## **Know-How List**

This is an unofficial English translation of the Japanese leaflet which is to compile what the Ministry of Land, Infrastructure, Transport and Tourism (MLIT) has done for response and recovery after the Great East Japan Earthquake and Tsunami. It is disclosed in the MLIT website, since it might be useful for the responsible ministry in other countries to well organize the activities for response and recovery after mega-disasters.

#### 1. Building an emergency and disaster response system

Establishment of a headquarter of	• A headquarter for TEC-FORCE was established in the	1
TEC-FORCE	Tohoku RDB for quick deployment of TEC-FORCE	
(Tohoku Regional Development	members and emergency equipment brought in from	
Bureau (RDB), Secretariat of	around Japan. The TEC-FORCE headquarters was	
MLIT's Urgent Disaster	headed by Tohoku RDB's Director General of Planning	
Countermeasure Headquarter <sup>2</sup> )	Department and comprised of officials from the nine RDBs	
	nationwide that which sent TEC-FORCE members. The	
	TEC-FORCE headquarters facilitated precise support to	
	local governments by making it possible to quickly	
	ascertain the varied assistance needs of afflicted	
	municipalities, coordinating TEC-FORCE dispatch with	
	municipalities, and sharing pertinent information with the	
	MLIT's Urgent Disaster Countermeasure Headquarter.	
New onsite approaches tried by	• The Kanto RDB dispatched full-time personnel to onsite	2
TEC-FORCE	locations to actively collect local information. As a result,	
(Kanto RDB, Kinki RDB)	the latest information was continually provided to the	
	emergency response HQ and used in emergency response	
	HQ operation.	

#### Utilizing TEC-FORCE<sup>1</sup>

<sup>1</sup> TEC-FORCE:

#### $^2\,$ MLIT's Urgent Disaster Countermeasure Headquarter:

TEC-FORCE is established through assigning MLIT's officials as the member of TEC-FORCE. Once a large-scale natural disaster occurs, the members of TEC-FORCE are mobilized to review and assess the status of damage, the support the municipalities in afflicted areas, and to promptly carry out technical support aiming at early recovery of afflicted areas.

If a notably unusual and large-scale extraordinary disaster occurrs, MLIT shall exercise the authority to establish, within the MLIT, the Headquarters for Emergency Disaster Control, when its establishment shall be regarded as particularly necessary so as to implement emergency disaster control measures against such a disaster.

	• Self-contained support was achieved by having	
	TEC-FORCE teams carry many supplies and materials.	
	• Mobility was secured by providing cars (with drivers) to	
	each dispatched TEC-FORCE team.	
	• Assigning support personnel (logistics teams) to local	
	<b>TEC-FORCE</b> teams facilitated flexible responses to	
	changing situations by the hour.	
Inhancement of support for	• The Kinki RDB prepared a list of available replacement	3
EC-FORCE	personnel in advance, which contributed to smooth	
Kinki RDB, Kyusyu RDB)	arrangement of personnel over the long term.	
	• Daily meetings were held at support response	
	headquarters set up at dispatch locations. The meetings'	
	proceedings were streamed via a TV conference system to	
	all offices. Local team leaders and members also	
	participated in meetings via teleconferencing or mobile	
	telephones. They were effective in quickly ascertaining	
	members' health status and local conditions/needs and	
	smoothly executing support activities.	
pplication of TEC-FORCE	• Smooth dispatches and activities were made possible by	4
ctivity plans and activity bases	surveying staging areas and activity bases and preparing	
Tohoku RDB)	activity plans for the large numbers of TEC-FORCE	
	members and emergency equipment to be brought in from	
	around Japan.	
PEC-FORCE Kinki RDB, Kyusyu RDB) application of TEC-FORCE ctivity plans and activity bases	<ul> <li>The Kinki RDB prepared a list of available replacement personnel in advance, which contributed to smooth arrangement of personnel over the long term.</li> <li>Daily meetings were held at support response headquarters set up at dispatch locations. The meetings' proceedings were streamed via a TV conference system to all offices. Local team leaders and members also participated in meetings via teleconferencing or mobile telephones. They were effective in quickly ascertaining members' health status and local conditions/needs and smoothly executing support activities.</li> <li>Smooth dispatches and activities were made possible by surveying staging areas and activity bases and preparing activity plans for the large numbers of TEC-FORCE members and emergency equipment to be brought in from</li> </ul>	

### Establishing a concentrated response system in collaboration with other organizations

Collaboration between the US	• Immediately after the disaster, the Civil Aviation Bureau 5
military and the Self-Defense	received an offer from the US military, made through the
Force (SDF) at Sendai Airport	Ministry of Defense, involving support for the removal of
(Civil Aviation Bureau)	wreckage from Sendai Airport and then subsequent use of
	rescue aircraft (later called "Operation Tomodachi"). The
	Civil Aviation Bureau and Ministry of Defense
	immediately set about forming a consensus concerning this
	offer and established a place for coordination and
	discussion among the US military, SDF, and airport
	personnel within a local airport office. This facilitated
	smooth coordination with the US military and SDF and
	the early transport of many relief supplies using Sendai

Collaboration with the SDF in road clearing work (Road Bureau)	<ul> <li>Airport. It also led to the smooth clearing of wreckage in the airport, which brought the early restoration of civilian aircraft service. *A total of 87 US military aircraft transported emergency supplies to Sendai Airport between March 18 and April 3.</li> <li>As part of work to temporarily restore bridges that had been washed away by the tsunami, the SDF constructed a temporary bridge for the collapsed Mizushiri Bridge on National Route 45 (Minamisanriku Town, Miyagi Prefecture) that allowed passage of this point at an the</li> </ul>	6
Emergency drainage by establishing a drainage project team (Water and Disaster Management Bureau)	<ul> <li>early stage of response.</li> <li>As large-scale inundation caused by the tsunami hampered search activities and facility reconstruction, the Water and Disaster Management Bureau established a project team to conduct emergency drainage work where required, regardless of jurisdiction.</li> <li>By coordinating with MLIT's project team (established by the Water and Disaster Bureau) and local project team (established by the River Department of Tohoku RDB), drainage pump vehicles were mobilized from several RDBs throughout Japan (a total of 96 vehicles operated during the peak) and executed emergency drainage work in an agile and focused manner. This effort helped resolve the inundation problem.</li> </ul>	7
Emergency drainage work in response to local circumstances (Tohoku RDB)	<ul> <li>The Tohoku RDB held discussions with concerned organizations, prepared effective drainage plans based on local circumstances, and executed emergency drainage work to support regional restoration and searches for missing people in districts that suffered widespread flooding due to tsunami-destroyed river levees.</li> <li>It concentrated drainage pump vehicles at Sendai Airport, which had been flooded by the tsunami, and lowered the flood depth there by conducting emergency drainage work, thereby contributing to the airport's early restoration.</li> <li>The bureau secured vessels capable of delivering relief</li> </ul>	8
emergency transport (Maritime Bureau)	supplies to afflicted regions in response to requests from a "Tohoku-Pacific Ocean Earthquake disaster management	

headquarters" that was established within Japan
Federation of Coastal Shipping Associations (March 11,
2011).
(10 roll on/roll off ships, 4-5 container ships, 3 gravel
carriers)

#### Safety management of government buildings and personnel

Dispatch of personnel to	• Confirming the safety of buildings is important from the	10
investigate the damage of afflicted	standpoint of protecting human life and business	
buildings	continuity, and should be executed as soon as possible.	
(Government Buildings	Department staff with knowledge of building technologies	
Department, Minister's	provided technical advice to facility managers.	
Secretariat)		
Notifications of points to note	• The department issued the following notifications:	11
when using government buildings	$\cdot $ Points to note regarding the equipment of	
to various ministries and agencies	disaster-damaged buildings	
and provision of technical	Regarding thorough execution of energy-conservation	
assistance	measures at government buildings confronted with	
(Government Buildings	planned power outages	
Department, Minister's	• Points for facility managers to note before and after	
Secretariat)	planned power outages	
	$\cdot$ Regarding implementation of emergency inspections of	
	buildings with seismically isolated structures	
	$\cdot$ Points to note when using disaster-damaged facilities	

### Building an efficient system for helicopter operations

Pre-disaster identification of	Pre-disaster identification of jurisdictional heliports and	12
heliports	takeoff/landing facilities that are outside of emergency	
(Secretariat of MLIT's Urgent	sites facilitated quick decision-making regarding flight	
Disaster Countermeasure	routes in damage surveys and onsite observations	
Headquarter)	conducted by MLIT disaster-response helicopters, which in	
	turn led to early ascertainment of damage conditions.	
Helicopter operations (division of	• Conducting a wide-area survey immediately after the	13
survey areas)	disaster by dividing up the survey area among several	
(Secretariat of MLIT's Urgent	MLIT disaster-response helicopters made it possible to	
Disaster Countermeasure	quickly ascertain coastal flooding, inland landslides, and	
Headquarter)	the conditions of road and rivers when field surveys could	

	not due to damaged transport infrastructure.	
Response at initial operation of	• As the tsunami warning (major tsunami) was being	14
disaster-response helicopters	announced, helicopter crews began making survey flights	
(Tohoku RDB)	(i.e., took off) without waiting for the arrival of bureau	
	personnel. This made it possible to protect the	
	helicopters from the tsunami and survey subsequent	
	damage.	
	An additional factor was that flight instructions were able	
	to be issued immediately via the hotline even though	
	normal telecommunications were paralyzed.	

### Securing means of communication

Securing means of communication		
Establishment of an intranet site	• To facilitate information-sharing, the Tohoku RDB	15
for information-sharing within the	established a site for sharing information on the Great	
Regional Development Bureau	East Japan Earthquake within the bureau's intranet.	
(Tohoku RDB)	Site contents are:	
	press announcements, related site links, list of dispatched	
	liaison personnel, helicopter flight plans, weather	
	information, public transport/infrastructure information,	
	related materials, news items, welfare-related items	
	(information on available systems, information on open	
	eating and drinking establishments and bathing facilities),	
	etc.	
Consolidation of responses to	• The Japan Meteorological Agency consolidated its	16
inquiries from the public	responses to inquiries from the public with specially	
(Japan Meteorological Agency)	installed telephones in the Seismological and	
	Volcanological Department. Personnel in the department	
	handled calls in shifts. Materials and anticipated	
	questions for handling calls were shared among personnel.	
	• Although the great number of calls placed a significant	
	burden on the personnel, this step was effective in	
	preventing the delay in duty that would have occurred if	
	calls were handled haphazardly by various offices and	
	persons in charge, unifying explanations given to the	
	inquiries from the public, and grasping the content of the	
	calls.	
Communication with bicycles and	Quick information-gathering and communication were	17

dedicated telephones	successfully achieved through the following actions.
(Railway Bureau)	$\cdot$ On the day of the disaster, March 11, railway operators
	were overburdened with inspections and restoration
	work, and thus could not fully communicate with the
	bureau. The bureau therefore dispatched personnel
	to major railway operators and put them in charge of
	communication.
	$\cdot$ Railway Bureau personnel were dispatched to the
	Prime Minister's Office immediately after the disaster.
	$\cdot$ Telephone service was still extremely poor even in the
	Tokyo metropolitan area for several days following the
	disaster. Because of this, it became relatively easier
	to communicate with areas outside the afflicted regions
	by using dedicated telephone lines. The surest way of
	communicating with railway operators outside the
	afflicted regions was <mark>e-mail</mark> .

## 2. Provision of disaster-management information

#### Consolidating and supplying disaster information

Active supply of information to	• While acting based on meetings of MLIT's emergency	18
news organizations (the "mass	response headquarters, the division worked to collaborate	
media")	with disaster public relations officers in bureaus and	
(Public Relations Division,	departments while also actively supplying information by	
Minister's Secretariat)	holding briefings for/distributing materials to news	
	organizations. (No. of emergency response HQ meetings:	
	48; No. of briefings: 60; No. of materials distributed: 651	
	[as of the end of June])	
Preparation and presentation of a	• Progress in restoration of major roads, railways, airports,	19
transport restoration status chart	and ports was summarized into a single chart and made	
(Road Bureau, Railway Bureau,	available to the public.	
Ports and Harbours Bureau, Civil	• The chart was posted on the MLIT website and presented	
Aviation Bureau, Geospatial	by the mass media, which resulted in its being used in	
Information Authority of Japan,	efficient lifesaving, relief supplies transport, and other	
Secretariat of MLIT's Urgent	activities. Moreover, the restoration status chart was	
Disaster Countermeasure	prepared in a magnified A1-size panel that was distributed	
Headquarter)	to minister's offices and the Prime Minister's Office, where	
	it proved highly useful in explanations to visitors.	

Supplying specialized mior matio		<b>-</b>
Preparation and presentation of a	• The department compiled information on damage to	20
sewerage damage and restoration	sewage treatment plants and their restoration status into	
status chart	a single chart. It further noted the status of sewer	
(Sewerage and Wastewater	surveys as well as pertinent responses and support	
Management Department, Water	initiatives on the chart, and posted the chart on its	
and Disaster Management	website.	
Bureau)	• Precise information supply was achieved by concisely	
	showing sewerage damage conditions, restoration status,	
	and initiatives in a single chart.	
Supplying geospatial information	• Following the Great East Japan Earthquake, the	21
by a geographical information	Geospatial Information Authority of Japan (GSI) received	
support team	an unprecedented number of requests for geospatial	
(Geospatial Information Authority	information from concerned government bodies and other	
of Japan)	organizations. In response, GSI centralized its	
	information-supply activities by specially establishing a	
	geographical information support team in its emergency	
	response headquarters and assigning required staff	
	members to it. This allowed GSI to provide geospatial	
	information in an appropriate, efficient, and easily	
	comprehensible manner. It supported the disaster	
	response activities of various organizations by providing	
	information in 1,270 instances (up to June 17).	
Announcement of secondary	• The status of ground subsidence resulting from the	22
disaster risk evaluations made	earthquake was announced for the Sendai Plain, Miyagi	
based on airborne laser surveys,	Prefecture coast, and Iwate Prefecture coast based on	
etc.	airborne laser surveys that surveyed topography from	
(Water and Disaster Management	aircraft, and then secondary disaster risk evaluations were	
Bureau, Geospatial Information	conducted and made public.	
Authority of Japan)		
Supply of information on bus	• The bureau asked the Nihon Bus Association to quickly	23
operations	resume operation in order to provide substitute transport	
(Road Transport Bureau)	for the Tohoku Shinkansen.	
	• It prepared and presented a table summarizing	
	information on the restart and new establishment of	
	express bus services to and from the Tohoku region. It	

### Supplying specialized information in a fine-tuned manner

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### Utilizing websites

Supply of information through the	• By establishing a "Great East Japan Earthquake	25
MLIT website and MLIT mobile	information site" on the top page of the MLIT website and	
website	consolidating disaster-related information that included	
(Public Relations Division,	the following, afflicted local governments, disaster victims,	
Minister's Secretariat)	and ordinary citizens were able to get information easily.	
	$\cdot$ Details on MLIT's response to issues concerning	
	transport, housing, etc.	
	$\cdot $ Information for people affected by the disaster and	
	afflicted regions, etc.	
	• The division has set up a MLIT website for mobile phones	
	that primarily supplies information needed by afflicted	
	regions and disaster victims. (For mobile phones, the	

	"i-mode" system operated by NTT was used to show	
	disaster-related information.)	
Supply of disaster-management	The Japan Meteorological Agency (JMA) established a	26
information to afflicted regions via	Great East Japan Earthquake-related portal site on its	20
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the Japan Meteorological	website and used it to provide relevant information (e.g.,	
Agency's website	weather in afflicted regions, information on earthquakes	
(Japan Meteorological Agency)	and tsunami, etc.) to persons in charge of restoration and	
	reconstruction and disaster victims. (The portal site was	
	used in communications to local residents [evacuation	
	advisories from local governments, etc.], flooding	
	countermeasures and temporary evacuations by residents	
	of inundated areas, restoration and reconstruction work by	
	local governments, etc.)	
	• JMA called attention to the possibility of	
	earthquake-caused ground subsidence and accompanying	
	flooding by announcing tide level information timed with	
	spring tide periods and issuing press releases.	
	• It prepared a "tide level calendar" that compiles into a	
	single list the hourly astronomical tide levels of major	
	ports for each month and posted it on its website.	
Centralized announcement of road	• Centralized information on road restrictions for national	27
restrictions and damage	roads, local roads, etc., was made public on the website of	
information on the website of	Geospatial Information Authority of Japan.	
Geospatial Information Authority		
of Japan		
(Road Bureau, Geospatial		
Information Authority of Japan)		
Various new approaches taken on	• In order to prevent mismatches in resupply efforts, the	28
the Regional Development Bureau	bureau set up a temporary bulletin board on its website to	
website	provide information on resupply needs in the many	
(Tohoku RDB)	municipalities that required accurate and quick	
	information but had lost means of communication. This	
	bulletin board remained in use until communications could	
	be fully restored. The bulletin board was also used as a	
	means for providing information on current conditions in	
	afflicted municipalities.	
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	• A portion of the bureau's information on the Great East	

Japan Earthquake was posted in an English version of the	
website to strengthen communication with foreigners	
entering afflicted regions and people aboard.	
• The number of inquiries was reduced by attaching detailed	
maps showing the locations of evacuation centers and	
detours when announcing continually updated information	
on road restoration work.	
	<ul> <li>website to strengthen communication with foreigners entering afflicted regions and people aboard.</li> <li>The number of inquiries was reduced by attaching detailed maps showing the locations of evacuation centers and detours when announcing continually updated information</li> </ul>

Communication of	• The Japan Meteorological Agency provided information to	29
disaster-management information	community FM radio stations to communicate weather	
via community FM radio stations	warnings, tsunami warnings, and other information to	
(Japan Meteorological Agency)	residents of municipalities with damaged	
	disaster-management radio systems and broadcasting	
	facilities.	
	• This made it possible to continue providing	
	disaster-management information to regions that lost their	
	disaster-management radio systems or with unrepaired	
	communications infrastructure.	
Communication via MLIT's e-mail	• The division established an item concerning "response to	30
newsletter	the Great East Japan Earthquake" in MLIT's e-mail	
(Public Relations Division,	newsletter. For roughly two months following the	
Minister's Secretariat)	disaster, this item presented in compact form the latest on	
	MLIT's disaster responses and initiatives.	
Communication through	• The division posted information on MLIT's responses on	31
collaboration with the Cabinet	the "Prime Minister's Office's disaster response page."	
Public Relations Office (Public	• It provided and posted information in <i>Hisaichi Chokko</i>	
Relations Office, Government of	Kabe-Shimbun (wall newspaper sent directly to afflicted	
Japan)	regions), Seikatsu Shien Handbook (livelihood support	
(Public Relations Division,	handbook), and other publications of the Cabinet Public	
Minister's Secretariat)	Relations Office.	
	• It provided and posted information in "half-page	
	advertisements in local Tohoku newspapers" that were put	
	together by the Cabinet Public Relations Office.	
	• It provided information to <i>Shinsai Joho: Kantei-hatsu</i>	
	(disaster information: from the Prime Minister's Office), an	
	FM radio program by Chief Cabinet Secretary Edano.	

#### Utilizing various media

•	It provided information to the Prime Minister's Office's	
	disaster information Twitter feed managed by the Cabinet	
	Public Relations Office.	

#### 3. Measures to combat harmful rumors

#### Communicating accurate information to the world

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Supply of information through the	• The division is reinforcing its system for diffusing	32
MLIT website (English)	information abroad with its English-language website.	
(Public Relations Division,	$\cdot~$ The site "2011 Tohoku district - off the Pacific Ocean	
Minister's Secretariat)	Earthquake" comprehensively described MLIT's	
	response and provided disaster and disaster-related	
	information (including the nuclear power plant	
	accident).	
	$\cdot$ The site "Japanese Air Transport after the 2011 Tohoku	
	- Pacific Ocean Earthquake" provided accurate	
	information on Japan's aviation to encourage people to	
	fly in Japan with peace of mind.	
	The site "Information on Radioactivity Level	
	(Metropolitan Airports and Ports)" described radiation	
	measurements at ports and harbors in the Tokyo	
	metropolitan area.	
Communication of information to	• From the day of the disaster, the Japan Tourism Agency	33
foreign visitors to Japan	posted disaster-related information on the website of the	
(Japan Tourism Agency)	Japan National Tourism Organization (JNTO) for precise	
	communication of information to foreign visitors to Japan.	
	Wherever possible, it provided easy-to-understand	
	information presented from the user's standpoint.	
	• In particular, "Japan Now on Video" was generally well	
	received by foreigners as a source of highly objective	
	information.	
Communication of accurate	• The Japan Meteorological Agency presented information	34
information to foreigners	on the earthquake and tsunami in real time, regular	
(Japan Meteorological Agency)	updates of weather information for the afflicted areas	
	(including the vicinity of the nuclear power plants) several	
	times a day, and important disaster-management points	
	for local areas and prospect of aftershock activity as	
	necessary in English on its website.	

	• This information was highly regarded for its contribution	
	to the activities of international organizations, such as the	
	International Atomic Energy Agency and the World	
	Meteorological Organization, as well as overseas news	
	media.	
Issuance of written confirmations	• The Maritime Bureau in partnership with the Nippon	35
of radiation measurements to	Kaiji Kyokai issue certificates confirming that proper	
Japanese-built ships by the	measurement methods were used in reports on radiation	
Maritime Bureau and Nippon	measurement results that were prepared by shipbuilding	
Kaiji Kyokai	businesses for new ships and marine equipment made in	
(Maritime Bureau)	Japan. This action was taken in response to requests	
	from shipbuilding and ship machinery companies for such	
	certification given concerns expressed by foreign	
	shipowners about residual radioactive material on	
	Japanese-built ships.	
Announcement of air and	• The bureau compiled air and seawater radiation	36
seawater radiation measurements	measurements within Tokyo bay and ports of the afflicted	
in ports and harbors on MLIT's	regions into charts that were presented each day on the	
website	MLIT website. (For the first two months, these charts	
(Ports and Harbours Bureau)	were updated twice daily. They are currently updated	
	once daily.) Additionally, air and seawater radiation	
	measurements for areas near ports and harbors that are	
	under the jurisdiction of each Regional Development	
	Bureau were gathered at each bureau and announced on	
	its website.	
	By notifying port managers and concerned organizations	
	(CIQ, etc.) in other countries of these responses through	
	diplomatic channels, the bureau demonstrated the safety	
	of Japan's ports to the world.	

## 4. Support for transport of emergency supplies

Sooming regional dramsport ro.		
"Operation Comb"	• In order to secure relief routes, the bureau joined with the	37
(Road Bureau, Tohoku RDB)	prefectures and SDF to secure roads with little damage	
	(Tohoku Expressway, National Rte 4 north-south line), set	
	up access routes to the heavily damaged Pacific coast, and	
	conduct intensive inspections and surveys with priority on	

#### Securing regional transport routes

	road clearing. These actions made early road clearing	
	possible.	
	• Regarding clearing work on National Route 45 and other	
	coastal roads, the cooperation of local construction	
	companies that had entered into disaster agreements from	
	the time immediately following the disaster also	
	contributed to early road clearance.	
	• Within one week of the disaster, road clearance work in	
	the north-south direction of National Route 45 along the	
	Pacific coast had progressed to the point that 97% of the	
	road was passable.	
Clearing waterway	• In the days immediately following the disaster of March	38
(Ports and Harbours Bureau,	11, waterways and basins for anchorage at 14 Major	
Japan Coast Guard)	International Ports and Major Ports on the Pacific Ocean	
	side (from Hachinohe City, Aomori Prefecture, to Ibaraki	
	Prefecture) were made unusable by obstructions resulting	
	from the tsunami. Work to clear these waterways and	
	basins for anchorage began on the day after the tsunami	
	warning (major tsunami) was canceled on March 14.	
	Kamaishi Port and Ibaraki Port (Hitachinaka Port	
	District) were the first to be made useable on March 15,	
	and all 14 were reopened by March 24. The reopening of	
	these ports supported the transport of emergency relief	
	supplies.	
	• Planning and the division of roles in surveyed sea areas	
	were determined based on coordination between the Ports	
	and Harbours Bureau and the Japan Coast Guard.	
	Hydrographic surveying of ship channels was quickly	
	executed by Japan Coast Guard with help from the	
	Maritime SDF (Ministry of Defense) in the removal of	
	floating objects and dealing with ropes caught in survey	
	boats' propellers.	
Setting up a detour for transport	<ul> <li>As petroleum could not be transported to Morioka and</li> </ul>	39
of petroleum by railway	Koriyama Cities due to the impassable Tohoku Line, the	
(Railway Bureau)	bureau made a request to JR Freight to study setting up a	
	detour for transport of petroleum. JR Freight coordinated	
	with JR East and other railway companies to come up with	

	a plan for operating tanker trains along the Sea of Japan	
	side. This led to the transport of approximately 58,000	
	kiloliters of petroleum (equivalent to roughly 2,900 20-kl	
	trucks) over the course of one month until Tohoku Line	
	service resumed. The delivered petroleum helped	
	alleviate fuel shortages in the afflicted regions.	
Restoration of river levees with	• Of the earthquake and tsunami-damaged levees requiring	40
priority on relief activities	urgent restoration, the bureau gave highest priority to the	
(Tohoku RDB)	restoration of road levees that would help relief activities.	
	This approach eliminated isolated areas, decreased long	
	detours and led to the early resumption of transport of	
	relief supplies.	
Elimination of bottlenecks by	• The washing away of bridges on national roads by the	41
incorporating detour routes into	tsunami made it necessary to use prefectural and	
national road districts	municipal roads as detours. However, this caused traffic	
(Tohoku RDB)	bottlenecks. Consequently, the bureau moved to quickly	
	eliminate bottlenecks by dealing with the prefectural and	
	municipal roads as national roads.	
Quick emergency restoration of	• Temporary roads were built in a short periods of time by	42
roads	utilizing emergency negotiated contracts, rapidly	
(Tohoku RDB)	ascertaining damage, quickly installing temporary	
	bridges, and constructing temporary embankments on	
	routes having damaged elevated crossings with JR tracks.	
Transport of materials in short	• As there was a lack of crushed rock, normal temperature	43
supply in coastal afflicted areas	asphalt, and other materials needed for the emergency	
from inland areas	restoration of afflicted areas, the bureau accelerated	
(Tohoku RDB)	restoration by transporting required materials from less	
	damaged areas.	
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#### Securing logistics until the final destination

Dispatch of logistics experts to	• In cooperation with logistics companies, logistics experts	44
logistics bases in afflicted areas	were dispatched to Miyagi, Ibaraki, Iwate and Fukushima	
(Road Transport Bureau, Tohoku	Prefectures to ensure the smooth transport of supplies	
District Transport Bureau(DTB),	from collection bases to evacuation centers (transport for	
Kanto DTB)	evacuees). These experts played important roles in	
	securing transport to meet the continually changing needs	
	of local evacuation centers.	

Truck transport measures in	• The following initiatives were taken as truck transport	45
response to the accident at the	measures in response to the Fukushima Nuclear Power	
Fukushima Nuclear Power Plant	Plant accident:	
(Road Transport Bureau)	• The bureau asked the Fukushima Trucking Association	
	to cooperate in transporting supplies to within the	
	existing "indoor evacuation zone" for the Fukushima	
	Nuclear Power Plant.	
	• For truck operation in the "planned evacuation zone"	
	and the "emergency evacuation preparation zone," the	
	bureau directed the association to engage in	
	appropriate transport activities based on documents	
	that detail important points to remember.	
	• For movement of residents from the "planned	
	evacuation zone," the bureau prepared a list of	
	businesses of the Fukushima Trucking Association	
	willing to cooperate with evacuation.	
Securing warehouses to serve as	• With cooperation from commercial warehousing	46
collection bases for emergency	businesses obtained through the warehousing associations	
supplies	of Iwate, Miyagi and Fukushima Prefectures, the bureau	
(Logistics Policy Division, Policy	secured warehouses to serve as collection bases for	
Bureau)	emergency supplies and executed supply storage and	
	sorting operations to ensure that supplies reached	
	evacuation centers smoothly.	
Preparation and presentation of	• The bureau prepared detailed maps of accessible routes to	47
route maps to city offices, ports,	municipal offices, ports and other facilities to aid the	
and other facilities in the afflicted	transport of supplies to Pacific coast areas that received	
regions	serious tsunami damage. It then made these maps	
(Kanto RDB)	available on the MLIT website.	
	• The bureau prepared a map showing road conditions	
	around Ibaraki and Kashima Ports as well as a single	
	map showing road closures for roads in its area of	
	responsibility (national roads managed by MLIT, national	
	roads under prefectural jurisdiction and regional roads).	
	These maps were used in the selection and use of routes for	
	transport of emergency supplies.	

Efficiently transporting emergency supplies

Alternative transport of railway	• As the Tohoku Line and other lines were out of service,	48
		40
containers using trucks and ships	trucks and ships were used as alternative means of	
(Railway Bureau)	transporting railway containers to Tohoku and Hokkaido.	
Flexible transport of relief	• Coastal tankers were used to transport gasoline, light	49
personnel and emergency supplies	diesel oil and other fuel oils.	
by ship	• The bureau made emergency shipments of livestock feed in	
(Maritime Bureau)	response to a request from MAFF.	
Transport of emergency supplies	• With cooperation from the Japan Trucking Association, the	50
from the government by truck	bureau mobilized a total of 1,927 trucks to carry	
(Road Transport Bureau)	emergency supplies from the government to afflicted areas.	
	This transport played an important role in supporting the	
	daily living of residents in those areas. (18.98 million	
	food items, 4.6 million bottles of drinking water, and other	
	supplies were delivered to a total of 2,032 locations.)	
	• The bureau secured necessary fuel supplies at	
	government-designated emergency service stations with a	
	request to the Agency for Natural Resources and Energy.	
	• At the present time, the prefectures are handling the	
	procurement and transport of supplies for afflicted areas in	
	accordance with the Disaster Relief Act.	
Securing fuel for vehicles	• In the transport of emergency supplies immediately	51
transporting emergency supplies	following the disaster, securing fuel for return trips	
(fuel for return trip)	became problematic due to serious fuel shortages.	
(Chubu DTB)	Consequently, the bureau provided the following	
(ond) a D i D)	instruction on "carrying return fuel" to the trucking	
	associations of the prefectures under its responsibility.	
	<ul> <li>The Standards for carrying return fuel of light diesel oil</li> </ul>	
	(Fourth Group, Second Class Petroleum) are following;	
	• Carrying less than the designated volume (1,000 liters)	
	is permitted.	
	• Transport must be made in metal drums (certified	
	drums of 250 liters or less per drum)	
	• Methodology of transport: 1) to fix drums tightly to	
	prevent serious rubbing and vibration; 2) to load with	
	the opening (lid) to the top; and 3)to install a fire	
	extinguisher if possible.	

#### Responding to various transport demands

Dispatch of vehicles to transport	• With cooperation from the Japan Hearse Association, the	52
the deceased	bureau mobilized vehicles to transport the deceased in	
(Road Transport Bureau)	response to requests from the prefectures.	
Responses to requests for	• When hazardous materials requested from afflicted	53
emergency marine transport of	regions were transported by ferry together with relief	
hazardous materials	personnel, the bureau prepared measures to prevent	
(Hokkaido DTB)	secondary accidents and the minimum necessary safety	
	precautions beforehand, issued recommendations to the	
	requesting parties, and took steps to ensure smooth	
	emergency transport.	
	A specific example is that the bureau created a database of	
	the specifications of the scheduled ships to be used	
	(structure, fire-fighting equipment) and combinations of	
	minimum necessary safety measures and additional	
	precautions for highest-priority hazardous materials.	
	(Highest-priority items are: gasoline, light diesel oil,	
	aviation fuel and etc.)	

### 5. Responses to planned power outages and power shortages

# Securing passenger transport capability to prevent power shortages from becoming a drag on the economy

Response to railway operations	• Planned power outages have a major impact on the	54
during planned power outages	transportation of commuters who go to work and school.	
(Railway Bureau)	Given this, the bureau made a request to the Agency for	
	Natural Resources and Energy to give consideration to	
	railway transportation, and worked with the Tokyo	
	Electric Power Company and the railway companies to	
	keep substations operating and adjust train schedules.	
	• While requesting power supplies to ensure railway	
	operations, the bureau compiled the operating schedules of	
	the railway companies (which were changing from day to	
	day) and made them available on the MLIT website every	
	day. It also asked the Japan National Tourism	
	Organization (JNTO) through the Japan Tourism Agency	
	to translate train schedules and other information into	
	English for foreigners.	

	· · ·	
	• It gathered information on grievances about train tickets	
	and commuter passes through interviews with various	
	companies. It also developed one system for handling	
	grievances and inquiries.	
Requests concerning operation of	The bureau made the following requests to the railway	55
railway facilities during planned	companies regarding energy conservation during	
power outages	power shortages:	
(Railway Bureau)	• Give particular consideration to people with limited	
	mobility, such as people with disabilities and the elderly	
	• Operate escalators whenever possible. If escalator	
	operation must be terminated, provide prior information	
	on the status of elevator operation at each station	
	wherever possible via websites, etc. Also post guidance	
	for disabled people at ticket gates of stations.	
	• Regarding lighting within stations, as consideration must	
	be given to people with poor eyesight, determine lighting	
	levels in accordance with conditions at each station in	
	order to ensure that there are no problems.	

### 6. Support for disaster victims and afflicted areas

# Accurately ascertaining and immediately responding to the post-disaster needs of victims and afflicted local governments

Active support for local	• Local governments along the coast suffered from	56
governments through dispatches	functional paralysis, as their staffs and buildings were	
of liaison personnel	severely affected by the tsunami. In response, senior	
(Tohoku RDB, Kanto DTB)	officials of the Tohoku RDB, who are capable of making	
	onsite decisions, such as vice directors of local branch	
	offices, were dispatched to local governments to serve as	
	liaison personnel. Charged with actively responding to	
	situations as chief assistants of local leaders, these bureau	
	employees quickly ascertained the needs of local	
	governments and executed immediate responses.	
	• In order to restore and secure transport capability in	
	regions suffering from greatly reduced public transport	
	functions due to numerous impassable sections in railway	
	and local bus networks, the District Transport Bureau	
	dispatched personnel with particularly strong regional	

	knowledge to provide advice to local governments and coordinate with railway operators and automobile transport companies. This effort resulted in the quick establishment of alternative transport networks.	
Procurement of relief supplies that are matched to local government needs (Tohoku RDB)	<ul> <li>Based on the strong leadership of the Minister of Land, Infrastructure, Transport and Tourism, who wanted MLIT personnel to do whatever is necessary regardless of jurisdiction, the bureau procured relief supplies for municipalities because of the needs of afflicted local governments.</li> <li>It provided temporary houses, portable toilets, fuel, backhoes and other machinery, daily supplies (diapers, futons, etc.), food items (powdered milk, canned goods, etc.), and other items to local governments.</li> <li>The bureau set up a "temporary bulletin board" on its website to relay information on required supplies until full-scale communications could be restored in afflicted local governments. The bulletin board carried information on demand for resupplies in afflicted municipalities and messages from the mayors of these municipalities.</li> </ul>	57
Restoration of communications in local governments afflicted by paralyzed systems (Engineering Affairs Division, Minister's Secretariat, Tohoku RDB)	<ul> <li>An emergency disaster-response system was established with temporary means of communication and information-communication that were secured by deploying K-COSMOS, Ku-SAT, transportable helicopter TV stations, and other technologies.</li> <li>Satellite communications vehicles were dispatched to local governments whose communications functions became paralyzed when their telephone lines and mobile phone stations were disabled by the earthquake and tsunami. These vehicles restored communications between the Regional Development Bureau and local governments and between the main offices and branch offices of local governments.</li> <li>At a time when communications were paralyzed, early restoration of local governments' communications made it possible to ascertain the damage situation and local</li> </ul>	58

	government needs and precisely execute subsequent	
	assistance for local governments.	
Regional support in safety	• In response to a request from Miyagi Prefecture, MLIT	59
assessments for damaged housing	contacted regional coordinators for damaged housing	
(City Bureau)	safety assessments, who are in charge of areas outside the	
	afflicted areas, and asked to find available assessors for	
	Sendai City. For the Tohoku and Hokkaido regions,	
	MLIT organized direct support and secured necessary	
	personnel for prefectures that did not suffer residential	
	damage. It improved the circumstances necessary for	
	assessors to work by asking Miyagi Prefecture to mediate	
	in the arrangement of accommodations and vehicles and	
	give priority to assessors in gasoline rationing.	
	• The execution of safety assessments helped secure	
	residents' safety by quickly and accurately ascertaining	
	the enormous damage in the residential area of Sendai	
	City and alleviating and preventing the risk of secondary	
	disaster.	

# Building a framework for receiving consultations from disaster victims and afflicted local governments

Opening of a mobile vehicle	• A "mobile vehicle consultation center" was established to	60
consultation center and	provide consultation on vehicle-related procedures and free	
preparation of a collection of	vehicle inspections at evacuation centers for vehicle	
common consultation items	owners who had suffered damage, such as having their	
(Road Transport Bureau, Tohoku	vehicles washed away by the tsunami.	
DTB, Kanto DTB)	• For people who wished to visit the mobile vehicle	
	consultation center but could not, a leaflet of "frequent	
	asked questions" was prepared based on the content of	
	questions received by the mobile vehicle consultation	
	center. This leaflet was posted on the MLIT website and	
	distributed to evacuation centers so that as many people as	
	possible could be served.	
Public buildings consultation desk	• The department publicized the existing "public buildings	61
(Government Buildings	consultation desk" to buildings sections in local	
Department, Minister's	government offices. It also addressed needs for damage	
Secretariat)	assessment for local government facilities, advice on	

	restoration plan formulation and any other technical	
	assistance.	
Preparation of guidelines for	• In order to provide municipalities with information on the	62
disposal of damaged vessels	owners of damaged vessels in a timely manner, the bureau	
(Maritime Bureau)	and Fisheries Agency issued a joint administrative	
	communication noting offices to contact with inquiries and	
	other information.	
	• The Fisheries Agency and the Ministry of the Environment	
	jointly issued guidelines on the disposal of damaged	
	vessels to concerned local governments.	

### Providing direct support to disaster victims and evacuees

Provision of accommodations, meals, bathing facilities, etc., to disaster victims using training vessels of the National Institute for Sea Training to transport relief supplies and prepare meals for disaster victims and persons concerned with the nuclear power plants.61(Maritime Bureau) </th <th></th> <th></th> <th></th>			
disaster victims using training vessels of the National Institute for Sea Training (Maritime Bureau)supplies and prepare meals for disaster victims and persons concerned with the nuclear power plants.(Maritime Bureau)Of the many items requested by afflicted local governments, it was the bureau's lending of property in its offices and other facilities that pleased local governments, as it facilitated immediate support at a time of paralyzed logistics and shortened waiting times. This assistance also proved useful in lifesaving operations and the restoration of local government communications.65Assisting evacuees at government buildings (Japan Coast Guard)Immediately following the Great East Japan Earthquake, numerous evacuees took refuge at buildings of the 2nd Regional Coast Guard Headquarters, Fukushima Coast Guard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.65The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April71	Provision of accommodations,	• The bureau used vessels ( <i>Ginga Maru</i> and <i>Kaiwo Maru</i> ) of	63
vessels of the National Institute for Sea Training (Maritime Bureau)persons concerned with the nuclear power plants.Lending of office property (Tohoku RDB)• Of the many items requested by afflicted local governments, it was the bureau's lending of property in its offices and other facilities that pleased local governments, as it facilitated immediate support at a time of paralyzed logistics and shortened waiting times. This assistance also proved useful in lifesaving operations and the restoration of local government communications.65Assisting evacuees at government buildings (Japan Coast Guard)• Immediately following the Great East Japan Earthquake, numerous evacuees took refuge at buildings of the 2nd Regional Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.65• The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April71	meals, bathing facilities, etc., to	the National Institute for Sea Training to transport relief	
for Sea Training (Maritime Bureau)• Of the many items requested by afflicted local governments, it was the bureau's lending of property in its offices and other facilities that pleased local governments, as it facilitated immediate support at a time of paralyzed logistics and shortened waiting times. This assistance also proved useful in lifesaving operations and the restoration of local government communications.65Assisting evacuees at government buildings (Japan Coast Guard)• Immediately following the Great East Japan Earthquake, numerous evacuees took refuge at buildings of the 2nd Regional Coast Guard Headquarters, Fukushima Coast Guard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.• The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April	disaster victims using training	supplies and prepare meals for disaster victims and	
(Maritime Bureau)Image: Construct of the many items requested by afflicted local governments, it was the bureau's lending of property in its offices and other facilities that pleased local governments, as it facilitated immediate support at a time of paralyzed logistics and shortened waiting times. This assistance also proved useful in lifesaving operations and the restoration of local government communications.65Assisting evacuees at government buildings (Japan Coast Guard)Immediately following the Great East Japan Earthquake, Guard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.FThe 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April	vessels of the National Institute	persons concerned with the nuclear power plants.	
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as it facilitated immediate support at a time of paralyzed logistics and shortened waiting times. This assistance also proved useful in lifesaving operations and the restoration of local government communications.65Assisting evacuees at government (Japan Coast Guard)• Immediately following the Great East Japan Earthquake, Regional Coast Guard Headquarters, Fukushima Coast Guard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.• The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April	(Tohoku RDB)	governments, it was the bureau's lending of property in its	
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restoration of local government communications.Assisting evacuees at government• Immediately following the Great East Japan Earthquake, numerous evacuees took refuge at buildings of the 2nd Regional Coast Guard Headquarters, Fukushima Coast Guard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.• The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April		logistics and shortened waiting times. This assistance	
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buildingsnumerous evacuees took refuge at buildings of the 2nd(Japan Coast Guard)Regional Coast Guard Headquarters, Fukushima CoastGuard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.•The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April		restoration of local government communications.	
<ul> <li>(Japan Coast Guard)</li> <li>Regional Coast Guard Headquarters, Fukushima Coast Guard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.</li> <li>The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April</li> </ul>	Assisting evacuees at government	• Immediately following the Great East Japan Earthquake,	65
<ul> <li>Guard Office, Ishinomaki Coast Guard Station, and Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.</li> <li>The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April</li> </ul>	buildings	numerous evacuees took refuge at buildings of the 2nd	
<ul> <li>Kesennuma Coast Guard Station. JCG personnel provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.</li> <li>The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April</li> </ul>	(Japan Coast Guard)	Regional Coast Guard Headquarters, Fukushima Coast	
<ul> <li>provided them with places to stay, meals, blankets, and other items as they also executed their search and rescue duties.</li> <li>The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April</li> </ul>		Guard Office, Ishinomaki Coast Guard Station, and	
<ul> <li>other items as they also executed their search and rescue duties.</li> <li>The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April</li> </ul>		Kesennuma Coast Guard Station. JCG personnel	
<ul> <li>duties.</li> <li>The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April</li> </ul>		provided them with places to stay, meals, blankets, and	
• The 2nd Regional Coast Guard Headquarters accepted 1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April		other items as they also executed their search and rescue	
1,075 evacuees from March 11th to 16th and when aftershocks occurred on March 28th, April 7th, and April		duties.	
aftershocks occurred on March 28th, April 7th, and April		• The 2nd Regional Coast Guard Headquarters accepted	
		1,075 evacuees from March 11th to 16th and when	
11th. The Fukushima Coast Guard Office received 15		aftershocks occurred on March 28th, April 7th, and April	
		11th. The Fukushima Coast Guard Office received 15	

	people on March 11th, the Ishinomaki Coast Guard	
	Station received 35 people on March 12th, and the	
	Kesennuma Coast Guard Station received 132 people from	
	March 11th to 12th.	
Acceptance of evacuees from other	• In accordance with the Disaster Relief Act, the Japan	66
prefectures in accommodation	Tourism Agency matched evacuees to evacuation facilities	
facilities	when evacuees expressed a desire to go outside of their	
(Japan Tourism Agency)	home prefecture. This matching was conducted based on	
	a list of available accommodation facilities that was	
	supplied by the ALL JAPAN RYOKAN HOTEL	
	ASSOCIATION.	
	• The agency worked closely with MHLW and other	
	concerned government organizations as well as concerned	
	local governments to provide necessary support for the	
	smooth implementation of secondary evacuations in	
	accordance with the desires of disaster victims and	
	afflicted local governments.	
Demonstration of the	• The high embankment of the Sendai-Tobu Road (approx. 6	67
disaster-management functions of	meters) served as a breakwater and the only elevated point	
roads	in the area. It saved the lives of more than 200 residents	
(Road Bureau, Tohoku RDB)	who climbed its slopes to escape the approaching tsunami.	
	• Embankments suppressed the flow of wreckage into inland	
	urban areas.	
	• The Sanriku Jukan Expressway proved useful as an	
	emergency transport route. Temporary access roads from	
	the expressway to evacuation centers were built in	
	response to local demands.	
	• On National Route 45, an evacuation stairway was built to	
	the elevated road from an elementary school on the	
	seaward side in response to a request from the community.	
	This stairway played a major role in evacuation from the	
	tsunami.	
	<ul> <li>Roadside stations called "Michinoeki" functioned as</li> </ul>	
	disaster-management centers.	
Use of "Michinoeki" and	<ul> <li>Roadside stations called "Michinoeki" served as bases of</li> </ul>	68
expressway service areas and	SDF activities and evacuation centers for community	00
parking areas as	residents. They became important disaster-management	

digagtor management conters	bases that provided water feed and vectors feedbilt	
disaster-management centers	bases that provided water, food and restroom facilities.	
(Road Bureau)	Moreover, stations with non-utility generation facilities	
	remained open 24 hours a day even during power outages.	
	• As for expressway service areas and parking areas,	
	Yotsukura Parking Area and Hanyu Parking Area served	
	as staging bases for SDF and fire department personnel.	
	Fukushima-Matsukawa Parking Area was used as a	
	transport staging base for group transport of evacuees	
	from the area around Fukushima Daiichi Nuclear Power	
	Plant. In addition, 10 service areas were used as	
	consolidation bases for disaster-management equipment.	
Use of a levee built as an	• A levee built as an earthquake-proofing measure in the	69
earthquake-proofing measure as	Nobiru district (right bank of the mouth to the Naruse	
an evacuation route	River) was undamaged and remained passable by vehicles	
(Water and Disaster Management	immediately after the disaster. It was therefore used as	
Bureau)	an evacuation route by local residents.	
Acceptance of people having	• In response to a request from the Tachikawa Police	70
difficulty returning home	Station, the bureau opened a facility to receive people	
(City Bureau)	having difficulty returning home within Showa	
	Commemorative National Government Park (Tachikawa	
	City and Akishima City, Tokyo) as soon as the park's	
	safety was confirmed. There it distributed emergency	
	food items, blankets, and other items that were provided	
	by Tachikawa City and others.	
	• After coordinating with the Cabinet Office, the bureau	
	opened the facilities of Tokyo Rinkai Disaster Prevention	
	Park (Koto Ward, Tokyo) for people having difficulty	
	returning home. There it distributed water and blankets	
	that were provided by the Cabinet Office.	
	that were provided by the Cabinet Office.	

### Supporting restoration and reconstruction of workplaces and residences

Building of a disaster information	• Studying the damage to shipbuilding-related businesses	71
network to support afflicted	proved difficult due to lost buildings, severed	
shipbuilding businesses	communications lines, and other problems. Given this,	
(Maritime Bureau)	the bureau gathered information on businesses that could	
	not be reached by telephone or other means with the	
	cooperation of ship inspectors affiliated with maritime	

	offices in the afflicted areas. It also obtained and	
	summarized damage information on members of	
	shipbuilding-related business groups that was gathered by	
	those groups. Additionally, it conducted local surveys and	
	questionnaire surveys to determine the status of	
	restoration efforts.	
	• The bureau established a "liaison association of	
	shipbuilding-related industries concerning the	
	Tohoku-Pacific Ocean Earthquake" to hold discussions on	
	efforts to ascertain the status of damage and restoration,	
	requests for assistance, and response to the planned power	
	outages. Members included shipbuilding organizations,	
	fisheries organizations, and labor union organizations.	
Support for the employment of	• In order to engage in broad matching of employers with	72
workers in shipbuilding-related	workers in shipbuilding-related industries with employers,	
industries and disaster victims	the bureau developed potential employers in collaboration	
desiring reemployment as	with MHLW.	
crewmen	The bureau collected information on job openings from	
(Maritime Bureau)	shipbuilding business throughout Japan and promoted	
	broad matching with relevant workers in partnership with	
	job-placement offices (Hello Work).	
	<ul> <li>For disaster victims who desired reemployment as</li> </ul>	
	seafares, the bureau utilized a system to search job	
	openings for seafares throughout Japan and provided	
	fine-tuned employment consultation in partnership with	
	Public Employment Security Offices.	

### 7. Flexible application of procedures and standards

# Realizing quicker procedures through increased generality, simplification, and post-operational handling

Greater flexibility	in legal	• The	e bureau changed procedures in the following ways to	73
procedures c	concerning	allo	ow greater flexibility for prompt transport of relief	
notifications for airdrop	s in relief	sup	plies to afflicted areas:	
activities		1)	Notifications of airdrops can be made by telephone;	
(Civil Aviation Bureau)	)		and	
		2)	General notifications that do not specify specific	
			airdrop numbers or locations are permitted.	

Truck transport measures in response to the Great East Japan Earthquake (Road Transport Bureau)	<ul> <li>For permission to take off and land at places other than airports and permission to fly below minimum safe altitudes, the bureau allows general permission procedures that do not specify specific times and locations.</li> <li>The bureau notified concerned organizations and groups about the above measures.</li> <li>Given expectations of insufficient truck transport capacity resulting from truck damage and significant increases in shipments of emergency supplies, the bureau applied various regulations in a more flexible manner as follows:         <ul> <li>The bureau allows use of rental cars by motor truck transportation businesses in order to secure operations that support reconstruction when disasters occur in</li> </ul> </li> </ul>	74
	<ul> <li>afflicted regions and combat vehicle shortages caused by the effects of disasters during summer peak season.</li> <li>A certain amount of leeway is given in prior notifications for motor truck transportation business that operates places of business in afflicted regions.</li> </ul>	
Increased flexibility in procedures concerning notifications under the Marine Transportation Act for emergency operation (ships) (Hokkaido DTB)	<ul> <li>The bureau made its handling of operations between Hakodate and Aomori more flexible for response to emergency operations requested by the Ministry of Defense and other organizations as follows:         <ul> <li>It allowed post-operational handling of prior notices (30 days prior) for irregular operations that are required under Article 20 of the Marine Transportation Act.</li> </ul> </li> <li>Its response to the Ministry of Defense was premised on the use of existing facilities.</li> <li>The bureau's application of greater flexibility in procedures for transport of emergency supplies by high-speed ferry and other vessels was welcomed in Hokkaido.</li> </ul>	75
Increased flexibility in procedures concerning bus operation (Road Transport Bureau)	<ul> <li>The bureau sought greater transport capacity by issuing a notification allowing flexible operation of the entrustment/undertaking of entrustment of management using the vehicles of another company.</li> <li>For buses to substitute railway services, concerned transport bureaus implemented faster approval</li> </ul>	76

procedures for applications for joint service by general
chartered passenger vehicle transportation businesses in
accordance with Article 21 of the Road Transportation Act.
• For chartered buses, the bureau eliminated the necessity
of procedures related to the setting of temporary business
zones only in cases where operations primarily involve
transporting evacuating residents and relief personnel
within the afflicted region or between the afflicted region
and another region. This move was made in the interest
of ensuring greater efficiency in lifesaving and restoration
activities.
activities.

#### Changing normal standards in response to emergency situations

Flexible response to vessel	• In the wake of the accident at the Fukushima Daiichi	77
navigation zones	Nuclear Power Plant, a dangerous area was established in	
(Japan Coast Guard)	the sea area within a 300-km radius of the plant.	
	However, vessel operators had concerns about operating	
	even in areas outside this zone, and they refrained from	
	sailing due to worries about radiation.	
	• The area around the plant is extremely important as a	
	transport route to the afflicted areas. Thus, in	
	collaboration with the Maritime Bureau, JCG helped	
	ensure safe and worry-free ship navigation by responding	
	flexibly so as to allow ships using coastal zones (zone	
	roughly within 37 kilometers of the coast) as their	
	navigation zones to navigate beyond the relevant coastal	
	zone and by stationing patrol vessels.	
Changing of criteria for issuing	• Given the frequent aftershocks, the Japan Meteorological	78
weather warnings, forecasts,	Agency (JMA) ceased issuing information for individual	
earthquake information, etc.	earthquakes with JMA's seismic intensity of 2 or less and	
(Japan Meteorological Agency,	instead issued information on the number of earthquakes.	
Tohoku RDB)	This move was made to facilitate the quick and precise	
	issuance of more important information (e.g., tsunami	
	warnings and information on earthquakes of greater	
	intensity).	
	• For warnings and advisories concerning torrential rains	
	and floods, alerts concerning possible landslides, and other	

	information, they established and began implementing	
	region-specific provisional criteria of issuance for areas	
	affected by earthquakes and tsunami. These standards	
	are matched to the level of shaking that occurred and	
	degree of damage suffered by levees and other facilities.	
	• By issuing alerts and advisories more quickly, they	
	contributed to disaster preparedness in areas already	
	susceptible to disaster damage.	
24-hour operation of airports in	• With land transport and port functions being lost	79
the Tohoku region (extension of	immediately following the disaster, aircraft played an	
ours of aviation weather	important role in search and rescue and transport of goods.	
operations)	Thus, the bureau extended 24-hour operations at airports	
(Civil Aviation Bureau, Japan	in Fukushima, Yamagata, Hanamaki, and Sendai (after	
Meteorology Agency)	restoration), and the Japan Meteorological Agency	
	extended the time of its weather operations at each	
	airport. These activities helped support aircraft	
	activities.	
Building restrictions in	• In accordance with Article 84 of the Building Standards	80
accordance with the Building	Act, special administrative agencies are permitted to	
Restrictions Exemption Act	designate specific zones for a period of one month or less	
(Housing Bureau)	from the date of a disaster (with maximum extension up to	
	two months, if applicable), during which they are	
	permitted to restrict or prohibit the building of structures	
	within these zones. This is designed to prevent	
	unregulated building construction in afflicted regions. As	
	a special measure, the Bureau permitted the agencies to	
	restrict or prohibit construction for up to six months from	
	the date of the disaster (with a maximum extension up to	
	eight months, if applicable). In this way, it prevented the	
	construction of buildings that would obstruct the robust	
	restoration of urban areas in the afflicted regions.	
Simplification of disaster	• With an eye to accelerating restoration, the bureau issued	81
assessments	a notification to local governments ordering the	
(Water and Disaster Management	simplification of assessments for disaster restoration	
Bureau)	works. By issuing the simplification notification, the	
/	bureau strove to accelerate restoration while significantly	
	reducing the burden of assessment-related administrative	
	reading the surten of assessment related auministrative	

	work in local governments.	
	Examples of effects are:	
	3) Expanded applicable range of total unit price $\rightarrow$	
	Approx. reduce to one-third administrative work	
	4) Expanded desktop assessment amount $\rightarrow$ Approx.	
	reduce to one-third administrative work	
	5) Simplification of design documents $\rightarrow$ Approx. reduce	
	to one-tenth administrative work	
Cooperation in alleviating the	• Amid continuing water outages, the bureau contributed to	82
effects of water and power	efforts to supply water to evacuated residents and provide	
shortages	opportunities for bathing by flexibly applying standards	
(Tohoku RDB)	for water intake from rivers. It also contributed to power	
	supply by flexibly operating dams directly under its	
	jurisdiction and increasing the total water intake for	
	hydropower generation by 1.7 times at 16 dams.	

## 8. Reinforcing monitoring and observation systems

## Quickly ascertaining damage after a major earthquake

Identification of locations of	• Using satellite data provided by Japan Aerospace	83
landslide damage from satellite	Exploration Agency (JAXA) following the earthquake, the	
images	department quickly investigated landslide damage	
(Sabo [Erosion and Sediment	conditions in regions along the Pacific coast where on-land	
Control] Department, Water and	emergency landslide hazard investigations could not been	
Disaster Management Bureau)	conducted quickly due to the damages by the tsunami or	
	other destructive phenomena.	
Application of data from offshore	• The first tsunami warning issued following the earthquake	84
observation points	estimated a maximum height of six meters. The Japan	
(Japan Meteorological Agency)	Meteorological Agency (JMA) subsequently updated this	
	warning based on the observed data from GPS buoys	
	installed offshore. This enabled JMA to provide tsunami	
	warnings with appropriate forecasts before large waves	
	actually hit the coastal areas.	
Coordination of tsunami surveys	• Following the earthquake, the Japan Meteorological	85
(Japan Meteorological Agency)	Agency (JMA) took on a management role in early stage	
	for field surveys that were to be conducted by a joint	
	survey team comprised of universities and other	
	organizations, as for when to start. This allowed JMA to	

share information with universities and other concerned
organizations. It also allowed it to conduct field surveys
by keeping pace with the concerned organizations without
imposing a burden on the afflicted areas.

#### Preparing for future disasters

r reparing for future disasters		
Acquirement of bathymetric data	• Predictions of tsunami damage for tsunami	86
from airborne LIDAR system	countermeasures will be essential when preparing	
(Japan Coast Guard, Water and	restoration plans in the afflicted areas. Thus, in	
Disaster Management Bureau)	cooperation with the Water and Disaster Management	
	Bureau, JCG conducted airborne LIDAR system with its	
	own aircraft and acquired the bathymetric data needed to	
	conduct tsunami simulations.	
	• In implementing the survey, JCG took charge of airborne	
	LIDAR system and data analysis, and the Bureau handled	
	tide observations and studies of seawater transparency on	
	survey days. The acquired data are also being used to	
	correct navigational charts in order to ensure maritime	
	traffic safety.	
Restoration and reinforcement of	• For damaged AMeDAS stations with uncertain restoration	87
damaged monitoring systems	schedules, the Japan Meteorological Agency (JMA)	
(Japan Meteorological Agency)	restored the system by setting up temporary stations.	
	• JMA installed transportable monitoring equipments with	
	mobilephones, satellite-link telecommunications,	
	batteries, etc., which can be deployed even in areas where	
	power is out or network is interrupted.	
	• JMA set up temporary rain-gauge stations to monitor	
	precipitation in small and medium-sized rivers, steep	
	sloping areas, and other locations made more vulnerable to	
	flooding and landslides by the earthquake.	
	• During the time that tsunami monitoring could not be	
	conducted in the Tohoku region, JMA received reports	
	from patrol vessels stationed along the coast via the 2nd	
	Regional Coast Guard Headquarters.	
	• For damaged sea-level and tsunami observation facilities,	
	JMA quickly set up temporary observation points and	
	began observations.	
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Three measures to reduce flood	•	To reduce flood damage caused by the complete destruction	88
damage		of drainage pumping stations and regional ground	
(Tohoku RDB)		subsidence that resulted from the earthquake and	
		tsunami, the bureau 1) provided quick and mobile support	
		by deploying drainage pump vehicles over a wide area and,	
		as non-physical measures, 2) made flood risk maps	
		available to the public and 3) provided information via	
		e-mail from flood sensors it set up.	
	•	The bureau thus substantially supplemented drainage	
		capacity that had deteriorated due to damage to drainage	
		pump stations. Moreover, the real-time "flood	
		information e-mail" system it set up proved effective in	
		providing reference information needed when studying	
		measure during floods, including quick responses to	
		flooding, flood prevention activities, and announcement of	
		evacuation information.	