

**Policy Initiatives
for
Promoting International Cooperation**

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Preface

Recent developments in information communications and transportation technology have accelerated: the socioeconomic globalization; the movement of people, resources, currency, and information across country borders; and the mutual dependence of countries throughout the world. These developments have in many ways benefited the lives of people throughout the world. At the same time, conditions surrounding international security have changed significantly. The transnational movement of criminals; human trafficking; the smuggling of forbidden articles and money laundering have been increasingly facilitated. Additionally, the lines of communication among international criminal organizations and international terrorist organizations have been strengthened. Presently, the expansion of transnational organized crime and international terrorism is threatening the stability and development of the international community.

Japan's public security, which had been maintained at a very high level, has been influenced by these situational changes. For example, organized crime committed by international criminal organizations has become an increasingly serious problem. Criminal organizations that are based in foreign countries are flowing into Japan and taking greater risks to commit a variety of crimes under closer cooperation with domestic criminal organizations. Also, there is an increased involvement of "Boryoku-dan" in international criminal activities. Concerning international terrorism, the threat of terrorism by radical Islamists is as high as ever. Radical Islamists have named Japan as a potential terrorism target. They are targeting Japanese nationals who are living or traveling abroad and there are increased occurrences of Japanese nationals sustaining injuries or deaths from terrorist attacks. Moreover, in Japan, because of the many American related facilities, there is concern that radical Islamists may target these facilities for a terrorist attack.

In 2005, the United Nations Secretary-General, in a report titled: "In Larger Freedom: Towards Development, Security and Human Rights for All," indicated that in order to ensure the safety of people throughout the world and counter various problems including organized crime committed by international criminal organizations and international terrorism ("Human Security"), it is imperative that every nation cooperate with other nations throughout the world to improve their ability to counter organized crime and international terrorism in their own country, and that developed countries that have the ability to help other countries need to take the initiative to do so.

Also, from the viewpoint of ensuring the security of Japan and preventing terrorism, it is no longer enough only to reinforce Japanese domestic countermeasures. It is imperative to promote broad international and mutual investigative cooperation by improving related countries' ability to counter crime and to cooperate with the international community in broader fields.

The aim of international police cooperation is to contribute to the development and progress of relevant countries, especially to improve their ability to counter crime and terrorism. Promoting international cooperation by using the experience and knowledge of Japanese police is expected to contribute not only to the international community, but also to the security of Japan. To accomplish this, we have established these Policy Initiatives for Promoting International Cooperation to clarify the principles of international police cooperation as well as the directions and measures to be implemented.

I. Significance of International Police Cooperation

1. Contribution to the international community

(1) The importance of international cooperation within the field of police

For the stability and development of the international community, the movement toward international cooperation with closer international alliances among various entities including the United Nations and other international organizations, countries, and various NGOs has progressed. As one of the major countries of the world, Japan has an obligation to contribute to the stability and development of the international community.

In the field of police, as globalization continues, organized crime committed by international criminal organizations is becoming a serious problem and the threat of international terrorism is increasing. It is becoming an important issue to prevent these crimes and terrorism through close cooperation with the international community, and to establish safety and development of the international community. The importance of supporting the building of a strong foundation in recipient countries/regions for “good governance” such as the maintenance and stability of order in society, as well as the importance of advancing the capability of these countries to counter crime (capacity building) is increasing.

(a) Realization of “good governance”

In recent years, many countries have contended that without an effective democratic political administration (good governance) as the foundation for state development, even if you furnish capital and commodities, you cannot thoroughly secure a good administrative result. The Official Development Assistance (ODA) Charter, which was revised in August 2003, states: “The most important philosophy of Japan’s ODA is to support the self-help efforts of developing countries based on good governance, by extending cooperation for their human resource development, institution building including development of legal systems, and economic and social infrastructure building, which constitute the basis for these countries’ development. Accordingly, Japan respects the independence of developing countries, and places priorities on their own development strategies.” Ensuring maintenance and stability of order in the nation is the essential basis for stability and development of the society.

(b) Improvement of police capability in recipient countries (capacity building)

Concerning the appropriate way of international cooperation, it is increasingly becoming essential to improve the police capability in recipient countries by nurturing people and building a system, in addition to providing capital and resources (capacity building). In the field of police, international criminal organizations and international terrorist organizations threaten the social, economic and political structure of relatively vulnerable countries. They also utilize these countries as safe havens. In order to prevent this trend, it is becoming increasingly important to provide support for the improvement of the police capability to counter crime in these countries.

(2) Necessity of international cooperation by Japanese police

In 1962, Japanese police held a seminar, which invited police officials from various Asian countries to participate in a drug-training course, cosponsored by the Overseas Technical Cooperation Agency (OTCA: Former organization of the present Japan International Cooperation Agency (JICA)). This was the first initiation of international cooperation by Japanese police. Subsequently, from the beginning of the 1970's, the international community began to notice the ability of Japanese police to maintain security. The Japanese police have implemented a number of international cooperation activities in various fields such as the Koban system, the practical application of scientific techniques and democratic administration of police, by utilizing the distinctive attributes of the Japanese police in working on maintaining security with understanding and cooperation of residents (see Annex).

International cooperation by the Japanese police described above, contributing to the achievement of good governance and to the improvement of the capability of a country to counter organized criminal activity (capacity building), has been of great value to relevant countries. The Japanese police, as an arm of the government, are expected to make the most of their achievements and experience and to actively promote further international cooperation.

2. Implications for Japan's security measures

With the advance of globalization, the "one-country security doctrine", namely, the way of thinking that, if each country promotes its domestic security countermeasures, we can ensure the security of each country, has already become an old-fashioned view. Within the international community where mutual dependence of nations is strengthening, in order to counter crime and terrorism, relevant countries must construct a system and set up countermeasures under close cooperation. Implementing international cooperation within the police field and supporting the construction of various systems and the promotion of various countermeasures among relevant countries will be tied to Japan's security measures. International cooperation by police is expected to have the following effects, in relation to Japan's security countermeasures:

(1) Ensuring the security of Japan by promoting the ability of recipient countries to counter crime

Advancing the capability of a foreign security agency to counter crime through international cooperation is effective in maintaining security in a recipient country. This also is useful in preventing countries from becoming safe havens for crime and terror. Moreover, it will prevent the flow of crime into Japan and make it possible to investigate transnational criminal organizations. For example, most of the drugs, which are being abused in Japan, have been smuggled in from foreign countries. Promoting the capability of countries to crack down on the smuggling and exportation of drugs will contribute to the prevention of the importation of drugs into Japan. Moreover, as the movement of people, commodities, money and information across country borders has proliferated, in order to effectively trace this movement, it is essential to develop the capability of countries to crack down on criminals.

(2) Promoting smooth international cooperation in criminal investigations

Due to the internationalization of crime, Japan's criminal investigative activity is also becoming international and Japan has frequently requested cooperation in international criminal investigations. However, amidst differing systems and practice methods, in order to ensure cooperation in criminal investigations by foreign security agencies that is effective and suitable for Japan, an understanding of related systems and practice methods of each country is essential. Moreover, in order to investigate and prosecute transnational criminal organizations and transnational terrorist organizations, it is necessary to increase collaboration with foreign security agencies. As a prerequisite, a relationship of trust between the reciprocal security agencies, such as keeping secret the source of information, becomes essential. International cooperation is expected to make it possible to implement smooth cooperation in international criminal investigations by promoting the mutual understanding and the exchange of human resources and bringing about a relationship of trust between the reciprocal security agencies.

II. Principles and Definite Directions for promoting International Cooperation by Police

1. Principles of international cooperation by Japanese police

As described above, the necessity of international cooperation in the field of police, which has been identified as fundamental to the stability and development of society from the viewpoints of achievement of good governance and advancement of the capability of foreign countries, has been increasing. As a member of the international community, Japan is expected to take advantage of the experience and knowledge of the Japanese police and aggressively employ international cooperation. Japan is also expected to support nation building in relevant developing countries and to contribute to the international community. Moreover, international cooperation by Japanese police is expected to contribute not only to building a foundation where relevant countries cope with threats of international crime and terrorism that cannot be dealt with by a single country, but also contribute to effective security measures in Japan.

Based on the above understanding, we will actively promote international cooperation by police in accordance with the following principles:

(1) Coordination with the international community

In the midst of globalization, in order for the security and development of the international community, coordination with the international community is necessary to counter international crime and terrorism. Under the ODA Charter and other policies relative to international cooperation in Japan, Japanese police will reinforce coordination measures with the United Nations or other supporting states in cooperation with the Ministry of Foreign Affairs

(2) Strategic international cooperation for Asian countries

Japan, in recent years, has provided support to Indonesia, Thailand, the Philippines and other Asian countries and has contributed significantly, not only to the advancement of police capability to counter crime in those countries, but also to the

restoration of security in Japan. Japanese police will strengthen strategic international cooperation for those countries, taking into account issues such as the current international criminal situation and geographic relationship.

(3) Active international cooperation taking advantage of Japanese police features

Many international cooperation activities by Japanese police have been initiated only when proposed or requested by relevant states or international organizations. However, it is now required for us to actively develop effective international cooperation taking into consideration the significance of the international cooperation by police. We will reinforce active international cooperation by identifying the needs of relevant countries and international organizations and by initiating proposals based on the achievements and experiences of international cooperation by Japanese police.

(4) Reform of attitudes of Japanese police members toward international cooperation

In order to promote international cooperation by police, it is necessary for all police members, including prefectural police members, to strive to reform their attitude toward international cooperation by fully recognizing the importance and principles of international cooperation. It is also necessary for Japanese police as an organization to maintain an attitude toward participation in international cooperation activities as actively as possible. We will try to reform the attitude of Japanese police members toward international cooperation in collaboration with relevant sections.

(5) Implementation of thorough inspections and support measures in order to ensure the safety and fitness of dispatched officials

In developing international police cooperation, it is effective to offer technical assistance by dispatching police officials to take advantage of their knowledge and skill. Ensuring the safety and fitness of dispatched officials is a prerequisite for their dedication to assistance activities. It is also essential to the advancement of continuous and further assistance to recipient countries/regions. Therefore, we will implement thorough inspections and support measures to ensure the safety and fitness of dispatched officials.

2. Directions for promoting international cooperation

Under the above-mentioned principles, we will promote concrete international cooperation activities including technical assistance, civilian police activity in peacekeeping operations (PKO) and international relief activity for large-scale disasters as follows:

(1) Technical assistance

The aim of technical police assistance is to improve the capability of recipient countries/regions to counter crime and also is effective as one of the security countermeasures in Japan. Therefore, in implementing technical assistance, we will try to grasp the needs of recipient countries/regions and consider whether and to what extent they are relevant to the security countermeasures in Japan. We will then choose matters, which are expected to be more effective than others, and vigorously implement them. During this process, we need to pay attention to the following:

(a) Key fields

Japanese police will emphasize the following fields in which Japan has made significant achievements and which are highly valued by related countries: the Koban (police box) system; practical application of scientific techniques such as criminal identification and communications command system; and the democratic administration of police.

(b) Comprehensive support

Since 2001, Japan, at the request of the Indonesian National Police, has been encouraging change in the organizational culture and attitudes of its members, and also provided technical assistance in various fields including the reform of the police system. This kind of technical assistance for comprehensive police reform is a unique program that makes good use of Japan's experience and knowledge. It has received worldwide attention and is expected to be a great contribution to the achievement of good governance and the advancement of the police capability of foreign countries. We will actively continue to promote this comprehensive technical assistance in Indonesia and, based on the result, will examine the possibility of implementation of comprehensive support corresponding to the needs and other factors in recipient countries/regions.

(c) Effective support

In order to implement technical assistance that will truly be beneficial to recipient countries/regions, in coordination with international organizations, taking into account the real conditions of recipient countries/regions, we will implement technical assistance in accordance with a long-term and well-planned support plan.

(2) Civilian police activity

The aim of civilian police activity is to provide assistance to reestablish the police institution. This is indispensable for reconstruction in countries and regions that are under post-conflict situations. From the perspective of achievement of good governance and capacity building in police, the United Nations Secretariat has been considering the appropriate manner of conducting civilian police activity by recently establishing a section in charge of civilian police activity.

On the other hand, in many cases, civilian police activities have been conducted in situations where order had not yet been established. In this context, they have an aspect that is unusual for regular Japanese police activities, which are conducted through the modest exercise of enforcement power in situations where order is securely established, and with the understanding and cooperation of the people. Especially, when Japanese police directly execute security-keeping operations as civilian police activities, compulsory operations including the use of arms and restraint of persons are required to be executed in accordance with standards that are different from Japanese standards. However, the Japanese prefectural police system, rules of enforcement and equipment do not anticipate and cannot cover situations where security-keeping operations are conducted in foreign territories. It is therefore difficult to establish a legal system where Japanese police are to execute security-keeping operations as civilian police activities.

Under the present International Peace Cooperation Law, Japanese police are expected to provide local police with advice and guidance or to conduct monitoring police administration as civilian police activities. It is appropriate to conduct civilian police activities taking advantage of the distinct features of Japanese police, mainly

by providing technical assistance in areas where Japanese police have achieved significantly. Additionally, there is a constraint in dispatching police officials to foreign territories because the Japanese National Police Agency is a relatively small organizational component of the Japanese government and does not have the power of law enforcement in general, and prefectural police have been engaged in security keeping tasks everyday under the current serious security situations. It is currently difficult to send long-term and large-scale delegations to foreign territories under present conditions, which require a significant level of advanced education and training or local assistance at destination countries.

Therefore, Japanese police will provide advice and guidance and conduct monitoring on police administration through activities such as the design and planning of police systems and education and training of police officials. This will take advantage of the distinct Japanese police features, which can be conducted by a relatively small number of dispatched police officials.

(3) International relief activity for large-scale disasters

International relief activity for large-scale disasters will contribute not only to the international community but also to the advancement of the capability of Japanese police to tackle disasters under various conditions. Therefore, we will set up an appropriate disaster relief system for international relief activity for large-scale disasters and upon the request of a foreign government, we will rapidly dispatch Japanese officials and appropriately conduct the mission.

(4) Other international cooperation activities to ensure mutual understanding and trust and to coordinate with the international community

Japan has been sponsoring international conferences and other events with the object of promoting technical assistance to recipient countries and information exchange among relevant countries. Moreover, we are increasingly expected to cooperate with the international community by taking actions such as dispatching Japanese police officials to participate in activities administered by international organizations including the United Nations. We will actively promote these types of international cooperation activities as they are thought to be effective in building mutual understanding and trust among relevant countries and also in promoting a coordinated response by the international community.

III. Measures to Promote International Cooperation

Under the above principles and directions of implementation, the Japanese National Police Agency will carry out the following measures in order to promote international cooperation.

1. Implementation of international cooperation

(1) Technical assistance

- Setting up an appropriate structure for technical assistance in the National Police Agency through advanced investigation, design of an action plan, and following-up of implementation.
- Striving to grasp the needs of potential recipient countries by strengthening coordination with the JICA and the Ministry of Foreign Affairs. Also, reinforcing our own efforts to grasp the needs of relevant countries through activities such as dispatching Japanese police officials to relevant countries and taking advantage

of opportunities to participate in or host international conferences.

- Maintaining a database of experts who have foreign language ability and those who have experience working in relevant countries, including retirees, and rapidly dispatching appropriate officials to corresponding situations in cooperation with NGOs and other relevant organizations, in order to effectively carry out technical assistance corresponding to various needs.
- Setting up an appropriate structure to accept more trainees from security agencies in foreign countries, including those from countries/regions where there is a difficulty in ensuring the safety and fitness of the Japanese official supposedly dispatched, due to bad security situation or other reasons.
- Enriching training at the prefectural police level so that trainees from foreign countries can see how the knowledge and techniques to be transferred have been employed by Japanese police.
- Enriching the content of the trainings of Japan's security situation for trainees from foreign countries, in order to strengthen international cooperation.

(2) Civilian police activity

- Conducting a research survey on educational training for dispatched officials and on the possible method of support, in order to ensure suitable and effective implementation of civilian police activities. This research will be conducted by taking such measures as dispatching officials to institutions in foreign countries to participate in specialized educational training connected with civilian police activities.
- Considering a system that clearly establishes the National Police Agency as an entity to directly and independently implement international peacekeeping activities. This will be accomplished possibly by amending the International Peace Cooperation Law and by setting up a constant structure to provide dispatched officials with educational training and support. This will ensure suitable and effective implementation of civilian police activities and also will ensure the safety and fitness of dispatched officials. According to the present law, Japanese police are expected to send officials to participate in international peacekeeping activities only upon issued request by the Director of international peacekeeping head quarters.
- Implementing thorough advanced inspections and the provision of full support measures based on the features of each case, when carrying out civilian police activities.

(3) International relief activity for large-scale disasters

- Promoting and preparing satisfactory training for designated officials and setting up necessary equipment in order to rapidly dispatch and execute a suitable mission.
- Establishing a Disaster Victim Identification (DVI) Team and strengthening usual cooperation with forensic specialists and forensic dental specialists, based on lessons learned from the international relief activity during the large offshore earthquake in Sumatra and Indian Tsunami disaster in 2004.

(4) Other international cooperation activities to ensure mutual understanding and trust and to coordinate with the international community

- Promoting the invitation of members of security agencies of relevant countries in taking into account the international criminal situations.

- Considering the possibility of dispatching Japanese police officials to participate in activities held by the section in charge of civilian police activities in United Nations Secretariat or other international organizations.

2 Creating a base in order to promote international cooperation

(1) Reinforcement of support for dispatched officials

- Strengthening the National Police Agency training structure for dispatched officials and reinforcing the trainings on measures to ensure safety, practical language ability, practical information of security agencies in the countries to be dispatched and other specialized knowledge and technology that are required for implementation of international cooperation.
- Implementing a thorough advanced survey of the locality before dispatching officials and facilitating the supply of information to dispatched officials concerning security conditions and living environment.
- At the time of dispatching officials, taking appropriate support measures including facilitating the supply of information to dispatched officials under close coordination with relevant agencies including Japanese embassies in foreign countries and other relevant security agencies in foreign countries. Especially, when implementing civilian police activities and other international cooperation activities under conditions when security and the living environment are poor, taking all possible support measures such as sending National Police Agency staff to the regions.
- Ensuring appropriate treatment for the dispatched officials as well as making honorable recognition corresponding to each contribution.

(2) Ensuring understanding and cooperation for promoting international cooperation

- Reinforcing the education of Japanese police officials on the significance of international cooperation by police and the actual state of implementation of international cooperation.
- Preparing and distributing office materials such as manual for implementation and making honorable recognition to relevant sections corresponding to each contribution, in order to smoothly implement international cooperation activities at the prefectural police level.
- Promoting the public announcement of the implementation situations of international cooperation activities by Japanese police by uploading the information (both in Japanese and in other languages) on the National Police Agency website, publishing the brochures and introducing the information at various domestic and international conferences.

Annex.

Summary of International Cooperation by Japanese Police.

Japanese police have implemented a number of international cooperation activities successfully by using the distinct characteristics of the Japanese police in the fields such as the police box system, practical application of scientific techniques and democratic administration of police. Consequently, these initiatives have not only contributed to the improvement of security of relevant countries, but also have affected the security measures in Japan and strengthened the coordination between Japan and other relevant countries.

Additionally, after enforcement of the Law Concerning Dispatch of Japan Disaster Relief Teams in 1987, Japan has sent a total of 143 police officials throughout nine countries/regions and conducted rescue operations and identification of disaster victims. Also, upon enforcement of the International Peace Cooperation Law in 1992, Japan has sent a total of 78 police officials to two countries/regions and has provided advice and guidance and conducted monitoring.

1. Police Box System

There are about 14,000 police boxes (Koban) and residential police boxes (Chuzaisho) nationwide. Police, working in the police boxes, grasp real circumstances of their jurisdictions, respond to the request of the people, maintain vigilance day and night and respond immediately to any incident relating to police. Other countries are interested in the police box system because this system is thought to have contributed to the relatively good security in Japan.

From 1981 until 1983, Japan had supported Singapore's introduction of the police box system. In Singapore, the police box system has been well established and it greatly contributed to the improvement of the security there. Since 1995, in cooperation with Singapore, the Japanese police have primarily implemented training regarding the police box system for other Asia-Pacific countries. Japan has also supported the introduction of the police box system by sending staff to Indonesia and Brazil.

2. Application of Scientific Technology

Other countries have shown an interest in Japan's application of scientific techniques such as criminal identification and communications command system. Japan has actively provided technical assistance.

(1) Criminal identification

In Japan, acquiring physical evidence is of great importance in conducting criminal investigations. Because of this, the application of scientific techniques to criminal identification techniques has been advanced. Up until now, Japan has provided the Philippines and other countries with technical assistance regarding fingerprint and crime scene identification and has contributed to the spread and establishment of scientific investigation in the countries.

In the field of countering drug related crimes, Japanese drug identification techniques have become of interest to police of other Asian countries. Japan has provided Thailand and its surrounding countries with technical assistance regarding the application of drug identification equipment. This has contributed to the improvement

of the capability to control drug in these countries. In drug smuggling investigations, criminal investigative cooperation between security agencies of relevant countries and Japanese police has advanced.

(2) Communications command system

In Japan, in order to swiftly and appropriately respond to “110” emergency calls, Japan has promoted advanced technology of the communications command system. Japan is currently supporting the introduction of this communications command system in Indonesia and has been contributing to improve their ability to swiftly arrive at the crime scene.

3. Democratic Administration of Police

Following WWII, in order to administer police democratically and maintain political neutrality, Japan introduced a public safety commission system consisting of commissioners who represent the good sense of the citizens and administer the police, and this system has already been well established. Japan has been supporting introduction of this system in Indonesia, where the national police was separated and became independent from the national military. This initiative has contributed to democratization of the police in those countries.

4. Others

Other than the above, foreign countries have shown great interest in: the police education system; countermeasures against chemical and biological terrorism that were learned from Aum Shinrikyo related cases and other aspects of the Japanese police system. We have actively provided relevant countries with technical assistance on these issues.