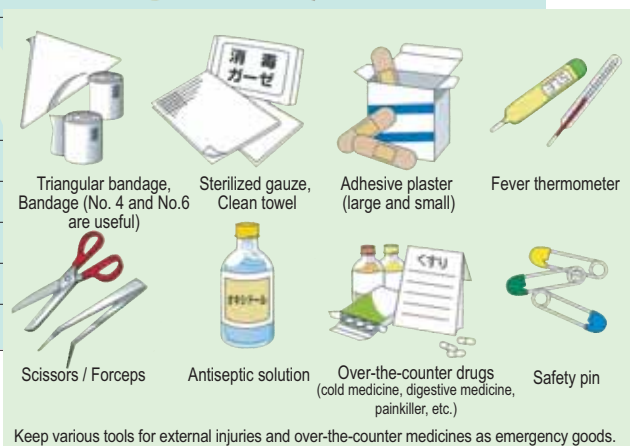
Emergency supplies and goods

Portable drinking water
Foods (pot noodles, canned goods, biscuits, chocolate, etc.)
Valuable goods (deposit book, seal, cash, etc.)
Passport, Driver's license
Emergency kits
Helmet, Hood
Cotton work gloves (thick cotton gloves)
Flashlight
Clothing (sweater, jumper, etc.)
Underwear
Blanket
Portable radio, Back-up batteries
Match, Candle (wrap in a plastic bag to keep them dry)
Disposable body warmer
Wet tissue
Writing utensils (notebook, pencil)



Family with young children

Milk
Paper diapers
Baby bottle

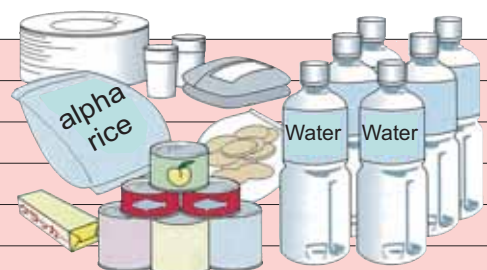


Newspapers and large garbage bags can be used to protect the body from cold and rain.

Stockpile for several days of self-sufficiency (for about 3 days)

Frequently used items are recommended.

Drinking water: 9 liters (3 liters x 3 days)
Rice (pregelatinized rice [alpha rice]*): for 4~5 meals
Biscuits: 1~2 packs
Slabs of chocolate: 2~3
Canned goods: 2~3 cans
Underwear: 2~3 pairs
Clothing: sweatpants, sweatshirts, sweater, fleece, etc.



* Pregelatinized rice (alpha rice): Dried rice that is useful as an emergency food as it is ready to serve after pouring only water.

...And another thing

In cases where chemical agents, biological agents, or nuclear substances are used as the means of attack, it may become necessary to reduce exposed parts of your body by wearing gloves, a hat, goggles, and rain coat, etc. and covering your mouth and nose with a mask, folded handkerchief or towel when evacuating. These things should also be permanently ready.

(2) Participation in drills etc.

The national and local government will implement drills for civil protection, such as those concerning evacuation and relief measures, based on the Civil Protection Law. We believe you can deepen your understanding of evacuation in situations of armed attacks or terrorism etc. by fully utilizing this pamphlet and taking part in drills. We hope that you will deepen your understanding of civil protection.

What is the Civil Protection Law?

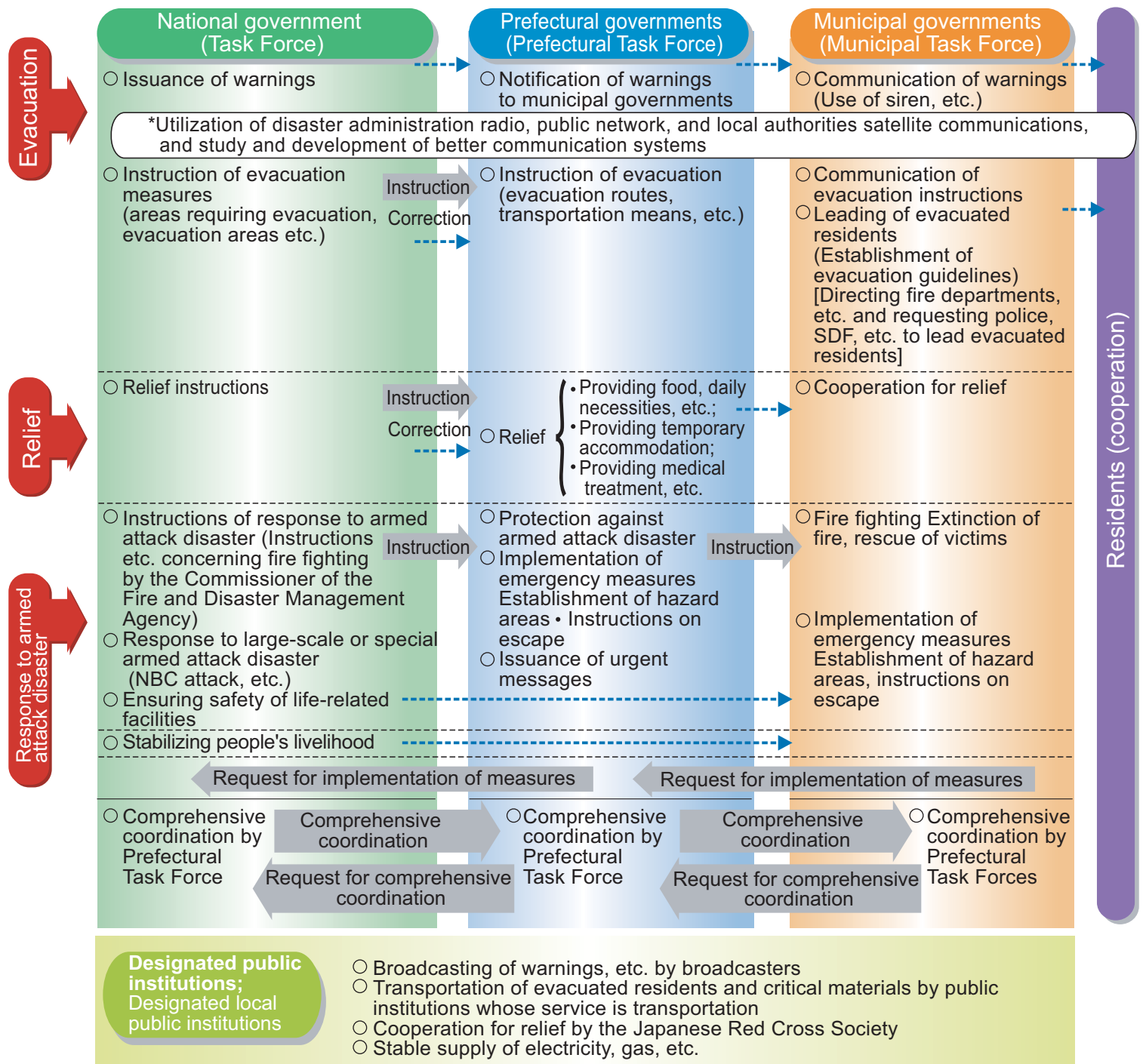
Regarding the security environment surrounding Japan, although the danger of a full-scale invasion has decreased more than 10 years after the end of the Cold War, Japan is facing urgent new threats to peace and security and diverse situations, including the proliferation of weapons of mass destruction and ballistic missiles, as well as international terrorist activities.

In consideration of these situations, the Civil Protection Law (the Law concerning the Measures for Protection of the People in Armed Attack Situations etc.) was implemented in September 2004 with the aim of protecting the lives, bodies, and property of the people from armed attack against Japan from the outside.

Under the Civil Protection Law, if the Government of Japan deems that it is urgently necessary to protect the lives, bodies, and property of the people from armed attack or terrorism etc, the Government will issue warnings and promptly notify the people that Japan is in a dangerous situation. Relevant institutions of the national, prefectural and municipal governments will make every possible effort to promptly implement measures, such as provision of civil protection information, leading of evacuated residents to safety, establishment of evacuation centers, distribution of relief supplies, relief activities, and medical services.

System to Protect the People in Armed Attack Situations etc.

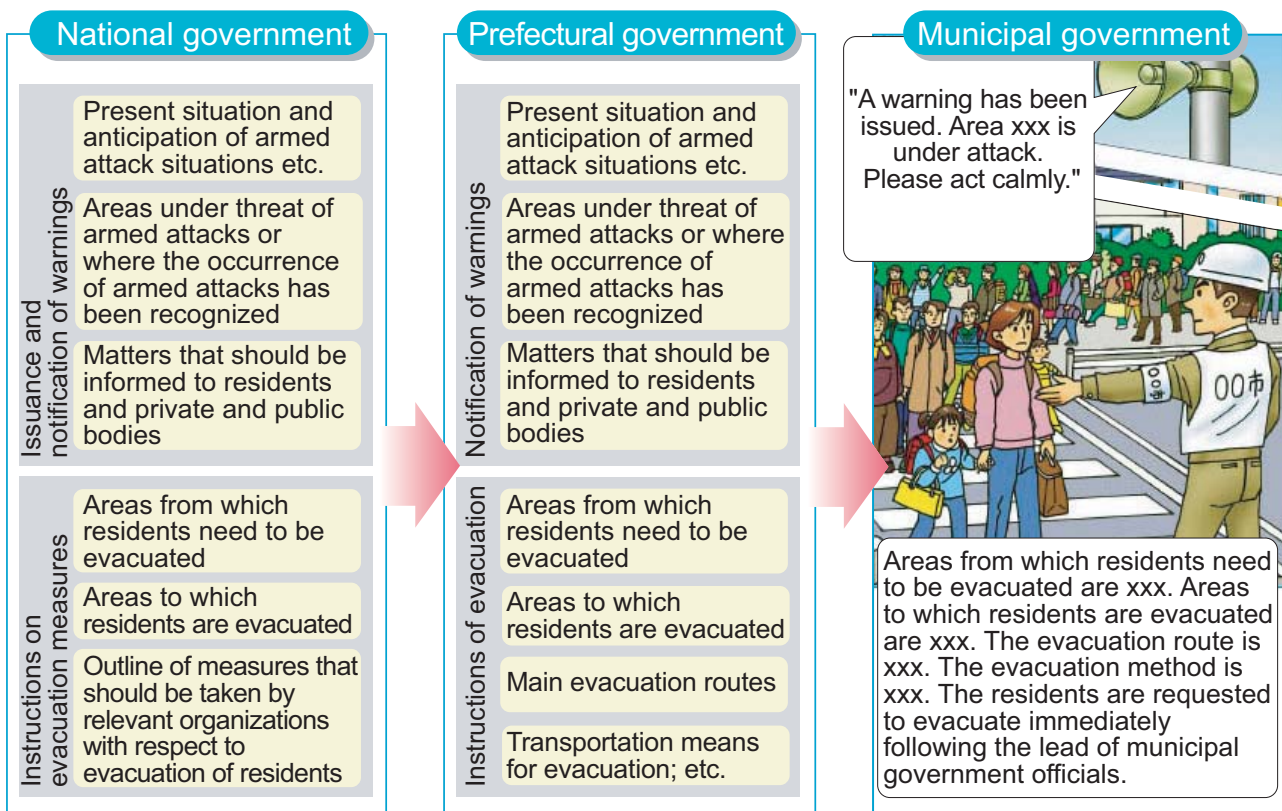
Civil protection measures can be roughly divided into three: evacuation, relief and response to an armed attack.



The national government, local governments, designated public institutions etc. shall cooperate with each other.

Evacuation System

- If the Government of Japan deems that it is urgently necessary to protect the lives, bodies, and property of the people from armed attacks, the Government will issue warnings and promptly notify prefectural governors. When it is necessary to evacuate residents, the Government will instruct prefectural governors to take evacuation measures.
- In response, prefectural governors will issue warnings and give evacuation instructions. These measures will be communicated to you through broadcasts and disaster administration radio.



Relief System

- Relief activities are carried out mainly by prefectural governors in cooperation with municipal governments and the Japanese Red Cross Society.

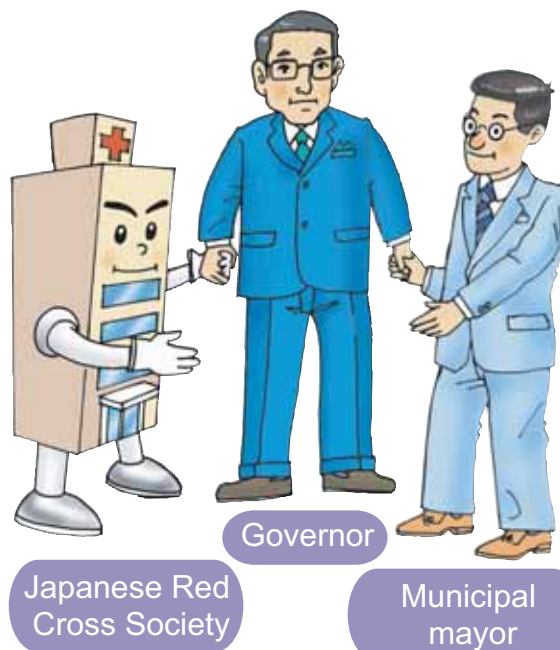
Provision of evacuation sites and medical treatment

Providing temporary accommodation, food and medical supplies to evacuated people



Collection and provision of safety information

Collecting and providing information on missing persons and those separated from their families.



Response to an Armed Attack

- In order to minimize the damage caused by armed attacks, the national and local governments deal with the situation in a united manner.

Ensuring the security of facilities, such as dams and power plants



Containing contamination of chemical substances etc.



Establishing hazard areas

Establishing hazard areas so that people will not enter dangerous places



Fire fighting

Fire fighting to extinguish fire and rescue victims



Roles of Designated Public Institutions

- Designated public institutions are institutions that implement civil protection measures in cooperation with the national and local governments. Among them are the Japanese Red Cross Society, the Japan Broadcasting Corporation (NHK), and other public institutions as well as incorporated entities engaging in provision of public utilities such as electric power, gas, transportation, and communication.
- Designated public institutions play roles related to their operations, such as broadcasting of warnings and transportation of evacuated residents.

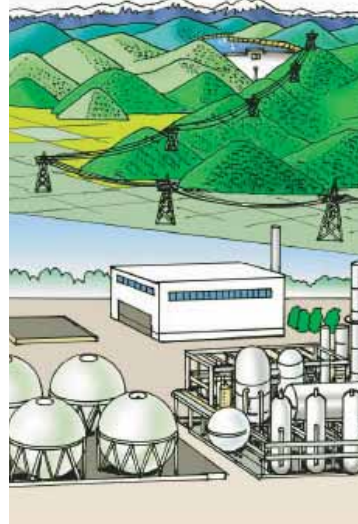
Designated public institutions whose service is broadcasting

Broadcasting warnings etc.



Designated public institutions whose service is electric power supply or gas supply

Providing electric power and gas in an appropriate manner



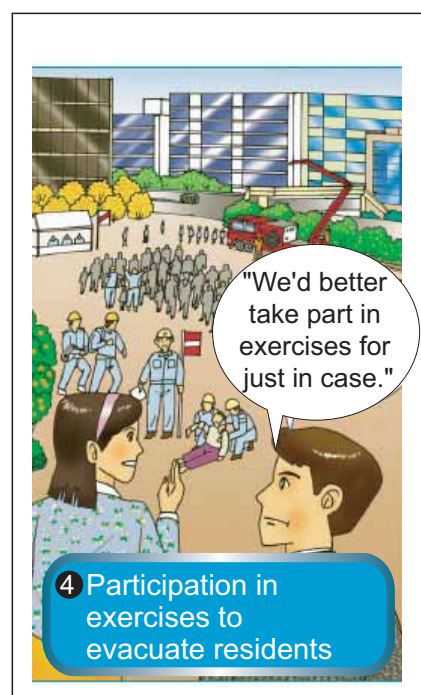
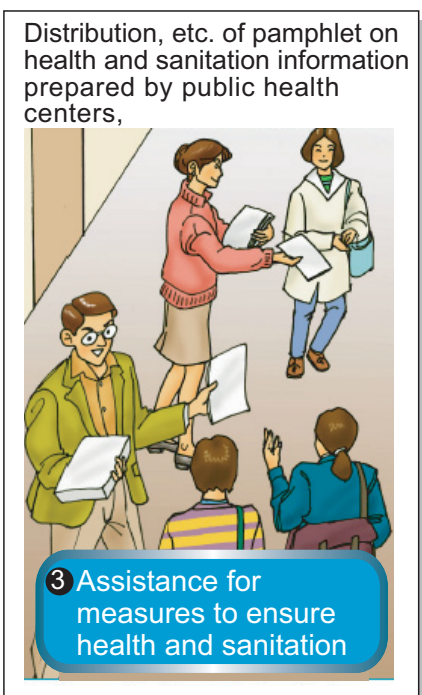
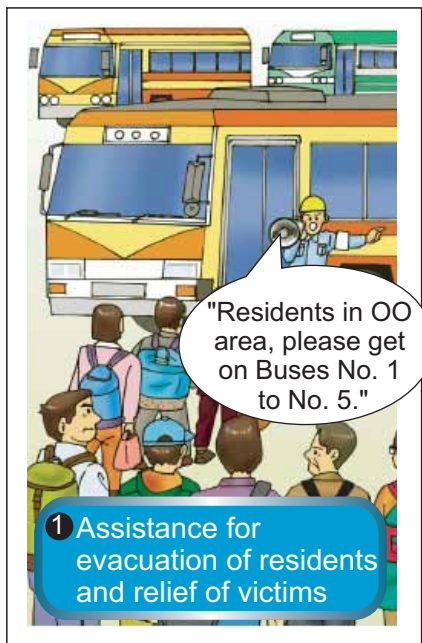
Designated public institutions whose service is transportation

Transportation of evacuated residents and critical material



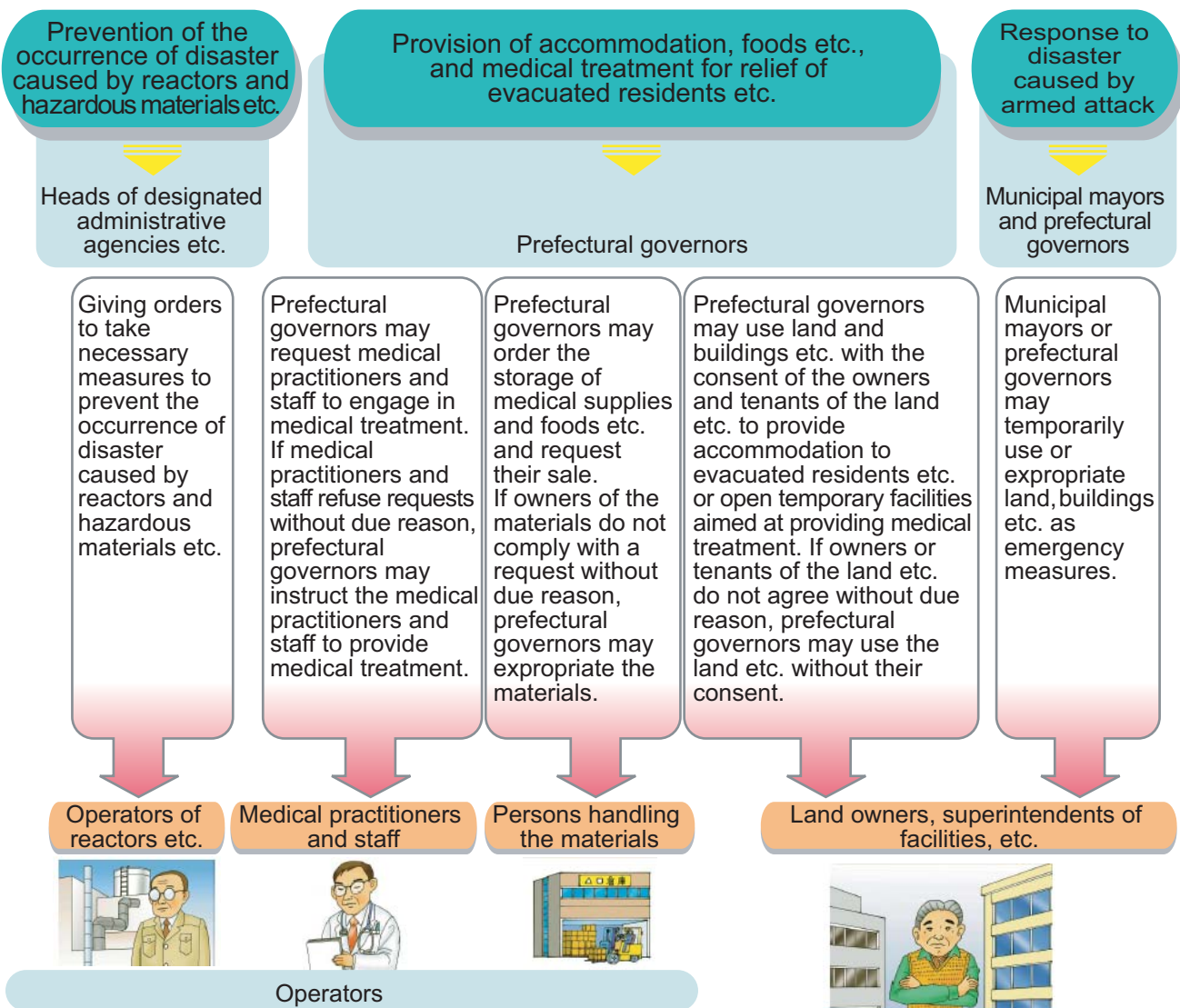
Cooperation of the People

- The Civil Protection Law stipulates 'The people shall, if requested, strive to provide necessary cooperation for implementation of civil protection measures' and 'the cooperation shall be based on people's voluntary will and shall not be compulsory.'
- The national and local governments, when requesting peoples' cooperation, must give due consideration to ensure the safety of the people offering the cooperation. If people who offer cooperation are killed or injured, governments will give compensation for the damage. The national and local governments will also provide necessary support for voluntary activities to facilitate civil protection measures performed by voluntary disaster management organizations and volunteers.



Measures Concerning Peoples' Rights and Duties

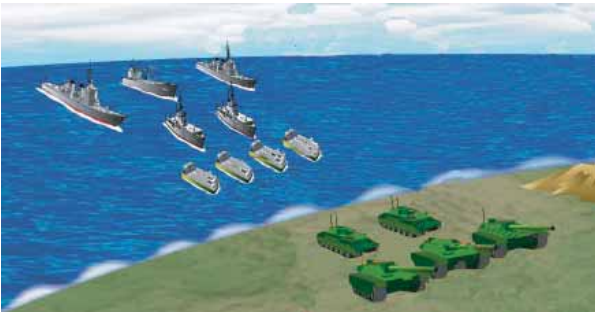
- The Civil Protection Law stipulates, 'When implementing civil protection measures, peoples' freedom and rights guaranteed by the Constitution shall be respected.' (Article 5 Paragraph 1) and 'if peoples' freedom and rights are to be restricted, the restriction shall be limited to the minimum extent necessary to implement the civil protection measures and executed by due process of law. It shall not be discriminatory and shall not violate freedom of thought and conscience and freedom of expression.' (Article 5 Paragraph 2). Based on this principle, measures related to peoples' rights and duties are restrictively prescribed.



Characteristics of Armed Attack Situations

It is impossible to completely define armed attack situations because they may differ due to the means, size, or patterns of the armed attacks. Under the Basic Guidelines for Protection of the People, the following four types of armed attack situations are assumed in order to clarify points to remember for taking measures to protect the people.

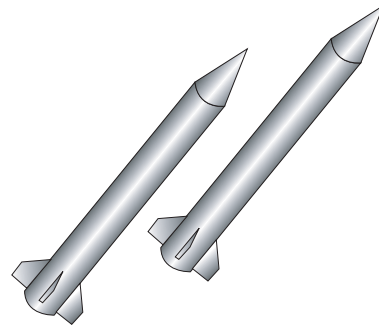
Landing Invasion



■ Characteristics

- In the case of landing by ship, coastal areas are likely to become the initial target of invasion.
- In the case of landing by aircraft, airports near coastal areas are likely to be targeted for attack.
- The areas where civil protection measures should be implemented are likely to be extensive and the duration of the measures is likely to be relatively long.

Ballistic Missile Attacks



■ Characteristics

- At the stage of missile launch, it is extremely difficult to specify the attack targets. Such missiles land in a short period of time.
- It is difficult to specify the kind of warheads (conventional warheads or NBC warheads) before they land. The damage inflicted differs widely depending on the kind of warhead.

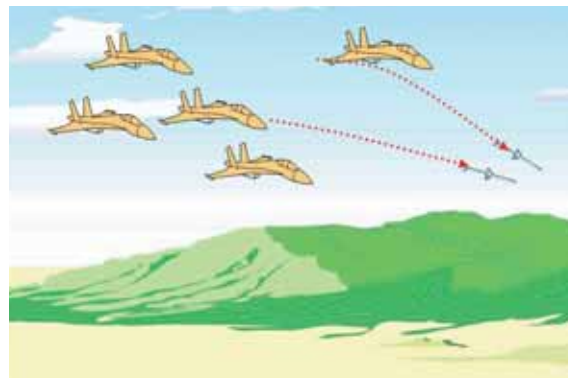
Attacks by Guerrilla/ Special Operation Forces



■ Characteristics

- May cause damage suddenly.
- The damage will generally be limited to a relatively narrow area. But, depending on the kind of facilities targeted (life-related facilities, such as a nuclear power establishment), it may cause heavy damage.
- NBC weapons and dirty bombs may possibly be used.

Aerial Intrusion



■ Characteristics

- Compared with the case of ballistic missile attacks, it is relatively easy to detect the signs of attack but difficult to specify the attack target in advance.
- Main facilities in cities and lifeline infrastructures may possibly become targets.

What Is the Emergency Response Situation?

It refers to a situation that requires the national government to take urgent measures for incidents in which many people are killed or injured by means similar to armed attack or situations in which people face a clear danger of such situations occurring.

Depending on the kinds of facilities targeted and means of attack, the following examples of situations can be suggested.

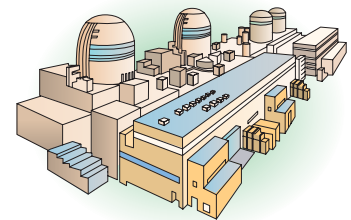
~ Classification by Type of Targeted Facility ~

Situations in which facilities having hazardous substances are attacked

(Examples)

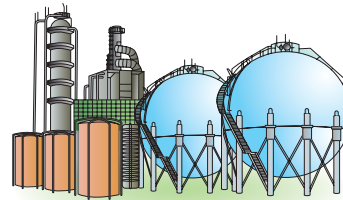
Destruction of nuclear power establishments etc.

If large amounts of radioactive substances are discharged, people living in the vicinity will be exposed to radiation and people who take in contaminated foods and drinks will also be exposed to radiation.



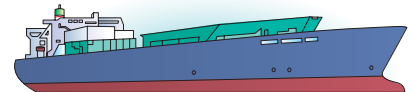
Bombing of petroleum refinery complex, combustible-gas storage facility etc.

Explosions or fire at these facilities causes damage to people, buildings and lifelines, disrupting socioeconomic activities.



Attack on ships etc. carrying hazardous materials

Proliferation of hazardous materials causes damage to people living in coastal areas and disrupts socioeconomic activities, such as closure of harbors and shipping routes, and contamination of marine resources.

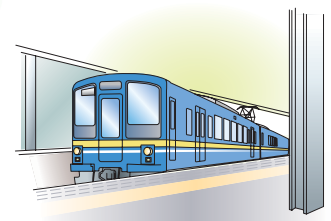
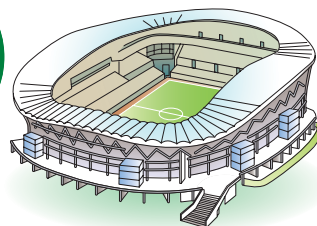


Situations in which facilities where many people gather and mass transportation systems are attacked

(Examples)

Bombing of facilities frequented by large numbers of people, railroad terminals etc.

Bombing causes human suffering. If such facilities collapse, it will cause heavy damage.



~ Classification by Means of Attack ~

Situations of attacks with substances etc.
capable of killing many people

(Examples)

A bomb designed to cause radioactive contamination by spreading radioactive substances (dirty bomb)

Damage caused by shrapnel, flying objects, heat, and flames. If normal cell functions are disrupted by radiation, it could cause cancer in later years.



Dispersal of large amounts of biological agents

Biological agents can be dispersed unnoticed by anyone. In cases where infected people move from one place to another during the incubation period of the biological agent and are later found to have been sprayed with the agent, the chances are that the damage has already spread to a wide area. If an attack is made with a biological agent that uses humans being as the medium, the damage caused by secondary infection is expected to spread to a wide area.

Dispersal of large amounts of chemical agents

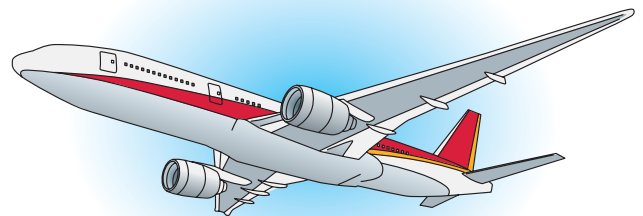
Chemical agents proliferate leeward by taking topography and weather condition into account. A nerve agent that is heavier than air, such as sarin, spreads as if hugging the ground.

Situations in which attacks are made by
using transportation means as a means of
destruction

(Examples)

Suicide terrorist attacks using aircraft

The occurrence of explosions and fires on aircraft causes damage to people, buildings and lifelines, disrupting socioeconomic activities.





Cabinet Secretariat
National Security Affairs and Crisis Management

Civil protection portal site : <http://www.kokuminhogo.go.jp/>

Published on July 1, 2006