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### **Section 3 : Collaboration with the relevant authorities**

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To appropriately deal with disaster caused by chemical terrorism, it is important to establish an organic collaboration with the relevant authorities.

The NBC collaboration model for local relevant authorities to deal with terrorism was summarized by NBC counter-terrorism conference managers meeting in November 22, 2001 after the relevant ministries and agencies discussed under presidency of the cabinet secretariat. This collaboration model is a summary of standard measures to be taken by the relevant authorities, which describes the framework and procedures for discussion, coordination, and communication with respect to the roles and collaboration between the relevant authorities in the chemical terrorism site. In this section, a supplementary explanation is made on the collaboration model.  
(Refer to the material 2-1-5)

#### **3 - 1 Purpose of considering the collaboration model**

This collaboration model was considered and drawn up based on a part of the initial measures to be taken in the event of chemical terrorism. It does not cover all of the initial measures for chemical terrorism, and should not be applied as it is for nuclear terrorism or bioterrorism.

To promote maintenance of the NBC counter-terrorism systems of prefectural governments, therefore, it is necessary to maintain the systems depending on the extent of disasters, situations, and characteristics expected in the respective prefectures.

The mutual collaboration system between the fire department and the police has been maintained based on Article 24 of Fire Fighting Organization Law. In addition, the mutual collaboration system between the fire department and the self-defense forces has been maintained based on Agreement on the mutual collaboration for large-scale disasters between the fire department and the self-defense forces (Fire fighting and rescue No. 3 and Self-defense transport No. 153 of January 17, 1996). In addition, after 9-11 simultaneous multiple terrorist attacks in the US, reinforcement in collaboration between local municipalities, fire departments, and relevant authorities has been requested. In that sense, as for municipalities which have already maintained and established their collaboration systems, this model does not mean those municipalities should change the systems already established but they should include additional items if any with reference to this model for further reinforcement of collaboration systems.

### **3 - 2 Maintenance of the communication/initial movement systems**

#### **(1) Report & Initial movement system (related to I, 2)**

When a disaster occurred apparently due to chemical terrorism or if there is a high possibility of chemical terrorism, rescue workers should share information required for mutual activities with the relevant authorities. The relevant authorities themselves should also immediately maintain the systems to deal with the disaster. In this respect, if chemical terrorism is suspected at the time of report on the disaster or judged from the situation of the site when rescue workers arrived in the site, the information should be given to the police, a health department or a sanitation bureau, local municipalities and prefectural governments, as well as to self-defense forces.

As a rule, the contact window to self-defense forces is a local fire department controlling the disaster area. Depending on the situation of local municipalities and fire departments, however, representative headquarters in the respective prefectures may be also established as designated by the prefectural fire fighting and disaster prevention management bureau, or, by "Mutual collaboration for large scale disasters between the fire department and the self-defense forces (Fire fighting and rescue No. 27 of February 7, 1996)".

#### **(2) Initial movement for dealing with the disaster in the site (related to I, 3 (1))**

The entry-prohibited area designated by the fire department, as described in I, 3, (1), is described as the warning area for fire fighting and rescue activities. This shall be designated based on Article 28 applied to Article 36 of the Fire Fighting Law, as well as based on Article 4 of Injury or Death Prevention Law against Sarin etc. (Law No. 78 in 1995, hereinafter referred to as "Sarin Law"). In addition, depending on the change of situations after the area was designated, the area should be widened or reduced as necessary under close contact with the police.

### **3 - 3 Models of collaboration for rescue/emergency transport/first-aid medical treatment**

#### **(1) Information gathering system under the leadership of the command room of the fire department (related to II, 1)**

In this model, the department in charge of command and communication of the fire department (hereinafter referred to as the "fire fighting command room") shall consider the 24-hour system of the fire fighting command room, contents of operations, and communication function, etc. The room is expected to have functions of gathering information, communication, and coordination with relevant authorities. This is done by providing appropriate information to the disaster site through communication systems, grasping the situation of the disaster site, assisting mutual communication between medical institutions and relevant authorities such as the police, discussion and providing information, etc.

In particular, only the fire fighting authorities may grasp all the situations of the victims and the medical institutions where the victims may be transported. Therefore, the relevant information should be gathered and sorted out in the fire fighting command room having the functions for communication with the relevant authorities. In this way, the room should support the disaster site command headquarters involved in the disaster.

It is assumed that a fire fighting command room may not have such functions depending on the situation of the fire department. In such a case, a flexible measure should be taken such as preparation of a mutual support system with another fire department of an adjacent area or a representative fire department of the prefecture. When taking this measure, the relevant authorities must be notified of it in advance.

**(2) Information provided from medical institutions where victims are hospitalized (related to II, 1, (2))**

In consideration of the situations of the fire fighting command room and the medical institutions at the time of disasters, it is determined that medical information from the medical institutions where victims are hospitalized shall be sent by fax. Therefore, fax numbers must be notified to the medical institutions in advance.

**(3) Collaboration with Japan Poison Information Center (related to II, 1, (2) & (3))**

It is presumed that it takes a long time to identify the chemical substance used for chemical terrorism. Regardless of identification of the chemical substance, fire fighting and rescue activities shall be maintained. Under such circumstances, it is very effective for determination of activity policies to obtain information on the substances suspected and treatment method supposed by various authorities based on the situation of the victims, etc.

For that purpose, information on the substances suspected based on the victim's symptoms should be provided from the medical institution where victims are hospitalized, and other reference information should be provided under collaboration with the Japan Poison Information Center.

**(4) Information to medical institutions**

The fire fighting command room should provide information to the other medical institutions where other victims are hospitalized, which should include the progress of the all victims injured in the same disaster site. The information provided from the Japan Poison Information Center should be also handled in the same way.

### **3 - 4 Collaboration model for identification of the substance causing the disaster**

#### **(1) Identification of the substance (related to III, 1):**

- A. In the disaster site, rescue workers should make use of the equipment they have and cooperate with the police in order to detect the substance as much as possible.
- B. The substance samples causing the disaster are required for identification of the substance as well as for criminal investigation by the police. If the fire fighting and rescue troop must conduct the decontamination, they should consult with the police in advance. If the fire fighting and rescue troop arrived in the disaster site earlier than the police, they should take measures to prevent proliferation of the substance, prevent damage expansion, and secure the substance samples.
- C. As a rule, identification of the substance should be done by analyzing authorities of the prefectural police headquarters. However, a fire department holding a research laboratory may conduct identification work.
- D. In either case, when conducting identification work, physical protective measures must be taken using a chemical protective suit, an air respiratory system, etc.

#### **(2) Information exchange for identification of the substance causing the disaster**

- A. Information gathered by the fire fighting and rescue troop, the result of detection by the troop, and the result of observation of the victims are useful for early identification of the substance and treatment of the victims. In this respect, the troop should provide such information to the police and the medical institutions where the victims are hospitalized. In addition, if the victims in an ambulance car provide any useful information, the rescue workers should immediately send such information to the disaster site command headquarters or the fire fighting command room.
- B. When the analysis result is reported from the police, such information should be immediately transferred to the medical institutions where the victims are hospitalized.
- C. If there are no staff members from a health department or relevant authorities such as municipalities in the disaster site, rescue workers should provide information to those authorities via the fire fighting command room.

#### **(3) Supplementary activities related to identification/analysis of the substance causing the disaster (related to III, 3)**

- A. If useful information, such as the name of a substance suspected from a medical institutions where the victims are hospitalized, it should be transferred to the other medical institutions. In the case where an information sharing system is established between the local medical institutions, the information will be transferred according to such a system.

- B. If a specialist network supporting an organization for identification/analysis of the chemical substance is established between the relevant authorities including municipalities and medical institutions, effective use of such system should be considered.

### **3 - 5 Collaboration model for decontamination**

- (1) If a victim that was to be transported by an ambulance car was exposed or may have been exposed to a chemical substance, decontamination (primary decontamination) should be performed for the victim as much as possible under cooperation with the police etc. in order to prevent a secondary contamination to rescue workers or other patients in the ambulance car (related to IV, 1, (1)).
- (2) When a manager or a head of a fire department makes a request via a prefectural fire fighting and disaster prevention management department (or the prefectural department itself makes a request) for dispatch of self-defense forces etc., they should not miss the chance for request in consideration of the time required for dispatching self-defense forces. When self-defense forces arrived in the disaster site, the party who requested the dispatch should be mainly involved in discussion and coordination for activities (related to IV, 1, (1)).
- (3) As a rule, decontamination of rescue workers and the equipment engaged in activities should be performed by rescue workers themselves. If decontamination work cannot be performed due to equipment problems, other measures should be considered such as seeking cooperation from other relevant authorities.
- (4) Take full notice of Article 4 of the Sarin Law which institutes necessary measures for collection and disposal of harmful substances including sarin and prevention of damages to be performed by the police officers, Maritime Safety Agency workers, and rescue workers (hereinafter referred to as "police officers etc.") as well as mutual close collaboration between the police officers etc.

### **3 - 6 Collaboration model in the event of a case on the sea**

- (1) A fire department receiving information from the Maritime Safety Agency should transfer such information to harbor facilities where the affected vessel is scheduled to arrive at. If a seaport or an airport scheduled to take over victims is located in an area different from the area of the fire department, they should transfer such information to another fire department (related to V, 1, (1)).
- (2) When taking victims from the Maritime Safety Agency, the fire department should hear the situation of victims, and know what procedures were performed by the Maritime Safety Agency, and transfer such information to medical institutions

where the victims are transported to (related to V, 3, (2)).

- (3) A vessel affected by chemical terrorism has berthed or it is scheduled to berth, establish a system in the same way as dealing with a case occurred on land, and collaborate with the Maritime Safety Agency (related to V, 2).

### **3 - 7 Establishment of an assistance system for larger areas**

To deal with a disaster caused by chemical terrorism, it is expected that the local fire department may not have enough capacity for fire fighting and rescue activities. Therefore, it is also necessary to consider establishment of an assistance system between other fire departments.

### **3 - 8 Points of concern for maintenance of NBC counter-terrorism systems in prefectures**

#### **(1) Information sharing and mutual understanding with relevant authorities**

This model describes collaboration and information sharing between fire fighting authorities and the other relevant authorities, but the other relevant authorities have their own activity plans under the respective purposes and systems. In this sense, information required by the respective authorities differs from one another. Therefore, when seeking information from other authorities, the concrete contents of information required should be clearly indicated. On the other hand, when providing information to other authorities, it is necessary to check the contents of the information required.

In addition, to conduct organic collaboration activities, it is necessary to mutually understand in advance the equipment and activity systems of other authorities. For that purpose, it is important to deeply understand with each other the equipment possessed by the respective authorities, the activity systems, the limitation in activities, etc.

#### **(2) Practice of exercises on paper**

Rescue workers should verify the maintained systems through occasions of exercises on paper etc. as well as understand activities of other authorities, information required by them, etc.

#### **(3) Immediate reporting according to the guidelines**

Disasters caused by terrorism and requiring emergency relief services should be immediately reported to the Fire Defense Agency according to the "Fire/disaster immediate reporting guidelines" (Fire fighting and disaster prevention No. 267 of

October 15, 1984. Hereinafter referred to as "Report guidelines"). In addition, if any information on warning etc. is notified to prefectural governments, local municipalities or fire fighting authorities, such information should be immediately transferred according to the "dealing with a terror case occurred in Japan after 9-11 simultaneous multiple terrorist attacks in US (Fire fighting and disaster prevention No. 152, Fire fighting and rescue No. 273, Fire fighting special No. 144 of September 26, 2001)".

Immediate reporting is essential for the Fire Defense Agency and prefectural governments to promptly establish a system against disasters. The Fire Defense Agency itself must contact the ministries and agencies concerned based on such immediate reporting. Therefore, in the event of chemical terrorism, immediate reporting must be performed.