

## **On the publication of the White Paper on Police 2010**

The White Paper on Police 2010 has been created to further the understanding among the people of the current status of the activities of the police in Japan.

This year's White Paper contains a special feature which focuses on the theme of "Globalization of Crimes and Police Efforts."

Looking at the current state of crime involving foreigners in Japan, it is apparent that criminal organizations working on a global scale are invading Japan and that those already operating in this country are internationalizing their ranks. We are seeing a situation which can only be described as "globalized crime," in which criminal acts develop on a global scale, posing grave threats to public order.

The special feature analyzes each global criminal organization by their worldwide areas of operation and explains how organizations subject to investigation become opaque and fluid, dispersing their bases of operation all over the world through the division of roles and systematic support within the network of these bases. It also explains what the police are doing to fight this immense threat.

Aside from the special feature, this White Paper contains a number of topics which the police would like to share with the people, including explanations on five special subjects, including "Toward the success of APEC 2010."

Finally, this White Paper discusses the current state of public order and police actions to reassure it. The section entitled "The Frontlines of Police Activity" contains articles featuring the honest feelings of the police men and women who are actually working on the street to protect Japan.

In order to have this White Paper read by as many people as possible, we have endeavored to give easy-to-understand explanations using many diagrams and photographs. We sincerely hope that this White Paper will prove useful in deepening further the understanding of the police administration among the people. We hope for everyone's support and cooperation for police activities in the future.

Commissioner-General of the National Police Agency (NPA) Takaharu Ando  
July 2010

## Explanatory Notes

Definitions of terms occurring in this document are given below.

- 1 (1) **Penal Code Offenses:** Unless otherwise noted, this describes crimes prescribed under the Penal Code with the exception of dangerous driving causing death or bodily injury, professional negligence or grave negligence resulting in death or injury in a traffic accident, and vehicular manslaughter, and crimes prescribed under the laws given below, namely: “Explosives Control Act,” “Act on Duel,” “Act on Punishment of Physical Violence and Others,” “Act on Prevention and Disposition of Robbery, Theft, etc.,” “Act on Punishment of Unlawful Seizure of an Aircraft,” “Act on Punishment of Use and Others of Molotov Cocktails (Fire Bomb),” “Act on Punishment of the Acts to Cause Aviation Danger,” “Act on Punishment of Compulsion and Other Related Acts Committed by Those Having Taken Hostages,” “Act on Special Measures concerning the Prevention of Poisonous Substances from Contaminating Food in Circulation,” “Act on the Prevention of Bodily Harm Caused by Sarin and Similar Substances,” “Act on Punishment of Organized Crime and Control of Crime Proceeds and Other Matters,” “Act on Punishment of Politicians for Interceding with Government Agencies on Behalf of Business for Personal Gain” and “Act on Punishment of Provision, etc. of Funds for Criminal Acts for Purposes of Threatening the Public, etc.”
  - (2) **Special Act Offenses:** These are such offenses excluded from (1) described above. Unless otherwise noted, following crimes are excluded: dangerous driving causing death or bodily injury, professional negligence or grave negligence resulting in death or injury in a traffic accident, and vehicular manslaughter, and crimes prescribed under the laws given below, namely: “Road Traffic Act,” “Road Transportation Act,” “Road Trucking Vehicle Act,” “Road Act,” “Automobile Damages Security Act,” “National Expressway Act,” “Parking Lot Act,” “Act on Securing Vehicle Parking Spaces,” “Act on Special Measures concerning the Prevention of Traffic Accidents by Large-Sized Vehicles Carrying Earth and Sand,” “Act on Special Measures concerning Improvement of Taxi Business,” “Truck Transportation Business Act,” “Trucking Business Act,” “Act on the Prevention of the Generation of Particulates from Studded Tires,” and “Act on Promoting Proper Substitute Driving Business.”
  - (3) **Crime Categories:** The Penal Code offenses are classified into six types; namely, “felonious offenses,” “violent offenses,” “larceny offenses,” “intellectual offenses,” “moral offenses” and “other Penal Code offenses.”
    - a. Felonious offenses: Murder, robbery, arson and rape
    - b. Violent offenses: Violence, battery, intimidation, extortion, and unlawful assembly with dangerous weapons
    - c. Larceny offenses: Larceny
    - d. Intellectual offenses: Fraud, embezzlement (excluding embezzlement of lost articles), forgery, corruption, breach of trust, and crimes prescribed under the “Act on Punishment of Politicians for Interceding with Government Agencies on Behalf of Business for Personal Gain”
    - e. Moral offenses: Gambling and indecency
    - f. Other Penal Code offenses: Penal Code offense other than mentioned above, such as obstruction of performance of public duty, intrusion on habitation, arrest or confinement, damage or destruction of structures, etc.
  - (4) **Professional negligence or grave negligence resulting in death or injury:** Unless otherwise noted, professional negligence or grave negligence resulting in death or injury regarding offenses other than traffic accidents come in this category.
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- 2 (1) **Delinquent minors:** Juvenile criminals, law-breaking juveniles and crime-prone juveniles
    - a. **Juvenile criminal:** Person who is 14-20 years old who has committed a crime (Article 3, Paragraph 1, Item 1, of the Juvenile Act)
      - (a) **Juvenile Penal Code offender:** Juvenile criminal arrested by the police for a Penal code offense
      - (b) **Juvenile Special Act offender:** Juvenile criminal arrested by the police for a Special Act offense
    - b. **Law-breaking juvenile:** Person under the age of 14 involved in the violation of criminal laws (Article 3, Paragraph 1, Item 2 of the Juvenile Act)
    - c. **Crime-prone:** Person under the age of 20 who is involved in pre-criminal activities not corresponding to

violation of criminal laws, and could commit crimes or become involved in the violation of criminal laws in the future (Article 3, Paragraph 1, Item 3 of the Juvenile Act)

- (2) **Juveniles guilty of misconduct:** Juvenile under the age of 20 who does not correspond to the definition of juvenile delinquent but who is taken into custody by the police due to the drinking of alcohol, smoking, running away from home, etc.
- 3 (1) **Traffic accident:** An accident involving human death or injury (an accident resulting in death or injury), caused by the road or rail traffic, as prescribed in Article 2, Paragraph 1, Item 1 of the Road Traffic Act.
- (2) **Number of fatalities (resulting from traffic accidents):** Number of persons dead within 24 hours after the traffic accident.
- (3) **Number of fatalities within 30 days (resulting from traffic accidents):** Number of persons dead within 30 days after the traffic accident (the day of the accident being counted as day 1).
- 4 (1) **Number of confirmed cases:** Number of cases the occurrence of which is known to the police.
- (2) **Number of cases cleared:** Number of cases arrested by the police regarding Penal Code offenses. Unless otherwise noted, the number of solved cases is included.
- (3) **Clearance rate:** The number of cases cleared as a proportion of the number of confirmed cases by the police is calculated by using the method given below and is displayed in percentages.

|   |       |
|---|-------|
| (Number of cases cleared (including arrests of cases which were known before the reference year)) | × 100 |
| (Number of confirmed cases in the reference year)   |       |

- (4) Attempted crimes and preparations for crimes are also included in accomplished crimes.
- (5) The numeric values from Okinawa Prefecture before 14 May 1972 are not included in the various types of numeric values before 1972, unless otherwise noted.
- (6) Unless otherwise noted, statistics, diagrams and other numeric data are based on surveys conducted by the National Police Agency.
- (7) The “Δ” symbol in the increase and decrease column of the diagram denotes a decrease.
- (8) In the distribution ratio of statistical diagrams, since fractions over 1/2 are counted (figures are rounded up to the higher value after 0.5) as one, and the rest are excluded, the total may not be 100.0.
- (9) The various numeric values in the year of 1989 (Heisei 1), unless otherwise noted, include the figures for the year of Showa 64 (1-7 January 1989).
- (10) Regarding the nationality of victims, “Chinese” denotes Chinese nationals, “Taiwanese” denotes a Chinese national who has a domicile in Taiwan or lives in Taiwan, and possesses a passport issued by the authorities of Taiwan with a visa issued by the Embassy of Japan in Thailand, and “Hong Kong, etc.” denotes a Chinese national who possesses a passport or other identification paper issued by the Hong Kong Special Administrative Region.

## Special Feature: Globalization of Crimes and Police Efforts

### Regarding the Special Feature

The theme of the Special Feature of the White Paper on Police this year is “Globalization of Crimes and Police Efforts.”

Due to the progress in economic and financial globalization and the development of information and communication technology, people, goods, money and information are circulating across borders on a global scale.

While this environment is making people’s everyday life more comfortable and enriching it, it is also being exploited by international criminal organizations that try to perpetrate crimes easily and efficiently on a global scale.

Regarding “hit-and-run” crimes by foreign nationals who come to Japan with the visa status for short stay and return home immediately after the perpetration of crimes and offenses committed by criminal groups of visiting foreigners banded together by regional or blood ties, the police have for some time been pointing to their threat to public security as “internationalization of crimes” and been taking actions to deal with them.

The situation surrounding offenses committed by foreign nationals visiting Japan stayed relatively calm from the Showa period to the early years of the Heisei period, and then both the number of cases cleared and the number of foreign visitors arrested turned sharply higher since around 1991. But these offenses have been on the decline from around 2005.

However, recent offenses included jewel robberies by international gangs of robbers, organized car thefts and illegal exports by transnational crime groups and the abduction of Japanese for ransom by a Nigerian organization in South Africa. These cases indicate a qualitative change in offenses that goes beyond the dimension of “internationalization of crimes and demonstrate the emerging grave threat to public security that cannot be captured by statistical figures alone.

We now find ourselves in the situation of the “globalization of crimes,” characterized by the penetration into Japan of criminal organizations that operate on a global scale, multinational memberships of criminal organizations and the global spread of criminal offenses.

Crimes by foreign nationals visiting Japan have the characteristic features of extensiveness, systemicity and anonymity, and these features have made investigations into these offenses difficult particularly in terms of the identification of perpetrators, collection of evidence and interrogations. The addition of the new element of the “globalization of crimes” is making the difficult investigations even more difficult. More specifically, criminal organizations operating on a global scale disperse their bases of operation all over the world and make the shape of their organizations more opaque and liquid through the division of roles and systematic support within the networks of these bases. This means that the targets of investigations also spread all over the world.

In light of these developments, this feature addresses the “globalization of crimes” and police efforts to deal with the situation. Section 1. gives a broad overview of the current status of the “globalization of crimes,” Section 2. describes the police efforts to this in detail, and Section 3. provides an outlook for the future.

In order to deal with the “globalization of crimes,” we will enhance the collection and sharing of information as well as our capacity for analyses in order to shed more light on and dismantle not only international criminal organizations but also networks and infrastructure that support them. We will also rebuild the Japanese police’s fight against the “globalization of crimes” and take preemptive countermeasures by promoting measures, among other things, to strengthen cooperation with various relevant entities in Japan and build a global system of cooperation.

We hope this feature will help Japanese people become well aware of the serious threat of the “globalization of crimes” to public security and give their continued understanding and cooperation for police efforts to deal with that threat going forward.

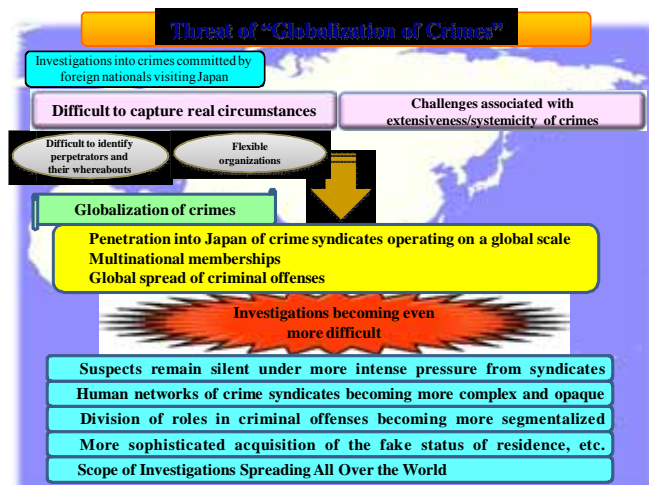
## Section 1. Threat of the Globalization of Crimes

### 1. The Current State of the Globalization of Crimes

The current state of offenses committed by foreign nationals visiting Japan shows that the “globalization of crimes” has become a serious threat to public security that cannot be fully captured just by statistical figures such as the number of cases cleared and the number of foreign nationals arrested.

Offenses by foreign nationals visiting Japan in the past also included cases that threatened public security, such as “hit-and-run” offenses by foreign nationals who visited Japan with the visa status for short stay and returned home immediately after the perpetration of crimes and offenses committed by criminal groups of visiting foreigners banded together by regional or blood ties. However, recent offenses by foreign nationals visiting Japan are completely different from mostly sporadic offenses seen in the early years of the Heisei period, and are of more serious proportions due to their characteristic features of the penetration into Japan of criminal organizations that operate on a global scale, multinational memberships of criminal organizations and the global spread of criminal offenses, as described in (1) to (3) below.

**Diagram-1 Threat of Globalization of Crimes**

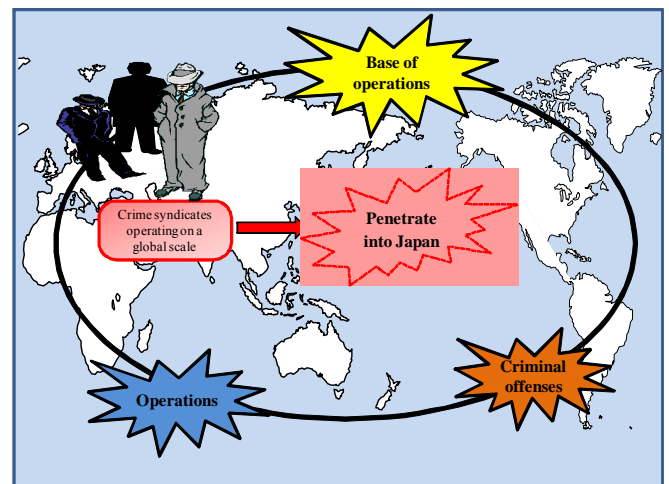


#### (1) The Penetration into Japan of Criminal Organizations that Operate on a Global Scale,

Criminal organizations based in foreign countries had sneaked up on Japan before. Recently, however, criminal organizations operating on a global scale are newly targeting Japan and perpetrating offenses on a

larger scale and more efficiently while mutually collaborating with and complementing Japanese criminal organizations.

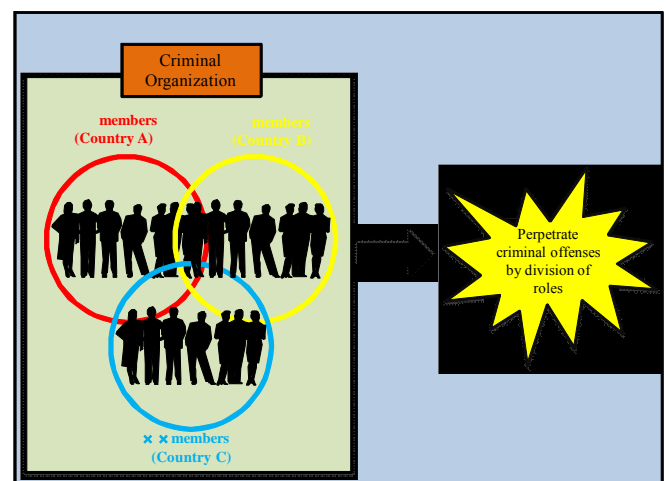
**Diagram-2 Penetration into Japan of Criminal Organizations that Operate on a Global Scale**



#### (2) Multinational Memberships of Criminal Organizations

Criminal organizations made up of foreign nationals visiting Japan used to be organized mainly by regional or blood ties. Recently, however, they band together regardless of nationality and divide roles by taking advantage of their respective characteristics in order to commit offenses more slickly and efficiently. Criminal organizations now have multinational memberships.

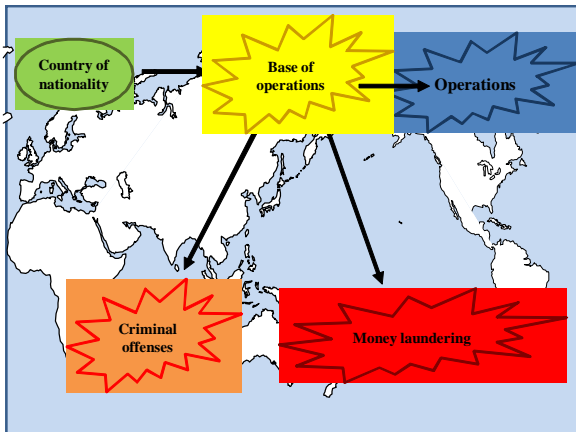
**Diagram-3 Multinational Membership of Criminal Organization**



### (3) The Global Spread of Criminal Offenses

We have had offenses for which places of occurrence had gone outside Japan in the past, but in most cases, those places of occurrence were regions where suspects or crime victims originally came from. Recently, however, offenses are being perpetrated all over the world, with offense-related places extending beyond Japan to a few countries or not related either to suspects or to crime victims.

**Diagram-4 Global Spread of Criminal Offenses**

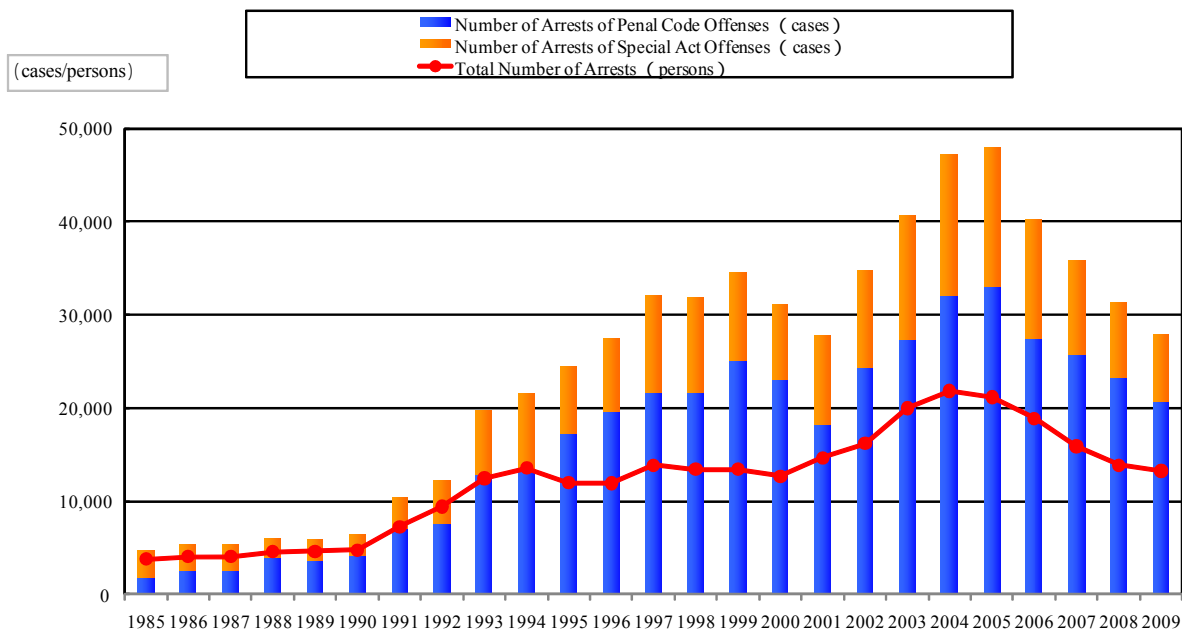


## 2. The Situation behind the Globalization of Crimes

### (1) Trends in Crimes Committed by Foreign Nationals Visiting Japan

#### 1) Overall Trends

In 2009, the number of cleared offenses committed by foreign nationals visiting Japan came to 27,836 and the number of foreign nationals arrested was 13,257, decreasing from the previous year by 3,416 offenses (10.9%), and 628 people (4.5%), respectively. However, compared with the early years of the Heisei period when the situation surrounding offenses committed by foreign nationals visiting Japan was relatively calm, both the number of cases cleared, about 4.8 times larger than 1989, and the number of persons arrested, about 2.9 times larger than 1989, increased substantially. Thus, the number of cases cleared involving foreign nationals visiting Japan still remains at a high level.



**Diagram-5 Trends in the Situation of Cleared Offenses Committed by Foreign Nationals Visiting Japan (1985-2009)**

**Table-1 Trends in the Situation of Cleared Offenses Committed by Foreign Nationals Visiting Japan (2000-2009)**

| Category \ Year                  |         | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|----------------------------------|---------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Total Number of Cleared Offenses | cases   | 30,971 | 27,763 | 34,746 | 40,615 | 47,128 | 47,865 | 40,128 | 35,782 | 31,252 | 27,836 |
|                                  | persons | 12,711 | 14,660 | 16,212 | 20,007 | 21,842 | 21,178 | 18,872 | 15,914 | 13,885 | 13,257 |
| Penal Code Offenses              | cases   | 22,947 | 18,199 | 24,258 | 27,258 | 32,087 | 33,037 | 27,453 | 25,730 | 23,202 | 20,561 |
|                                  | persons | 6,329  | 7,168  | 7,690  | 8,725  | 8,898  | 8,505  | 8,148  | 7,528  | 7,148  | 7,190  |
| Special Act Offenses             | cases   | 8,024  | 9,564  | 10,488 | 13,357 | 15,041 | 14,828 | 12,675 | 10,052 | 8,050  | 7,275  |
|                                  | persons | 6,382  | 7,492  | 8,522  | 11,282 | 12,944 | 12,673 | 10,724 | 8,386  | 6,737  | 6,067  |

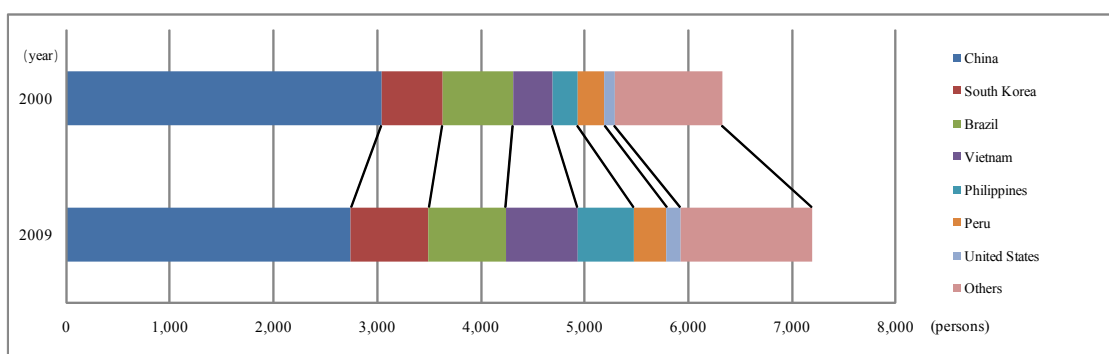
## 2) Arrests of Foreign Nationals by Nationality, Region and Type of Offense

When looking at the situation regarding clearances for crimes committed by foreign nationals visiting Japan in 2009 by nationality/region, China occupies the highest ratio in total, accounting for some 40% of the arrests made. The number of arrests of foreign nationals visiting Japan who committed Penal Code offenses increased by 861 (13.6%), over the last

decade, with Filipinos rising consistently to post an increase of about 2.2-fold and Vietnamese about 1.8-fold.

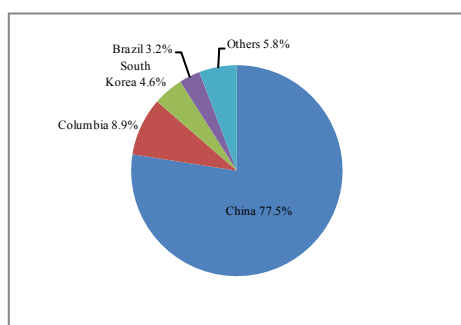
In numbers of Penal Code offenses cleared by crime category, countries with high ratios vary depending on the type of offense, with China accounting for 77.5% of burglary offenses and Brazil 72.3% of automobile theft offenses.

**Diagram-6 Situation of Cleared Offenses Committed by Foreign Nationals Visiting Japan by Country/Region (2000 and 2009)**

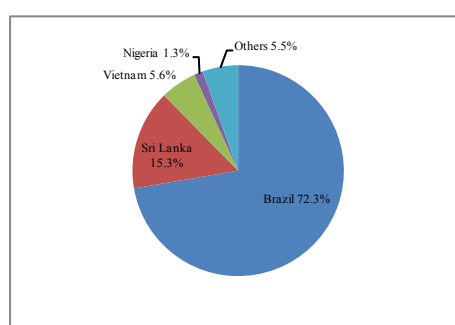


| By Country/Region |                             | China | South Korea | Brazil | Vietnam | Philippines | Peru | United States | Others | Total |
|-------------------|-----------------------------|-------|-------------|--------|---------|-------------|------|---------------|--------|-------|
| 2000              | Cleared Penal Code Offenses | 3,038 | 590         | 682    | 377     | 241         | 261  | 102           | 1,038  | 6,329 |
|                   | Compositional Rate (%)      | 48.0  | 9.3         | 10.8   | 6.0     | 3.8         | 4.1  | 1.6           | 16.4   | 100.0 |
| 2009              | Cleared Penal Code Offenses | 2,747 | 750         | 744    | 689     | 541         | 318  | 131           | 1,270  | 7,190 |
|                   | Compositional Rate (%)      | 38.2  | 10.4        | 10.3   | 9.6     | 7.5         | 4.4  | 1.8           | 17.7   | 100.0 |

Break-in Burglaries (2009)



Vehicle Thefts (2000)

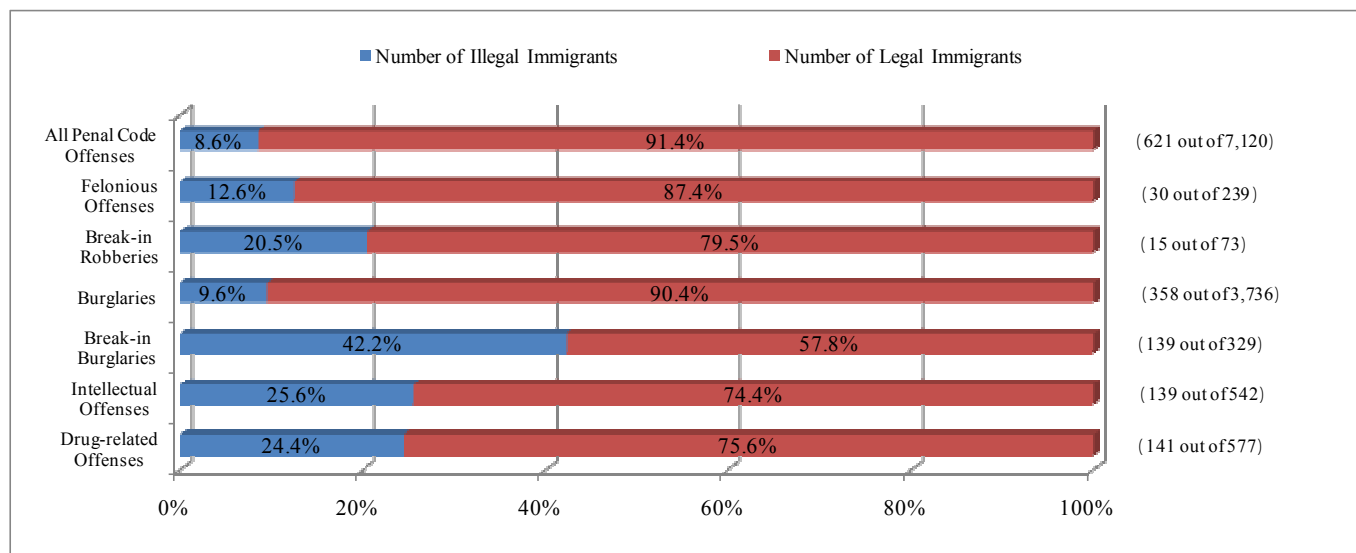


### 3) Offenses by Foreign Nationals Illegally Residing in Japan

Illegal residents<sup>1</sup> accounted for 8.6% of foreign nationals visiting Japan arrested for Penal Code offenses in 2009, declining 16.7 percentage points over the last decade. By type of offense, however,

illegal residents accounted for 42.2% of burglary offenses, demonstrating that the involvement of illegal residents in crimes that make Japanese people feel less secure still remains at the high level.

**Diagram-7 Ratio of Illegal Immigrants in a proportion of the Number of Cleared Offenses Committed by Foreign Nationals Visiting Japan (2009)**



Note 1: Illegal residents, including illegal entrants violated Article 3 of the Immigration Control and Refugee Recognition Act (hereinafter referred to as “the Immigration Control Act”), those who landed on Japan without landing permission of an immigration inspector, and those who overstayed their periods of stay after legally entering Japan

### 4) Ratio of Accomplice Cases to the Total Number of Penal Code Offenses by Foreign Nationals Visiting Japan

In 2009, the number of accomplice cases accounted for 61.6% of the total number of Penal Code offenses by foreign nationals visiting Japan, quadruple the number of those by Japanese nationals (16.3%)<sup>1</sup>.

While the number of foreign nationals visiting Japan arrested for Penal Code offenses declined by 2,386 (10.4%), over the last decade, the number of

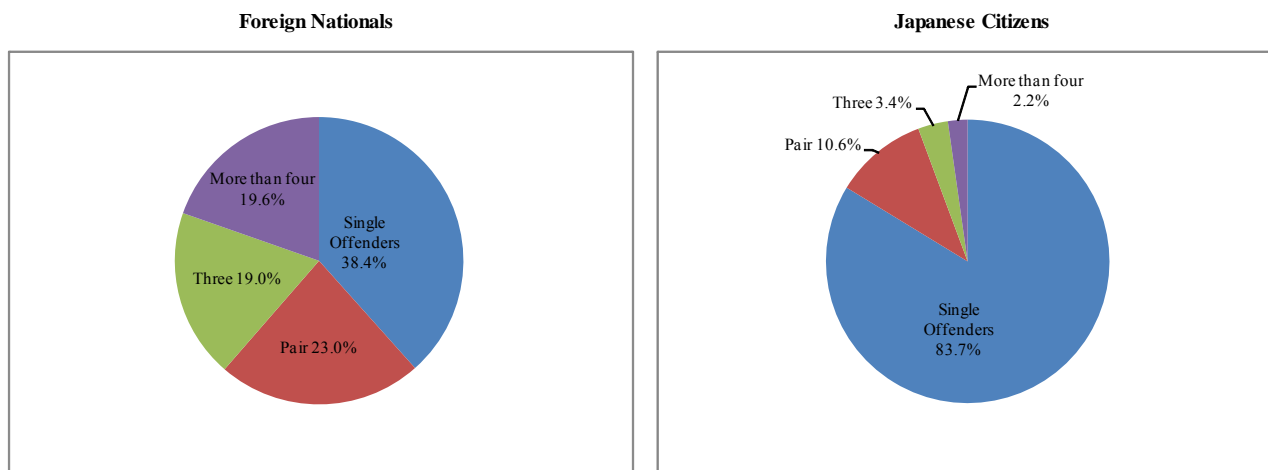
accomplice cases increased by 1,298 (11.4%), with their component rate rising 12.1 percentage points.

By type of offense, the ratio of break-in robberies with accomplices was extremely high and 46.4% of them were committed by groups of four or more persons. These figures show that foreign nationals visiting Japan have a greater tendency to commit offenses as a group than Japanese nationals, and that their crimes tend to be increasingly organized.

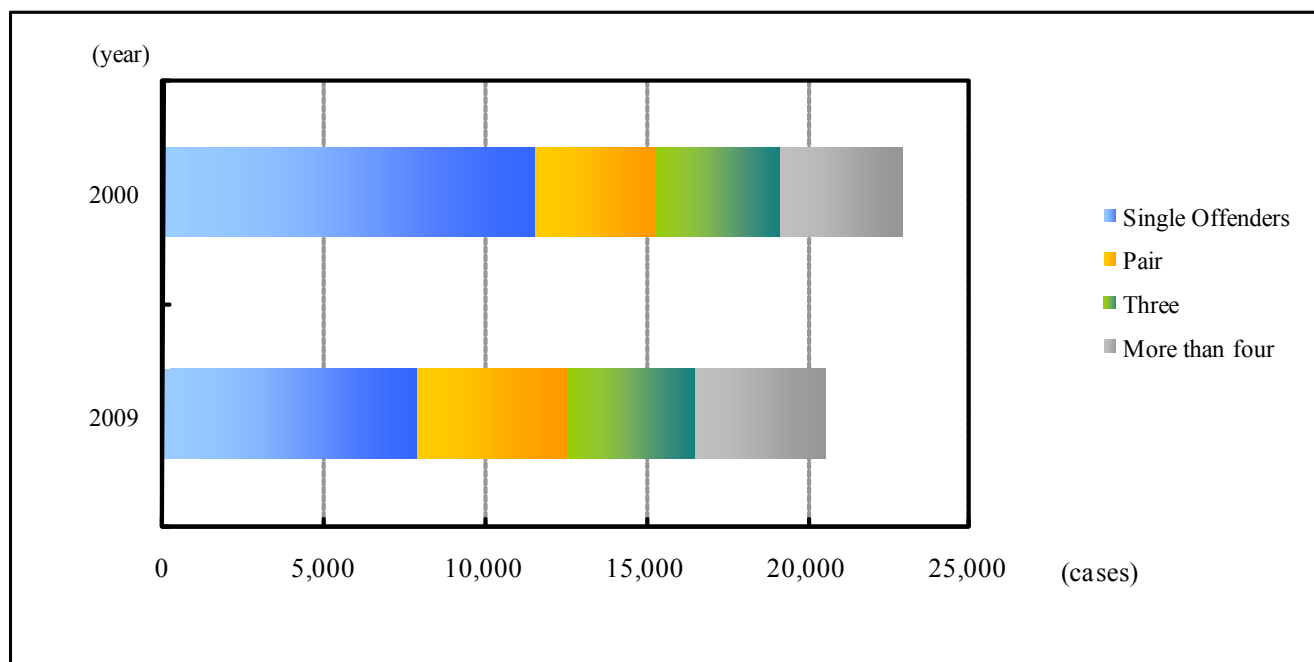
Note 1: Accomplice offenses committed jointly by foreign nationals visiting Japan and Japanese nationals are categorized as accomplice cases either by foreign nationals visiting Japan or by Japanese nationals depending on the principal suspects' nationality/land of origin.



**Diagram-8 Differences in the Ratio of Joint Violations of the Penal Code by Japanese and by Foreign Nationals Visiting Japan (2009)**



**Diagram-9 Proportion of Joint Violations among the Penal Code Offenses Committed by Foreign Nationals Visiting Japan (2000 and 2009)**



| Type of Crimes |                        | Single Offenders | Pair  | Three | More than four | Total  |
|----------------|------------------------|------------------|-------|-------|----------------|--------|
| Year           | Confirmed No. of Cases | 11,584           | 3,722 | 3,830 | 3,811          | 22,947 |
|                | Composition Rate(%)    | 50.5             | 16.2  | 16.7  | 16.6           | 100.0  |
| 2009           | Confirmed No. of Cases | 7,900            | 4,719 | 3,908 | 4,034          | 20,561 |
|                | Composition Rate(%)    | 38.4             | 23.0  | 19.0  | 19.6           | 100.0  |

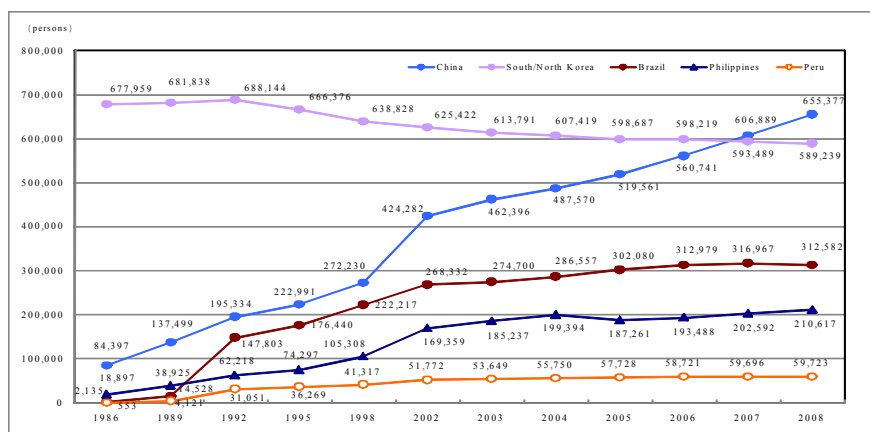
## Column 1. Foreign Nationals Residing in Japan

### (1) Foreign Nationals Registered

The number of foreign nationals registered in Japan has increased every year, and reached a record high of 2,217,426 as of the end of 2008, increasing by 64,453 (3.0%), from the end of 2007 and by 661,313 (42.5%), over the last decade.

By nationality (land of origin), China accounted for 655,377 people to occupy 29.6% of the total, followed by South/North Korea with 589,239 people (26.6%), and Brazil with 312,258 people (14.1%).

### Trends in the Number of Foreign Nationals Registered by Nationality (Land of Origin) (1986-2008)

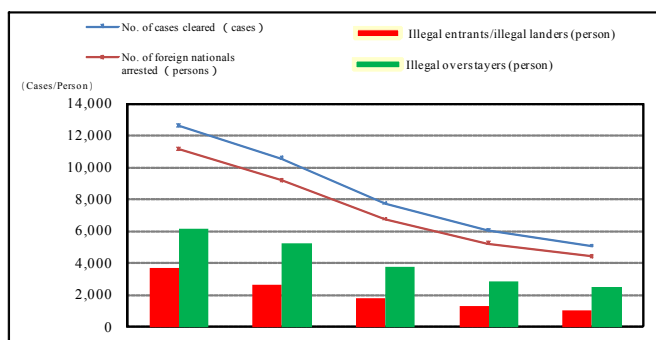


### (2) Foreign Nationals Illegally Overstaying Visas

The number of foreign nationals who illegally overstay their visas has declined as a result of comprehensive measures taken by police and other relevant organizations, standing at 91,778 as of January 1, 2010, and decreasing by 140,343 (60.5%), over the last decade.

However, a large number of foreign nationals are still coming to Japan to work, and quite a lot of them are working in Japan illegally. Moreover, foreign nationals who try their hand at criminal acts with the belief that crimes earn them money more efficiently than illegal employment show no sign of significant decline. For this reason, police have been stepping up the handover of suspects to immigration control officers under the Immigration Control Act and also tightening controls over foreign nationals illegally overstaying their visas through proactive joint investigations with immigration control bureaus.

### Trends in Cases Cleared of Immigration Control Act Violations (2005-2009)



| Category                                    | Year | 2005   | 2006   | 2007  | 2008  | 2009  |
|---|------|--------|--------|-------|-------|-------|
| No. of cases cleared (cases)                |      | 12,624 | 10,561 | 7,751 | 6,049 | 5,072 |
| No. of foreign nationals arrested (persons) |      | 11,143 | 9,191  | 6,770 | 5,230 | 4,428 |
| Illegal entrants/illegal landers            |      | 3,704  | 2,661  | 1,804 | 1,315 | 1,057 |
| Illegal overstayers                         |      | 6,146  | 5,283  | 3,769 | 2,894 | 2,504 |

## (2) Crime Infrastructures Fomenting Crimes by Foreign Nationals

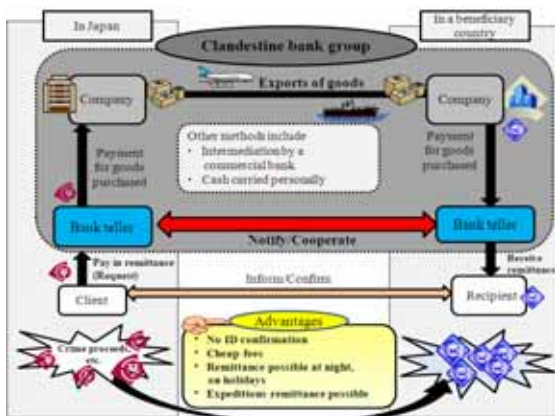
Crime infrastructures that foment crimes by foreign nationals means foundations that foment illegal entry into Japan and illegal stay in Japan or that make it easy for foreign nationals visiting Japan to commit crimes repeatedly. Crimes conducive to the building of such infrastructures are punishable crime infrastructure offenses, which include illegal remittances, fraudulent marriages, fraudulent affiliations, forgeries of passports and alien registration certificates, and furtherance of illegal employment.

Behind the “globalization of crimes” is the situation where international criminal organizations use these criminal infrastructures to perpetrate various offenses efficiently.

### 1) Illegal Banks

Illegal banks are agents for onerous overseas remittances operated by people without banking business licenses. Their services fall foul of the Banking Act and other laws. Illegal banks are used by illegal residents to send money they earn from illegal employment to families abroad and by international criminal organizations to remit crime proceeds overseas.

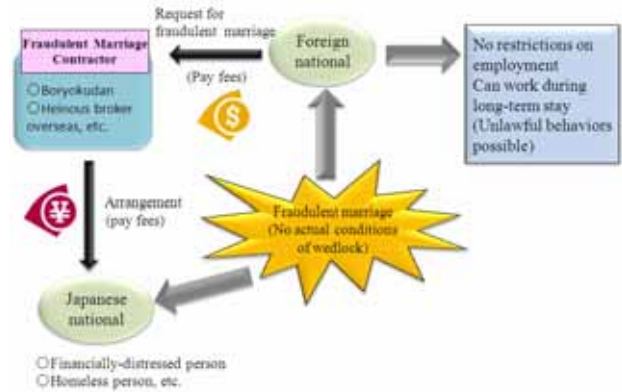
**Diagram-10 Transfer System of Illegal Bank**



### 2) Fraudulent Marriages

In fraudulent marriages, foreign nationals residing in Japan submit false notifications of marriages to Japanese nationals to public offices of cities, wards, towns or villages in order to obtain the status of residence as “spouses of Japanese nationals.” These actions constitute Penal Code offenses of false entries in the original of notarized deeds and uttering of counterfeit official documents. *Boryokudan* gang groups, heinous brokers and other agents mediate fraudulent marriages to earn illegal proceeds.

**Diagram-11 Fraudulent Marriages**

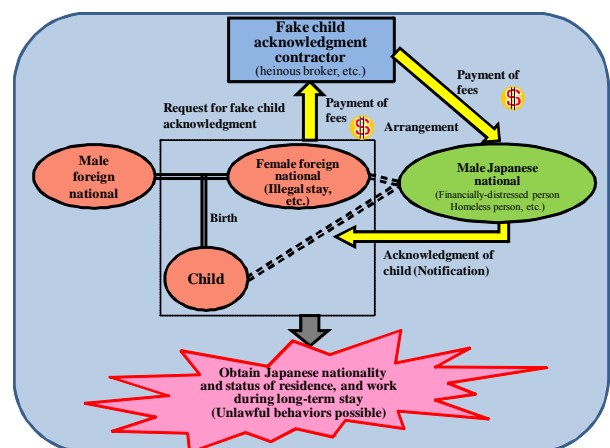


### 3) Fraudulent Affiliations

In fraudulent affiliations, female foreign nationals who are staying in Japan illegally submit false notifications of child acknowledgment stating male Japanese nationals are fathers of their children to public offices of cities, wards, towns or villages in order to obtain Japanese citizenship for children born out of their relationships with male foreign nationals and also to obtain the status of residence for long-term stay for themselves. These actions constitute Penal Code offenses of false entries in the original of notarized deeds and uttering of counterfeit official documents.

With the enforcement of the law partially revising the Nationality Act in January 2009, a child acknowledged by a Japanese national after birth can obtain Japanese nationality with notification regardless of marriage between his/her father and mother. This might increase false notifications of child acknowledgment and/or nationality acquisition as the Japanese nationality of children enables their mothers to obtain the status of residence as rearers of children with Japanese citizenship.

**Diagram-12 Fraudulent Affiliations**



#### 4) Forgeries of Passports and Alien Registration Certificates

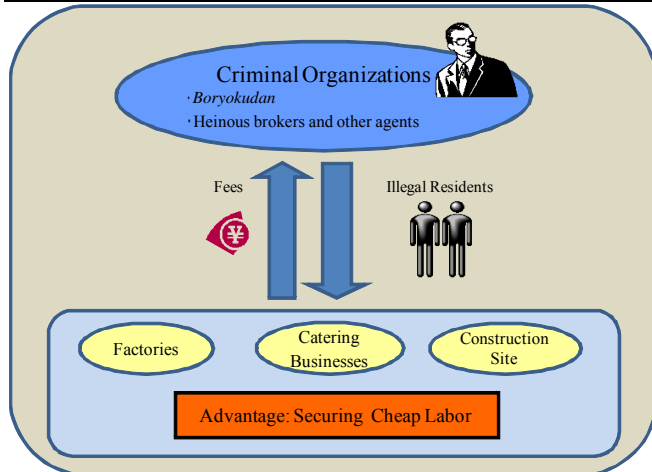
Forgeries of passports, alien registration certificates and other documents mean that foreign nationals forge and use passports, alien registration certificates, driver's licenses and other identification papers in order to disguise themselves as lawful entrants into and departees from Japan, visitors in Japan, holders of driver's licenses and holders of work qualifications, etc. These actions constitute Penal Code offenses of counterfeiting of sealed official documents and uttering of counterfeit sealed official documents.

#### 5) Furtherance of Illegal Employment

Furtherance of illegal employment involves practices of having foreign nationals visiting Japan without work qualifications work illegally or mediating their illegal employment. These actions constitute violations of the Immigration Control Act, the Employment Security Act and other laws.

Illegal employment is being furthered by various business operators seeking to secure cheap labor and brokers who get commissions for their go-between services, but *Boryokudans* gang groups may also get involved in illegal employment.

**Diagram-13 Furtherance of Illegal Employment**



### 3. Globalization of Various Crimes

#### (1) Globalization of Drug-Related Offenses and Crimes Using Firearms

##### 1) Drug-Related Offenses by Foreign Nationals Visiting Japan

##### a. Arrests of Foreign Nationals by Nationality/Land of Origin

In 2009, while arrests of foreign nationals visiting Japan for drug-related offenses numbered 577, a decrease of 45 (7.2%) from the previous year, the number of persons arrested for offenses related to stimulant drugs increased to account for 73.8% of the

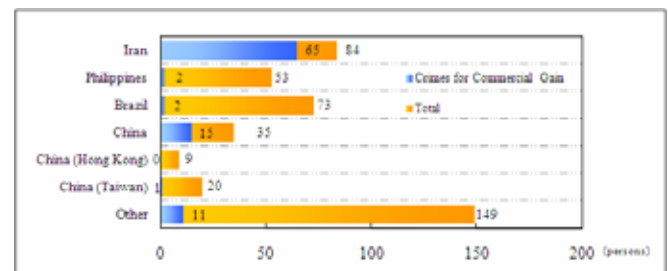
total arrests for drug-related offenses. By nationality/land of origin, those from Iran, the Philippines and Brazil had high ratios among foreign nationals arrested, with these three countries accounting for 43.8% of the total.

##### b. Arrests of Iranians in Drug Trafficking Groups

In 2009, Iranian nationals arrested for stimulant drug-related offenses numbered 85, dropping 16, or 15.8% from the previous year. Iranians arrested for for-profit offenses<sup>1</sup> accounted for 77.6% of the total arrests, a conspicuously high ratio compared with those of other nationality/land of origin, indicating that Iranian nationals remain deeply involved in trafficking of stimulant drugs.

Some of recent cases also show that not only Iranian groups but also multinational crime organizations are committing drug trafficking offenses.

**Diagram -14 For-profit Offenses as a Proportion of the Number of Foreign Nationals Arrested for Stimulant Drug-related Offenses (2009)**



Note 1: Offenses of for-profit possession, for-profit sale and for-profit purchases

#### 2) Drug Smuggling Offenses

In 2009, drug smuggling cases cleared came to 260, an increase of 61 (30.7%) over the previous year. Most of drugs abused in Japan are being smuggled into the country with the involvement of international drug criminal organizations.

Looking at stimulant drug smuggling during 2009, the number of cases cleared stood at 164 and the number of arrests came to 219, both increasing significantly from the previous year to the highest levels in the past decade. In addition to large-quantity smuggling offenses using ships as in the past, behind the sharp rise in the smuggling of stimulant drugs is the increase in portable smuggling offenses where mules recruited by drug related criminal organizations smuggle drugs by concealing them in luggage carried on board airplanes or wrapped around their bodies.

Recent portable smuggling offenses indicate that Iranian and other drug criminal organizations hire foreign nationals of diverse nationality to smuggle

stimulant drugs and other narcotics to all corners of the world not only from China, Hong Kong and Taiwan but also from Southeast Asian and African countries

**Table-2 Trends in the Arrests in Stimulant Drug Smuggling Offenses (2000-2009)**

| Category \ Year              | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 |
|------------------------------|------|------|------|------|------|------|------|------|------|------|
| No. of cases cleared (cases) | 45   | 46   | 16   | 47   | 102  | 27   | 63   | 65   | 77   | 164  |
| Portable smuggling offenses  | 26   | 17   | 8    | 21   | 74   | 17   | 40   | 46   | 49   | 127  |
| No. of arrests (persons)     | 68   | 56   | 20   | 65   | 120  | 40   | 77   | 90   | 97   | 219  |

### 3) Handgun Smuggling Offenses

As most of handguns confiscated in Japan are manufactured overseas, we are strengthening coastal operations in cooperation with the customs service, the Japan Coast Guard and other relevant organizations and are also promoting integrated crackdowns on

handgun smuggling offenses (including preparatory ones).

Trends in handgun smuggling cases cleared are shown in Table-3.

**Table-3 Trends in Handgun Smuggling Cases Cleared (2000-2009)**

| Category \ Year              | 2000   | 2001 | 2002 | 2003   | 2004 | 2005 | 2006  | 2007 | 2008 | 2009 |
|------------------------------|--------|------|------|--------|------|------|-------|------|------|------|
| No. of cases cleared (cases) | 6(5)   | 2(1) | 5(3) | 13(8)  | 4(3) | 3(2) | 6(2)  | 6(3) | 3(1) | 4(1) |
| No. of arrests (persons)     | 18(17) | 5(3) | 7(5) | 17(10) | 5(4) | 5(4) | 14(8) | 7(4) | 3(1) | 4(1) |
| No. of handguns seized       | 114    | 0    | 10   | 13     | 4    | 4    | 12    | 3    | 1    | 1    |

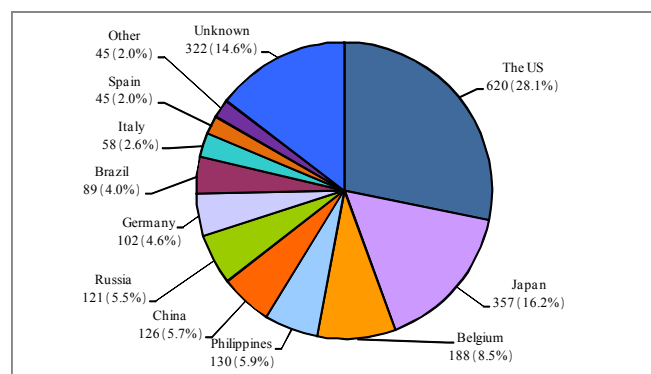
Note 1: The numbers of cases cleared and arrests include offenses of smuggling handgun parts and live cartridges only as well as handgun smuggling offenses.

2: Figures in parentheses in the columns of "No. of cases cleared" and "No. of arrests" indicate the numbers of cases smuggling offenses (including preliminary ones) alone.

The breakdown of 2,203 genuine handguns confiscated in the last five years by country of manufacture shows that the largest group of 620 (28.1%) were made in the United States, followed by 375 (16.2%) in Japan, 188 (8.5%) in Belgium and 130 (5.9%) in the Philippines, an indication that handguns made in countries around the world, including Europe and North America, are flowing into Japan.

Genuine handguns manufactured in Japan are mostly handguns for military purposes used by the now-defunct Imperial Japanese Army.

**Diagram-15 Breakdown of Genuine Handguns Confiscated by Country of Manufacture (2005-2009)**

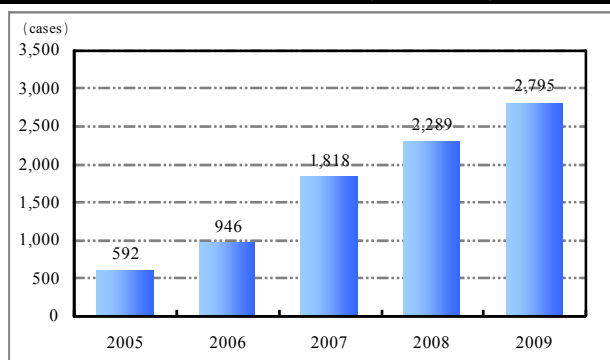


## (2) Globalization of Cybercrimes

With the Internet spreading over foreign countries as well as Japan, cross-border cybercrimes are prevalent, including unauthorized access from overseas. In 2009, the number of recognized unauthorized access from overseas came to 40 cases, mainly from China and South Korea.

The Internet hosts a plethora of websites and electronic bulletin boards that hold illegal information such as child pornographic images, some of which is stored in web servers located abroad. Of information determined as illegal by the Internet Hotline Center (Refer to P.25 and 66), 5,419 cases were stored in web servers overseas.

**Diagram-16 Trends in the Number of Confirmed Unauthorized Access(2005-2009)**



## (3) Globalization of Offenses of Intellectual Property Rights Violations

The number of offenses of intellectual property rights violations cleared<sup>1</sup> in 2009 stood at 364 and the number of arrests in such offenses came to 620, both remaining at high levels.

In counterfeit offenses (violations of the Trademark Act), the bulk of fraudulent brand-name products confiscated were smuggled into Japan via international mail from Asian countries, mainly China and South Korea, and sold online over the Internet.

In piracy offenses (violations of the Copyright Act), most of pirated products were copied using personal computers in Japan, but some were smuggled into Japan from China and other Asian countries. In both cases, pirated versions were sold mainly over the Internet. Offenses of public transmission right infringements (violations of the Copyright Act) using file-sharing software are also on the rise.

Note 1: Multiple crimes perpetrated by the same suspects are recorded as the single crime.

**Table-4 Changes in Intellectual Property Rights Violations Cleared (2005-2009)**

| Category  | 2005            |                | 2006            |                | 2007            |                | 2008            |                | 2009            |                |
|---|-----------------|----------------|-----------------|----------------|-----------------|----------------|-----------------|----------------|-----------------|----------------|
|   | No. of Offenses | No. of Arrests | No. of Offenses | No. of Arrests | No. of Offenses | No. of Arrests | No. of Offenses | No. of Arrests | No. of Offenses | No. of Arrests |
| Trademark Act violations (counterfeit offenses, etc.) | 326             | 551            | 315             | 537            | 276             | 472            | 246             | 442            | 200             | 313            |
| Copyright Act violations (piracy offenses, etc.)      | 145             | 206            | 163             | 219            | 137             | 210            | 115             | 180            | 119             | 178            |
| Others  | 21              | 48             | 15              | 27             | 28              | 74             | 24              | 88             | 45              | 129            |
| Total   | 492             | 805            | 493             | 783            | 441             | 756            | 385             | 710            | 364             | 620            |

**Table-5 Of Fraudulent Brand-Name Products Confiscated, Changes in Seized Products**

| Category     | Year | 2005    | 2006    | 2007    | 2008    | 2009    |
|--------------|------|---------|---------|---------|---------|---------|
| Total number |      | 154,075 | 190,062 | 315,302 | 280,679 | 107,637 |
| China        |      | 9,663   | 73,512  | 143,170 | 268,326 | 93,800  |
| South Korea  |      | 98,436  | 115,881 | 117,930 | 5,972   | 13,529  |
| Hong Kong    |      | 2,091   | 70      | 49,694  | 12      | 181     |
| Taiwan       |      | 32,258  | 388     | 0       | 0       | 0       |
| Others       |      | 11,627  | 211     | 4,508   | 6,369   | 127     |

The globalization of economic activities and the spread of the Internet have brought forth the globalization of offenses of intellectual property rights violations, with fraudulent brand-name products manufactured in China and other countries flowing into Japan via third countries.

#### **(4) Globalization of Money Laundering Offenses**

Money laundering, generally speaking, is a set of acts to blur the sources and true owners of crime proceeds in order to avert the discovery of crime proceeds and detection of crimes by investigative authorities. In addition to money laundering by Japanese nationals to transfer crime proceeds across the border, the globalization of economic activities and financial services has given rise to money laundering perpetrated by foreign nationals visiting Japan.

We are stepping up efforts to crack down on money laundering offenses by, among others, making use of the system of reporting suspicious transactions<sup>1</sup> stipulated in the Act on Prevention of Transfer of Criminal Proceeds.

Of the money laundering offenses cleared I 2009, those perpetrated by foreign nationals visiting Japan came to 13 cases, increasing by 5 cases, or 62.5%, over the previous year to account for 5.5% of the total.

Note 1: Financial institutions, financial lease providers, credit card companies, building lot and building transaction business operators, jewel and precious metal dealers, and mail receipt and telephone receptionist service providers are required to report to their respective regulatory authorities in cases where money they receive in their business operations is suspected to be criminal proceeds.



## Section 2. Strategies to Fight the Globalization of Crimes

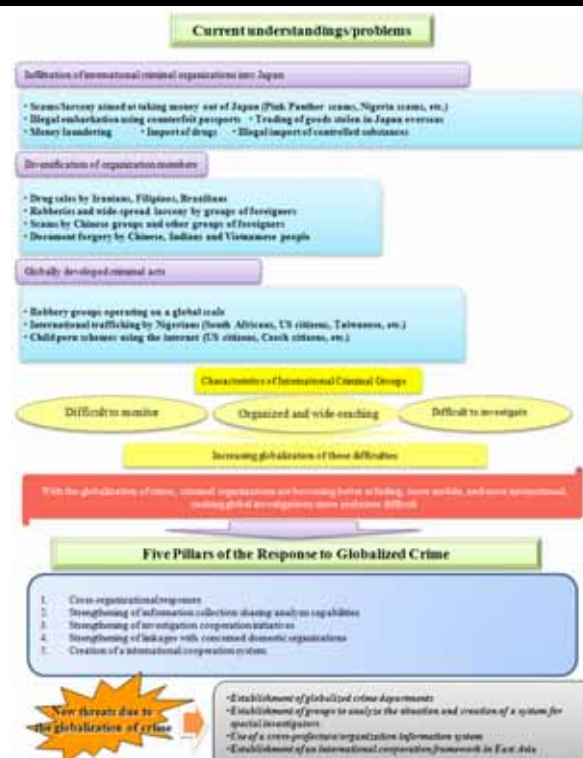
### 1. Establishment of the Strategic Plan to Fight the Globalization of Crimes

Fighting the “globalization of crimes” means more than just clearing cases as they happen – it requires an understanding of the networks that support the “globalization of crimes,” a heightening of the ability of the police to gather and analyze information, and a strengthening of systems to disband global organized crime groups. Furthermore, as international crime organizations often link with each other to commit cross-border crime and are increasing the diversity and reach of the criminal acts they commit, enhancing greater cooperation across departments and jurisdictions as well as the further deepening of ties with foreign security organizations is indispensable.

In February 2010, as a basic policy for fighting the “globalization of crimes,” the police put together measures to be focused on at the moment and established “The Strategic Plan to Fight the Globalization of Crimes” (hereinafter referred to as, “the strategic plan”).

Based on the strategic plan, the police are exerting every effort to effectively proceed forward with efforts on the “globalization of crimes.”

**Diagram-17 Outline of the Strategic Plan to Fight Globalization of Crimes**



### 2. System Structures

#### (1) System Structures

The police established an Anti-Global Organized Crime Committee with the Deputy Commissioner General of the NPA as its head in February 2010, and are promoting comprehensive countermeasures to fight the “globalization of crimes.” In April 2010, the Anti-Global Organized Crime Task Force was established as a taskforce in charge of collecting, sharing and analyzing information on international criminal organizations, giving instructions to Prefectural Police, and coordinating operations with international security organizations.

In addition, among Prefectural Police, a cross-organizational system was put into place led by the Chief of Prefectural Police Headquarters, and project teams (Anti-Global Organized Crime Task Force, etc.) were established to collate and analyze the information of each police division on international crime organizations, and to link up and coordinate with Prefectural Police.

#### (2) Fostering Investigators able to Work in International Investigations

Prefectural Police are taking on personnel with high linguistic abilities as police officers, implementing various types of training, fostering investigators able to work in international investigations, and are having them investigate suspects of foreign nationalities.

In addition, as investigations of international criminal organizations require a large amount of specialized knowledge not just with regard to languages, but also with regard to external and internal laws and conditions related to immigration procedures, assisting international investigations, and case processing procedures, at the Research and Training Center for International Criminal Investigation and Police Cooperation of the National Police Academy attached to the NPA, field training for international investigators is being implemented to improve their capabilities.



## **Column 2. Creating a System for Interpretation**

With the progress of the “globalization of crime,” Prefectural Police must not just hire police officers with high linguistic abilities but also put general workers through training and have them act as interpreters during international investigations.

However, as it is hard to secure enough personnel within the police staff to handle all necessary interpretation, the police also rely partly on civilian interpreters. The police hold training sessions to deepen these civilian interpreters’ understanding of criminal investigations, and distribute interpretation handbooks and other material.

Furthermore, as there is on occasion a need for sudden interpretation services in the middle of the night, the Prefectural Police have established an interpretation center, and are working to bolster the systems of interpretation.

## **3. Strengthening Police Capabilities to Collect, Share and Analyze Information**

International criminal organizations are diversifying and expanding their networks by setting up bases of operation around the world with multinational membership and other means. In order to accurately understand the reality of such organizations, more must be done to strengthen the capabilities of the police in gathering, sharing and analyzing information.

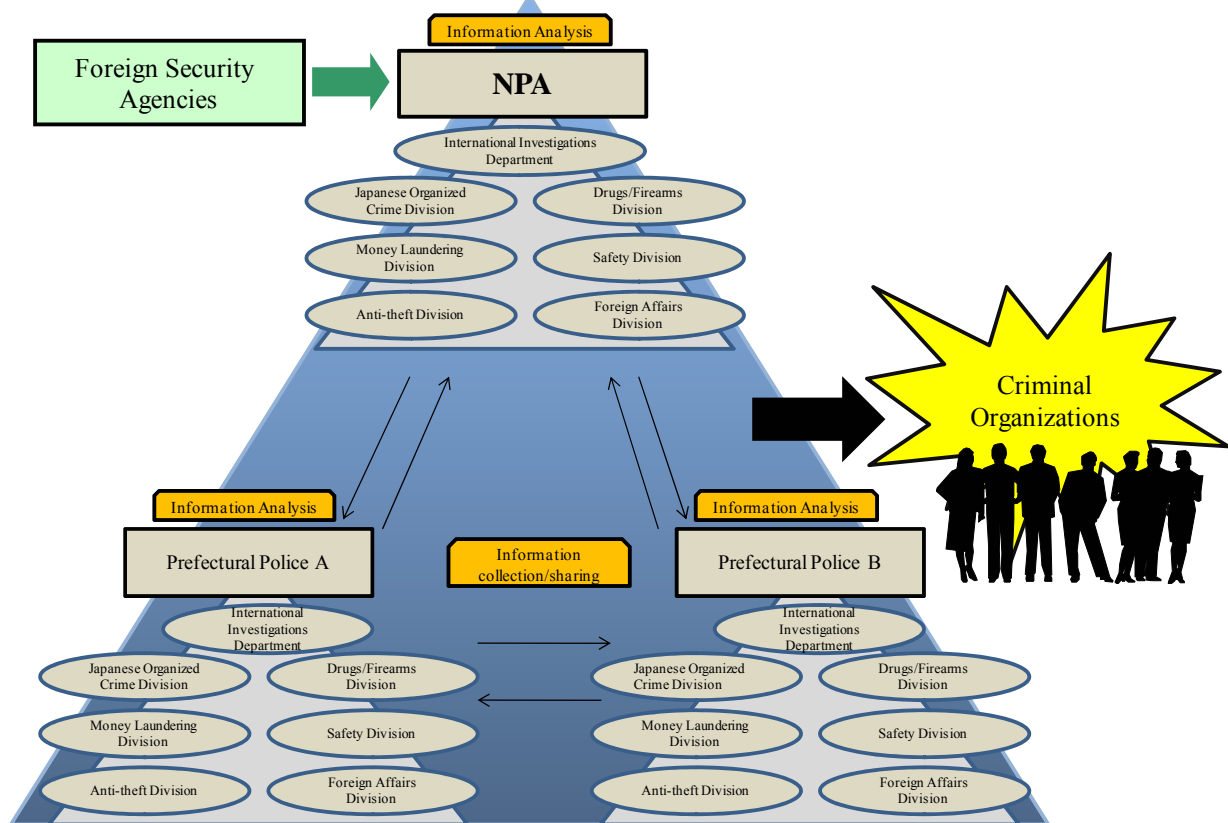
In the past, investigators from abroad dealt with different divisions depending on criminal offense and information gained over the course of an investigation tended to be segregated and managed by different groups. It is hard to say that such information was used systematically.

Against such a situation, based on the strategic plan and centered on situation analysis groups which work to collect information on international criminal organizations, Prefectural Police have been collecting information on a wide-scale concerning matters such as the connection between members of international criminal organizations and people surrounding them, the creation of criminal organization infrastructure, and the movement of funds. In addition, the Anti-Global Organized Crime Task Force and other divisions are to promote the summarizing and analyzing of collected information.

Furthermore, in the Anti-Global Organized Crime Task Force of the NPA, information concerning international criminal organizations gathered by Prefectural Police is summarized on a centralized basis, advancing cross-departmental analysis activities by installing an information management system<sup>1</sup> to share nationwide data with police across the country. Additionally, through joint investigations with ICPO and other multilateral police groups, and by gathering information from foreign security organizations, more is being done to analyze information on international criminal organizations.

Note 1: A system to collate, analyze and share the information on organized crime held by the information officers of the Metropolitan Police Department and Prefectural Police, in order to implement organized crime countermeasures in a more strategic way.

**Diagram-18 Strengthening Police Capabilities to Collect, Share and Analyze Information**



#### 4. Strengthening Efforts for Joint Investigations

International criminal organizations do not act solely within the jurisdictions of Prefectural Police, but work in a widespread and speedy manner to quickly commit crime in a short period of time.

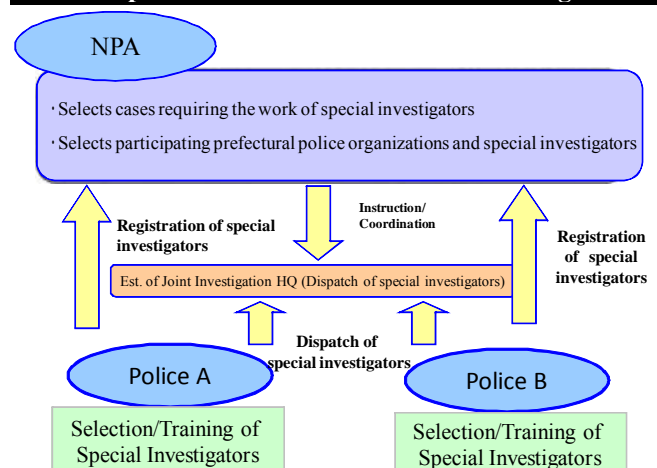
Accordingly, as Prefectural Police proceed with individual investigations involving such organizations, it can be hard to grasp the entire picture of a crime. In order to effectively fight the central groups of international criminal organizations, it is not enough to focus only on clearing cases within one jurisdiction, and investigations must instead be carried out in a strategic manner which takes into account the situation across the country.

The NPA's Anti-Global Organized Crime Task Force collects data on cases such as secret investigations and other investigations handled by Prefectural Police and coordinates action on comparable points among each case. In order to strike an effective blow against international criminal organizations, coordination is made on the goals of planned actions and instruction is given to Prefectural Police regarding shared and common actions.

From the perspective of working effectively against international criminal organizations and in order to quickly establish a system for joint investigations of

such organizations, based on the strategic plan, the NPA has created a system to qualify investigators to participate in international criminal investigations. This system designates members of Prefectural Police with experience and knowledge about international investigations, allowing for the quick mutual dispatch of qualified personnel to Prefectural Police as needed upon the establishment of a headquarters for joint investigations into international criminal organizations. In addition, this system aims to strengthen the cooperative capabilities of the Prefectural Police.

**Diagram-19 System to Qualify Investigation to Participate in International Criminal Investigation**



## 5. Strengthening Cooperation with Domestic Organizations

### (1) Coastal Operations in Cooperation with Related Organizations

In January 2005, the NPA, in cooperation with the Ministry of Justice and Ministry of Finance, introduced an Advance Passenger Information System (APIS)<sup>1</sup> which could collate information on passengers arriving in Japan by plane with information held by the above ministries on suspects before they enter the country. Initially, the system was carried out through the voluntary cooperation of each airline, but with the partial revision of the Immigration Control and Refugee Recognition Act in May 2006, since February 2007, the captain of every aircraft or ship is required to provide information on passengers in advance. Furthermore, in November of the same year, in order to prevent the use of forged passports and the illegal entry of terrorists and other malicious characters pretending to be another person, foreign nationals are required to submit fingerprints and other individual identification information upon entering the country.

**Diagram-20 Outline of APIS**



Note 1: Advance Passenger Information System

According to the Action Plan for Prevention of Terrorism established in December 2004 by the Headquarters for the Promotion of Measures against Transnational Organized Crime, it was decided that with the cooperation of the NPA, the Ministry of Justice would begin to use the information on lost or stolen passports collected in the database of the ICPO for immigration screening. The NPA thus worked with the Ministry of Justice to develop a system for the sharing of the database, and in 2009, the Ministry of Justice began to utilize it.

With these efforts, strict disembarkation screening by the Ministry of Justice Immigration Bureau,

inspection by customs, crackdowns by the police on international organized crimes and terrorist groups are becoming more efficient.

### (2) Promotion of Various Police Activities in Communities where Foreign Nationals Reside

Differences in languages and customs in regions where many foreign nationals reside make communication between such foreign nationals and Japanese citizens difficult and results in a high occurrence of troubling incidents in daily life. It is also very difficult to gather information on safety in such regions.

Within such situations, foreign nationals are unable to grow accustomed to Japanese society, and run the risk of being drawn into crimes and other incidents. There is the possibility that international criminal organizations have infiltrated many such communities, and that foreign nationals themselves are causing crime.

With the aim of having foreign nationals acquire the knowledge they need to live their lives in Japan smoothly, the police link up with related organizations and groups in regions inhabited by many foreign nationals and actively implement various police activities, such as courses on preventing crime and instructions on traffic safety.

Developing an understanding of the knowledge necessary to live smoothly in Japan is a good opportunity for foreigners to grow accustomed to Japanese society. Having foreigners participate in crime prevention patrols is thought to help them develop the mindset of being a member of their community. In addition to helping to prevent foreign nationals from becoming involved in crime and other incidents, it is expected that these efforts will help to prevent the infiltration of foreign communities by international criminal organizations.

#### 1) Initiatives by the Gunma Prefectural Police

##### a. Cooperating with students to establish an International Student Safety Volunteer Club

In October 2009, international and Japanese university students in Gunma Prefecture created an International Student Safety Volunteer Club (YUI). This club was created out of the Prefectural International Student Network created at the recommendation of the police in November 2008, and draws the participation of international and domestic university students going to school in the prefecture.

In addition to taking part in activities for coexistence such as judo clubs and projects for creating space for foreign children to gather, the club also actively carries out patrols and other crime prevention activities. Each member of the club aims to do what they can to develop a crime prevention mindset and contribute to regional security.

b. Operation of Judo Classes for Foreign Children by the Gunma Prefectural Police

Since May 2007, The Ota Police Station and the Oizumi Police Station have been running the Gunma Police International Youth Judo School for foreign children and their guardians who live in the area, with the aim of regional security and children's health by encouraging international exchange through Judo. In May 2009, in order to confirm the progress of the participating children, both police organizations held joint classes and gave lectures on crime prevention and traffic safety, with the aim of improving each participant's frame of mind.

2) Efforts by the Aichi Prefectural Police

a. The *Chiryu Danchi* Security Project

In order to increase residential security and prevent crime, the Aichi Prefectural Police is proceeding with the *Chiryu Danchi* Security Project, an initiative carried out within *Chiryu Danchi* within the jurisdiction of the Anjo Police Station, an area with many foreign inhabitants.

In addition to linking up with local entities and governments to plan for the resolution of daily issues such as parking violations, in order to prevent difficulties regarding the obtainment of crime information in remote areas and in order that the region does not become a hotbed for international criminal

organizations, the project actively conducts patrols and offers classes on crime prevention and traffic safety education.

b. Lessons to Prevent Drug Use in Foreign Schools

As part of the *Chiryu Danchi* Security Project, at foreign schools within the jurisdiction of the Anjo Police Station, the Aichi Prefectural Police conducted classes on the prevention of drug abuse to have teachers and students understand the dangers of drugs.

3) Efforts in Other Prefectures

a. Crime Prevention Patrols by the Foreign Security Group "Taiyo" (Ibaraki Prefecture)

In order to discourage crime and prevent crime-related injuries among the youth within Joso City, an area inhabited by many foreigners of Japanese descent, a security group, "Taiyo," was formed by such foreign nationals to conduct patrols and spread crime prevention knowledge. The Joso City Police work with the group and participate in cooperative activities such as patrols.

b. Traffic Safety Classes for Foreign Students (Shizuoka Prefecture)

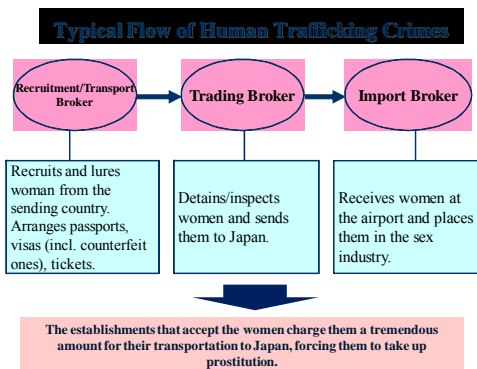
The Shizuoka Prefectural Police employ female Brazilians of Japanese descent as irregular workers to teach traffic safety to foreigners. Classes are aimed at students of foreign schools around the prefecture.

As there are many students at foreign schools who cannot understand Japanese, traffic safety rules are explained in an easy to understand way in the students' native language, so that they do not become involved in a traffic accident.

### Column 3. Efforts to Fight Human Trafficking

#### (1) Action Plan for Human Trafficking Countermeasures 2009

With the recognition that society demands a swift and effective response to the great threat to human rights posed by human trafficking undertaken by international criminal organizations, the Government established the Action Plan for Human Trafficking Countermeasures in December 2004. Widespread and comprehensive countermeasures are being forwarded from the perspective of preventing/exterminating trafficking and protecting trafficking victims. These countermeasures showed tremendous results, reducing the amount of confirmed trafficking cases among other outcomes. However, based on the situation of trafficking in Japan in recent years, including evidence that human traffickers are becoming better at hiding their work and the great interest of the international community in the situation in Japan, the Action Plan for Human Trafficking Countermeasures 2009 was formulated in December of the same year.



In line with this plan, the police will continue to clear human trafficking cases and cooperate with concerned organizations and groups to discover and appropriately protect victims.

#### (2) State of Human Trafficking Case Clearances

The police are linking up with the Immigration Bureau and other organizations to strengthen efforts at Japan's borders against malevolent employers and traders, protect victims as early as possible, and work to understand the situation of human trafficking in Japan. In addition, the police are conducting close information exchanges with relevant embassies and the public organizations that support victims.

In 2009, 28 cases of human trafficking were cleared in Japan, a decrease of eight cases (22.2%) from the previous year. Additionally, the number of persons arrested was 24, a decrease of nine (27.3%) from 2008. Looking at a breakdown of this figure, 18 of those arrested were business owners, and six were traders.

The police protected 17 people who had been the victims of human trafficking in 2009. The most common nationalities of victims were Thai (eight people) and Filipino (four people). These two groups accounted for 70.6% of all victims freed. Regarding the visa status of victims, most held either short-term stay visas (six people) or had entered the country illegally (five people). These two statuses were held by 73.3% of all victims.



#### (3) Operation of an Anonymous Hotline

Given that it is unlikely victims will come forward about human trafficking and that the crime is so easy to hide, since October 1, 2007 the NPA entrusted a public organization to establish an anonymous hotline on crimes involving human trafficking and children's welfare<sup>1</sup>. The hotline pays rewards for information leading to the clearing of a case.

Since July 1, 2009, in addition to phone calls, the hotline began to accept information through the Internet. As of the end of 2009, 73 notifications had been received related to human trafficking, and 485 notifications had been received relating to children's welfare. This information collectively led to the clearing of 12 cases.

Note 1: Cases related to children's welfare exclude those involving underage drinking or smoking, and refer rather to forced indecent acts (limited to those in which the child is the victim), abductions of minors, and attempts to lure minors into committing crime.



## 6. Establishment of a System for Global Cooperation

The NPA is exchanging information with the International Criminal Police Organization (ICPO-Interpol) and foreign security organizations through foreign government authorities in order to fight the “globalization of crimes.” In addition, cooperative relations are being strengthened through actions such as participation in international meetings and bilateral conferences.

### (1) International Cooperation through ICPO

ICPO is an international organization established in 1956 and composed of the members of police agencies from around the world. Its headquarters is based in Lyon, France. The organization gathers information on international crime, holds international meetings on crime countermeasures, and issues international warrants. As of 2009, 188 countries and regions are members of ICPO.

ICPO has been working to enlarge its information network in order to facilitate the effective and quick exchange of information among member countries and regions. Since 2002, the organization has been working to create a more operable and efficient communications network<sup>1</sup> to connect member countries and regions. The ICPO operates databases on stolen vehicles, lost or stolen passports, criminal suspects who have crossed national borders, and stolen works of art. Member countries and regions can access and search these databases.

In addition to cooperating with ICPO investigations, the NPA contributes to ICPO activities by participating in many international meetings organized by the ICPO, dispatching personnel to the organization’s headquarters, and providing funding

Note 1: I-24/7 (Interpol’s global police communications system 24/7)

### (2) Cooperation with Foreign Security Organizations to Fight International Crime

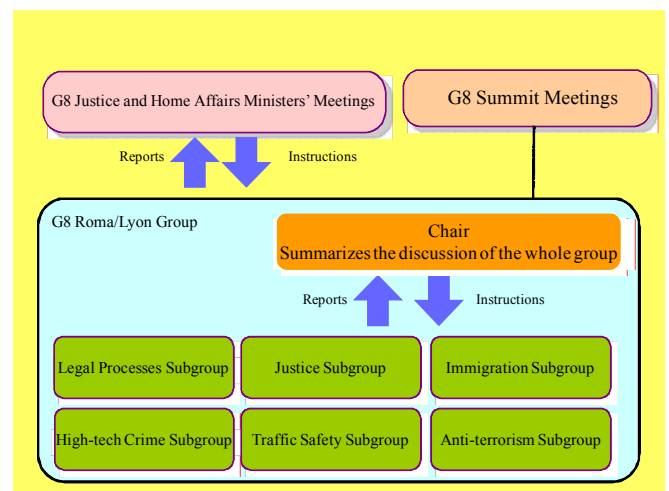
#### 1) Cooperation with International Organizations

In October 2009, the ICPO and United Nations held a meeting in Singapore on the effect that conflict has on international security and effective international police action. The Chairman of the National Public Safety Commission participated in the meeting.

#### 2) Linkages with G8 economies

Security organizations of G8 countries discuss issues that require international cooperation through G8 Justice and Interior Ministers’ Meetings and the G8 Roma/Lyon Group. The NPA continuously participates in these meetings, and in addition to actively contributing to discussions, submits the results of domestic security measures in order to play a central role when setting or discussing agenda items. Issues such as international organized crimes have been discussed frequently in G8 Summit Meetings in recent years. At the G8 L’Aquila, Italy Summit in 2009, leaders adopted a G8 Leaders’ Declaration: “Responsible Leadership for a Sustainable Future.” This declaration recognized the importance of supporting international cooperation in order to effectively fight international criminal organizations.

Diagram-21 Initiatives by the G8



The chairman of the National Public Safety Commission and U.S. Homeland Security Secretary



The Commissioner General of the National Police Agency meets with the head of the Korean National Police Agency

### 3) Cooperation with the Countries of Asia

#### a. ASEAN Plus Three Ministerial Meeting on Transnational Crime (AMMTC+3)

AMMTC+3 Meetings have been held since 2004 featuring the participation of the security organizations of ASEAN nations, Japan, China and South Korea. The Chairman of National Public Safety Commission and leading members of the NPA participated in these meetings.

The fourth meeting was held in November 2009 in Cambodia. Each country recognized the importance of strengthening cooperation on international crime countermeasures in eight fields including terrorism, human trafficking, and cyber crime.

#### b. ASEAN Chiefs of Police Conferences (ASEANAPOL)

ASEANAPOL was formed in 1980 in order to encourage interactions between police organizations in Southeast Asia. Japan began to participate in conferences as an observer during the 25<sup>th</sup> Conference in 2005. At the 28<sup>th</sup> Conference in 2008, Japan, along with China and South Korea, participated as “dialogue partners.”

The 29<sup>th</sup> Conference was held in Hanoi, Vietnam in May 2009. Leading members of the NPA participated in this meeting which adopted a joint statement on regional cooperation against international crime.

#### c. East Asia Organized Crime Response Conferences

In October 2009 the 6<sup>th</sup> East Asia Organized Crime Response Conference was held in Tokyo, attracting the

participation of 15 countries and regions. At the conference, in addition to exchanging information on the current state of organized crime and countermeasures being undertaken in East Asia, each participating organization was able to arouse a common understanding on issues and strengthen further cooperative ties with each organization.

### 4) Bilateral Cooperation

The NPA cooperates with the security organizations of other countries including those where lot of international crimes take place and origin countries of foreign criminals caught in Japan. As needed, the NPA creates documents related to cooperation between police organizations in order to strengthen such relationships.

In March 2010 the Chairman of the National Public Safety Commission met with the head of the U.S. Department of Homeland Security for an exchange of opinions on the state of collaborative investigations. Additionally, the Commissioner General of the NPA visited the Republic of Korea to meet with the head of the Korean National Police Agency. The two reached an agreement on the building of cooperative relationships for dealing with new security issues caused by the “globalization of crimes” and other matters.

### (3) Helping to Plan for Treaty Signings

As the mutual legal assistance treaty (agreement) and the extradition treaty are often effective over the course of international criminal investigations, the NPA takes part in negotiations on the conclusion of these treaties (agreements). Discussion is proceeding with relevant organizations on the conclusion of treaties focusing on countries and regions that Japan has not concluded such treaties with but where requests for legal assistance and extradition will be highly necessary in the future in consideration of the laws and institutions of the concerned country.

To date, mutual legal assistance treaties have been signed with the United States, the Republic of Korea, China and Hong Kong, and approval has been issued for the signing of treaties with Russia and the European Union (EU) in April 2010.

The extradition treaty obligates concerned countries to mutually extradite criminals, excluding certain cases, in order to thoroughly track down and arrest criminals when they flee the country after they have committed a crime in Japan. This treaty has been signed with the United States and the Republic of Korea.

#### Column 4. Mutual Legal Assistance Treaty

During the course of international crime investigations, there are times in which it is necessary to request the gathering of evidence or the carrying out of investigations in a certain location by a foreign country.

In countries with which Japan has not signed a mutual legal assistance treaty, investigations are carried out based on international comity but this does not mean that the request for legal assistance will be fulfilled. Furthermore, when requests for assistance are made through diplomatic channels, it can be difficult to receive a speedy response.

For these reasons, Japan signs mutual legal assistance treaties with many different countries which create obligations to assist with investigations, increasing the likelihood that such assistance will occur. In addition, requests for assistance are not made through diplomatic channels but directly through government authorities identified in each treaty, allowing for effective and speedy processing.

#### (4) Progress of Operations with Foreign Security Agencies

As international criminal organizations commit crime on a global scale, even if a crime is committed in Japan, from an early and effective stage the police watch for the possibility that an investigation may need to expand overseas. There are instances when it is necessary to plan for close cooperation with foreign security agencies.

In order to effectively investigate international criminal organizations, the police actively undertake common operations with such security agencies from the time a crime is committed.

#### (5) Chasing after Suspects who Flee Japan

There are naturally many crime suspects who either flee Japan after a crime is committed or are expected to do so (hereinafter referred to as, “international fugitives”). There are many times when it becomes necessary to begin an international investigation after a fugitive flees the country, and although these investigations have difficult aspects, the police are working to make sure that criminals are not allowed to escape and delivers strict punishment to these criminals when caught.

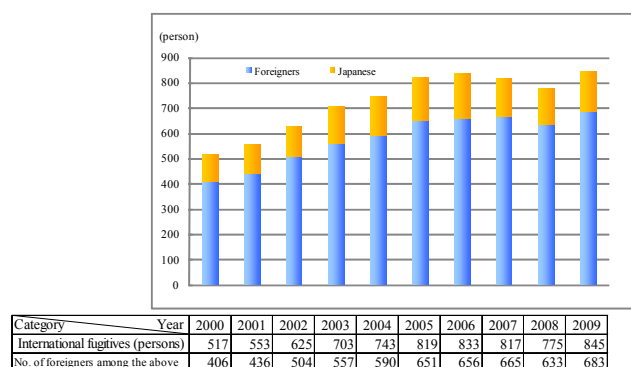
When it is feared that a suspect may flee the country, the Immigration Bureau is informed of the case before

the suspect leaves Japan. Should the fugitive make it out of the country, investigation assistance is requested from investigation institutions via diplomatic channels and the ICPO, and cooperation is ascertained through mutual legal assistance treaties. In these ways the police are able to confirm identities and locate suspects. In addition, suspects are extradited via extradition treaties, and should a criminal be forced to leave the country they have fled to, the suspect is taken into custody on an aircraft in international waters in an effort to assure an arrest. In addition, depending on the case, information on the crime the international fugitive has committed in Japan is sent to the country to which the fugitive has fled and the laws concerning foreign criminals of the country in which the suspect is in are applied.

**Diagram-22 Major Countermeasures for Suspects Who Flee Japan**



**Diagram-23 Trends in the Number of International Fugitives**



#### (6) Responses to Crimes involving Drugs or Firearms

##### 1) Measures against Drugs

The drug trade and drug selling organizations are problems which reach across national borders and cannot be solved through measures in one country alone. Efforts are being forwarded within G8 Summit Meetings and the United Nations with the recognition that these threats are problems of a global scale.



In addition to mutual dispatching of investigators, and participating in international meetings for the exchange of information on international investigation cooperation, the police promote technical assistance on drug investigation instruction and other matters for concerned nations.

**a. Hosting Asia-Pacific Operational Drug Enforcement Conferences**

With the objectives of discussing and studying drug control and investigation cooperation in the whole Asia-Pacific region and working toward the transfer of investigation technology for drug-related crimes possessed by Japan, the NPA hosts Asia-Pacific Operational Drug Enforcement Conferences, and is working to strengthen the sharing of information on drug control among relevant nations as well as drug trade information networks. Since 1995 these conferences have been held nearly every year. In February 2010, 33 countries and regions and 2 international organizations (including observers) participated in the 15<sup>th</sup> Asia-Pacific Operational Drug Enforcement Conference in Tokyo.

**b. Joint Hosting of Drug Control Seminars**

Together with the Japan International Cooperation Agency (JICA), the NPA invites the heads of agencies in charge of drug control in countries and regions in which the issue is a serious problem, and holds seminars for the exchange of information on drug control and in order to transfer Japanese investigation technology. These seminars have been held every year since 1962. Between September and October 2009, leading members from 15 countries and regions (including observers) in Asia and South America were invited to Japan.

**c. Assistance for Improvement of Drug Law Enforcement in Thailand and Neighboring Countries**

Together with JICA, the NPA dispatched drug analysis and control experts to support drug control and the improvement of analytical techniques for drug investigations in Thailand and the entire Indochina region. Phase 1 of this project took place between June 2002 and June 2005, and Phase 2 took place between September 2006 and March 2009.

**d. Participation in Various International Meetings**

In March 2009, the NPA participated in the 52nd UN Commission on Narcotic Drugs in Australia and meetings of heads of drug control agencies held by

Indonesia in October. The NPA is working to strengthen information exchange on the international drug trade and international cooperation for drug control.

**2) Measures against Firearms**

Japan signed the Firearms Protocol in December 2002<sup>1</sup>. It is expected that by doing so it will become easier to track the illegal international trade of firearms.

The NPA is actively exchanging information with concerned foreign institutions on this issue via the ICPO and other institutions, and is also strengthening its relationships with these foreign-related institutions by dispatching personnel.

Note 1: One of three protocols advanced by the United Nations against international criminal organizations. In addition to declaring the illegal manufacturing of firearms and explosives a crime, it calls for the establishment of systems to mark and register firearms and establishes a cooperative arrangement between legal institutions on the issue (52 countries have signed the Protocol as of May 2010, and 80 countries have ratified it).

**(7) Responses to Cybercrimes**

**1) International Investigation Cooperation**

Cybercrimes are easily perpetrated over national borders, making it an issue that cannot be solved through the initiatives of one country alone. For this reason, based on the principles and action plan to fight hi-tech crime established by a G8 Justice and Home Affairs Ministers' Meeting in December 1997, in October 2009, 24-hour contact points were set up to act as liaisons among 57 countries and regions on international cybercrime. These contact points are playing a major role in international investigations on the issue.

The NPA has established a 24-hour contact point. The NPA is easing procedures for cases requiring an international response and actively carrying out bilateral information exchanges, thereby forwarding international investigation cooperation related to cybercrime control.

**2) International Linkages to Fight Illegal Information on the Internet**

Illegal information is not just hosted domestically but also on foreign web servers. In March 2007, Japan joined INHOPE<sup>1</sup>, a hotline to connect each worldwide Internet hotline center<sup>2</sup> (Refer to P.14, 66) and is making requests for the removal of such information through the organization.

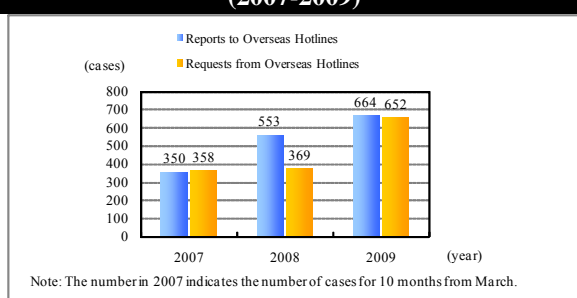
Japan's Internet hotline center has made 664

requests for the removal of information to foreign organizations in 2009. 652 such requests have been received from abroad over the same time period. The police pass on these requests to domestic providers.

Note 1: These centers collect information on the posting of illegal information, judge the information by certain standards and request providers and bulletin board system (BBS) administrators to delete the information.

2: International Association of Internet Hotlines. A group that was created in 1999. As of January 2010 it consisted of 36 groups from 31 countries and regions.

**Diagram-24 Trends in the Number of Reports to Foreign Hotlines & the Number of Reports from Abroad (2007-2009)**



### 3) Progress of Investigation Cooperation for International Cybercrime

The NPA shares technical information on crime control and aims to raise the technical ability of all concerned legal organizations in the Asia-Pacific region to fight cybercrime. This is done through CTINS<sup>1</sup>, which as of April 2010 has 14 member countries and regions. CTNIS gathers the experts who participate in cybercrime investigations in each region and hold regional meetings each year in order to raise every country's mutual understanding of each other.

## (8) Responding to Intellectual Property Rights Violations

The majority of counterfeit goods violating intellectual property rights are smuggled into Japan from China, the Republic of Korea, and other Asian countries, and the intellectual property rights of Japanese companies are frequently violated in China and other countries. In light of this, the police are conducting information exchanges with the investigatory bodies of Asian nations, cooperating on investigations into crimes, and strengthening partnerships. In addition, through the activities of the Anti-Counterfeiting Association<sup>2</sup> among other groups, the police are working with copyright holders on publicity activities regarding the protection of intellectual property and the elimination of counterfeit

goods.

## (9) Responding to money laundering

In order to prevent international money laundering and terrorism financing, it is important that each country cooperate to formulate measures which will prevent the wrongful use of financial services in countries with lax regulations.

### 1) Activities by International Organizations and NPA Participation Status

In order to advance money laundering countermeasures in international society, international standards on money laundering and terrorism financing under the frameworks created by the FATF<sup>3</sup>, APG<sup>4</sup>, Egmont Group and other associations are being established and spread. The NPA is actively participating in these activities.

#### a. FATF

FATF is an intergovernmental institution established to further international cooperation against money laundering and terrorism financing. As of January 1, 2010, 33 countries and 2 international organizations belong to FATF. FATF formulates legal, judicial and financial measures which should be taken against money laundering and terrorism financing, publishing them as the "40 Recommendations" and "9 Special Recommendations." In order to make sure that members are strictly following through with the recommendations of FATF, the organization periodically audits member countries by sending auditing missions. Japan was audited for the third time in 2008.

From the beginning, the NPA has tried to actively participate in the activities of FATF. In 2009, the NPA participated in discussions toward the creation of new frameworks to fight money laundering and terrorism financing, and also dispatched personnel to act as auditors for reciprocal audits.

Note 1: Cybercrime Technology Information Network System. Provides methods such as the use of networks to protect information in each country posted in e-mails, BBS, and databases.

2: A voluntary group established in 1986 by industries concerned about IP crime with the aim of disposing of counterfeit goods and protecting IP. The NPA links up with relevant organizations and by participating in symposiums and other events works to publicize the issue, conduct research on the state of counterfeit goods overseas and calls upon foreign investigatory bodies and customs offices to undertake action.

3: Financial Action Task Force

b. The Asia-Pacific Group on Money Laundering (APG)

The APG is an international cooperation framework aimed at promoting initiatives against money laundering within non-FATF member economies. As of January 1, 2010, 40 countries and regions belong to this organization. In addition to its work with FATF, the NPA actively participates in the APG. In 2009, the NPA dispatched personnel for discussions on studying the analysis of modus operandi for money laundering/terrorism financing cases.

c. The Egmont Group

The Egmont Group is an international institution established with the aim of promoting cooperation among the FIUs of each country for information exchanges and the sharing of expert knowledge. As of

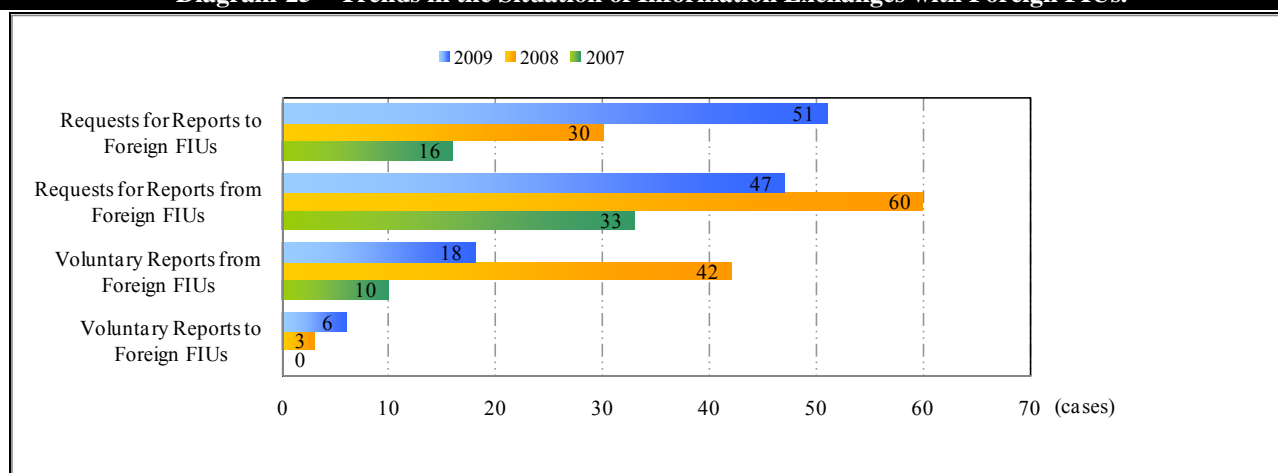
January 1, 2010, 116 countries and regions belong to this organization. The NPA and NPSC participate in the Group as Japan's FIU, dispatching personnel to each meeting and supporting cooperation activity with non-member countries.

2) Information Exchanges with Foreign FIUs

a. The situation of Information Exchanges

In order to discover cross-border money laundering and terrorism financing plots, there is a need for the exchange of security information through close cooperation with foreign FICs. The NPSC and NPA, through participation in the Egmont Group, are strengthening cooperation with foreign FIUs and conducting active information exchange.

**Diagram-25 Trends in the Situation of Information Exchanges with Foreign FIUs.**



b. The Creation of Frameworks for Information Exchange

In order to exchange information with foreign FIUs on suspicious trading, the NPSC and NPA are promoting the establishment of set frameworks for the usage of information from foreign FIUs. In 2009, frameworks to facilitate information sharing with three more countries were established.

**Table-6 20 Countries/Regions with which Japan has established a Framework to Share Information among FIUs**

| Year est. | Partner country/region  |
|-----------|---|
| 2007      | Hong Kong, Thailand, Malaysia, Belgium, Australia, United States, Singapore, Canada, Indonesia, United Kingdom, Brazil, Philippines |
| 2008      | Switzerland, Italy, Portugal, South Korea, Romania  |
| 2009      | Paraguay, France, Qatar   |



Sharing information with Qatar FIU

## (10) Support for Police Overseas

Supporting police overseas and raising the ability of foreign security organizations to deal with crime does not just improve the security situation in partner countries but also prevents those countries from becoming hotbeds of international crime, leading to the improvement of security in related countries, including Japan. Furthermore, such support helps the NPA to develop friendly relations with foreign security organizations, and so it is expected that further cooperation regarding international crime countermeasures will be promoted.

The police are utilizing the special techniques of Japanese police and working with the Ministry of Foreign Affairs and JICA to support foreign police by transferring knowledge and technology to them.

### 1) The Support Program for Reform of the Indonesian National Police

Since 2001 the NPA has been dispatching police policy advisors and program managers via JICA to oversee the “Support Program for Reform of the Indonesian National Police.” The core of this program is the “Project on Enhancement of Civilian Police Activities,” which uses the Metro Bekasi Police and Bekasi Regency Police as model police forces and supports improvements in traffic control, crime investigation and communications systems with the aim of spreading these improvements across the nation.

### 2) Project for PNP’s Capability Enhancement for Firearms Control in the Philippines

The NPA has been cooperating with the Philippines since the beginning of the Project to Build up the Operation of AFIS<sup>1</sup> in the summer of 2006 by

dispatching specialists in the fields of forensics and crime scene investigation.

In addition, with many Japanese people continuing to fall victim to crime in the Philippines, since Autumn 2008 the NPA has been furthering a project to improve the capabilities of Philippines National Police to fight crime.

In order to coordinate this support, the NPA is dispatching investigative advisors to the Philippines.

### 3) Dispatch of Experts

In addition to the above, the NPA also dispatches experts to Thailand, Malaysia, Brazil and other countries and regions for the transfer of knowledge and technology on the *Koban* system, forensics, drug control and other fields. In 2009, including the above examples, the NPA dispatched an additional 30 experts, bringing the number of experts stationed abroad to 43.

### 4) Acceptance of Research Students

With the intention of transferring knowledge and techniques to the police agencies of foreign countries in fields such as police operation, the *Koban* system and forensics, a system has been set up for the acceptance of foreign research students, and field training at Prefectural Police and seminars at the Research and Training Center for International Criminal Investigation and Police Cooperation attached to the National Police Academy is currently taking place. In 2009, 284 people were accepted into 39 training programs.

## Section 3. Future Prospects

Although the number of confirmed Penal Code offenses in Japan has been falling since the peak year of 2002, the people continue to feel anxiety over the state of public security. The issue of the “globalization of crimes” taken up in this special feature is a problem which is rapidly developing along with economic globalization, and is a huge threat to public security.

With the globalization of the world economy, corporations aim to seek out, not just within one country but within the world, the highest quality of materials and human resources at the cheapest cost, and produce goods of the highest global standard. Like enterprises, international criminal organizations set up activity bases across the globe, enlarge their networks and work to commit easy and efficient crime.

Preemptive initiatives are important in order to effectively respond to this situation. The police must fully improve tools to fight international criminal organizations through close linkages with related organizations and superior investigatory methods. Furthermore, the police organizations everywhere must exert their full power to prepare for an effective response to the globalization of crime in every region of Japan. Work must not stop at simply clearing cases as they happen, it is vital that the networks and infrastructure of international criminal organizations be uncovered and that international criminal organizations be assuredly weakened and crushed.

The fight against the “globalization of crimes” is not just the problem of Japan alone. For example, should a certain country have a weak policy on crime, it will become the target of international criminal organizations and from there the threat those organizations pose to the world shall expand. This is why it is vital that the close partnerships be formed with foreign security organizations.

The Japanese police are reconstructing the fight against international criminal organizations by formulating methods to fight the “globalization of crimes,” linking up with related domestic organizations and creating systems for international cooperation with foreign security organizations.

### 1. Formulating Methods to the Fight Globalization of Crimes

In order to weaken and crush international criminal organizations, measures to protect Japan’s borders must be thoroughly carried out through strengthened linkages with the Immigration Bureau, Japan Customs

and other related domestic organizations. For example, there is a need for the Immigration Bureau to work to prevent the entry into Japan of dangerous fugitives and those on ICPO wanted lists by carefully examining the passports of travelers when they enter the country.

Along with the revision of the Immigration Control Act in 2006, it was made mandatory for information on travelers to Japan to be submitted to the Japanese Government before the travelers arrive. However, as there is no framework for the submission of information when a traveler leaves the country, it is difficult to quickly chase after fugitives fleeing Japan. The police must not allow criminals to run away and get off free, and for this reason, in addition to quickly issuing a warrant to the Bureau of Immigration after it is discovered that a fugitive will flee, methods are being formulated to quickly grasp when a fugitive has actually left the country. Progress must be made to quickly arrest those who flee.

If, under current laws, it was possible to apply controlled delivery exceptions used by Japan Customs for controlled substance investigations to other prohibited items, effective investigation methods could be utilized during joint operations with foreign security organization against international criminal organizations.

It is important that the police continue in this way, cooperating and linking up with related organizations while working to clear cases of the “globalization of crimes.”

### 2. Close Linkages with Related Organizations and Groups

The police recognized that certain junkyards around the nation have become hotbeds for criminal organizations. In order to ensure that such junkyards are not used as a transfer or holding location for the disassembly and shipment of stolen goods, initiatives are being forwarded, and the police are following through with control measures. In order to fully carry out countermeasures, close information exchanges are taking place with related agencies. There is a need to further the understanding of the situation at junkyards.

As the birthrate slows and society ages and Japan progresses towards being a society with a shrinking population, there is a need to plan for sustained and sustainable social functions. For this purpose, it is vital that Japan actively accept foreigners and help them smoothly adjust to Japanese life. This will also help to

ensure that they are not drawn into crimes. In order to make progress on initiatives to prevent the infiltration of criminal organizations in foreign communities, the police are working closely with related organizations and groups.

### 3. Creating Systems for International Cooperation

There is a need for police organizations to construct a global net to encircle the international criminal organizations committing international crimes. In order to overcome the walls put into place by the speed, anonymity and wide reach of such international criminal organizations, it is vital that relationships of trust be built with foreign security organizations and that speedy and timely investigation cooperation be carried out. Through active communication and exchanges between those in charge of international investigations in Japanese and foreign security organizations, the police are collecting and sharing information on the current state of international criminal organizations. Contact point networks have been introduced to share the information held by each country on international criminal organizations and when there is an incident shared operations are carried out in real time. Planning must be carried out to improve investigation cooperation. In particular, cooperation on Chinese and Korean citizens is required, as these groups cause the majority of cases of crimes involving foreigners, due to the deep economic relationship and close proximity of these countries to Japan. For this reason it is necessary to strengthen international cooperation with the countries of East Asia, including China and the Republic of Korea.

### 4. Conclusion

The police are overcoming many difficulties to respond to the way crime is changing along with shifts in socioeconomic situations.

One of the reasons why order has been disrupted in Japan is the introduction of abnormal and cruel foreign criminal groups. These groups are now undergoing massive changes and these changes pose a new threat to public order. Criminal organizations which operate on a global scale are developing new criminal methods along with the construction of new networks and infrastructure in each country. When these groups enter Japan, they meet with the traditional criminal organizations of this country and share these new methods, reconstructing the Japanese “crime business model” and causing new types of crime. In this way,

not only the penetration of international crime organizations into Japan but the globalization of crime, which causes domestic criminal organizations to change their nature, poses a frontal threat to the public safety of Japan. The public are thus calling upon the police to continue to implement effective initiatives utilizing their full organizational power to fight these new globalized threats.

The police will keenly discern the changes of the times, and develop flexible, fresh and detailed countermeasures. Focus will be placed on these countermeasures in order to effectively fight the immense threat of the “globalization of crimes.” The police will fulfill their duty to protect the lives and property of the people and preserve public order.

## Topic I. International Emergency Assistance Offered by the Police

When large-scale disasters occur overseas, the police dispatch the Japan Police Disaster Relief Team to give emergency assistance to affected areas.

One of the international assistance programs initiated by the Police is offering assistance for international emergencies. International emergency assistance offered in the event of large-scale disasters overseas serves the international community as well as enhances disaster resiliency of the Japanese police through experiences under various circumstances.

### (1) Forming the Japan Disaster Relief Team

When large-scale disasters occur overseas, Japan dispatches the Japan Disaster Relief (JDR) Team under the Act Concerning Dispatch of the Japan Disaster Relief Team in response to requests from the governments of affected countries or international agencies.

The JDR Team includes rescue, medical, and expert teams. The rescue team is usually composed of staff members of the Ministry of Foreign Affairs, the NPA, the Fire and Disaster Management Agency, the Japan Coast Guard, the Japan International Cooperation Agency (JICA), and other organizations to roll out search and rescue activities.

The NPA dispatches a police officer to have him undertake responsibilities as deputy leader as well as the International Police Communications Deployment Squad formed from police communication officers to secure the communication required to enable police officers to implement activities overseas so that communication lines can be set up between local and Japanese organizations and among local rescue teams. The Japanese police form the Japan Police Disaster Relief Team by adding police officers pre-designated by Prefectural Police to these police officers and dispatch them as a part of the JDR rescue team.

### (2) (2) The JDR Rescue Team is Awarded the IEC “Heavy” Classification

In March 2010, the JDR rescue team underwent the IEC assessment process and was awarded “Heavy” classification, the highest out of three levels of classification by the INSARAG<sup>1</sup> External Classification (IEC) which evaluates the capabilities of rescue teams of each country. This classification is awarded to rescue teams that have high rescue capabilities in collapsed building sites and the ability and system for 24-hour rescue operations at two

different affected sites for ten consecutive days. Since the IEC certification was established in 2005, Japan was the 12<sup>th</sup> country (13<sup>th</sup> team) to receive a “Heavy” classification. The “Heavy” classification given to the Japanese rescue team creates higher expectations for our future operations.

Note 1: International Search and Rescue Advisory Group, an international institution with its secretariat located within the United Nations Office for the Coordination of Humanitarian Affairs

### (3) Achievements to Date

From September 1987, when the law was enacted to dispatch the Japan Disaster Relief Team until January 2010, the police, in a total of 12 operations, dispatched 194 team members to 12 countries and areas affected by earthquakes, collapsed buildings, or tsunamis and conducted international emergency rescue operations to search and rescue affected people. When the rescue team was dispatched to an earthquake site in Algeria in 2003, it succeeded in rescuing one survivor.

Furthermore, in 2005, a team of five experts in DNA profiling were dispatched to the site affected by the tsunami in Thailand to identify disaster victims.

### (4) Recent Activities

#### 1) Dispatching the JDR Rescue Team to the Earthquake-hit Area in Sichuan Province of China

A magnitude 7.9 earthquake hit Sichuan Province of China at 3:28 pm on May 12, 2008 (2:28 pm local time the same day). In response to a request for assistance by the government of China on May 15, the Japanese government dispatched a 61-member JDR rescue team including 20 police officers and three search dogs for seven-days May 15 to 21.

The Japan rescue team searched collapsed middle schools, hospitals, and other buildings and was unable to find any survivors but located and recovered 16 bodies.

In July 2008, Chinese President Hu Jintao offered words of appreciation directly to members of the Japan Disaster Relief Team.

2) Dispatching the JDR rescue team to the  
Earthquake-hit Area in Padang of West  
Sumatra, Indonesia

A magnitude 7.5 earthquake occurred off the coast of Padang of West Sumatra, Indonesia at 7:16 pm on September 30, 2009 (5:16 pm local time the same day). In response to a request for assistance from the Indonesian government, the Japanese government dispatched the JDR rescue team (a total of 65 members) with 21 police officers and three search dogs for eight days from October 1 to 8. There were many casualties from the collapsed buildings and a great number of residents were expected to be trapped under the rubble.

The JDR team entered the affected area ahead of other countries and conducted search operations in collapsed buildings including markets and hotels. Survivors were not found but the Governor of West Sumatra expressed his gratitude by saying that he was deeply moved by the rescue operations conducted by Japan round the clock. The JDR team was also highly commended by local residents and governments.



## Topic II. Initial Police Response toward Criminal Cases and Accidents

The police work on the enhancement of prompt and appropriate initial responses toward criminal cases and accidents<sup>1</sup> immediately following the occurrence to minimize further damage caused by such incidents and to arrest criminals.

Recent reoccurrences of indiscriminate murder cases, locally concentrated torrential rainfall taking place within a shorter time frame, and other instances have diversified the situations where the police are involved and necessitated quicker actions from the police, making it more important for the police to make initial actions appropriately. The police enhance its communication and command mechanism and promote systemic and effective activities in order to establish initial actions in response to the needs of the times.

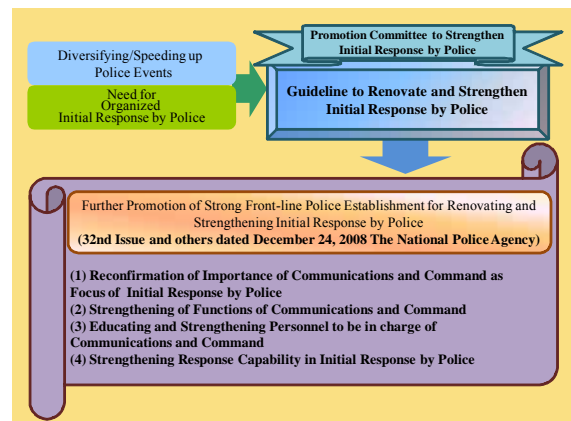
### (1) Initiatives to Upgrade and Enhance Initial Police Response

The NPA formulated “the Guidelines for Improving Initial Response by the Police” in December 2008 as a basic policy towards a comprehensive enhancement of initial police response. Prefectural Police have been working on the enhancement of communication and command, case responsiveness, and other functions as a part of improved law enforcement measures for frontline police<sup>2</sup> in line with these guidelines.

Note 1: Initial police activities conducted by Prefectural Police in response to cases and accidents based on a usual police readiness structure that includes communication and command to manage the process.

2: Prefectural Police formulated “the Comprehensive Plan to Formulate a Prefectural Police-Centered Powerful Police Front Line” in 2005 and have implemented different measures so that they can deal with worsening environments related to the law enforcement activities of police officers and deploy robust and effective frontline police operations based on community police that are most likely to be affected by the aggravating environments. (Refer to. P.162 for details).

**Diagram II-1 Initiatives to Upgrade and Enhance Initial Police Response**



**Diagram II-2 Flow of Dial 110**



### (2) Improvement of Communications and Command

#### 1) Improved Functions of Communications and Command

Prompt and appropriate actions taken by the police toward cases require i)the integration of information related to received emergency calls and reported

incidents and accidents and ii)the centralization of communications and command regarding the operations of police vehicles and other vehicles.

In September 2009, the National Public Safety Commission enacted the ordinance on police communications and command, clarifying the positioning and authorities of Communication and

Command Centers located in each Prefectural Police so they could function as the command posts for initial police response, and created the basic principles of the organizational activities, human resources development, and alignment of related Prefectural Police for the communications and command purposes. In line with this ordinance which was enforced in October 2009, Prefectural Police have been implementing timely and appropriate initial police response.

## 2) Development and Enhancement of Communication and Command Systems

The police are trying to further sophisticate our communications and command systems through the development of the car locator system that monitors the activities of patrol cars, the system to locate the geographical information of emergency callers, and other systems so that Communications and Command Centers can issue commands swiftly and effectively.

In addition, the police are in the process of deploying digital wireless systems for local police organizations to allow frontline police officers to submit and receive images and other data through mobile devices so that Communication and Command Centers can properly identify the locations of crime and other information.

## 3) Development of Human Resources in Charge of Communications and Command

The police are working to develop human resources on an organizational basis by i)providing education and training for the improvement of communication and command skills through such measures as holding competitions to test the skills of receiving emergency calls and giving commands, and ii)setting up a certification system regarding knowledge and skills for communications and command.

Furthermore, the police are developing future human resources through practical trainings offered by the special senior technical supervisors designated by the NPA and the senior technical supervisors designated by Prefectural Police. These supervisors are selected as specialists holding excellent skills for communication and command.

## (3) Enhancement of Case Responsiveness

### 1) Enhancement of Responsiveness of the Police

The police are working to develop police mobility with police vehicles and aircrafts and other vehicles for systematic operations in order to rapidly report to the locations of crimes or accidents and arrest criminals.

## 2) Implementation of Practical Trainings

The police are trying to improve the systematic case responsiveness through the scheduled implementation of cross-organizational practical trainings so that we can enhance information sharing among Communications and Command Centers, Motor Patrol Units, Special Investigation Units, Traffic Mobile Units, and Police Aviation Units and improve the operational alignment for greater responsiveness on an on-going basis.

## Topic III. Toward the Complete Eradication of Child Pornography

The police seek a full-scale crackdown on child pornography cases, while taking measures such as preventing the distribution of child pornography and providing support to child victims.

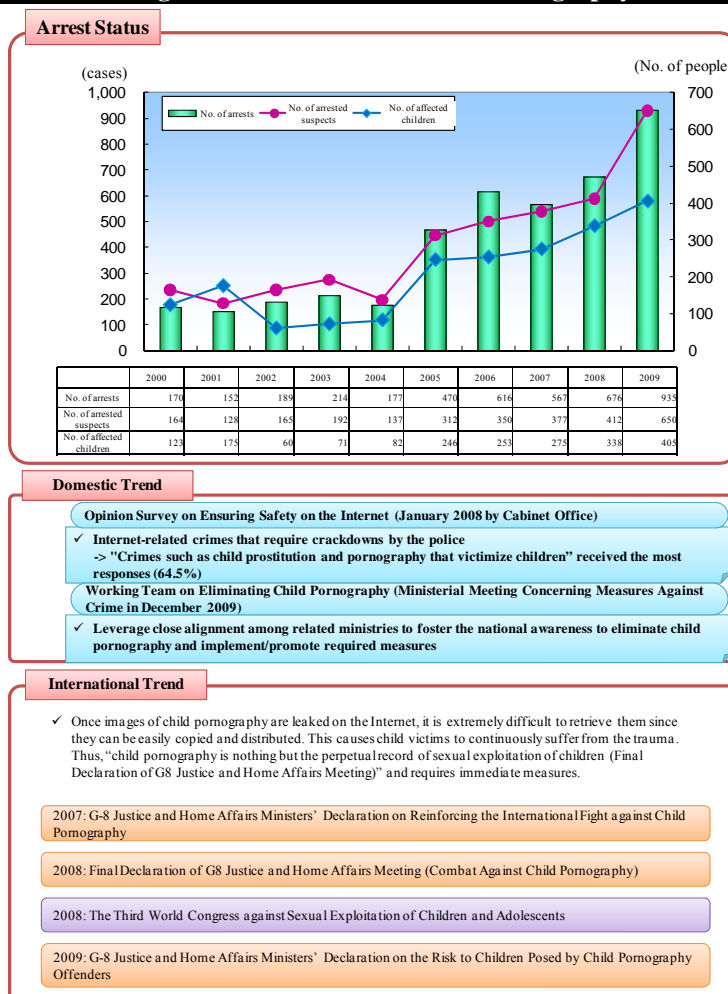
Sexual exploitation of children through such crimes as child pornography seriously infringes on the human rights of children, an act that violates the human rights of children who are unable to protect their rights on their own. Furthermore, once images are leaked on the Internet, it is extremely difficult to retrieve them. The NPA formulated the “the Focus Program to Eradicate Child Pornography” in June 2009 to promote comprehensive measures to eradicate child pornography rampant on the Internet and eliminate children who suffer a serious infringement on their human rights and may continue to do so in the future by implementing various initiatives in line with this program.

### (1) Status of Child Pornography

The number of cleared cases related to child pornography cases reached 935 in 2009, with 650 persons arrested and 405 child victims. These figures increased by 259 (38.3%), 238 (57.8%), and 67 (19.8%), respectively, in comparison with the previous year, reaching record highs. Recent trends show that child victims are getting younger, high-quality images are distributed more rapidly in greater numbers, and there is an expanded usage of file sharing software. Under the worsening situation, the public are more adamant in requesting measures to curb child pornography cases on the Internet.

Child pornography measures are also becoming an issue of major concern at the international level. With various declarations adopted against child pornography at multiple international conventions and other occasions, the international momentum is mounting toward complete eradication of child pornography.

Diagram III-1 Status of Child Pornography



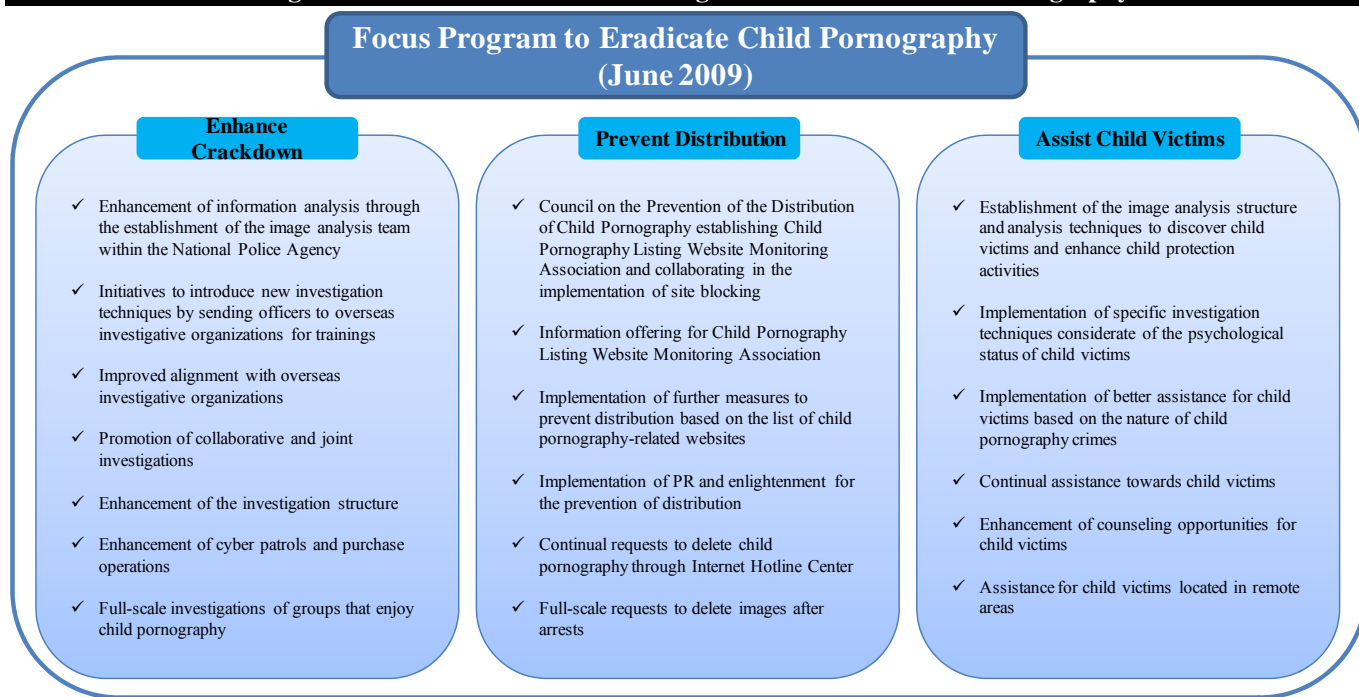
## (2) Police Efforts Toward the Complete Eradication of Child Pornography

### 1) Formulating the “Focal Program to Eradicate Child Pornography”

Based on the aggravation of child pornography cases, the NPA formulated the “Focal Program to Eradicate

Child Pornography” in June 2009, implementing comprehensive measures focusing on the crackdown on child pornography cases, the preventive measures against pornography distribution, and the support toward victimized children.

**Diagram III-2 Overview of Focus Program to Eradicate Child Pornography**



### 2) Efforts in line with the “Focal Program to Eradicate Child Pornography”

The police deploy measures to thoroughly arrest criminals producing and distributing child pornography and to discover and protect child victims by aggressively promoting collaborative and joint investigations between related Prefectural Police, enhancing such activities as cyber patrol and purchase operations<sup>1</sup>, and utilizing methods that include investigation techniques to cope with cases of file sharing software.

The police are also working with related organizations and groups to prevent the distribution of child pornography by proactively participating in the initiatives rolled out by the Council on the Prevention of the Distribution of Child Pornography established in June 2009.

In addition, the police promote support toward child victims by considering the feelings of victimized children in hearings and enhancing counseling opportunities for them.

Furthermore, the police newly established the Juvenile Division for the Community Safety Bureau of the NPA in April 2010, implementing effective investigations by such measures as improved information analysis and alignments with overseas investigative organizations

Note 1: The investigation whereby police disguise themselves as prospective customers and purchase images of child pornography or other products to narrow down suspects.

## **Topics IV. Police Initiatives to Secure the Traffic Safety of Elderly People**

The police work with related organizations and groups to promote relevant traffic safety measures in line with the characteristics of the elderly.

With roughly half of the people killed in traffic accidents in 2009 being 65 years old or above, preventing traffic accidents of the elderly has become an important issue.

The police implement relevant measures in educating the elderly on traffic safety in consideration of the fact that more than 80% of the elderly who die while walking or riding a bicycle do not have a driver's license. While 40% of the people who die while driving are the elderly, cars are a vital mode of transportation in daily life so support measures are enhanced by the police so that the elderly can continue to drive safely.

### **(1) Measures to Prevent Accidents of Elderly Pedestrians and Bike Riders**

The police implement traffic safety education based on participation, experience, and practical training so that the elderly can understand how their physical changes impact their traffic behaviors and learn how to walk or ride bikes on the road in a safe manner. Specifically, we try to work with related organizations and groups to give trainings to the elderly people who have not been able to receive education on traffic safety due to such reasons as not possessing a driver's license. Training is provided through measures such as individual training based on home visits or by providing advisory sessions through daily interactions with the elderly.

We also work with related organizations and groups to promote the usage of reflectors that are effective in preventing traffic accidents at night by giving traffic safety education through experiments on the visual recognition effects of reflectors.

### **(2) Implementation of Elderly Driver Courses and Preliminary Examination (Cognitive Impairment Screening Test)**

#### **1) Implementation of Elderly Driver Training**

Elderly driver courses are mandatory on the day of license renewal for drivers who are 70 years old or above on the expiration date of the current driver's license. The course includes lectures on information required for driving safely and various tests on driving techniques and drivers' dynamic vision so that the

elderly can understand their own physical changes and receive appropriate advice and guidance based on the results. In 2009, 1,833,855 people took advantage of the training.

#### **2) Introduction of Preliminary Examination (Cognitive Impairment Screening Test)**

Since June 2009, drivers who are 75 years old or above on the expiration date of the driver's license have been required to take the preliminary examination (i.e. cognitive impairment screening test) within six months before the expiration date of the current license. This examination was introduced to let elderly drivers understand their memory retention and judgment capabilities and to assist them to drive safely.

This test takes about 30 minutes on three test items including time awareness<sup>1</sup>, reaching answers based on clues<sup>2</sup>, and drawing clock hands<sup>3</sup>. Test results on memory retention and judgment capabilities are provided to the elderly driver. The results are classified into Classification 1 (deterioration of memory and judgment capabilities), Classification 2 (lower memory retention and judgment capabilities), and Classification 3 (no issues with memory retention and judgment capabilities). Elderly driver courses are conducted based on this classification.

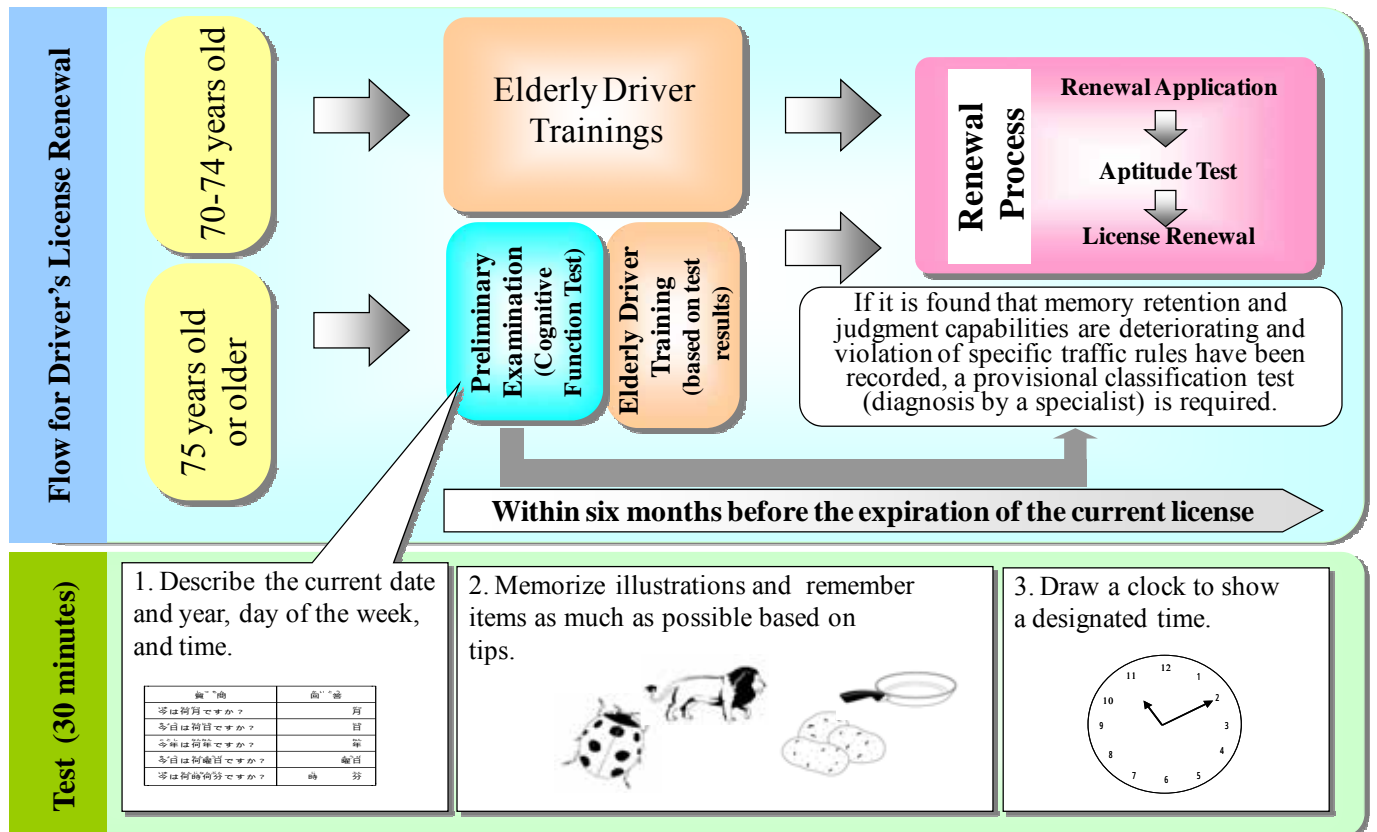
If test results show that memory retention and judgment capabilities are deteriorating, and specific traffic violations including ignoring traffic lights are recorded within one year before the renewal of the driver's license, drivers are required to be diagnosed by doctors specializing in dementia as a provisional classification test. If they are diagnosed of dementia, their driver's license is either cancelled or suspended.

Note 1: On the day of the test, examinees are asked to give the date, day of the week, and time.

2: Examinees are asked to memorize certain illustrations followed by an exercise unrelated to the test. Then, they are asked to give the names of the appropriate illustrations first without hints, and with hints the second time.

3: Examinees are first asked to draw a clock with following followed by instructions to draw clock hands on the clock to show a specific time.

Diagram IV-1 Flow of Driver's License Renewal for the Elderly



### (3) Special Parking Space for Elderly Drivers

The Special Parking Space System for Elderly Drivers was established in April 2010 based on the modification of the Road Traffic Act to facilitate the parking of elderly drivers whose driving practice can be negatively impacted by their physical changes.

This system allows ordinary vehicles driven by elderly drivers with a special parking sign distributed by the Prefectural Public Safety Commission to park or stop at designated parking spaces creating the road traffic environment where elderly drivers can drive in a safe and comfortable manner.

Diagram IV-2 Road Signs to Indicate the Special Parking Space System for Elderly Drivers



Note 1: Applicable vehicles are limited to ordinary vehicles with a special parking sign for elderly drivers and a registration number.



## Topics V. Towards the Successful Implementation of the APEC 2010

The APEC Economic Leaders' Meeting will be held in Yokohama City of Kanagawa Prefecture on November 13-14, 2010. The Cooperation and understanding of the general public is requested to make the APEC 2010 a success.

The Asia-Pacific Economic Cooperation (APEC) Economic Leaders' Meeting and the APEC Ministerial Meeting are going to be held in Yokohama City of Kanagawa Prefecture on November 13-14, 2010 and on November 10-11, 2010, respectively. In addition, related ministerial meetings will be held from June to November of 2010 in seven locations across Japan.

To implement APEC security operations, the police will check vehicles, regulate traffic, and conduct other measures in order to proactively prevent unlawful activities including terror attacks, and ensure the safety of VIPs and the smooth implementation of events.

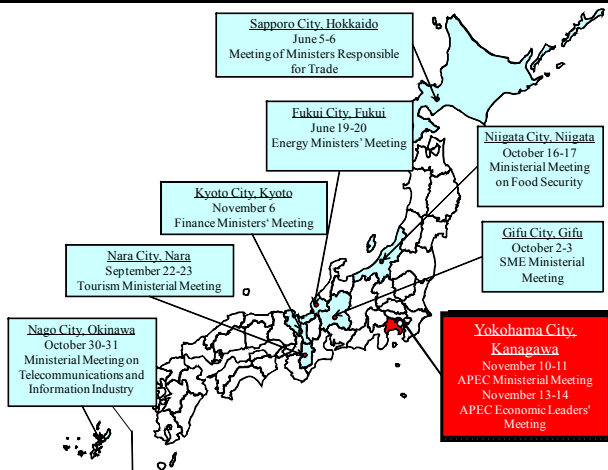
The general public may suffer inconveniences due to this event. Thus, we ask for the understanding of the public regarding the APEC security operations, as well as for their cooperation in matters such as dialing 110 if suspicious objects are discovered.

In recent APEC meetings and other events, extreme groups advocating anti-globalism protested against APEC, rolling out radical resistance activities in the vicinity of the venues. When the APEC meeting was held in Busan of Korea in 2005, farmers' groups, labor organizations, citizens' groups, and others rolled out demonstrations with a maximum crowd of about 30,000 people. During the demonstrations, some participants turned violent and conducted extreme and unlawful protests by throwing stones and wielding steel pipes at police.

**Table V-1 APEC Summit Meeting Venues since the Summit Meeting in Busan Korea**

| Table V-1: APEC Summit Meeting Venues since the Summit Meeting in Busan, Korea |                 |              |
|--|-----------------|--------------|
| Year   | Hosting Country | Hosting City |
| 2005   | Korea           | Busan        |
| 2006   | Vietnam         | Hanoi        |
| 2007   | Australia       | Sydney       |
| 2008   | Peru            | Lima         |
| 2009   | Singapore       | Singapore    |
| 2010   | Japan           | Yokohama     |

**Diagram V-1 Venue of APEC Summit Meetings**



### (1) The Status of Past APEC Events

The APEC Ministerial Meeting will be the second to be hosted by Japan since the APEC meeting in Osaka, which was held 15 years ago in 1995. For the APEC Osaka meeting, there were concerns of terrorist or guerrilla incidents by Japanese extreme leftist and extreme rightist groups but police were able to prevent such incidents by implementing various security measures through the mobilization of a total of 25,000 police officers including special teams dispatched from across Japan.



APEC protesters clash with police at the Busan APEC meeting

### (2) Situations Concerning Hosting the APEC in Japan

The situation of international terrorism remains serious with incidents such as the attempted terrorist attack on an American passenger aircraft in December 2009. We cannot deny the possibility of Japan becoming a target of terrorism as leaders of the Asia Pacific region gather for the APEC summit meeting. Since the summit meeting will be held in an urban city within the Tokyo metropolitan area, police must be on the lookout for terrorist attacks on public transportation systems including railroads and large-scale leisure facilities. There are also concerns that protests staged

by extremist groups advocating anti-globalism in downtown areas can develop into a state of massive disorder by onlookers who may suddenly take actions. Also, the moves by extreme leftist and rightist groups are unforeseeable. In sum, the security situations concerning hosting the APEC in Japan are very tough, making us to expect to implement much more sophisticated security measures in comparison with the G8 Summit held in Toyako, Hokkaido.

### **(3) Various Security Measures Implemented by the Police**

The NPA established the 2010 APEC Security Measure Committee led by the Deputy Commissioner-General on November 20, 2009. The Kanagawa Prefectural Police, which is in charge of the security of the venues for the summit meeting and ministerial meeting, has created the APEC Division and established community safety associations and other projects within all police stations to implement various measures so that understanding and cooperation can be obtained from local residents. Furthermore, each Prefectural Police has established a security measure committee, promoting security projects nationwide.

#### **1) Measures against Terrorists**

The police have been enhancing information collection and analysis and fully implementing border control and security surveillance of important facilities through closer collaborations with overseas security information organizations to proactively prevent terrorist attacks. We are also asking distributors dealing in explosive substances and hotels that terrorists may use in preparation for attacks to fully grasp information on terrorist attacks.

The police are striving to enhance the capability to deal with terrorists by reinforcing the equipment and devices required for SATs<sup>1</sup>, firearm teams, and special teams working on NBC terrorist attacks<sup>2</sup> and by implementing full-scale practical trainings in preparation for possible terrorist attacks.

Note 1: Special Assault Teams

2: Terrorist attacks using nuclear, biological, or chemical substances

#### **2) Measures against Demonstrations and Riots**

Riot police and other teams are conducting practical trainings and enhancing skill levels to control demonstrations and other events during the terms of the meetings and keep unlawful activities under control.

#### **3) Measures to Protect VIPs**

As leaders and ministers from 21 countries and areas will be attending the APEC 2010 meeting in Japan, there are concerns of terrorism against those dignitaries.

The police closely work with the security authorities and related organizations of each country to implement full-scale practical trainings for security officers protecting dignitaries so that we can maximize the security levels for these leaders and ministers.

#### **4) Measures on Traffic Control**

During the terms of the APEC-related events, the police will control traffic in the vicinity of the venues. The police try to minimize the impact of the traffic control on the life of our citizens and implement PR activities asking the general public to understand and cooperate regarding the restraint on traffic volume near the venues and notifying the specific schedules of traffic control.

#### **5) Measures on Communications**

The police implement various wireless communications systems to ensure proper commands and control structures as well as image communications systems to appropriately capture the information of event locations and multiple wired communications systems to enable the smooth dissemination and sharing of information among police headquarters and local operations.



# Chapter I.

## Securing Safety in Everyday Life and Criminal Investigation Activities

### Section 1. The Crime Situation and Countermeasures

#### 1. Penal Code Offenses

##### (1) The Number of Confirmed Penal Code Offenses and the Number of Penal Code Offenses Cleared

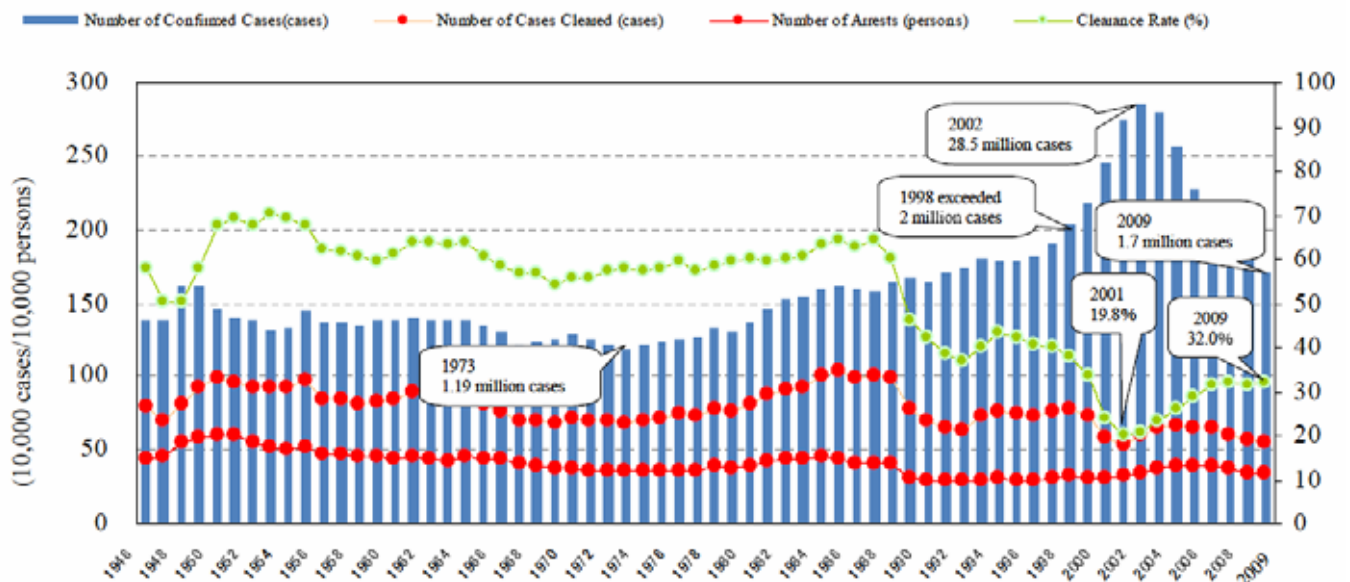
The number of confirmed Penal Code offenses was a post-war record high from 1996 to 2002, peaking in 2002 when it exceeded the 2.85 million mark. It began to decline from 2003 and in 2009 it was 1,703,044, a decrease of 114,979 cases (6.3%) compared to the previous year. However, despite the decline, the figure has remained at a level that far outstrips that of the roughly 1.2 million offenses per year seen from the mid-1960s to the mid-1970s, and the situation remains serious.

The number of Penal Code offenses cleared has remained at the 600,000 level from 2003 to 2007 but decreased to about 500,000 cases in 2008, and in 2009 it was 544,699, a decrease of 28,693 cases (5.0%) compared to the previous year.

The number of persons arrested for Penal Code offenses has hovered around the 300,000 mark since 1997. Between 2001 and 2004, it continued to increase every year before it started to decrease in 2005. In 2008 it was 332,888 persons, a decrease of 6,864 persons (2.0%) compared to the previous year.

The clearance rate for Penal Code offenses during the Showa period (December 25, 1926 - January 7, 1989) was at about the 60% level, but it rapidly decreased from the Heisei period (January 8, 1989 to present) and in 2001 it was a post-war low of 19.8%. However, from 2002 it began to increase, reaching 32.0% in 2009, an increase of 0.5 points from the previous year.

**Diagram 1-1 Trends in the Number of Confirmed, Cleared Penal Code Offenses (1946-2009)**



**Table 1-1 Trends in the Number of Confirmed/Cleared Penal Code Offenses ( 2000-2009 )**

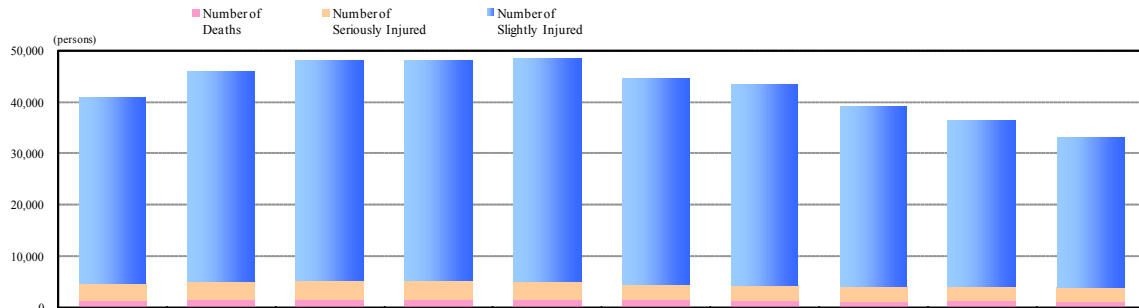
| Year                              | 2000      | 2001      | 2002      | 2003      | 2004      | 2005      | 2006      | 2007      | 2008      | 2009      |
|-----------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Category                          |           |           |           |           |           |           |           |           |           |           |
| Number of confirmed cases (cases) | 2,443,470 | 2,735,612 | 2,853,739 | 2,790,136 | 2,562,767 | 2,269,293 | 2,050,850 | 1,908,836 | 1,818,023 | 1,703,044 |
| Number of arrests (cases)         | 576,771   | 542,115   | 592,359   | 648,319   | 667,620   | 649,503   | 640,657   | 605,358   | 573,392   | 544,699   |
| Number of clearances ( persons )  | 309,649   | 325,292   | 347,558   | 379,602   | 389,027   | 386,955   | 384,250   | 365,577   | 339,752   | 332,888   |
| Clearance rate ( % )              | 23.6      | 19.8      | 20.8      | 23.2      | 26.1      | 28.6      | 31.2      | 31.7      | 31.5      | 32.0      |

## (2) Victims of Penal Code Offenses

The number of persons who died or suffered bodily injuries due to Penal Code offenses was 33,076 in 2009, a decrease of 3,077 persons (8.5%) from the previous year. The number of persons who died was 1,054, a decrease of 157 persons (13.0%) from the previous year.

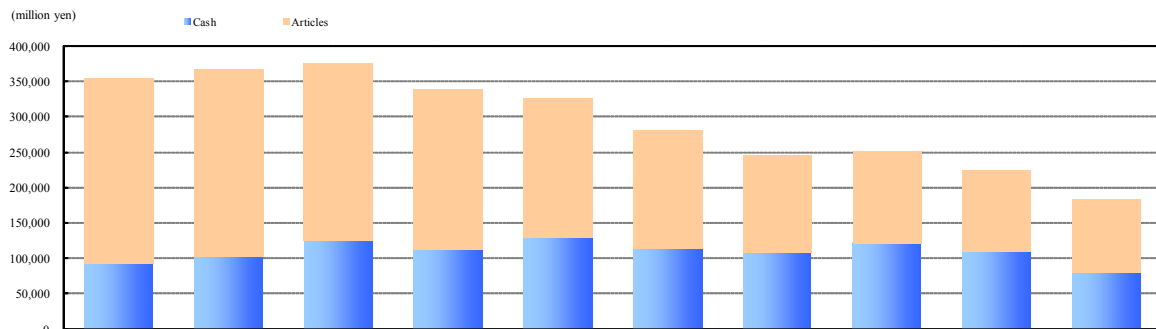
The amount of loss<sup>1</sup> resulting from offenses against property was 182.404 billion yen in 2009, a decrease of 42.258 billion yen (18.8%) from the previous year.

Note 1: Refers to the amount of damage caused by robbery, extortion, larceny, fraud, and embezzlement of lost articles

**Diagram 1-2 Trends in the Number of Persons who Died or Suffered Bodily Injuries due to Penal Code Offenses (2000-2009)**

| Year                        | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Category                    |        |        |        |        |        |        |        |        |        |        |
| Total (persons)             | 40,897 | 45,778 | 48,130 | 48,097 | 48,190 | 44,465 | 43,160 | 39,022 | 36,153 | 33,076 |
| Number of Deaths            | 1,345  | 1,441  | 1,368  | 1,432  | 1,397  | 1,354  | 1,284  | 1,134  | 1,211  | 1,054  |
| Number of Seriously Injured | 3,337  | 3,436  | 3,655  | 3,731  | 3,479  | 3,174  | 3,046  | 2,927  | 2,790  | 2,832  |
| Number of Slightly Injured  | 36,215 | 40,901 | 43,107 | 42,934 | 43,314 | 39,937 | 38,830 | 34,961 | 32,152 | 29,190 |

Note: The seriously injured indicates those who suffer from injuries requiring one month's recovery.

**Diagram 1-3 Trends in the Amount of Loss resulting from Offenses against Property (2000-2009)**

| Year                | 2000    | 2001    | 2002    | 2003    | 2004    | 2005    | 2006    | 2007    | 2008    | 2009    |
|---------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Category            |         |         |         |         |         |         |         |         |         |         |
| Total (million yen) | 354,388 | 366,539 | 375,881 | 339,787 | 325,846 | 280,536 | 245,840 | 252,092 | 224,662 | 182,404 |
| Cash                | 92,812  | 103,026 | 124,948 | 113,321 | 128,928 | 113,386 | 108,010 | 120,984 | 109,408 | 79,469  |
| Articles            | 261,576 | 263,513 | 250,933 | 226,466 | 196,918 | 167,150 | 137,830 | 131,108 | 115,254 | 102,935 |

### (3) Situation of Confirmed/Cleared Serious Crimes

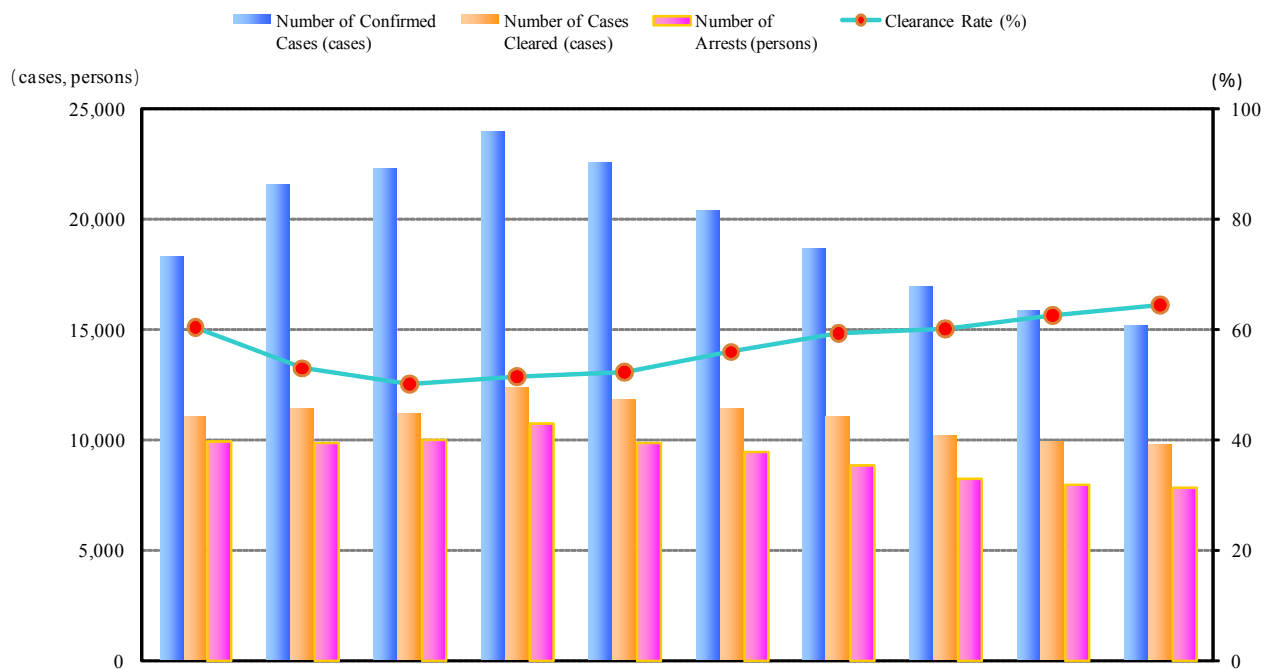
The number of confirmed serious crimes<sup>1</sup> increased rapidly from 1999 to 2003, mainly due to the increase in robberies and indecent assaults. Since 2004 the figure has been decreasing and in 2009 it was 15,158 cases, a decrease of 689 cases (4.3%) from the previous year.

The number of offenses cleared and persons arrested of serious crimes has been on an increasing trend since

the early Heisei period. However, it started to decrease in 2004 and in 2009 both the number of clearances and arrests fell further compared to the previous year. The clearance rate sharply declined from 1999 to 2002, but began to increase since 2003, reaching 64.5% in 2009, an increase of 1.9 points from the previous year).

Note 1: Refers to homicide, robbery, arson, rape, abduction and kidnap, human trafficking, and indecent assault.

**Diagram 1-4 Trends in the Situation of Confirmed Serious Crimes(2000-2009)**



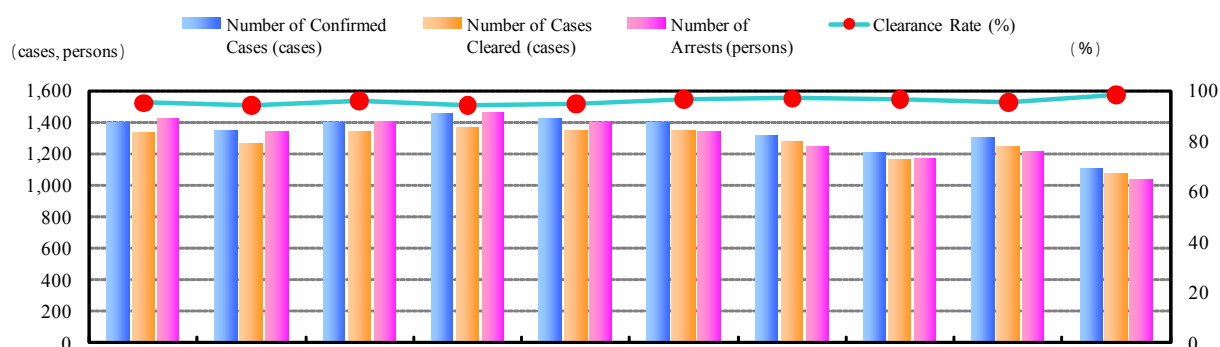
| Category \ Year                   | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|-----------------------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Number of Confirmed Cases (cases) | 18,281 | 21,530 | 22,294 | 23,971 | 22,568 | 20,388 | 18,649 | 16,922 | 15,847 | 15,158 |
| Number of Cases Cleared (cases)   | 11,049 | 11,418 | 11,186 | 12,362 | 11,812 | 11,419 | 11,084 | 10,181 | 9,925  | 9,776  |
| Number of Arrests (persons)       | 9,954  | 9,905  | 10,029 | 10,786 | 9,931  | 9,509  | 8,880  | 8,315  | 7,982  | 7,884  |
| Clearance Rate (%)                | 60.4   | 53.0   | 50.2   | 51.6   | 52.3   | 56.0   | 59.4   | 60.2   | 62.6   | 64.5   |

#### 1) Homicide

The number of confirmed cases of homicide has been on a decreasing trend since 2004 and in 2009 it was a post-war record low of 1,094 cases, a decrease of 203 cases (15.7%) from the previous year. In 2009 both the number of cases cleared and persons arrested

fell below that of the previous year. The clearance rate was 98.2%, an increase of 2.8 points from the previous year, and maintains a high level compared to other types of serious crimes.

**Diagram 1-5 Trends in the Number of Confirmed Cleared Homicide Offenses(2000-2009)**



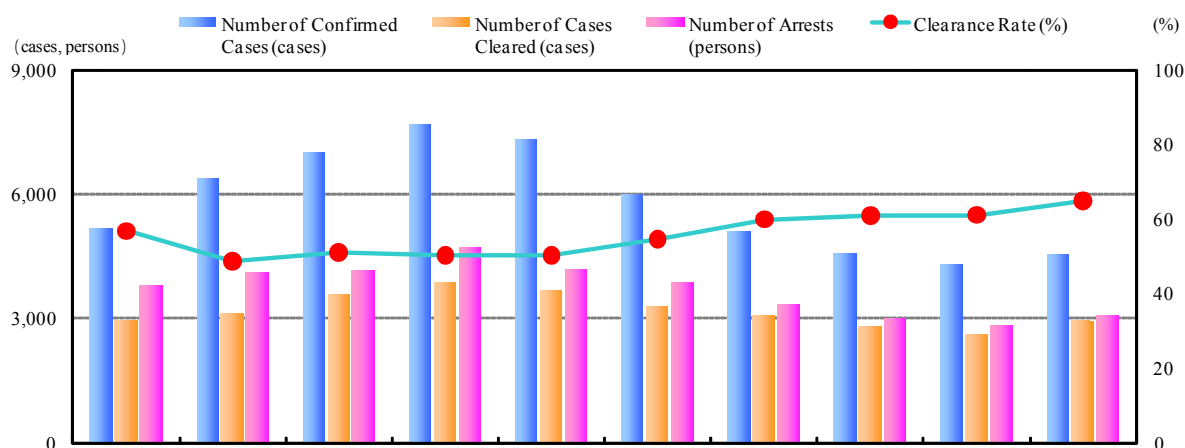
| Year                              | 2000  | 2001  | 2002  | 2003  | 2004  | 2005  | 2006  | 2007  | 2008  | 2009  |
|-----------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Number of Confirmed Cases (cases) | 1,391 | 1,340 | 1,396 | 1,452 | 1,419 | 1,392 | 1,309 | 1,199 | 1,297 | 1,094 |
| Number of Cases Cleared (cases)   | 1,322 | 1,261 | 1,336 | 1,366 | 1,342 | 1,345 | 1,267 | 1,157 | 1,237 | 1,074 |
| Number of Arrests (persons)       | 1,416 | 1,334 | 1,405 | 1,456 | 1,391 | 1,338 | 1,241 | 1,161 | 1,211 | 1,036 |
| Clearance Rate (%)                | 95.0  | 94.1  | 95.7  | 94.1  | 94.6  | 96.6  | 96.8  | 96.5  | 95.4  | 98.2  |

## 2) Robbery

The number of confirmed cases of robbery had been decreasing since 2004 but in 2009 reached 4,512 cases, an increase of 234 cases (5.5%) from the previous year. Both the number of cases cleared and persons arrested

increased from the previous year. In 2009 the clearance rate was 64.8%, an increase of 3.7 points from the previous year.

**Diagram 1-6 Trends in the Number of Confirmed Robbery Offenses and Arrests(2000-2009)**



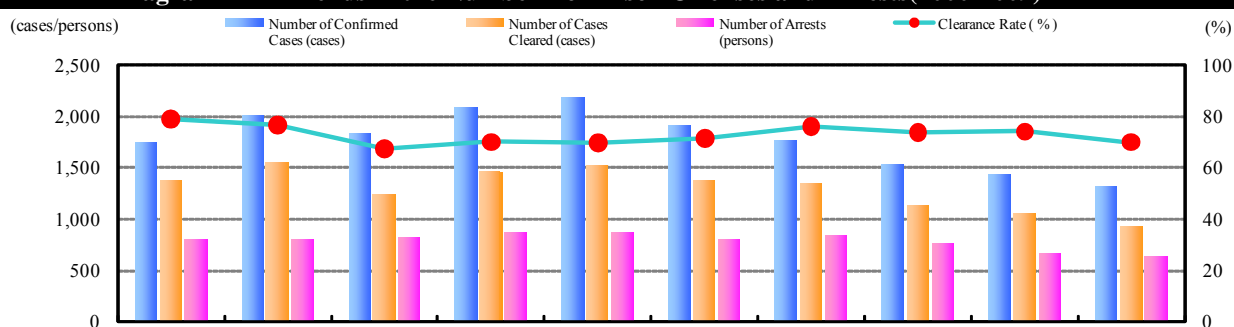
| Year                              | 2000  | 2001  | 2002  | 2003  | 2004  | 2005  | 2006  | 2007  | 2008  | 2009  |
|-----------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Number of Confirmed Cases (cases) | 5,173 | 6,393 | 6,984 | 7,664 | 7,295 | 5,988 | 5,108 | 4,567 | 4,278 | 4,512 |
| Number of Cases Cleared (cases)   | 2,941 | 3,115 | 3,566 | 3,855 | 3,666 | 3,269 | 3,061 | 2,790 | 2,612 | 2,923 |
| Number of Arrests (persons)       | 3,797 | 4,096 | 4,151 | 4,698 | 4,154 | 3,844 | 3,335 | 2,985 | 2,813 | 3,069 |
| Clearance Rate (%)                | 56.9  | 48.7  | 51.1  | 50.3  | 50.3  | 54.6  | 59.9  | 61.1  | 61.1  | 64.8  |

## 3) Arson

The number of confirmed cases of arson has been decreasing since 2005 and in 2009, reached 1,306 cases, a decrease of 118 cases (8.3%) from the

previous year. Both the number of cases cleared and persons arrested decreased from the previous year. The clearance rate was 69.9%, a decrease of 4.1 points from the previous year.

**Diagram 1-7 Trends in the Number of Arson Offenses and Arrests(2000-2009)**

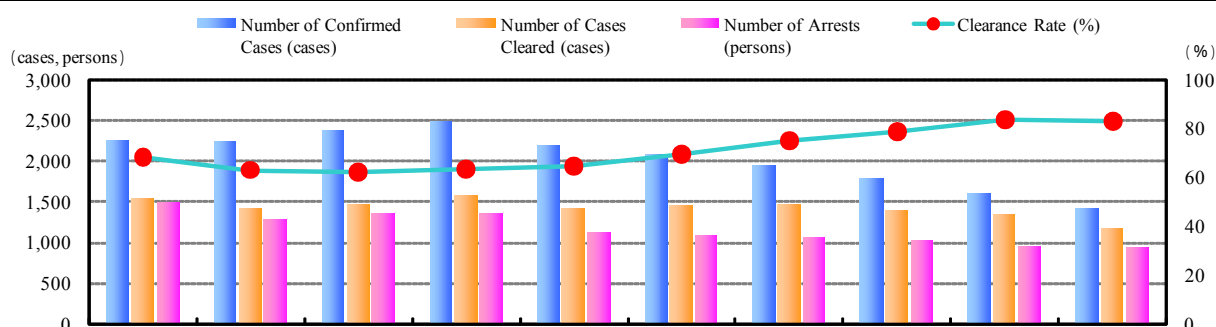


#### 4) Rape

The number of confirmed cases of rape had been on an increasing trend from 1997 to 2003 but started to decrease in 2004 and in 2009 there were 1,402 cases, a decrease of 180 cases (11.4%) from the previous year.

In 2009, both the number of cases cleared and persons arrested decreased from the previous year. The clearance rate had been increasing from 2003 to 2008, but in 2009 the figure was 83.0%, a decrease of 0.8 points from the previous year.

**Diagram 1-8 Trends in the Number of Confirmed Rape Offenses and Arrest(2000-2009)**

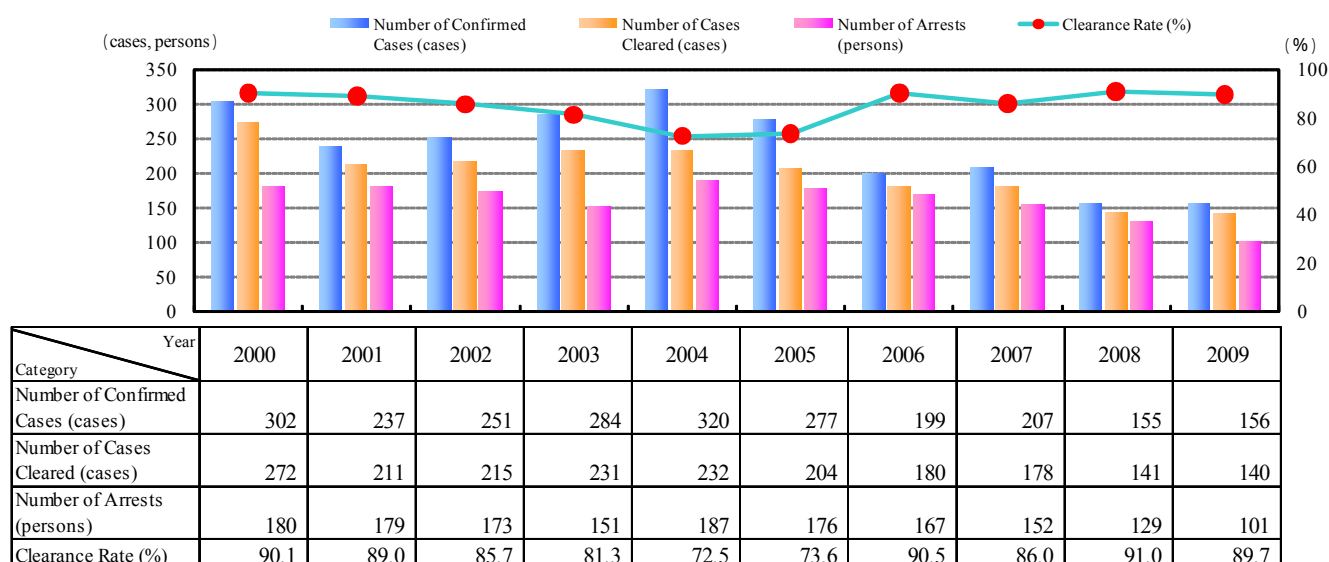


#### 5) Abduction, Kidnapping and Human Trafficking

The number of confirmed cases of abduction, kidnapping and human trafficking has been on a decreasing trend since 2005 and in 2009 there were 156 cases, an increase of 1 case (0.6%) from the

previous year. Both the number of cases cleared and persons arrested decreased from the previous year. The clearance rate in 2009 was 89.7%, a decrease of 1.3 points from the previous year.

**Diagram 1-9 Trends in the Number of Abductions and Kidnap Offenses, and Arrests(2000-2009)**

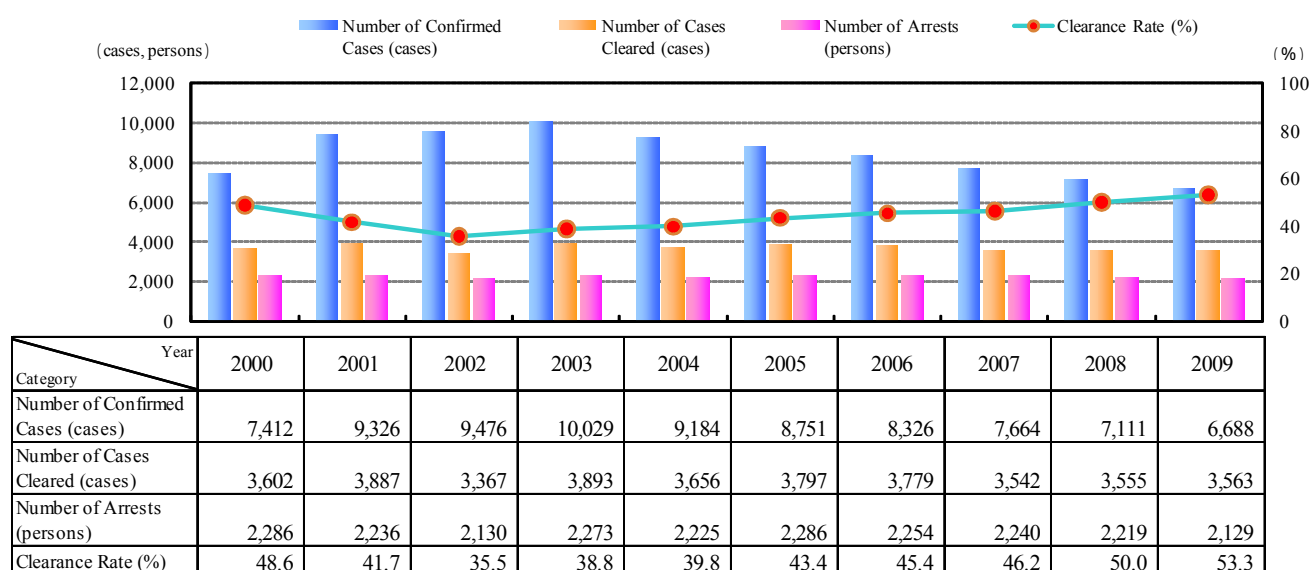


## 6) Indecent Assault

The number of confirmed cases of indecent assault had been increasing from 1999 to 2003 but began to decrease in 2004. In 2009 the figure was 6,688 cases, a decrease of 423 cases (5.9%) from the previous year. In 2009 the number of cases cleared increased and the

number of persons arrested decreased from the previous year. The clearance rate has been increasing since 2003 and in 2009 reached 53.3%, an increase of 3.3 points from the previous year.

**Diagram 1-10 Trends in the Number of Indecent Assault Offenses and Arrests(2000-2009)**



## 2. Street Crimes and Break-in Crimes

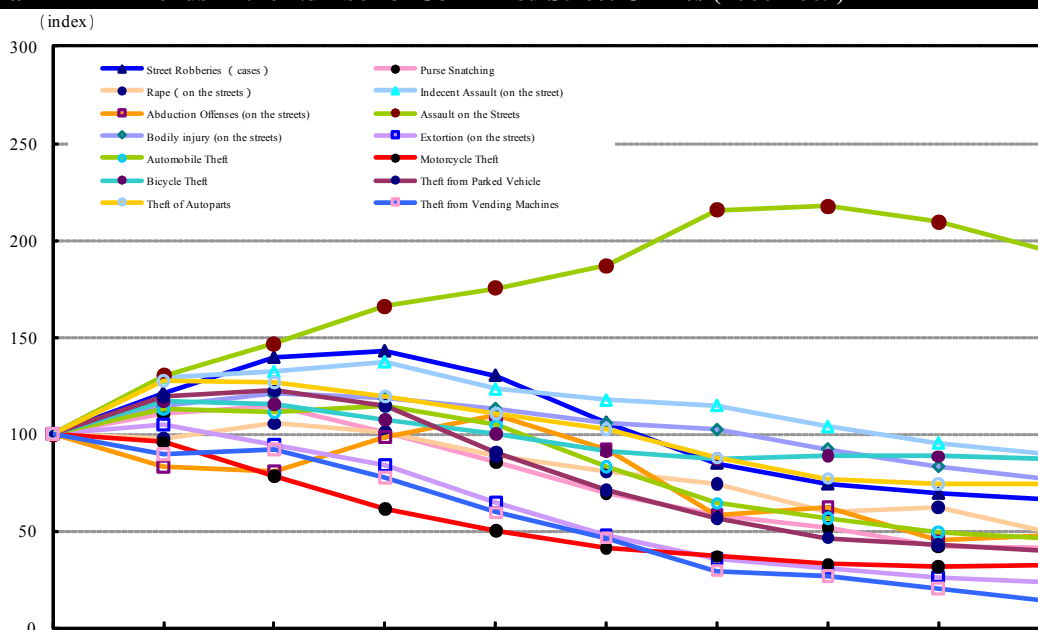
### (1) Situation of Street Crimes and Break-in Crimes

In 2009, the number of major offenses confirmed was 801,192 cases for street crimes and 174,243 cases for break-in crimes, a decrease from the previous year of 30,218 cases (3.6%) and 7,258 cases (4.0%) respectively. Among these, the number of confirmed

cases of rape on the streets, extortion on the streets, and theft from vending machines has decreased sharply.

However, while the number of incidents has decreased, the number of street crimes and street break-in crimes remain high.

**Diagram 1-11 Trends in the Number of Confirmed Street Crimes (2000-2009)**

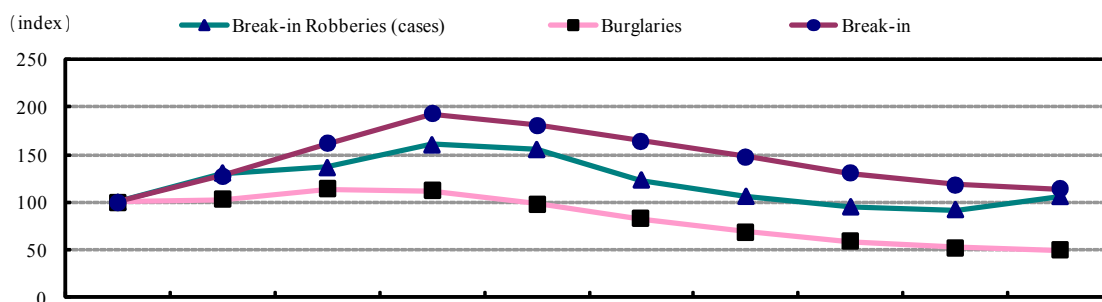


| Category \ Year                     | 2000      | 2001      | 2002      | 2003      | 2004      | 2005      | 2006    | 2007    | 2008    | 2009    |
|-------------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|---------|---------|---------|---------|
| Total (cases)                       | 1,502,108 | 1,664,309 | 1,630,549 | 1,481,377 | 1,275,413 | 1,086,497 | 943,614 | 876,346 | 831,410 | 801,192 |
| Street Robberies ( cases )          | 2,070     | 2,509     | 2,888     | 2,955     | 2,695     | 2,192     | 1,759   | 1,537   | 1,437   | 1,366   |
| Purse Snatching                     | 46,064    | 50,838    | 52,919    | 46,354    | 39,399    | 32,017    | 26,828  | 23,687  | 19,145  | 19,036  |
| Rape ( on the streets )             | 825       | 806       | 869       | 832       | 732       | 663       | 612     | 495     | 513     | 408     |
| Indecent Assault (on the street)    | 4,475     | 5,786     | 5,915     | 6,145     | 5,510     | 5,254     | 5,131   | 4,640   | 4,261   | 3,994   |
| Abduction Offenses (on the streets) | 216       | 179       | 175       | 213       | 237       | 199       | 126     | 134     | 97      | 102     |
| Assault on the Streets              | 8,734     | 11,352    | 12,814    | 14,477    | 15,319    | 16,332    | 18,816  | 18,993  | 18,306  | 16,950  |
| Bodily injury (on the streets)      | 16,965    | 19,400    | 20,465    | 20,098    | 19,218    | 17,961    | 17,373  | 15,665  | 14,118  | 12,964  |
| Extortion (on the streets)          | 13,230    | 13,856    | 12,514    | 11,089    | 8,534     | 6,346     | 4,690   | 4,042   | 3,466   | 3,055   |
| Automobile Theft                    | 56,205    | 63,275    | 62,673    | 64,223    | 58,737    | 46,728    | 36,058  | 31,790  | 27,515  | 25,815  |
| Motorcycle Theft                    | 253,433   | 242,517   | 198,642   | 154,979   | 126,717   | 104,155   | 93,294  | 83,028  | 80,354  | 82,116  |
| Bicycle Theft                       | 445,301   | 521,801   | 514,120   | 476,589   | 444,268   | 406,104   | 388,463 | 395,344 | 393,462 | 389,476 |
| Theft from Parked Vehicle           | 362,762   | 432,140   | 443,298   | 414,819   | 328,921   | 256,594   | 205,744 | 168,129 | 154,836 | 143,863 |
| Theft of Autoparts                  | 101,338   | 129,380   | 128,539   | 120,726   | 112,161   | 103,772   | 88,739  | 78,016  | 75,423  | 75,361  |
| Theft from Vending Machines         | 190,490   | 170,470   | 174,718   | 147,878   | 112,965   | 88,180    | 55,981  | 50,846  | 38,477  | 26,686  |

Note 1: A value of 100 was set for 2000 in the Index.

Note 2: "On the streets" includes roads, car and bicycle parking lots, city parks, vacant lots, public transportation (on the subway, bullet train, and other forms of trains, in station railroad facilities, in aircrafts, airports, boats, ports and buses), other forms of transportation (inside taxis or other vehicles) and other open places (underground walkways and hig

**Diagram 1-12 Trends in the Number of Confirmed Break-in Crimes (2000-2009)**



| Category \ Year            | 2000    | 2001    | 2002    | 2003    | 2004    | 2005    | 2006    | 2007    | 2008    | 2009    |
|----------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Total (cases)              | 319,248 | 332,719 | 374,602 | 376,446 | 331,228 | 281,499 | 238,389 | 204,811 | 181,501 | 174,243 |
| Break-in Robberies (cases) | 1,786   | 2,335   | 2,436   | 2,865   | 2,776   | 2,205   | 1,896   | 1,700   | 1,647   | 1,892   |
| Burglaries                 | 296,486 | 303,698 | 338,294 | 333,233 | 290,595 | 244,776 | 205,463 | 175,728 | 155,047 | 148,488 |
| Break-in                   | 20,976  | 26,686  | 33,872  | 40,348  | 37,857  | 34,518  | 31,030  | 27,383  | 24,807  | 23,863  |

Note : The standard Index is set as 2000 figure as 100 standard point.

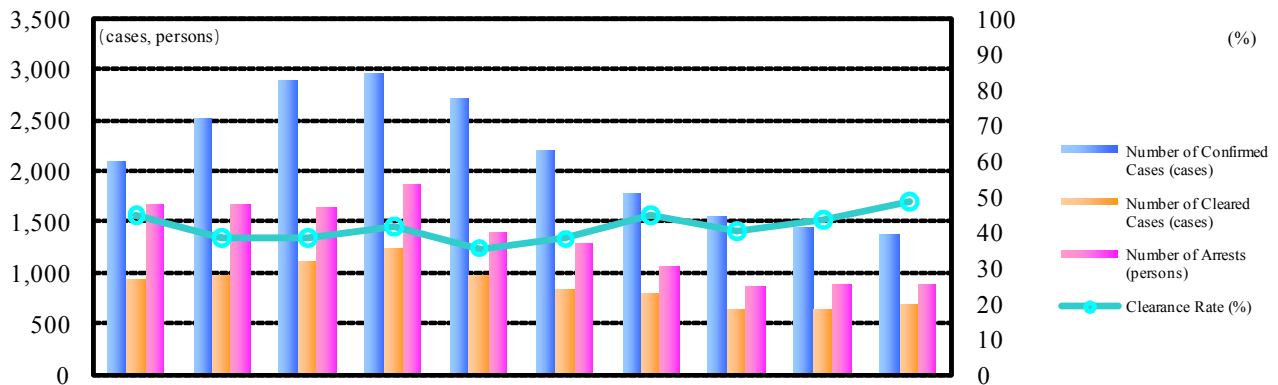
## (2) The Situation of Confirmed/Cleared Major Street Crimes

### 1) Street Robbery

The number of confirmed street robbery offenses has been increasing since 1996, reaching 4.8 times the 1995 level in 2003. The numbers started to decrease in 2004, however, and in 2009 there were 1,366 confirmed cases, a decrease of 71 cases (4.9%) from

the previous year. The number of cases cleared and persons arrested, which had been decreasing since 2004 began to increase from 2008. In 2009, there were 665 cases cleared and 886 persons arrested, a decrease of 40 cases (6.4%) and 17 persons (2.0%) respectively from the previous year. 48.6% of the persons arrested for street robbery were juveniles.

**Diagram 1-13 Trends in the Situation of Confirmed Cleared Street Robberies(2000-2009)**



| Year                            | 2000  | 2001  | 2002  | 2003  | 2004  | 2005  | 2006  | 2007  | 2008  | 2009  |
|---------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Number of Confirmed             | 2,070 | 2,509 | 2,888 | 2,955 | 2,695 | 2,192 | 1,759 | 1,537 | 1,437 | 1,366 |
| Number of Cleared Cases (cases) | 930   | 968   | 1,104 | 1,226 | 955   | 836   | 788   | 621   | 625   | 665   |
| Number of Arrests (persons)     | 1,645 | 1,658 | 1,631 | 1,865 | 1,377 | 1,285 | 1,053 | 855   | 869   | 886   |
| Clearance Rate (%)              | 44.9  | 38.6  | 38.2  | 41.5  | 35.4  | 38.1  | 44.8  | 40.4  | 43.5  | 48.7  |

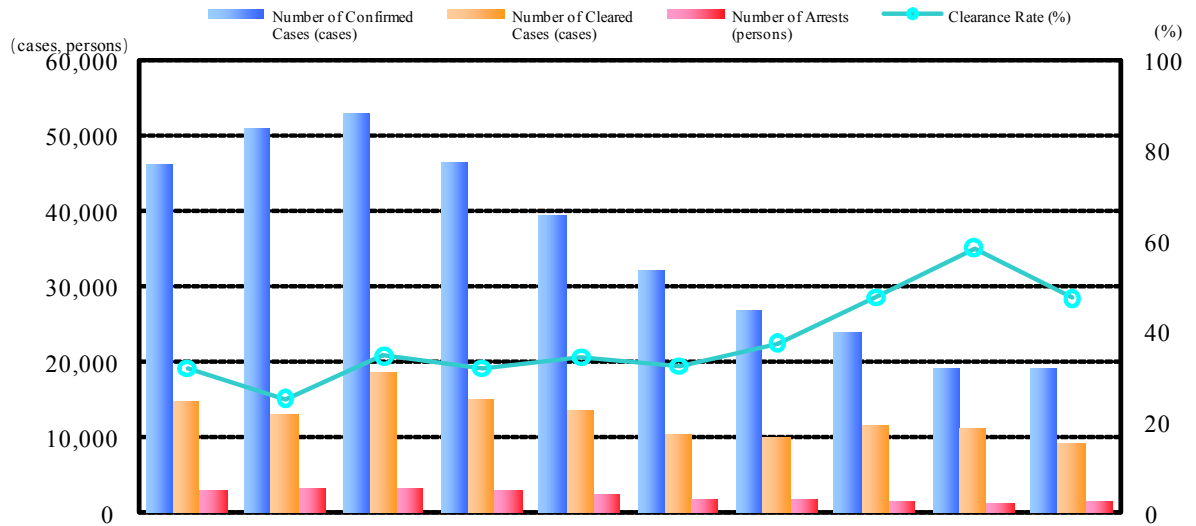
### 2) Purse Snatching

Although the number of confirmed purse snatching offenses had been increasing every year from 1991 to 2002, the numbers started to decrease in 2003, and in 2009 there were 19,036 cases, a decrease of 109 cases (0.6%) from the previous year. In 2009, there were

9,051 cases, an increase of 2,178 cases (19.4%) from the previous year. The number of persons arrested was 1,438, an increase of 187 cases (14.9%) from the previous year. 49.5% of the persons arrested for purse snatching were juveniles.



**Diagram 1-14 Trends in the Situation of Confirmed Cleared Purse Snatchings(2000-2009)**



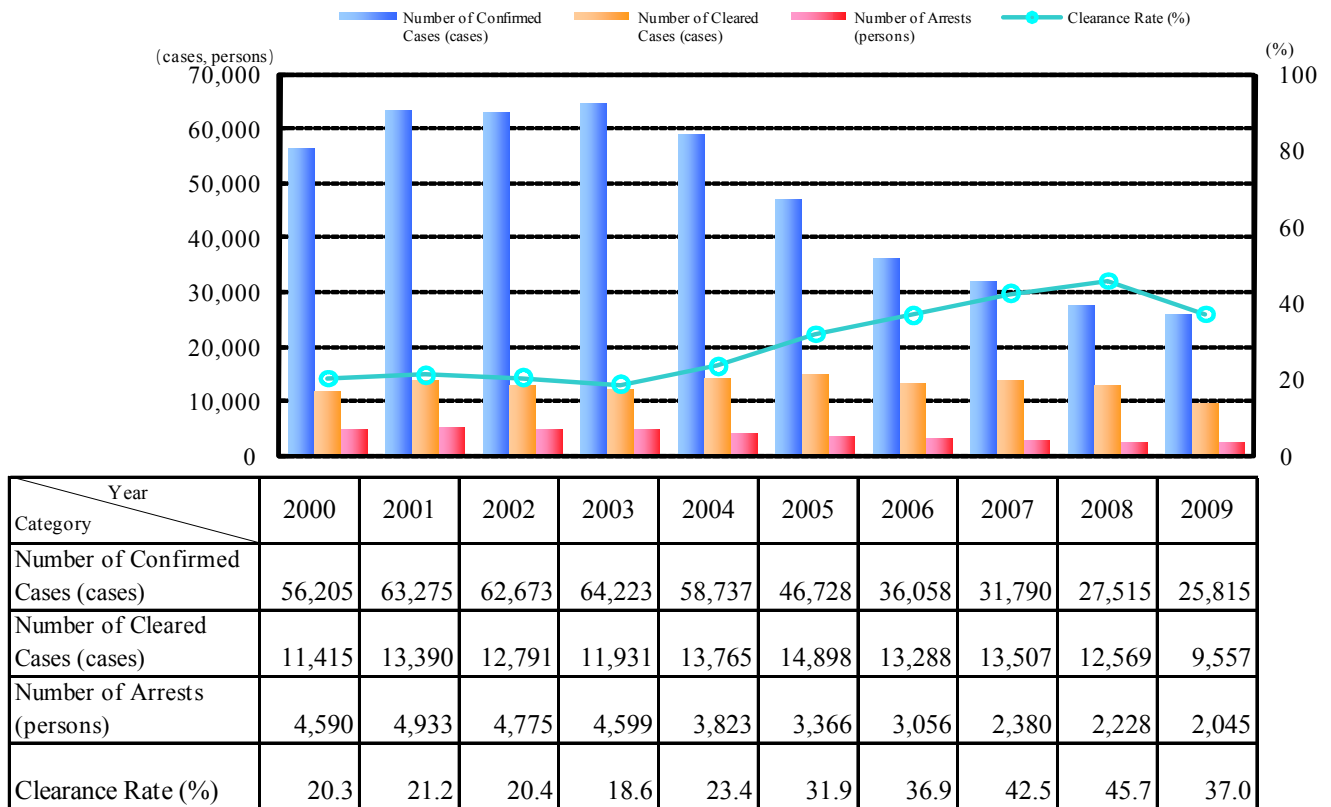
| Year                              | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|-----------------------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Category                          |        |        |        |        |        |        |        |        |        |        |
| Number of Confirmed Cases (cases) | 46,064 | 50,838 | 52,919 | 46,354 | 39,399 | 32,017 | 26,828 | 23,687 | 19,145 | 19,036 |
| Number of Cleared Cases (cases)   | 14,796 | 12,925 | 18,434 | 14,861 | 13,561 | 10,406 | 10,090 | 11,321 | 11,229 | 9,051  |
| Number of Arrests (persons)       | 3,072  | 3,078  | 3,158  | 2,953  | 2,259  | 1,851  | 1,652  | 1,524  | 1,251  | 1,438  |
| Clearance Rate (%)                | 32.1   | 25.4   | 34.8   | 32.1   | 34.4   | 32.5   | 37.6   | 47.8   | 58.7   | 47.5   |

### 3) Automobile Thefts

The number of confirmed vehicle thefts increased from 1999 to 2001 and has been leveling out since then. However, the numbers started to decrease in 2004, and in 2009 there were 25,815 cases, a decrease of 1,700

cases (6.2%) from the previous year. In 2009, there were 9,557 cases cleared and 2,045 persons arrested, a decrease of 3,012 cases (24.0%) and 183 persons (8.2%) respectively from the previous year.

**Diagram 1-15 Trends in the Situation of Confirmed Cleared Vehicle Theft Offenses (2000-2009)**



### (3) The Situation of Confirmed/Cleared Major Break-in Crimes

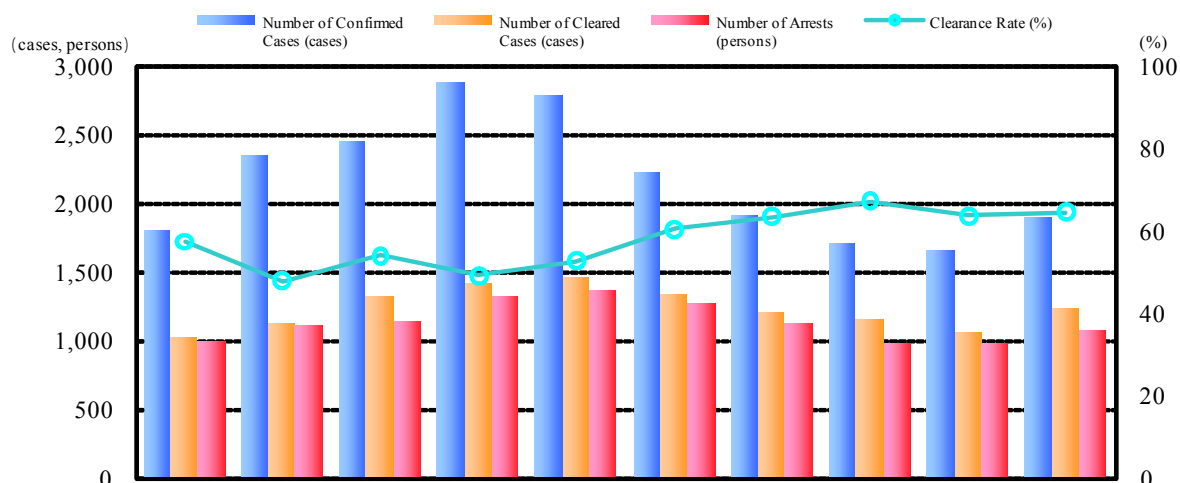
#### 1) Break-in Robbery

The number of confirmed break-in robberies had increased considerably from 1998 to 2003, and it started to decrease from 2004, but in 2009 there were 1,892 cases, an increase of 245 cases (14.9%) from the previous year. The number of break-in robberies cleared had been decreasing since 2005 but in 2009 there were 1,220 cases, an increase of 175 cases (16.7%) from the previous year. The number of

persons arrested for break-in robberies had been increasing since 2008, and in 2009 there were 1,072 persons arrested, an increase of 102 persons (10.5%) from the previous year.

Among these, the number of confirmed break-in robberies that took place in homes was 376 in 2009, a decrease of 34 cases (8.3%) from the previous year. The number of confirmed break-in robberies targeting convenience stores was 897 cases, an increase of 286 cases (46.8%) from the previous year.

**Diagram 1-16 Trends in the Situation of Confirmed Cleared Break-in Robbery Offenses (2000-2009)**



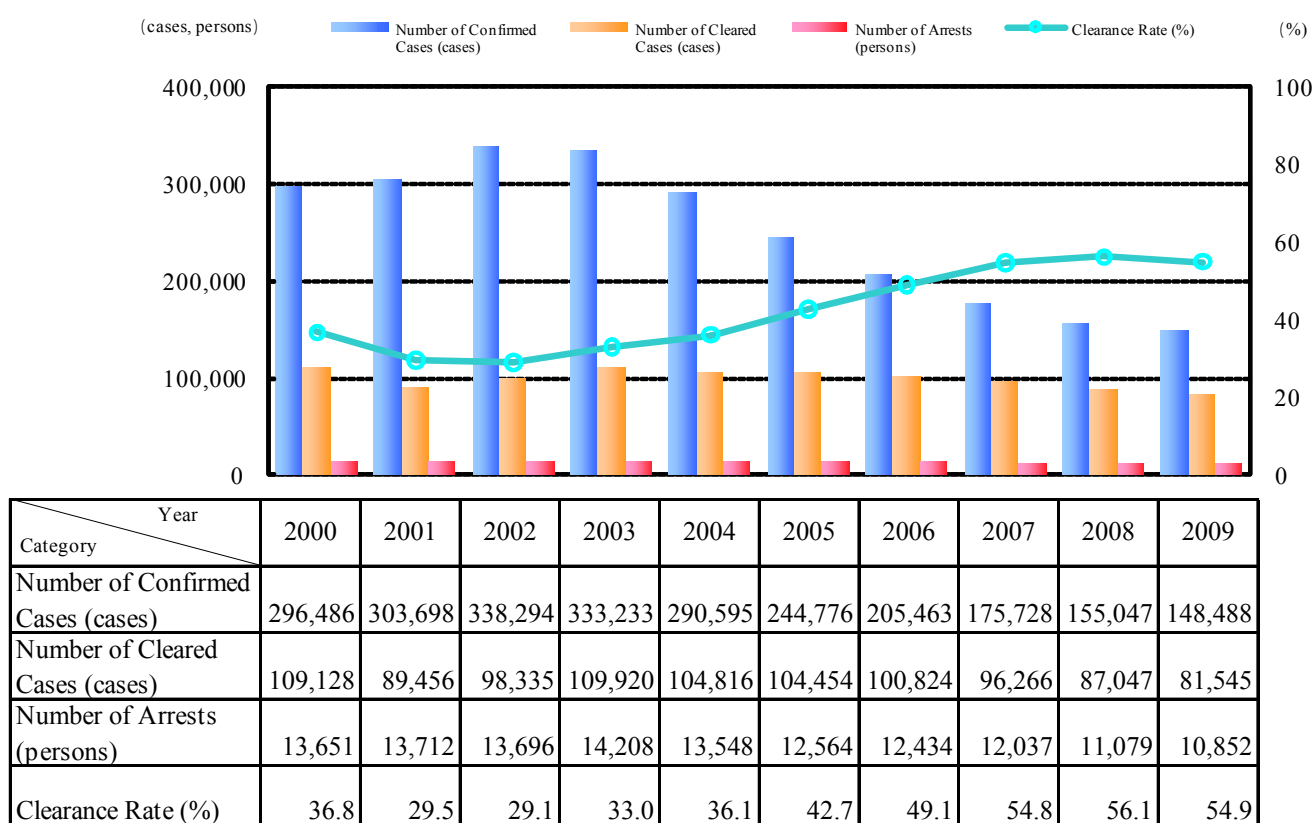
| Year<br>Category                  | 2000  | 2001  | 2002  | 2003  | 2004  | 2005  | 2006  | 2007  | 2008  | 2009  |
|-----------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Number of Confirmed Cases (cases) | 1,786 | 2,335 | 2,436 | 2,865 | 2,776 | 2,205 | 1,896 | 1,700 | 1,647 | 1,892 |
| Number of Cleared Cases (cases)   | 1,024 | 1,116 | 1,314 | 1,402 | 1,458 | 1,328 | 1,201 | 1,140 | 1,045 | 1,220 |
| Number of Arrests (persons)       | 982   | 1,094 | 1,134 | 1,310 | 1,356 | 1,255 | 1,107 | 968   | 970   | 1,072 |
| Clearance Rate (%)                | 57.3  | 47.8  | 53.9  | 48.9  | 52.5  | 60.2  | 63.3  | 67.1  | 63.4  | 64.5  |

## 2) Break-in Burglary

The number of confirmed break-in burglaries had been increasing from 1998 to 2002, but began to decrease from 2003. In 2009, there were 148,488 cases, a decrease of 6,559 (4.2%) from the previous year. The number of cases cleared and persons arrested had been

decreasing since 2004, and in 2009 there were 81,545 cases cleared and 10,852 persons arrested, a decrease of 5,502 cases (6.3%) and 227 persons (2.0%) respectively from the previous year.

**Diagram 1-17 Trends in the Situation of Confirmed Cleared Break-in Burglary Offenses(2000-2009)**



#### (4) Comprehensive Measures for the Prevention of Street Crimes and Break-in Crimes

The number of confirmed Penal Code offenses had been rapidly increasing since 1996. Particularly notable increases have been seen in street crimes such as robbery and purse snatching, as well as robberies, burglaries, and other crimes involving breaking-and-entering. Since these street crimes and break-in crimes are mostly committed in the midst of what should otherwise be peaceful daily life, the increase has caused much unease among the people.

In order to control the occurrence of street crimes and break-in crimes, the police established the Comprehensive Measures for the Control of Streets Crimes and Break-In Crimes beginning in January 2003. Each Prefectural Police will implement comprehensive measures based on plans that specify areas and types of crime to be focused on, and that are tailored to the current status of crime occurrence in each region. In addition, the police conduct examinations of the effectiveness of these measures.

##### 1) Implementation and Application of Criminal Information Analytical Systems

In order to implement prompt and accurate criminal investigations as well as to effectively deter occurrence of the crime, the police conduct a multi-faceted analysis of the current status of crime occurrence by utilizing a criminal information analysis system that the Prefectural Police originally established, combined with the use of an information analysis system (Refer to P.73) that the NPA established.

The results of the analysis are used in crime prevention activities on the streets as well as provided to the local community through media such as websites as information for crime prevention.

##### 2) Strengthening of Street Activities

To effectively promote preventive measures against street crimes and break-in crimes, the police advance precautionary and regulatory activities tailored to the current status of crime occurrence by focusing on areas or time periods during the day when crimes frequently occur.

### Diagram 1-18 Strengthening of Street Activities

• **Strengthening street patrols by Community Police Officers at *Koban/Chuzasho***

• **Intensively assigning motor patrol units, riot police, and traffic riot police from the Police Headquarters at important areas and times**

• **Strengthening the Structure by drawing up special vigilance units assigning special investigative units composed of police officers from various divisions, and those who usually work in the office**

### 3) Providing Instructions and Tightening Regulations against Unlawful Activity

The police administer instructions, warnings and arrests accordingly for possession of sharp weapons or break-in devices, disorderly activities such as posting obscene fliers or solicitation openly conducted on the streets for the purpose of preventing crimes such as street crimes and break-in crimes. Especially in shopping and entertainment districts, stations, and airport terminals, the police are strengthening preemptive activities to prevent street crimes and break-in crimes, such as tightening patrols and other crime prevention activities, and clamping down on the possession of sharp weapons and break-in devices.

**Table 1-2 Trends in the Number of Cases & Persons Involved in Unlawful Activity Confirmed (2005-2009)**

| Type of Crimes  | Year          |  | 2005            |                     | 2006            |                     | 2007            |                     | 2008            |                     | 2009            |                     |
|---|---------------|--|-----------------|---------------------|-----------------|---------------------|-----------------|---------------------|-----------------|---------------------|-----------------|---------------------|
|   | Cases/Persons |  | Cases ( Cases ) | Persons ( Persons ) | Cases ( Cases ) | Persons ( Persons ) | Cases ( Cases ) | Persons ( Persons ) | Cases ( Cases ) | Persons ( Persons ) | Cases ( Cases ) | Persons ( Persons ) |
| Act on Prohibition of Possession of Special Picking Devices   |               |  | 556             | 309                 | 612             | 362                 | 575             | 323                 | 520             | 305                 | 524             | 306                 |
| Minor Offense Act   |               |  | 11,181          | 11,290              | 15,617          | 15,838              | 18,478          | 18,920              | 17,851          | 18,477              | 18,643          | 19,417              |
| Possession of Sharp Weapons (Item 2)                          |               |  | 5,816           | 5,656               | 9,004           | 8,836               | 10,322          | 10,137              | 8,803           | 8,663               | 9,258           | 9,067               |
| Possession of Break-in Devices (Item 3)                       |               |  | 237             | 193                 | 324             | 263                 | 286             | 239                 | 240             | 209                 | 220             | 187                 |
| Peeping (Item 23)   |               |  | 486             | 437                 | 440             | 394                 | 435             | 401                 | 449             | 388                 | 413             | 357                 |
| Pestering (Item 28)   |               |  | 359             | 344                 | 450             | 434                 | 432             | 413                 | 382             | 377                 | 409             | 380                 |
| Trespassing into Fields (Item 32)                             |               |  | 1,077           | 1,284               | 1,584           | 1,893               | 3,391           | 3,771               | 4,527           | 5,019               | 5,036           | 5,653               |
| Poster/Label Removal (Item 33)                                |               |  | 2,160           | 2,212               | 2,447           | 2,483               | 2,005           | 2,115               | 1,530           | 1,627               | 1,129           | 1,181               |
| Firearms and Swords Control Act (Article 22 and Article 22.4) |               |  | 4,449           | 3,347               | 4,923           | 3,795               | 4,981           | 4,020               | 5,141           | 4,195               | 5,669           | 4,677               |
| Ordinance against Disturbing the Peace                        |               |  | 8,018           | 7,736               | 7,835           | 7,541               | 7,699           | 7,373               | 7,380           | 7,127               | 7,652           | 7,369               |

### 4) Automobile Theft Countermeasures

The Joint Automobile Theft Prevention Project Team for the prevention of automobile theft and similar crimes, which consists of the NPA; the Ministry of Finance; the Ministry of Economy, Trade and Industry; the Ministry of Land, Infrastructure, and Transport and 17 private entities, based on the “Action Plan for Prevention of Automobile Theft” (formulated January 2002 and revised January 2010), promote the dissemination of burglar-proof automobiles equipped with devices such as immobilizers, encourage crime prevention counseling and advance measures to prevent the illegal export of stolen automobiles. For motorcycles as well, the police provide information concerning current automobile theft situations and modus operandi to manufacturers, and promote the dissemination of motorcycles with theft prevention devices to prevent the destruction of the main switch (key board), immobilizers, and other devices as anti-theft measures for motorcycles.

### 5) Purse Snatching Countermeasures

In response to the high incidence of purse snatching cases, the police are focusing their efforts to provide instructions and counseling regarding safe ways to ride bicycles and recommended ways to carry bags, based on analysis of crime situations and methods employed. The dissemination of security devices, such as security nets attached to the front basket of bicycles, is promoted with the cooperation of the Crime Prevention Association and other related organizations.

### 6) Break-in Crime Countermeasures

In order to deter the occurrence of break-in crimes, the police strengthened the regulations against the possession of special break-in devices and special picking devices without legitimate reasons based on the Act on Prohibition of Possession of Special Unlocking Devices, enacted in September 2003. (Refer to Table 1-1 on P.41). Moreover, the Joint Session on the Development and Popularization of Building Components with High Performance in Crime Prevention, which consists of the NPA; the Ministry of Economy, Trade and Industry; the Ministry of Land, Infrastructure and Transport and private entities

concerned with building components, have been working to spread the use of building components with high performance in crime prevention since April 2004 by announcing the “Registry of Building Components for Crime Prevention”, which lists products that have been assessed as having a certain degree of performance in crime prevention, such as products that take five minutes or more to break into. As of the end of April 2010, 17 varieties of components and 3,988 items have been listed in the registry on the website. The NPA also established an NPA website, “Smile Crime Prevention #110” (<http://www.npa.go.jp/safetylife/seianki26/index.html>) to promote comprehensive countermeasures for break-in crimes.

## 7) Countermeasures for Robberies Targeting Stores and Branch Offices

In response to the frequent occurrence of robbery cases targeting convenience stores, the police have formulated crime prevention standards which provide stipulations on crime prevention systems, cash management methods, store layout, and other matters. Based on these standards, the police are providing crime prevention instructions to concerned stores. In addition, the police conduct timely crime prevention trainings and patrols by police officers.

As the occurrence of robbery cases targeting financial institutions remains at a high level, the police have formulated standards on crime prevention systems, the structure of offices, crime prevention installations and other matters for financial institutions and provide crime prevention instructions to related organizations and groups.

## 3. *Furikome* frauds

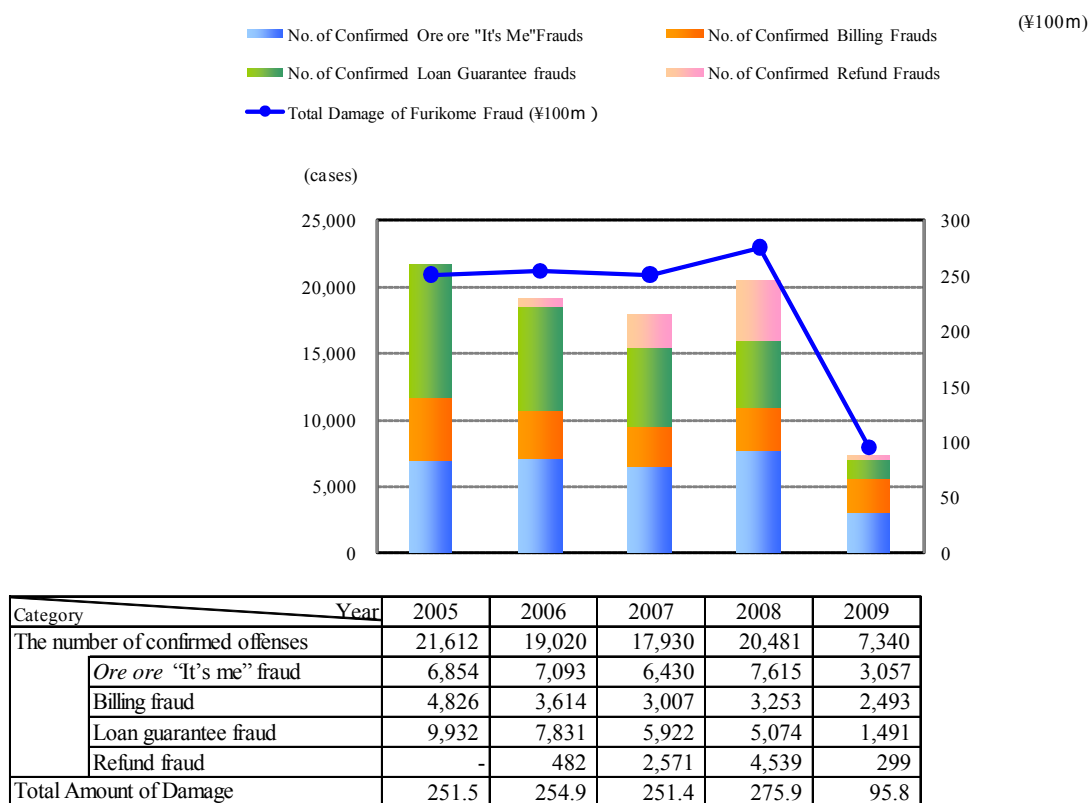
### (1) The Current State of *Furikome* frauds

*Furikome* fraud is the general term used to describe the following four types of fraud: so-called *ore-ore* (it’s me) fraud<sup>1</sup>, billing fraud<sup>2</sup>, loan guarantee money fraud<sup>3</sup>, and refund fraud<sup>4</sup>. It is a type of fraud in which tools such as cell phones and savings accounts are used under fictitious or other peoples’ names to defraud a large number of people of their money (including extortion of money).

In 2009, the number of confirmed cases of *Furikome* frauds was 7,340 cases, and the amount of damage was 9.6 billion yen, decreasing to one third of confirmed cases and damages in 2008.

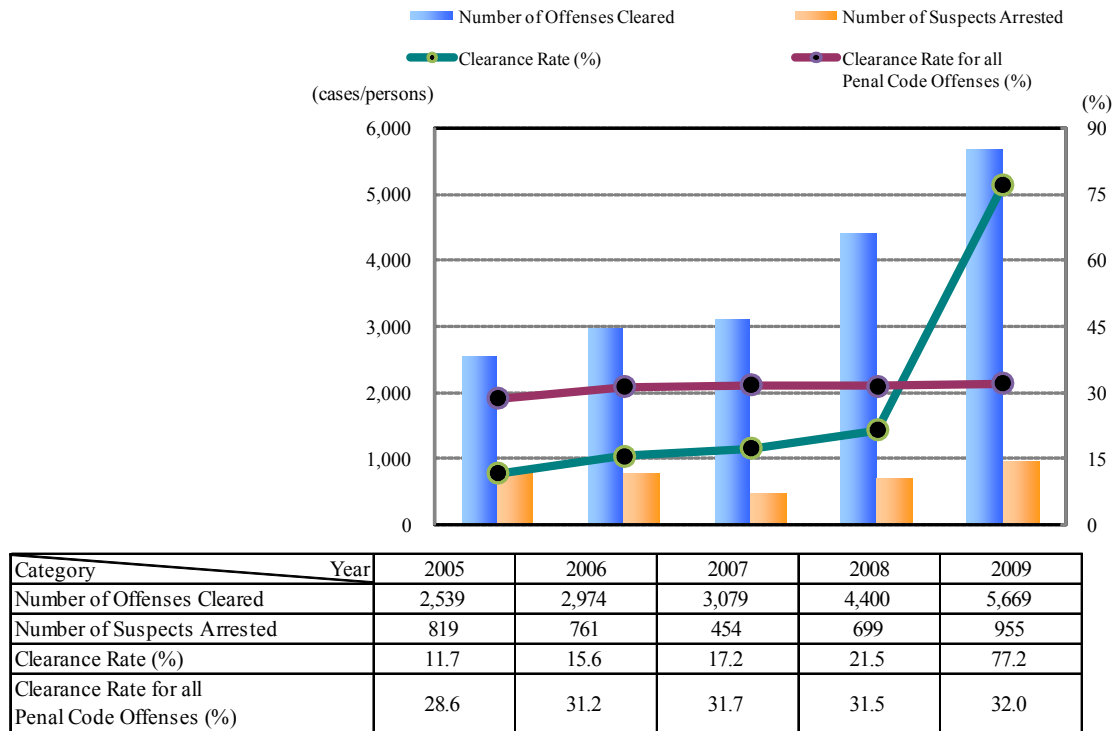
The number of cases cleared was 5,669 cases, and the persons arrested 955, marking a record high.

**Diagram 1-19 Trends in the Number of Confirmed Offenses and Total Damage of *Furikome* Frauds (2005-2009)**





**Diagram 1-20 Trends in the Status of Clearances of *Furikome* Frauds (Extortion) (2005-2009)**



Note 1: Fraud where someone pretending to be a relative calls a victim to ask for money for some concocted emergency like the need to cover embezzled company money, leading the shaken-up victim to transfer cash to the deposit account designated by the caller

2: Fraud where you get a billing statement charging money on the pretense of some fictitious purchase of goods or services and urging you to transfer the money to a designated deposit account

3: Fraud where you are urged to transfer cash to a designated deposit account on the pretext of guarantee money to receive a loan

4: Fraud using a computer (first confirmed in June 2006) where someone pretending to be an official from a social insurance office contacts you to complete necessary procedures to receive a refund for medical expenses, etc., directing you to an automated teller machine (ATM) to make a money transfer from your account to a designated deposit account

## (2) Efforts to Eradicate *Furikome* Frauds

In June 2008 the NPA established the Office against *Furikome* frauds, headed by the Deputy Commissioner General promoting agency-wide efforts in crackdown and preventive activities to cope with *Furikome* frauds. Also in July 2008 the NPA formulated and announced the Action Plan for Eradication of *Furikome* frauds which puts together the basic idea and policy for *Furikome* fraud countermeasures in collaboration with

the Ministry of Justice, promoting public-private coordinated efforts.

Because of these efforts, the damage by *Furikome* frauds considerably decreased in 2009. Notwithstanding, a large amount of damage close to 10 billion yen still occurs and the police continue to promote various measures to eradicate *Furikome* frauds.

### 1) Promotion of All-out Crackdown Activities by the Police

Prefectural Police are boosting their investigations by creating organizations dedicated to investigations into *Furikome* frauds, securing enough manpower and building up cross-divisional centralized crackdown systems. The NPA is also feeding back centralized information to Prefectural Police to promote strategic crackdown activities while proactively facilitating joint and cooperative investigations among Prefectural Police.

Since perpetrating tools such as cell phones and deposit accounts under fictitious or other people's names are used in *Furikome* frauds, police are cracking down on practices to facilitate *Furikome* frauds by cutting off the distribution of such tools and preventing them from being delivered to criminal groups by making full use of relevant laws.

## 2) Promotion of Preventive Activities by Information Collected by the People.

In addition to dialing 110, the police are open to wide-ranging consultations and information from citizens by setting up various points of contact such as dedicated telephone lines for consultations (with the common nationwide phone number “#9110”) and email addresses exclusively reserved for consultations about *Furikome* frauds. In addition, through utilization of information collected from citizens, the police are promoting effective crackdown on *Furikome* frauds and prevention of damage, by implementing warning calls by police offices, arrests of perpetrators through tactics of pretending to be deceived<sup>1</sup>, seeking confirmation of account holders of cell phones and neutralizing tools used in the fraud by asking financial institutions to freeze deposit accounts designated for money transfers.

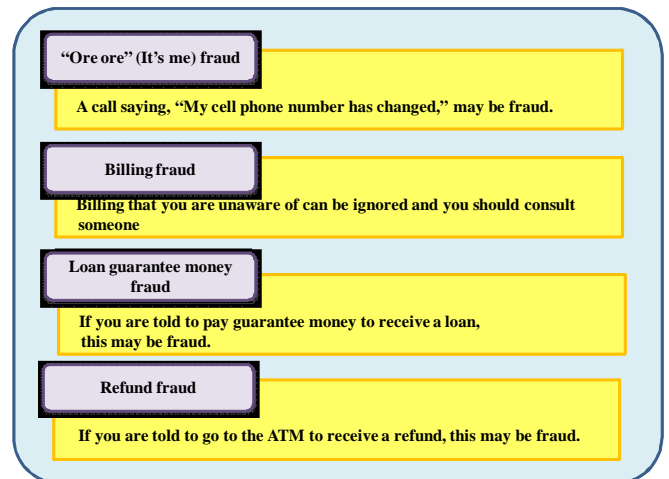
Note 1: Efforts based on the public’s proactive and voluntary cooperation. If a member of the public receives a *Furikome* fraud phone call and detects it, he/she will try to get information on the perpetrator’s cell phone or deposit accounts while pretending to be deceived. He/she will also seek to confirm the identity of the account holder of the cell phone and request financial institutions to freeze their deposit accounts, thus neutralizing the perpetrator’s tools. In addition, he/she will notify the police after promising to hand over the money to the perpetrator, and the police will arrest them when they appear at the appointed place such as the victim’s house, etc.

## 3) Promotion of Preventive Public-Private Coordinated Activities

### a. Promotion of publicity and enlightenment activities

In order to prevent damage by *Furikome* frauds, it is essential for the people to enhance resistance<sup>2</sup>.” In this regard, the police are proactively providing citizens with information on *Furikome* fraud tactics or important points on how not to be affected, through opportunities such as crime prevention lectures and communication patrols, and through the media, including TV. Moreover, since perpetrators of *Furikome* frauds change tactics to deceive victims frequently in line with social circumstances, the police are implementing publicity and enlightenment activities based on the latest occurrence trends by collecting and analyzing information obtained from police activities such as community safety consultation.

**Diagram 1-21 Tips to Prevent *Furikome* Fraud Damage**



Note 1: Refers to the power to eradicate crimes from communities, with the public proactively participating in efforts to prevent fraud, in addition to their awareness towards crimes, or alertness to avoid being deceived.

### b. Collaboration with Related Organization/Groups

Given that in *Furikome* frauds, the bulk of defrauded money is transferred to perpetrators through ATMs and over counters of financial institutions, it is very important for employees of financial institutions to talk to users to prevent damages. For this reason, the police are urging financial institutions and convenience stores to encourage their employees to actively talk to potential victims of suspected *Furikome* fraud cases and notify the police. Moreover, in order to carry out efficient publicity and enlightenment activities, the police are promoting efforts in collaboration with related institutions or groups that have daily contact with potential victims such as drawing the attention of the elderly through collaboration with hospitals, welfare related facilities, and other businesses.

## 4. Structural Crimes

### (1) Cases of Corruption in Politics and Administration

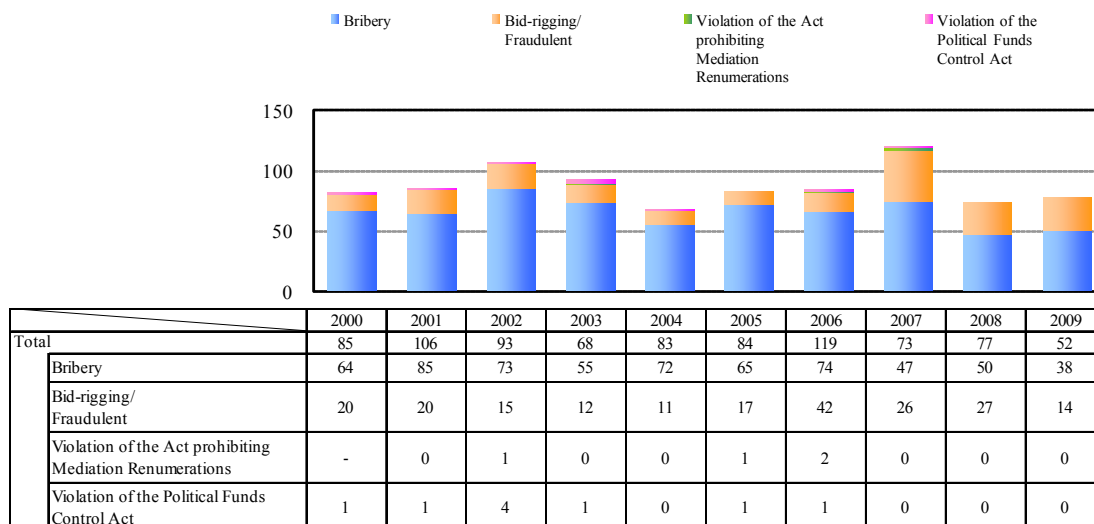
A number of money-related political and administrative corruption cases including bribery, fraudulent obstruction of bidding, and cases such as buying of influence in violation of the Public Office Election Act by leaders of local public entities and assembly members have successively surfaced recently.

The police are conducting investigation into these cases by applying various penal regulations depending on the situation of corruption and other measures.

In the 45th House of Representatives election (held on August 30, 2009), the number of Public Offices Election Act violation cases cleared as of 90 days after the voting date (as of November 28, 2009) came to 295,

with a total of 571 persons cleared (of which 116 people were arrested), an increase of 37 cases cleared (14.3%) but a decrease of eight persons (1.4%) arrested.

**Diagram 1-22 Trends in the Number of Cases of Corruption in Politics and Administration Cleared (2000-2009)**



Note: Excludes Public Offices Election Act violations cases

2: Multiple violations of the same kind carried out by the same suspect are counted as one case

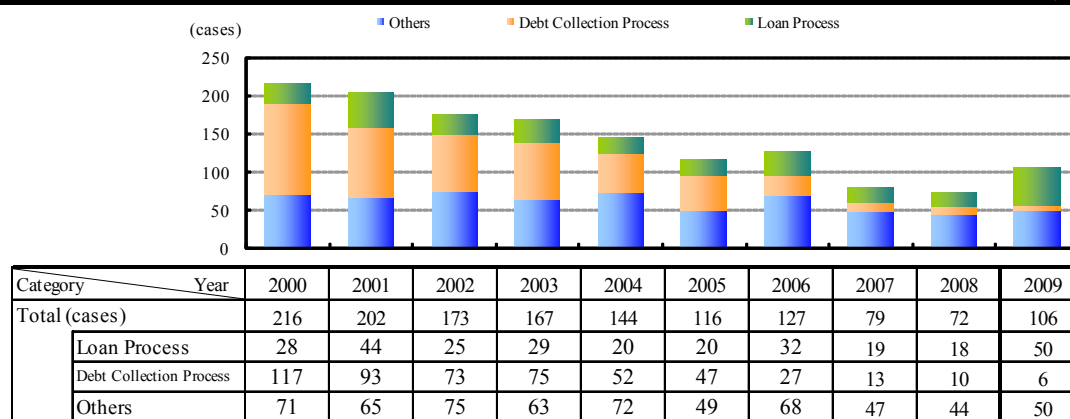
## (2) Financial and Bad Loan-related Offenses

With the recent worsening of the economy, fraud offenses involving loans by financial institutions, offenses relating to security issues or trading on the security market, offenses resulting from deficiency of corporate internal control by executives and regular employees occur without end. Large-scale fraud offenses where many people suffer damages under the pretext of investment, offenses where welfare benefits, pensions, and other entitlements of the social security system are misused, and fraudulent vesting offenses of public subsidies and other offenses are occurring one after another.

In this regard, the police are promoting crackdown on financial and bad loan-related offenses, securities trading offenses, violation offenses involving corporate

management, and offenses that exert serious influence on the soundness and trustworthiness in the people's economic activities.

In investigating such crimes, it is essential to understand the relevant corporation's financial status in order to clarify the background, motives, and actions of the crime. For this reason, Prefectural Police are recruiting persons with qualifications as accountants or with experience in accounting for the private sector as financial crime investigators, striving to comprehend the cases utilizing their advanced skills.

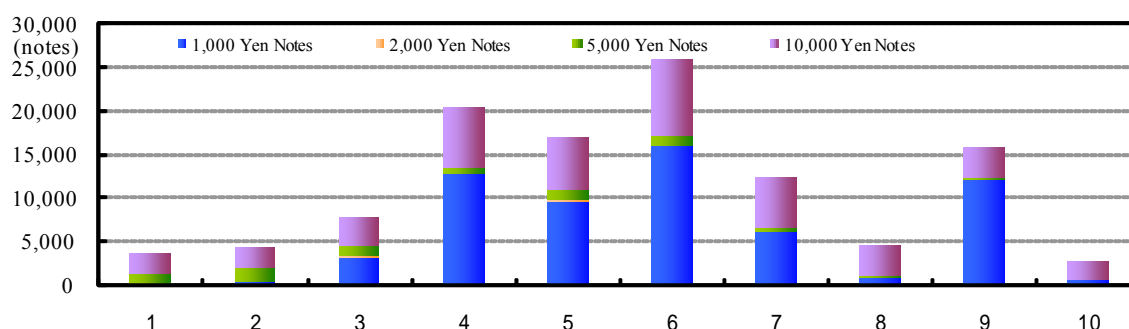
**Diagram 1-23 Trends in the Number of Clearances of Financial and Bad Loan-related Offenses (2000-2009)**

## 5. Currency Counterfeiting Crimes

### (1) Situation Regarding Detection

The trends in the number of counterfeit banknotes uncovered<sup>1</sup> in the past 10 years is as shown below. The number of uncovered counterfeit banknotes in 2009 increased from the previous year.

Note 1: The number of reported counterfeit banknotes confiscated by the police

**Diagram 1-24 Trends in the Number of Counterfeit Japanese Banknotes Uncovered (2000-2009)**

| Category \ Year  | 2000  | 2001  | 2002   | 2003   | 2004   | 2005   | 2006  | 2007   | 2008  | 2009  |
|------------------|-------|-------|--------|--------|--------|--------|-------|--------|-------|-------|
| Total (notes)    | 4,257 | 7,613 | 20,211 | 16,910 | 25,858 | 12,203 | 4,288 | 15,779 | 2,540 | 3,433 |
| 10,000 Yen Notes | 2,394 | 3,207 | 6,815  | 6,138  | 8,828  | 5,714  | 3,293 | 3,562  | 1,975 | 1,966 |
| 5,000 Yen Notes  | 1,671 | 1,274 | 754    | 1,097  | 1,007  | 557    | 249   | 121    | 105   | 278   |
| 2,000 Yen Notes  | 2     | 4     | 5      | 99     | 11     | 7      | 10    | 13     | 6     | 9     |
| 1,000 Yen Notes  | 190   | 3,128 | 12,637 | 9,576  | 16,012 | 5,925  | 736   | 12,083 | 454   | 1,180 |

### (2) Characteristic Trends and Countermeasures

Forgeries with such realistic appearances that they can be used face-to-face in shops have been observed among recent counterfeit Japanese banknotes. This is thought to have happened due to the advanced technology of commercially available computers, scanners, printers, and the like which allows for sophisticated counterfeiting with ease.

With the cooperation of concerned ministries and organizations such as the Ministry of Finance and the

Bank of Japan, the NPA is calling the public's attention through efforts such as disclosing cases in which counterfeit Japanese banknotes were used, through posters and websites, as well as introducing methods of identifying counterfeit currency. The NPA also provides information to vending machines and computer-related equipment manufacturing organizations, as well as calling for the strengthening of countermeasures for counterfeit currency such as the development of a system to prevent currency counterfeiting and the use of counterfeit currency.

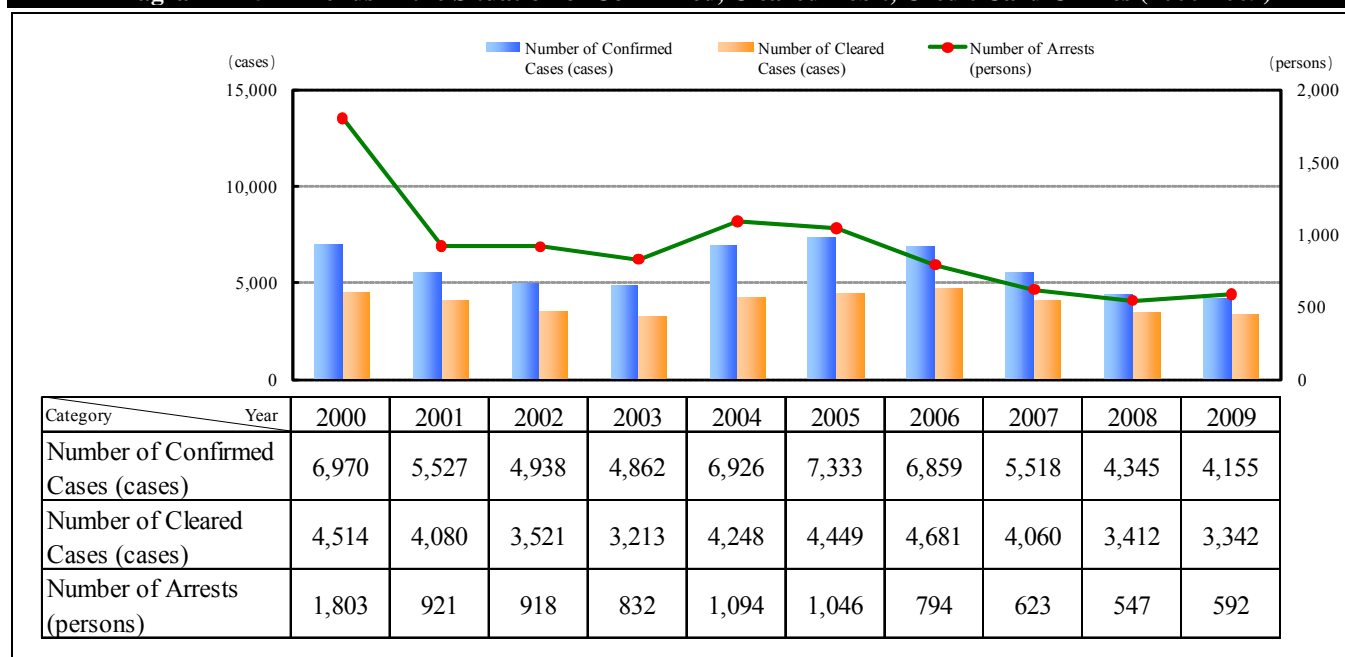
## 6. Debit/Credit Card Crimes

### (1) Situation of Confirmed and Cleared Card Crimes

The trend in the situation of confirmed/cleared card crimes in the past 10 years<sup>1</sup> is as follows. In 2009 the number of confirmed and cleared card crimes decreased from the previous year, but the number of persons arrested increased from the previous year.

Note 1: Crimes in which credit cards, cash cards, prepaid cards, or consumer loan cards are misused

**Diagram 1-25 Trends in the Situation of Confirmed, Cleared Debit, Credit Card Crimes (2000-2009)**



### (2) Trends in Debit/Credit Card Crimes and Countermeasures

Looking at the situation regarding card crimes confirmed shows that the majority of these are comprised of larceny cases involving illegal withdrawal of deposits and savings from ATMs using stolen, lost or counterfeit cash cards, or fraud cases involving the illegal purchasing of goods with counterfeit credit cards. The tactics used to commit these crimes are becoming ingenious, including counterfeiting cash cards based on personal client information flowing out of corporations, withdrawal of cash from ATMs, illegally obtaining the credit card numbers under someone else's name using special methods, and purchasing goods online.

The police are making efforts to prevent damage from spreading, such as by conducting thorough investigations for early arrests, and encouraging people who report stolen or lost cards to the police to cancel their cards. Additionally, the Act on Protection of Deposition and Postal Saving Holders from Unauthorized Automated Withdrawal Using Counterfeit Cards and Stolen Cards stipulates the need

to report to the investigative authorities in order to request to a financial institution, compensation of an equal amount to the amount that had been illicitly withdrawn from one's account. Because of this, the police are cooperatively making efforts for a smooth recovery from damages by appropriately responding when financial institutions place inquiries to the police on whether reports have been registered.

## 7. Black-market Finance Offenses, Fraudulent Commercial Practices and Other Offenses

### (1) Black-market Finance Offenses

The situation on black-market finance offenses<sup>1</sup> cleared in 2009 is shown in Table 1-3. Of these, cases where *Boryokudans* were involved accounted for 28.7%.

Tactics of black-market finance offenses are becoming more malicious and ingenious by utilizing cell phones or bank accounts with someone else's name. For this reason, in order to prevent damages, various measures are being taken such as requiring identification of the cell phone account holders based

on the Act on Identification by Mobile Voice Communications Carriers of Their Subscribers and for Prevention of Improper Use of Mobile Voice Communications Services,” or freezing of the bank account, besides continuous crackdown by the headquarters set up in each Prefectural Police for concentrative crackdown.

Note 1: Offenses including violations of the Act Regulating the Receipt of Contributions, Receipt of Deposits and Interest Rates (hereinafter referred to as the “Investment Act”), as well as cases of fraud, extortion and violence related to the Act on Control of Moneylending.



The police are on the look out for black-market activities

**Table 1-3 Trends in the Situation of Black-Market Finance Offenses Cleared (2005-2009)**

| Year                               | 2005 | 2006 | 2007 | 2008 | 2009 |
|------------------------------------|------|------|------|------|------|
| Category                           |      |      |      |      |      |
| Number of offenses cleared (cases) | 339  | 323  | 484  | 437  | 442  |
| No. of suspects arrested (persons) | 706  | 710  | 995  | 860  | 815  |

Note: Multiple violations of the same kind carried out by the same suspect are counted as one case.

## (2) Fraudulent Commercial Practices

### 1) Offenses involving Specified Commercial Transactions

The situation of clearances of offenses involving specified commercial transactions<sup>1</sup> in 2009 is shown in Table 1-4. Arrests for inspection businesses stood out, where elderly people are tricked into unnecessary home renovation at high costs after uncalled-for inspections of foundations or plumbing and other sections of houses, or intrusive businesses where

people are tricked into buying expensive *futon* by barging into the house uninvited for a long time.

Note 1: Violations of the Act on Specified Commercial Transactions (hereinafter referred to as the Specified Commercial Transactions Act) that regulates door-to-door selling and Penal Code offenses such as fraud and extortion related to specified commercial transactions.

**Table 1-4 Trends in the Situation of Cleared Offenses Involving Specified Commercial Transactions (2005-2009)**

| Year                                  | 2005 | 2006 | 2007 | 2008 | 2009 |
|---------------------------------------|------|------|------|------|------|
| Category                              |      |      |      |      |      |
| Number of offenses cleared (cases)    | 124  | 138  | 112  | 142  | 152  |
| Number of suspects arrested (persons) | 330  | 385  | 299  | 279  | 371  |

### 2) Wealth-building Offenses

The situation of wealth-building offenses<sup>1</sup> cleared is shown in Table 1-5. Deposit offenses where investment is solicited in disguise of investing in domestic or overseas businesses and financial products offenses constitute the majority.

Note 1: Receipt of contributions concerning various transactions of asset management with the purpose of moneymaking, offenses involving violations of the Act Regulating the Receipt of Contributions, Receipt of Deposits and Interest Rates (hereinafter referred to as the “Investment Act”), the Financial Investments and Exchange Act, and the Act on Prevention of Pyramid Sales.



**Table 1-5 Trends in the Situation of Clearances of Wealth-Building Offenses (2005-2009)**

| Category \ Year                       | 2005 | 2006 | 2007 | 2008 | 2009 |
|---------------------------------------|------|------|------|------|------|
| Number of offenses cleared (cases)    | 9    | 17   | 12   | 2008 | 29   |
| Number of suspects arrested (persons) | 41   | 73   | 86   | 2008 | 125  |

### (3) Other Economic Offenses

The number of real estate transaction offenses cleared in 2009 was 21 cases, and the number of persons arrested was 33 persons. Major applicable laws of cleared cases were the Building Lots and Buildings Transaction Business Act and the Building Standards Act.

## 8. Offenses Involving Food Safety and Environmental Offenses

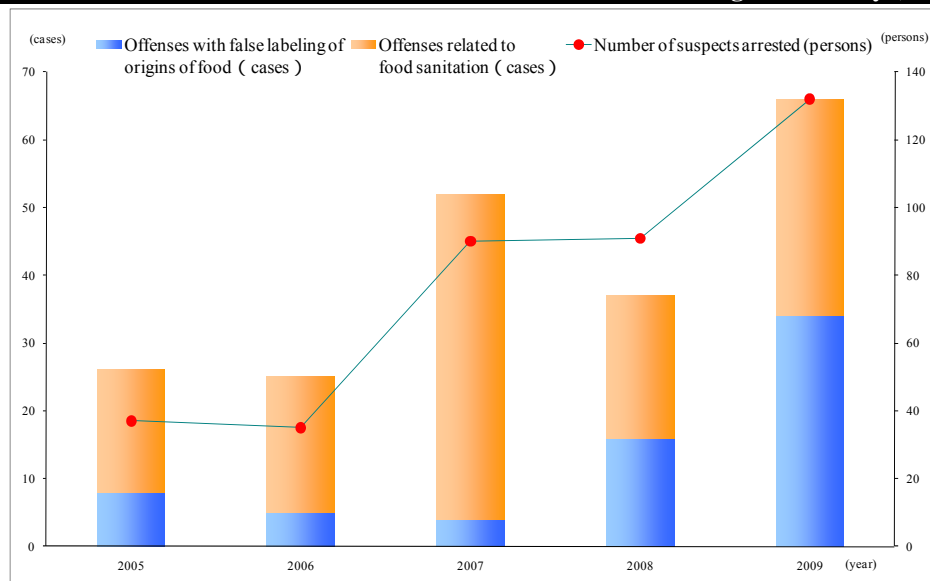
### (1) Offenses Involving Food Safety

Offenses involving food safety<sup>1</sup> have increased in recent years, and in 2009 the number of cleared cases was 66 cases and the number of persons arrested was 132 persons. Of these, the number of false food origin labeling offenses was 34 cases and the number of persons arrested was 107 people, both increasing

substantially to mark a record high since statistics were first compiled in 2002.

The modus operandi of false food labeling are becoming more malicious and ingenious, and in some cases, falsifying labels on food purpose conducted through food resale and falsifying food origin through repurchasing are also seen.

Note 1: Food sanitation-related offenses (violation of the Food Sanitation Act) and offenses involving false labeling of origin of food products (violation of the Unfair Competition Prevention Act).

**Diagram 1-26 Trends in the Status of Clearances of Offenses Involving Food Safety (2005-2009)**

**Table1-6 Trends in the Situation of Cleared Offenses Involving Food Safety (2005-2009)**

| Category \ Year                                 | 2005 | 2006 | 2007 | 2008 | 2009 |
|---|------|------|------|------|------|
| Number of cases cleared (cases)                 | 26   | 25   | 52   | 37   | 66   |
| Offenses related to food sanitation             | 18   | 20   | 48   | 21   | 32   |
| Offenses with false labeling of origins of food | 8    | 5    | 4    | 16   | 34   |
| Number of suspects arrested (persons)           | 37   | 35   | 90   | 91   | 132  |
| Offenses related to food sanitation             | 21   | 23   | 69   | 34   | 25   |
| Offenses with false labeling of origins of food | 16   | 12   | 21   | 57   | 107  |
| Number of charges (companies)                   | 7    | 4    | 5    | 24   | 37   |
| Offenses related to food sanitation             | 1    | 1    | 3    | 5    | 6    |
| Offenses with false labeling of origins of food | 6    | 3    | 2    | 19   | 31   |

## (2) Environmental Offenses

Among the crimes that destroy the environment, the police particularly target illegal dumping of waste material as an area for emphasized enforcement, and tighten regulation focusing on organizational and wide-area offenses, those involving *Boryokudans* and those in which administrative guidance has been ignored. The police also promote early restoration and the prevention of further environmental damage by

providing necessary information to the concerned entities.

The police are cracking down on offenses involving the illegal capturing of Japanese wild birds and animals, offenses involving smuggling of rare wild animals and plants or illegal trafficking domestically, and offenses involving the violation of the protection of animals and ecosystems.

**Table1-7 Trends in the Situation of Cleared Waste Disposal Offenses (2005-2009)**

| Category \ Year                 | 2005  | 2006  | 2007  | 2008  | 2009  |
|---------------------------------|-------|-------|-------|-------|-------|
| Number of Cases Cleared (cases) | 4,123 | 5,301 | 6,107 | 6,124 | 6,128 |
| Number of Arrests (persons)     | 5,728 | 6,852 | 7,797 | 7,602 | 7,599 |
| Number of Charges (companies)   | 527   | 423   | 549   | 481   | 554   |

**Table1-8 Situation of Cleared Offenses related to Illegal Capturing of Wildlife and other Offences (2005-2009)**

| Category \ Year                                     | 2005  |         | 2006  |         | 2007  |         | 2008  |         | 2009  |         |
|---|-------|---------|-------|---------|-------|---------|-------|---------|-------|---------|
|   | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons |
| Offenses related to Protection of Birds and Animals | 304   | 362     | 395   | 484     | 579   | 613     | 593   | 607     | 592   | 606     |
| Offenses related to Welfare of Animals              | 181   | 199     | 226   | 266     | 247   | 266     | 277   | 291     | 247   | 259     |

Note 1: Refers to offenses related to the violation of the Wildlife Protection and Proper Hunting Act

2: Refers to offenses related to the violation of the Act on Conservation of Endangered Species of Wild Fauna and Flora

## (3) Health and Sanitation Offenses

In recent years, the police are cracking down on offenses selling health food at exorbitant prices by taking advantage of people's strong health-consciousness, underscoring the efficacy with unexplained medical grounds or advertising them as if they were effective in healing particular diseases or

particular parts of the body on the basis of false narratives of purported current users, as well as offenses selling unauthorized food products that contain pharmaceutical products in violation of the Pharmaceutical Affairs Act and offenses offering medical practices without proper qualifications in violation of the Medical Practitioners Act.

**Table1-9 Trends in the Situation of Health-Related Offenses Cleared (2005-2009)**

| Category \ Cases/Persons                | Year  |         | 2005  |         | 2006  |         | 2007  |         | 2008  |         | 2009  |         |
|---|-------|---------|-------|---------|-------|---------|-------|---------|-------|---------|-------|---------|
|   | cases | persons | cases | persons | cases | persons | cases | persons | cases | persons | cases | persons |
| Total                                   | 261   | 439     | 268   | 413     | 384   | 568     | 362   | 458     | 353   | 420     |       |         |
| Pharmaceutical affairs-related offenses | 65    | 179     | 64    | 134     | 91    | 192     | 100   | 163     | 105   | 144     |       |         |
| Medical profession-related offenses     | 46    | 105     | 44    | 97      | 48    | 105     | 50    | 84      | 34    | 66      |       |         |
| Public health-related offenses          | 150   | 155     | 160   | 182     | 245   | 271     | 212   | 211     | 214   | 210     |       |         |

Note 1: Pharmaceutical affairs-related offenses are offenses involving violations of the Pharmaceutical Affairs Act and the Pharmacists Act, etc.  
 2: Medical profession-related offenses are offenses involving violations of the Medical Practitioners Act and the Dental Practitioners Act, etc.  
 3: Public health-related offenses are offenses involving violations of the Food Sanitation Act and the Rabies Prevention Act, etc.

#### (4) Other Statutory Offenses

In 2009, statutory offenses such as the illegal capturing of aquatic resources, illegal establishment of radio stations, and other offenses occurred.

**Table 1-10 Trends in the Situation of Major Statutory Offenses Cleared (2005-2009)**

| Category \ Cases/Persons          | Year  |         | 2005  |         | 2006  |         | 2007  |         | 2008  |         | 2009  |         |
|-----------------------------------|-------|---------|-------|---------|-------|---------|-------|---------|-------|---------|-------|---------|
|                                   | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons |
| Offenses regarding Fish Poaching  | 658   | 850     | 798   | 996     | 718   | 935     | 634   | 836     | 616   | 807     |       |         |
| Offenses regarding Communications | 1,410 | 1,415   | 2,056 | 2,104   | 1,680 | 1,691   | 1,099 | 1,107   | 859   | 860     |       |         |
| Other                             | 1,036 | 1,373   | 1,420 | 1,808   | 1,246 | 1,576   | 1,501 | 1,772   | 1,466 | 1,673   |       |         |
| Total                             | 3,104 | 3,638   | 4,274 | 4,908   | 3,644 | 4,202   | 3,234 | 3,715   | 2,941 | 3,340   |       |         |

Note 1: Refer to violation of Fisheries Act on poaching marine products and Act on the Protection of Fisheries Resources (including regulations of fisheries)  
 2: Refers to violation of Radio Act

## 9. Cybercrime

The Internet and other advanced information communications networks function as an infrastructure that supports the foundation of society and economy, and has improved the convenience of the lives of the people. On the other hand, there is a rise in the number of cybercrimes<sup>1</sup> every year and more advanced and diversified tactics are being employed.

### (1) Situation of Cybercrimes

#### 1) Situation of Cybercrimes Cleared

The number of cleared cybercrimes<sup>1</sup> has been on a continuous rise and 6,690 cases were cleared in 2009. The number increased by 369 cases (5.8%) from the previous year and reached a record high.

Note 1: Crimes using advanced information communications networks and crimes targeting computers or electromagnetic records.

**Table 1-11 Breakdown of Cybercrime Clearances (2005 -2009)**

| Category \ Year   | 2005  | 2006  | 2007  | 2008  | 2009  | Year-on-year comparison |       |
|---|-------|-------|-------|-------|-------|-------------------------|-------|
| Total ( cases )   | 3,161 | 4,425 | 5,473 | 6,321 | 6,690 | 369                     | 5.8%  |
| Unauthorized Computer Access Act Violation                      | 277   | 703   | 1,442 | 1,740 | 2,534 | 794                     | 45.6% |
| Computer/Electromagnetic Record Offenses                        | 73    | 129   | 113   | 247   | 195   | 52                      | 21.1% |
| Computer Fraud  | 49    | 63    | 74    | 220   | 169   | 51                      | 23.2% |
| Unauthorized Creation/Destruction of Electromagnetic Records    | 17    | 56    | 34    | 20    | 22    | 2                       | 10.0% |
| Obstruction of Business through Destruction of a Computer, etc. | 7     | 10    | 5     | 7     | 4     | 3                       | 42.9% |
| Network Usage Offenses  | 2,811 | 3,593 | 3,918 | 4,334 | 3,961 | 373                     | 8.6%  |
| Fraud   | 1,408 | 1,597 | 1,512 | 1,508 | 1,280 | 228                     | 15.1% |
| Violation of Child Prostitution/Pornography Act (Prostitution)  | 320   | 463   | 551   | 507   | 416   | 91                      | 17.9% |
| Violation of Child Prostitution/Pornography Act (Pornography)   | 136   | 251   | 192   | 254   | 507   | 253                     | 99.6% |
| Violation of Youth Protection Ordinance                         | 174   | 196   | 230   | 437   | 326   | 111                     | 25.4% |
| Violation of Online Dating Site Regulation Act                  | 18    | 47    | 122   | 367   | 349   | 18                      | 4.9%  |
| Trademark Act Violation   | 109   | 218   | 191   | 192   | 126   | 66                      | 34.4% |
| Distribution of Obscene Materials                               | 125   | 192   | 203   | 177   | 140   | 37                      | 20.9% |
| Copyright Act Violation   | 128   | 138   | 165   | 144   | 188   | 44                      | 30.6% |
| Others  | 393   | 491   | 752   | 748   | 629   | 119                     | 15.9% |

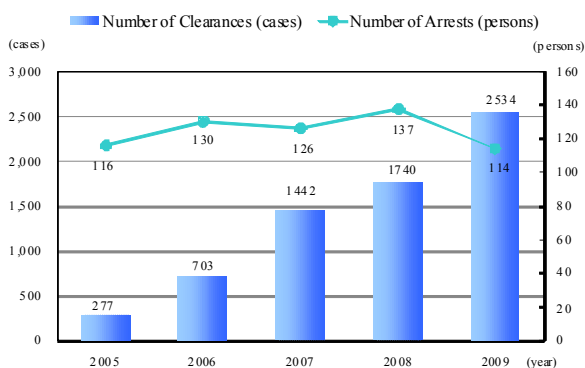
#### a. Violations of the Unauthorized Computer Access Act

In 2009, 2,534 offenses involving violations of the Act on the Prohibition of Unauthorized Computer Access (hereafter referred to as “Unauthorized Computer Access Act”) were cleared, an increase of 794 cases (45.6%) from the previous year and reached a record high.

In terms of motives for unauthorized access, “to illegally gain money” accounts for 88.6% of the total. Acts of unauthorized access are sharply increasing as a means of gaining illegal proceeds.

cases had occurred through Internet auctions. The total number of cleared cases of violations of the Act on Punishment of Activities Relating to Child Prostitution and Child Pornography, and the Protection of Children (hereafter referred to as the “Child Prostitution/Pornography Act”), the Child Welfare Act, and the so-called Youth Protection Ordinance was 1,327, an increase of 57 cases (4.5%) from the previous year. The situation regarding sex crime offenses involving children (hereafter defined as persons under 18 years of age) remains serious.

**Diagram 1-27 Trends in the Number of Cleared Unauthorized Computer Access Act Violation (2005-2009)**



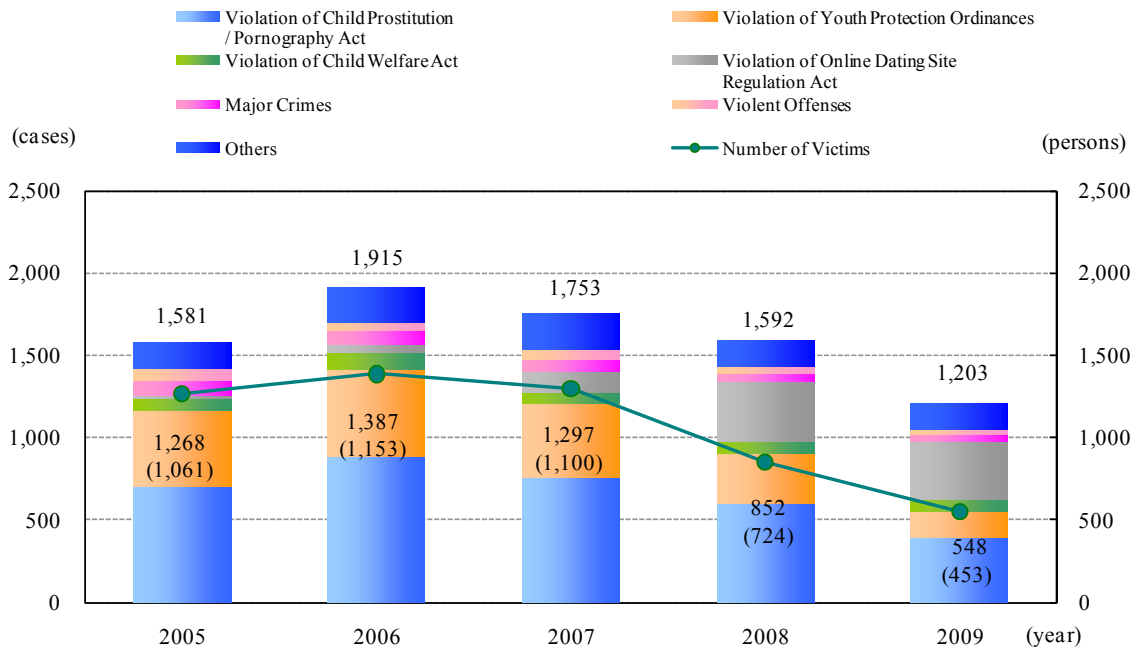
#### b. Network Usage Crimes

In 2009, the number of network usage crimes<sup>1</sup> cleared was 3,961 cases, a decrease of 373 cases (8.6%) from the previous year. Cases of fraud, in particular, marked 1,280 cases and amounted to 32.3% of the total arrest cases. In addition, 40.8% of the fraud

#### 2) Situation of Clearances of Crimes related to Online Dating Sites

The number of incidents involving so-called online dating sites<sup>2</sup> reported to the police in 2009 was 1,203 cases. Of the 548 victims of these incidents, 453 (82.7%) were children. Additionally, there were 348 cases cleared, a decrease of 19 cases from the previous year in violation of the Act on Regulation on Soliciting Children by Using Opposite Sex Introducing Service on Internet (hereafter referred to as the “Online Dating Site Regulation Act”), and of these, 222 offenses were committed by children, an increase of 103 cases from the previous year. In 2009, the number of cases related to websites other than online dating sites<sup>3</sup> that were reported to the NPA was 1,347 and the number of child victims was 1,136, 2.5 times that of online dating sites.

**Diagram 1-28 Trends in the Number of Cleared Crimes Related to Online Dating Sites(2005-2009)**



Note 1: Crimes that make use of advanced information and communications networks as an essential means of perpetrating them.

2: Websites which render services for people who want to socialize with unknown people of the opposite sex, where relevant information regarding such people is posted on the Internet so that website users can access this information and maintain communication with the concerned person through electronic mail or telecommunication.

3: Of the cases which arose from the use of websites other than online dating sites, cases relating to child victim cases of violations of the Child Prostitution/Pornography Act, Child Welfare Act, and Youth Protection Ordinances, and serious crimes.

### 3) Situation Regarding Consultations on Cybercrimes

In 2009, the number of consultations received by the Prefectural Police on cybercrimes was as shown in Table 1-12, an increase of 2.1% from the previous year. In particular, the number of consultations regarding fraud, fraudulent commercial transactions increased 6.7% compared to the previous year.

Additionally, the number of accesses to the Cyber Safety Consultation Website (<http://www.npa.go.jp/cybersafety/>) where people can register consultations via the Internet and receive answers was 155,867 in 2009.

**Table 1-12 Trends in the Breakdown of Consultation related to Cybercrime (2005 - 2009)**

| Category \ Year                      | 2005   | 2006   | 2007   | 2008   | 2009   | Year-on-year comparison |       |
|--------------------------------------|--------|--------|--------|--------|--------|-------------------------|-------|
| Total ( cases )                      | 84,173 | 61,467 | 73,193 | 81,994 | 83,739 | 1,745                   | 2.1%  |
| Fraud/fraudulent business practices  | 41,480 | 21,020 | 32,824 | 37,794 | 40,315 | 2,521                   | 6.7%  |
| Internet Auctions                    | 17,451 | 14,905 | 12,707 | 8,990  | 7,859  | 1,131                   | 12.6% |
| Defamation/Slander                   | 5,782  | 8,037  | 8,871  | 11,516 | 11,557 | 41                      | 0.4%  |
| Spam Mail                            | 3,975  | 2,930  | 4,645  | 6,038  | 6,538  | 500                     | 8.3%  |
| Illegal/Harmful Information          | 5,317  | 4,335  | 3,497  | 4,039  | 3,785  | 254                     | 6.3%  |
| Unauthorized Access/Computer Viruses | 3,965  | 3,323  | 3,005  | 4,522  | 4,183  | 339                     | 7.5%  |
| Others                               | 6,203  | 6,917  | 7,644  | 9,095  | 9,502  | 407                     | 4.5%  |

## (2) Promoting Crackdown over Cybercrime

### 1) Improvement of Laws

#### a. Unauthorized Computer Access Act

In addition to prohibiting acts of unauthorized computer access where offenders use someone else's identification codes without authorization and access their computers through advanced information communication networks, the Prefectural Public Safety Commissions will provide support such as the provision of material, advice and instructions required to prevent the recurrence of such crimes, in response to access administrators who have been victims of such acts.

#### b. Secondhand Articles Dealer Act

This law regulates the duties of notifications by those engaged in Internet auctions, to report goods that are under suspicion of having been stolen or otherwise related to criminal activities, to endeavor to confirm the identities of auctioneers and to create and save transaction records, as well as orders to halt bidding.

#### c. Online Dating Site Regulation Act

This law prohibits the use of online dating sites to solicit children to become sexual partners or offer compensation to solicit children to go out with members of the opposite sex (hereafter referred to as "prohibited solicitation actions"). It also requires businesses to clearly state that children may not use the site as well as to confirm that the user is not a child. In addition to this, with the partial revision of the Online Dating Site Regulation Act, regulations to implement a system for businesses to register, strengthening of regulations to newly establish a measure to obligate businesses not to disclose information regarding prohibited enticement actions to the public, and regulations to promote private sector activities to prevent the use of online dating sites by children were included. As of April 1, 2010, 993 cases and 2,624 websites were registered.

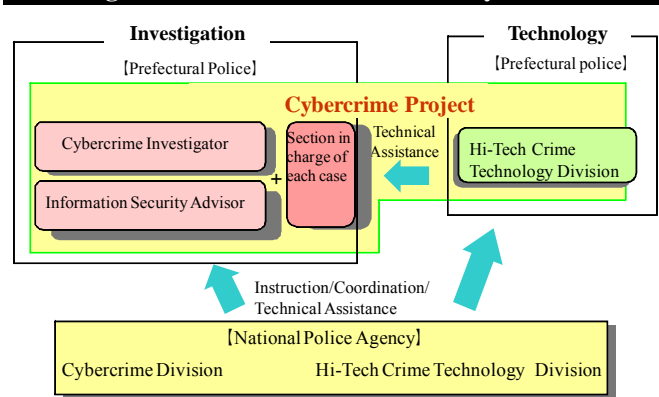
### 2) Strengthening the System

In order to prevent cybercrimes from crossing prefectural borders, it is essential that relevant Prefectural Police coordinate with each other and handle their investigations in such a way that they are not redundant. The NPA thus established the Cybercrime Division in 2004. The function of this division is not only to provide guidance and coordination to Prefectural Police for ongoing cybercrime related investigations, but also to provide training in order to increase the skills of investigators,

promote ties with the industrial world, foreign entities, and other organizations, and increase public awareness.

In order to effectively promote the countermeasures against cybercrimes, the Cyber Crime Project was established in order to efficiently advance cybercrime countermeasures in cooperation with the relevant divisions. This project is comprised of investigators and others who possess knowledge and qualifications in relation to cybercrime countermeasures. In addition, the NPA is working to cultivate investigators who possess the specialized skills and knowledge required for cybercrime investigations, and employing those who have experience working as system engineers in the private sector as cybercrime investigators.

**Diagram 1-29 Structure for Anti-Cybercrime**



### (3) Countermeasures for illegal information and harmful information on the Internet

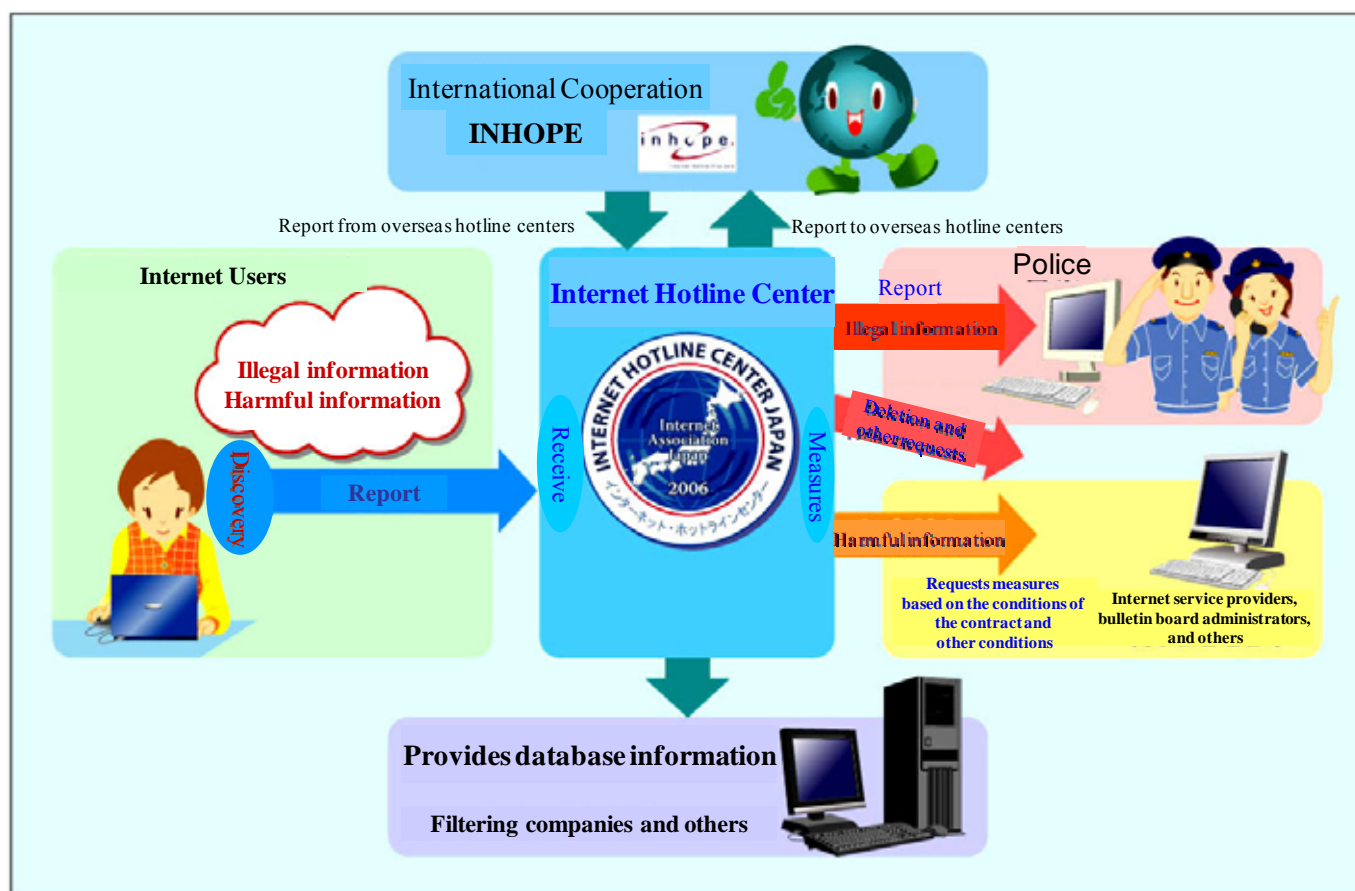
#### 1) Actions to Delete Illegal Information and Harmful Information

In June 2006, the NPA launched the operation of the Internet Hotline Center (<http://www.Internethotline.jp/>) which receives reports regarding illegal or harmful information<sup>1</sup> from Internet users from the general public and notifies the police and sends deletion requests to Internet service providers and other organizations. The Center received 130,586 reports in 2009. Of these reports, for information stored on servers in Japan, 18,467 deletion requests were sent to Internet service providers and others and in 16,064 cases (87.0%), the information was deleted (as for information stored on servers abroad, refer to P.14 ).

Note 1: Illegal information is defined as information which is illegal to post on the Internet such as images of child pornography, indecent images, information on sales of stimulants and other controlled substances, etc. Harmful information is information that does not fall into the category of illegal information, but has the potential to trigger crimes and other incidents and should not be left uncontrolled from the viewpoint of public safety and



**Diagram1-30 Outline of Internet Hotline Center**



## 2) Regulation of Illegal Information and Harmful Information

The police are making efforts to grasp the situation on illegal or harmful information on the Internet through cyber patrols<sup>1</sup> and reports from the Internet Hotline Center. For illegal information they are advancing crackdowns not only on illegal information but service providers of malicious websites that leave such information posted.

#### **(4) Preventive Measures for Cybercrime**

### 1) Awareness Raising Activities

In order to improve public awareness and knowledge regarding information security, the police utilize various opportunities such as workshops held in collaboration with the police and provider liaison councils<sup>2</sup>, lectures held by the request of school officials, various seminars held in the local communities and information communications technology related events, where information security advisors and others conduct lectures. Additionally, the police publicize information on the present situation of cybercrimes, their methods, illegal and harmful

information on the Internet, and countermeasures through the NPA website (<http://www.npa.go.jp/>), pamphlets for increasing public awareness, and information security related DVDs<sup>3</sup>.

## 2) Collaboration with the Private Sector

Since 2001, the NPA has been holding the Comprehensive Security Measures Conference<sup>4</sup>. At the conference in 2009, the topic for discussion was, “Preventive Measures on the Distribution of Stolen Items.” A report was compiled on the distribution of stolen car navigation systems on the Internet in March 2010 and based on the report, in collaboration with related businesses, the police are working to prevent the distribution of stolen car navigation systems on Internet auctions.

### 3) Measures for Suicide Warnings

In recent years, there have been many cases of suicide warnings posted on the Internet as well as cases where people appeal to others and find like-minded people to commit group suicide with. Based on the guidelines for dealing with cases related to suicide

warnings<sup>5</sup>, Prefectural Police are working to deal with suicide warnings on the Internet through information on postings of suicide warnings disclosed by Internet service providers. In 2009, the police dealt with 223 cases and 78 people were persuaded from committing suicide.

Note 1: Patrolling illegal information and harmful information by browsing websites or electronic bulletin boards.

2: The Prefectural Police established provider liaison councils comprised of related administrative agencies, Internet service providers, consumer organizations and others. The councils conduct information exchanges relating to the situation and methods of cybercrimes as well as on the prevention of cybercrimes, hold workshops, and create public relations material for the general public, among other activities.

3: These videos are also broadcast on cable television, posted on the website of the specified non-profit corporation, the POLICE Channel (<http://www.police-ch.jp/>), and can be borrowed from police stations and libraries.

4: A conference comprised of experts, related business providers, PTA representatives, and others. At the conference, examinations are performed for issues such as modalities for cooperation between industry and government pertaining to information technology.

5: Formulated in October 2005 by industry organizations in collaboration with the NPA and the Ministry of Internal Affairs and Communications (MIC).

## Section 2. Development of Infrastructure for Clearing and Preventing Crimes

### 1. Strengthening Investigation Capabilities

#### (1) Efforts to Improve Investigation Methods and Crackdowns

In investigation, it is necessary to prioritize objective evidences obtained by other investigation methods, and not to rely excessively on interrogation. The chairman of the NPSC holds study sessions on sophisticated investigation methods and interrogation, comprised of such external intellectuals as university professors and lawyers, striving for drastic research and study on the issues of investigation methods and interrogation.

#### (2) Improving the Initial Investigation Structure and Strengthening Identification Activities

When an incident occurs, it is important to conduct a prompt and accurate initial investigation and arrest the criminal at or near the scene, or to secure evidence or testimonies from witnesses at the scene.

In order for the police to conduct prompt investigations using mobility, mobile investigation units are based in the Metropolitan Police Department and Prefectural Police Headquarters. When an incident occurs, they rush to the crime scene or related area in order to apprehend the criminal etc. The police also form mobile identification units (squads) and scientific inspection task forces etc. to strengthen crime scene identification activities as well as to advance research and development in related technologies, and develop and maintain equipment.

**Diagram 1-31 Improving the Initial Investigation Structure and Strengthening Identification Activities**



#### (3) Information Sharing with the Ministry of Justice

The NPA and the Ministry of Justice (MOJ) have established a structure to cooperate and share necessary information between the two organizations in order to prevent the reoccurrence of crimes by those released of sex crimes targeting children, violent sex crimes, felonious crimes, and those on parole whose whereabouts are unknown, and those who are on probation with a suspended sentence. Since the start of this operation in June 2005 until the end of 2009, the police have received information from the MOJ on release of 700 offenders of sex crimes targeting children, and violent sex crimes. Since the start of this operation in September 2005 until the end of 2009, the police have received information from the MOJ on release of 120,000 offenders of ferocious crimes.

**Diagram 1-32 Cooperation and Sharing of Information between the NPA and the Ministry of Justice**



#### (4) Promoting Information Provision from the Public

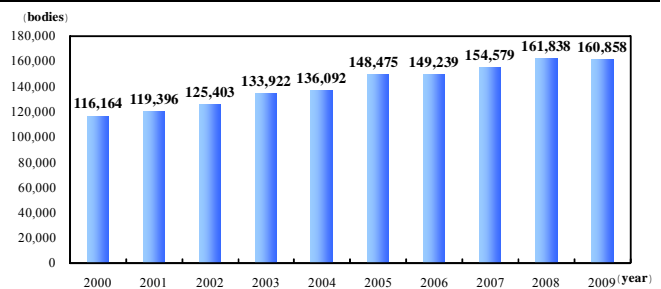
In order to obtain the understanding and cooperation of the public that are indispensable for criminal investigations, the police are calling on the public through Prefectural Police websites to provide information as well as using various media to reach out to a wide audience for the swift reporting of incidents, cooperation for door-to-door investigations, and provision of information relating to incidents. The police also disclose the name of suspects to the public and conduct open investigations when necessary in order to find and arrest suspects or to prevent reoccurrences of crimes.

Additionally, the NPA implemented a special rewards system for investigation (public rewards system) in 2007 for the purpose of encouraging the public to come forward with information as well as seeking a thorough arrest of criminals of serious crimes. Cases to which this system applies are publicized on the NPA website (<http://www.npa.go.jp>) and other places.

#### (5) Enhancing Inquests

In 2009 the police dealt with approximately 160,000 dead bodies, a 1.4 fold increase in the past 10 years.

**Diagram 1-33 Trends in the Number of Dead Bodies Handled (2004-2009)**



In order to respond properly to the surge in the number of dead bodies handled, and to promote appropriate inquests, the police are working to expand the number of criminal investigators<sup>1</sup>, enhance the training of police officers involved in inquests, and strengthen the inquest structure based on the maintenance of equipment.

Note 1: Criminal investigators are superintendents who have had over 10 years of experience investigating in the criminal department, or police officers who are ranked as police inspectors. They are inquest specialists appointed by those who have pursued a graduate course in forensic science. As of April 1, 2010, 221 have been appointed nationwide.

### 2. Thoroughness of Careful and Proper Investigation and Response to Judicial System Reform

#### (1) Thoroughness of Careful and Proper Investigation

##### 1) Propriety in Interrogation Practices

To promote more proper interrogation in police investigations, the National Public Safety Commission decided on Ensuring the Propriety of Interrogation Practices in Police Investigations in November 2007.

After receiving this decision, the NPA put together the Guidelines for Ensuring the Propriety of Interrogation Procedures in Police Investigations (hereafter referred to as the “Propriety Guidelines”) in January 2008, as measures the police must work on for the time being. Based on this, the police are advancing various measures.

a. Implementation of Supervision System for Interrogation of Suspect

Based on the Propriety Guidelines, rules on supervision for a proper suspect interrogation came into force on April 1, 2009, and the supervision of suspect interrogation began. Also, on the same day, the Interrogation Instruction Office was established in the General Affairs Division in the Commissioner-General’s Secretariat of the NPA, and offices in charge of interrogation supervising were set up in the general affairs or police administration departments of the Metropolitan Police Department and Prefectural Police Headquarters. The necessary system developments were thereby prepared, and work is being done for appropriate system operation.

In the interrogation supervising system of the Prefectural Police, an interrogation supervisor is appointed from among police officers of general affairs or police administration departments who are not working on criminal investigations. This supervisor checks the suspect interrogation situation, by viewing from outside interrogation rooms, reading interrogation situation reports and by other methods. These supervisors are working for effective prevention of improper conduct in interrogation.

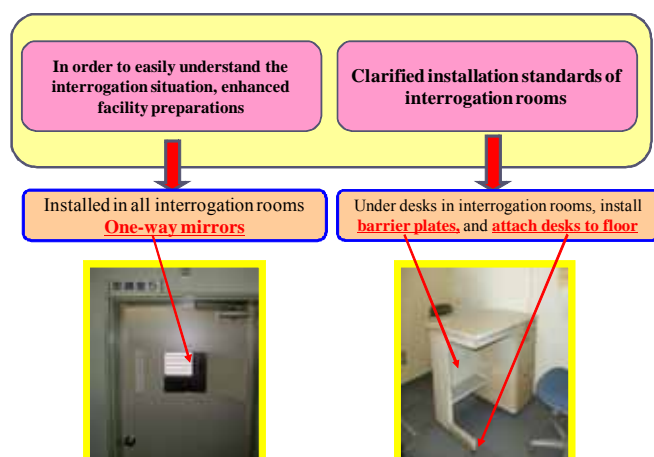
b. Implementation of Facilities Development and Education and Training

In order to easily understand the interrogation situation, facilities are being improved through clarifying installation standards of interrogation rooms, installing one-way mirrors, securing desks to the floor, etc.

Also, as part of enhancing education and training on proper investigations, the NPA established a new special course on interrogation, and the National Police Academy began providing education and training focused on interrogation in October 2009. Based on the Propriety Guidelines, this special course was implemented to solidly promote a series of measures targeting police inspectors in charge of criminal guidance work in the Metropolitan Police Departments and Prefectural Police Headquarters. As its main lecturers, there were lecturers from within the

headquarters, and as external lecturers, judges, prosecutors, lawyers, university professors, etc. were actively invited. Efforts were made to foster insight regarding proper interrogation, and to teach specific techniques for interrogation, etc.

**Diagram 1-34 Facility Improvements to Ensure Proper Interrogation**



2) Verification of Problems in the Police Investigation of the Ashikaga Murder Case

In the Ashikaga Murder Case, a girl was kidnapped and murdered and her body disposed of in Ashikaga City in Tochigi prefecture in May 1990. A man sentenced to lifetime penal servitude in this case had his sentence annulled in June 2009, and was then released. In March 2010, the man was found innocent in retrial proceedings.

In the Ashikaga Murder Case, the innocent man was arrested in the police investigation, pressured to make a false confession, and placed in the position of suffering imprisonment for a long 17.5 years. This was an unforgivable and extremely unfortunate situation.

In June 2009, the NPA established a team to study problems in the investigation at the time. In cooperation with the Tochigi Police and other parties, the team closely studied the investigation records and public trial records, interviewed people involved in the investigation at the time, listened to opinions from experts, etc. As a result, problems were found in excessive belief in DNA assessment results, lack of consideration of the possibilities of compliance to interrogation, deficient functioning of the chief criminal investigator, lack of thorough scrutiny of the credibility of the confession, and improper storage of data obtained in the assessment. Based on these, Problems of Police Investigation in the Ashikaga Murder Case was put together in April 2010. Various measures are being promoted with the expectation of



eliminating similar cases in the future, by thorough implementation of interrogation which does not create false confessions, stronger functions for checking testimony in investigation command, enhancing investigative abilities which rely on more objective evidence, thoroughly appropriate handling of assessment records and assessment materials, etc.

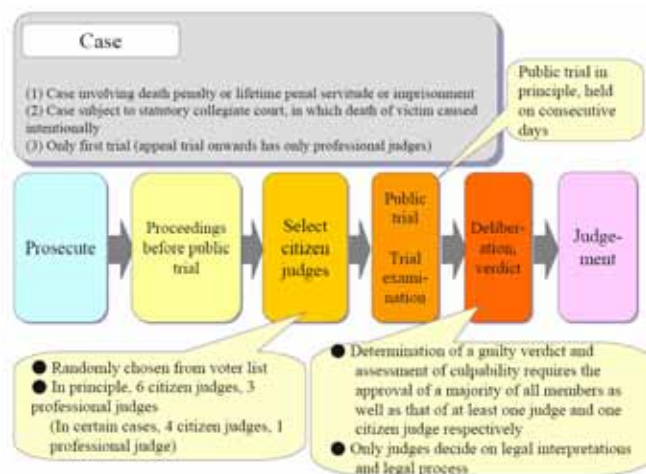
## (2) Response to Judicial System Reform

### 1) Response to Lay Judge System

In May 2009, the Act on Criminal Trials Examined under Lay Judge System came into full force, and the Lay Judge system began operating. Under this system, in criminal trials of certain serious crimes, lay judges selected from among the general public work with the judge to conduct a trial and deliver the verdict, determining whether the defendant is guilty, and if guilty, what kind of sentence to impose.

To enable the forming of accurate impressions among lay judges who are not legal experts, the police work to thoroughly gather objective evidence of the crime, prepare simple and clear investigation documents easily understood by lay judges, and further ensure proper investigations, etc.

**Diagram 1-35 Lay Judge System Outline**



### Column 1. Trial audio/video recordings of interrogations by the police

In order to discuss methods contributing to effective and efficient proof of voluntary confession within the trial-by-jury system, from September 2008, the NPA and the Prefectural Police of Saitama, Chiba, Kanagawa and Osaka began trial audio/video recordings of interrogations. The trial expanded to all the Prefectural Police in April 2009. As of the end of 2009, trial interrogation recordings of 352 cases were conducted.

### 2) System of Court-Appointed Attorneys for Suspects

The system of court-appointed attorneys for suspects aims to ensure the right to receive support from an attorney from the suspect stage, enable early understanding by an attorney of the points at issue, and enhance and accelerate criminal trials. This system has been implemented since October 2, 2006.

In investigating cases subject to the system of court-appointed attorneys for suspects<sup>1</sup>, the police thoroughly describe the system to suspects of subject cases, and cooperate with the detention departments which arrange for attorneys with professional judges and bar associations.

## 3. Utilization of Science and Technology

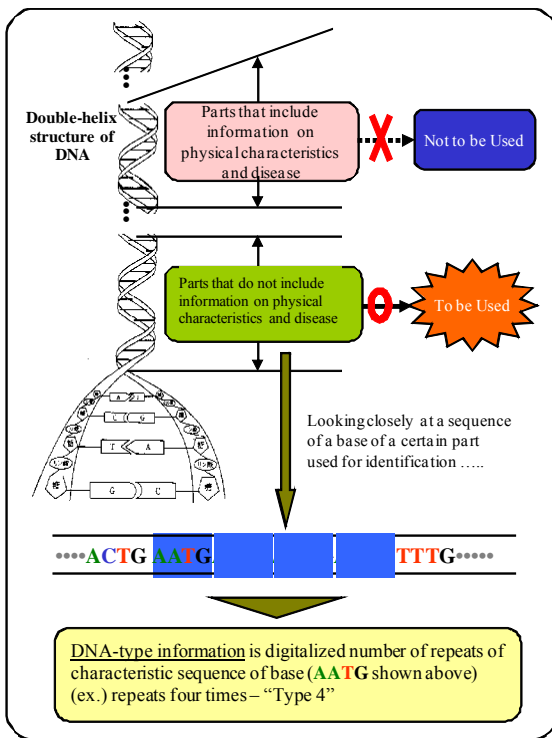
### (1) DNA-type Identification

DNA-type identification is a method of identification that focuses on and compares the differences between each person's DNA (deoxyribonucleic acid) to discern individuals<sup>2</sup>. Currently the type of DNA-type identification used by the police is mainly STR DNA testing<sup>3</sup>. It is presently possible to identify individuals with a probability of 4.7 trillion to 1 in cases with the highest frequency rate of DNA combination amongst Japanese.

The number of cases in which DNA-type identification is conducted has been on the rise every year and they have been hugely effective in solving not only felonious crimes such as murder cases, but also crimes that occur close to home such as larceny. The police register records of DNA types taken from suspects' bodies and records of DNA types allegedly left by suspects at crime scenes in a database, and utilize them in tracking down a criminal or recognition of further crimes.



**Diagram 1-36 The Parts Used for DNA-type Identification (STR System)**



Note 1: When this system initially began, this system applied to cases of death penalty or life imprisonment or short term 1 year or more of penal servitude or imprisonment. But since May 21, 2009, it was expanded to include cases of death penalty or possible penal servitude for a lifetime or long term of 3 or more years, or imprisonment.

- 2: The DNA segments used in DNA-type identification conducted by the police do not contain information regarding physical characteristics or disease, nor can they be identified from the DNA-type identification results.
- 3: The number of repeat units of the repeated sequences of the four bases, adenine (A), thymine (T), guanine (G), and cytosine (C) called STR are unique to each individual. The STR DNA testing method utilizes this difference.

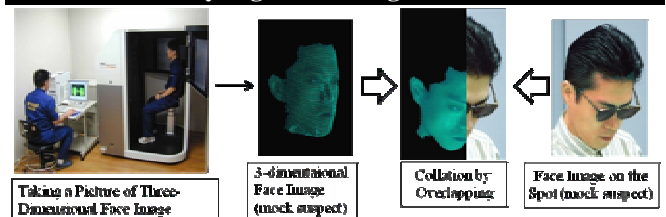
## (2) Automated Fingerprint and Palmprint Identification System

Fingerprints and palmprints play an important role in criminal investigations due to their uniqueness and permanence making them extremely useful materials for identifying individuals. The police register fingerprints and palmprints of suspects and fingerprints and palmprints left behind at crime scenes in a database and use an automated fingerprint identification system to conduct automatic verification in order to identify criminals and track down further crimes.

## (3) Computer-Assisted Facial Image Identification System Using a 3D Physiognomic Range Finder

The computer-assisted facial image identification system verifies facial images taken from security cameras etc. against facial images of suspects obtained elsewhere to establish whether they are the same person. Generally, the faces of suspects captured by security cameras are taken at various angles, making it difficult to simply compare them to photographs of suspects. Thus, this system, which makes it possible to identify individuals by adjusting the angle and size of the facial image of the suspect to match those of the image obtained separately from a security camera etc., is extremely effective for criminal investigations. This system, along with an increase in security cameras in various facilities, is being used by some Prefectural Police as a system that can obtain convincing evidence to prove crimes.

**Diagram 1-37 Facial Image Identification by 3D Physiognomic Range Finder**



## (4) Automated Vehicle License Plate Reading System

The implementation of road inspections is an effective way of cracking down on automobile theft and crimes utilizing vehicles. However, there are problems with this method, such as the time required between the recognition of an incident and initialization of inspection, as well as the risk of creating traffic congestion when rigorous inspections are conducted. For these reasons, since 1986, the NPA has been upgrading the automatic vehicle license plate reading system, which automatically reads the license plate numbers of moving vehicles and checks it against the data of vehicles being sought.

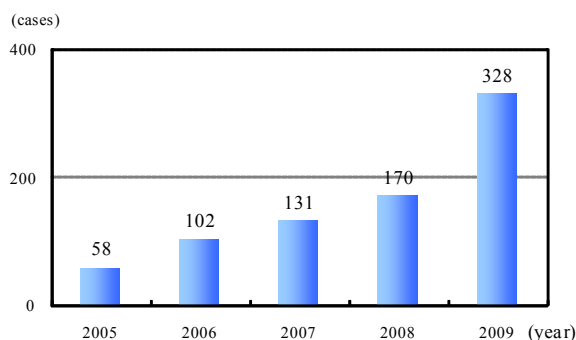
## (5) Profiling

Profiling uses statistical data and psychological methods amongst other means to determine whether a crime is part of a series and to predict subsequent crimes, as well as information such as the criminal's age group, lifestyle, occupation, history, and the place of residence through analysis and evaluation of crime

scenes, modus operandi, and information and documents related to the victims and other persons concerned.

Traditionally in investigations, the crime scene situation, articles left behind by the perpetrators, and information obtained through door-to-door investigations and other means are linked together as well as relying on the intuitions of the investigators honed from their experience in order to come up with suspects and identify the perpetrator. However, in recent years, the police combine the intuitions of the investigators along with the profiling results compiled from a scientific perspective in order to conduct investigations more effectively and rationally to identify suspects. Additionally, the police are working to improve, specialize<sup>1</sup>, and universalize<sup>2</sup> profiling techniques.

**Diagram 1-38 Trends in the Number of Profiling Cases Implemented (2005-2009)**



Note: Excluding those implemented by National Research Institute of Police Science upon request from Prefectural Police

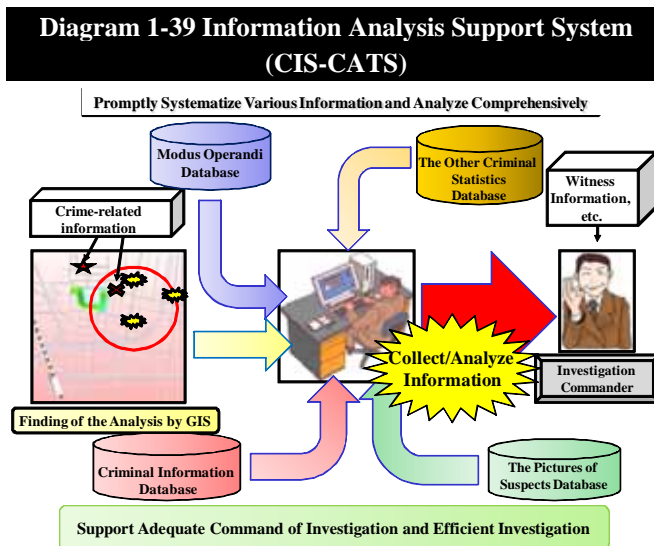
- Note 1: Training full-time staff and maintaining the structure.  
 2: Thoroughly instructing investigators and promoting effective use.

## (6) Structure of Criminal Investigation Support – Crime Analysis Tool and System (CIS – CATS)

When an investigation examined in terms of “persons” or “materials” becomes difficult, it is important to work out a methodology to support the decision regarding the direction of the investigation and priority of the investigation parameters, in order to ensure the quick arrest of the suspects, by advancing a comprehensive analysis of crime-related information. It is also important to further strengthen the structure and execution of crime scene investigations.

To this end, the NPA has consolidated various activities traditionally conducted using multiple systems into one terminal. The information analysis

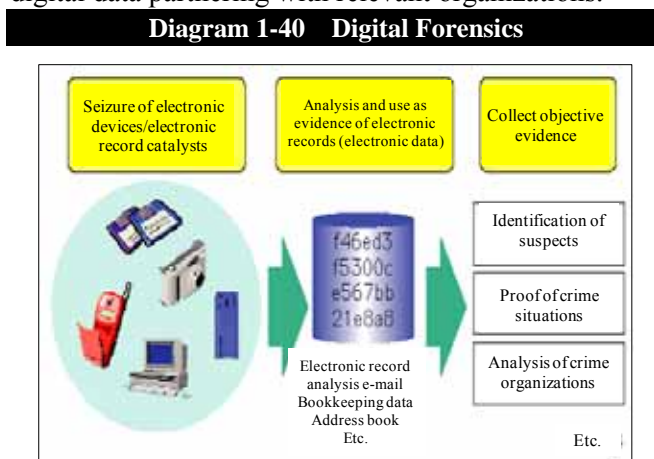
support system (CIS-CATS) which started operation from January 2009, allows comprehensive analysis of the scene of the crime, time table, characteristics of the suspects, by linking crime related information such as modus operandi and criminal statistics displayed on a map and other information.



## (7) Enhancing Digital Forensics<sup>1</sup>

As electronic devices like computers and mobile phones have become more prevalent, they have come to be misused in all kinds of crimes. Thus, the analysis of the digital data stored on these various types of electronic devices has come to be indispensable in investigations.

In response to new electronic devices or technology that appear in waves, the police is enhancing their efforts to appropriately implement the analysis of digital data partnering with relevant organizations.



Note 1: Analysis technology and procedures of digital data for confirmation of crime

## 4. Immediate Response to Cases and Accidents

In the occurrence of incidents or accidents, police officers stationed in *koban* and *chuzaisho* immediately head toward the scene of action and take measures to arrest the criminal etc. In order for police officers to reach the crime scene without delay, the police are promoting measures including the utilization of patrol cars, while maintaining systems for receiving “dial 110” calls and relaying directives to police stations.

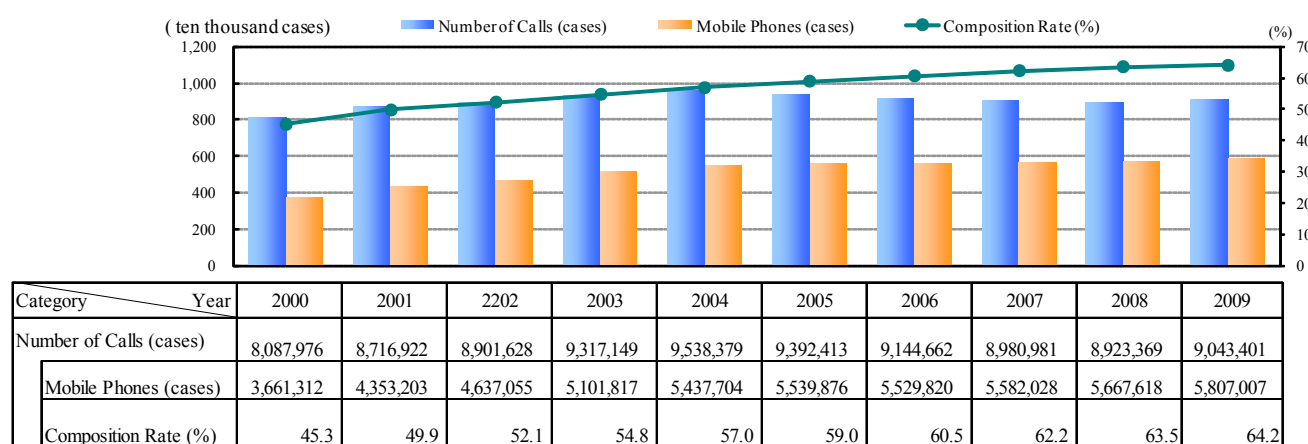
### (1) Current Status of “Dial 110”

Although the number of dial 110 calls received in 2009 increased by approximately 120,000 over the previous year to around 9.04 million, the number of

calls still remains high. This figure means that a call was made every 3.5 seconds, and that 1 out of every 14 citizens placed a call. Furthermore, calls made from mobile or other wireless phones accounts for 64.2%.

The police declared January 10 as “dial 110 day” and are asking people to use dial 110 calls appropriately by using “# (sharp) dial 9110” set up exclusively for the purpose of dealing with consultations that do not require urgent response. The police also ask that when dialing from a mobile phone, callers specify the location, address, and landmarks and try not to change locations while calling.

**Diagram 1-41 Trends in the Number of 110 Calls Received (2005-2009)**



### (2) Communications Command System

In order to respond to dial 110 calls appropriately, the Prefectural Police has set up a communications command center. When the communications command center receive a dial 110 call, they will immediately notify the police stations of the contents of the call, direct patrol cars and community police officers from the *koban* to the scene, and issue emergency deployments<sup>1</sup> depending on the situation. The number of emergency deployments executed was 8,868 in 2009, a decrease of 1,189 compared with the previous year.

The average response time<sup>2</sup> in 2009 for dial 110 calls directly received by communications control center at police headquarters was 6 minutes 58 seconds.

In order to cut down on response time, the police are making efforts to upgrade the communications command system by introducing measures including a Geographic Information System (GIS) which enables rapid pinpointing of a call’s location, and a car locator system that facilitates the monitoring patrol car activities. As of April 1, 2010, the system notifying

location information at the same time while talking over the telephone when informing on dial 110 calls using the cellular phone etc. (Location information notification system) was implemented in the Tokyo Metropolitan Police Department and 45 prefectures. Operation is scheduled to begin in Shizuoka Prefecture during 2010.

Note 1: Inspection, interrogation, standing watch by stationing a police member who is from a regional police office to arrest the suspect promptly when serious incidents occur.

2: The time required until police officers arrive at the site after the communications command center receives dial 110 calls, and relays the information to them via their patrol car.

### (3) Patrol Car, Police Helicopter and Patrol Boat Activities

The patrol cars deployed to police headquarters and police stations nationwide are used in cooperation with the community police officers of *koban* and *chuzaisho* to patrol the area and are the first to respond in the

event of an incident or accident. In addition to patrol cars, there are approximately 80 police helicopters and around 180 police boats stationed nationwide cooperating with the communications command center and patrol cars. Taking advantage of their mobility, they patrol areas, collect information in the event of an incident or accident, collect traffic information, and conduct rescue activities in case of disasters, including mountain accidents.

#### **(4) Railway Police Unit Activities**

The railway police post their main and garrisoned units at railway stations to patrol and safeguard trains, stations, and other railway facilities including the surrounding area to prevent crimes such as sexual assault, pick pocketing, luggage theft, and to arrest perpetrators. Furthermore, they take the necessary measures, such as escorting females on board trains and policing the cars, when they receive reports regarding sexual assaults at the female assault consultation place etc.

### **5. Koban and Chuzaisho Activities**

*Koban* and *chuzaisho* are making efforts to gain an understanding of the conditions in the area under their jurisdiction as well as to grasp and respond to the needs of the residents. These efforts are being made through various activities including neighborhood patrols and routine visits to homes. In addition, by constantly maintaining security day and night and through activities in response to various police matters, *koban* and *chuzaisho* serve to dispel unease among the Japanese people by functioning as a foothold for the safety and security of community residents.

As of April 1, 2010, there were 6,232 *koban* and 6,847 *chuzaisho* nationwide.

#### **(1) Patrol, Standing Watches etc.**

##### **1) Patrols**

In response to the people's requests to reinforce patrols, community police officers are focusing patrols on the areas and at times of the day when crime rates are high in order to prevent crimes or accidents as well as to crackdown criminals. During patrols, police officers undertake activities including the questioning of suspicious individuals, becoming familiar with dangerous areas, conducting crime prevention counseling for families and businesses situated in the areas of high crime and distributing information through patrol cards.

##### **2) Vigilance through Standing Watches, etc.**

Community police officers stand on guard outside *koban*, *chuzaisho*, and other facilities to exercise vigilance. Additional measures include stationed watches conducted at regular intervals in locations where people gather such as stations and busy shopping areas, and locations with high crime rates.

##### **3) Enhancing the Performance of Duties**

In order to bolster community police officers' work performance, in addition to implementing education and training aimed at improving police questioning, documentation, and other skills, individuals with excellent interrogation skills are selected and appointed as senior technical instructors by the NPA or as technical instructors of interrogation by Prefectural Police and work to improve the interrogation skills of community police officers as a whole through practical training.

In 2009, the number of persons arrested by community police officers for Penal Code offenses was 284,277, accounting for 85.4% of the total number of persons arrested for Penal Code offenses by the police.

##### **4) Utilizing the *Koban* Counselors**

As of April 1, 2010, approximately 6,200 *koban* counselors have been assigned to work in major *koban* in urban areas nationwide. The *koban* counselor does not possess the status of a police officer and works on a part time basis. Counselors are responsible for contacting police officers in the event of a crime or accident, listening to the resident's opinion and requests, receiving lost and found articles, writing and receiving complaints, and giving directions. Many of them are retired Prefectural Police officers with the knowledge and experience gained therein.

#### **(2) Activities in Cooperation with the Local Communities**

##### **1) Routine Visits to Homes**

The community police officers make routine visits to places such as houses and offices in their assigned areas in order to prevent such events as crime, traffic accidents, and disasters, as well as to provide residents with guidance or information on important items and listen to their opinions and requests to ensure they have a safe and peaceful lifestyle.

##### **2) *Koban* and *Chuzaisho* Liaison Councils**

*Koban* and *chuzaisho* liaison councils are in place at 12,823 *koban* and *chuzaisho* nationwide as of April 1, 2010. There, community officers cooperate with the local community to prevent crimes and accidents by

discussing issues related to community security and listening to the opinions and requests local residents have for the police.

### 3) Information dissemination activities

Community officers are creating a “mini newsletter” noting various events that happen in daily life in the community and situation on incidents and accidents. Through activities such as circulating the newsletter via neighborhood associations, community officers convey information on what is happening in their jurisdiction that is relevant to the local residents such as the situation on incidents and accidents as well as how to prevent them.

### (3) Strengthening the Functions of *Koban*

In order to deal with “unmanned *koban*”<sup>1</sup> resulted from the reinforcement of patrols, etc., measures to resolve the issue were implemented with the understanding of community residents and by April 1, 2007 “empty *koban*” were eliminated. The police are continuing to strengthen the functions of *koban* to deal with future changes in public security, as well as to

prevent the reoccurrence of “empty *koban*”.

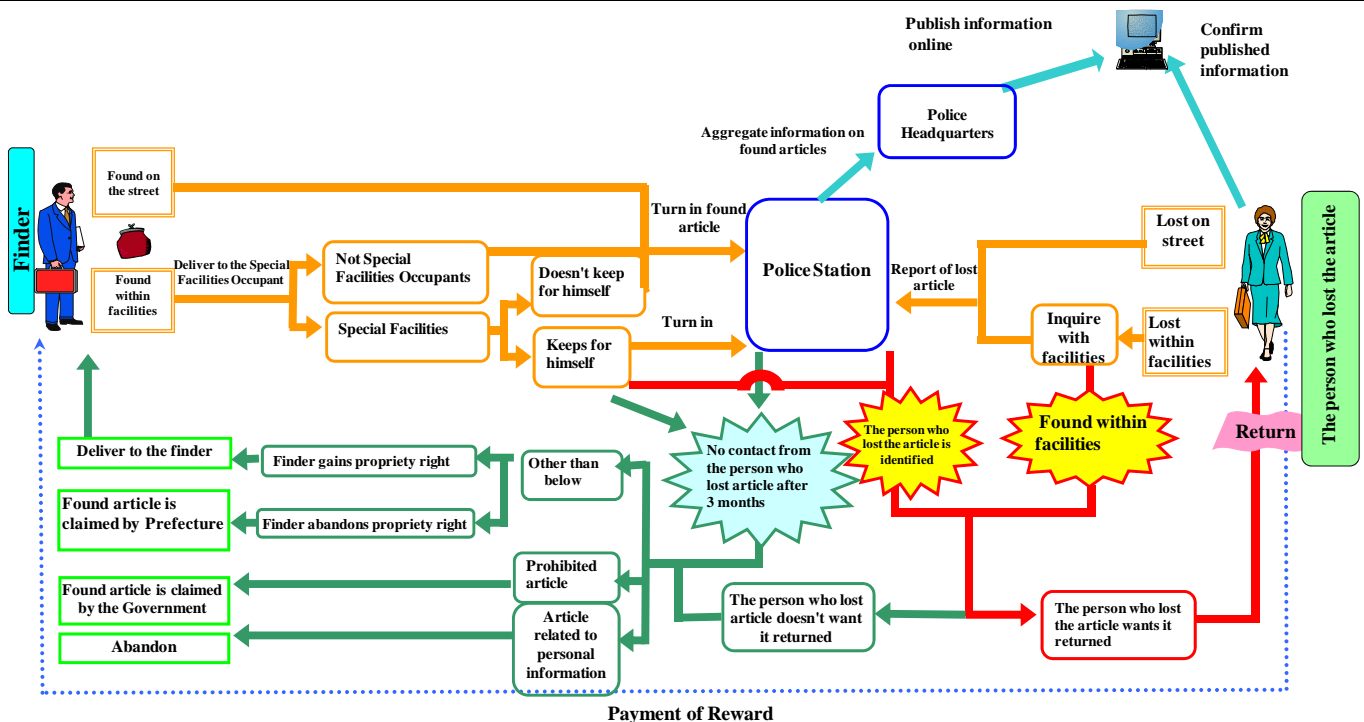
Note 1: *Koban* that are increasingly left unmanned by community police officers

### (4) Management of Lost and Found Articles

In order to allow for smooth return of lost property to their rightful owner etc., community police officers run collection services. The number of reported articles including those kept by special facilities occupant<sup>1</sup> rose to approximately 18,200,000 in 2009. Of the retrieved items submitted to the police, approximately 9.1 billion yen of currencies and 6.54 million items were returned to their owners.

Note 1: Occupants of special facilities who have been designated by public transportation or Prefectural Public Safety Commissions may hold the items in their custody when they notify the police of found items.

Diagram 1-42 Handling of Lost and Found Articles



**Table 1-13 Trends in the Handling Situation of Lost and Found (2005-2009)**

Table 1-13 Trends in the Number of Lost and Found Items and Reports of Lost Property (2005 – 2009)

| Year                                |                                | 2005  | 2006  | 2007  | 2008  | 2009  |
|-------------------------------------|--------------------------------|-------|-------|-------|-------|-------|
| Currency<br>(100<br>million<br>yen) | Lost and<br>Found              | 139   | 139   | 145   | 142   | 135   |
|                                     | Reports of<br>Lost<br>Property | 414   | 409   | 404   | 373   | 353   |
| Goods (in<br>tens of<br>thousands)  | Lost and<br>Found              | 1,158 | 1,222 | 1,272 | 1,734 | 1,820 |
|                                     | Reports of<br>Lost<br>Property | 743   | 761   | 796   | 1,065 | 1,096 |

Note: Lost and Found Items since 2007 includes those kept by special facilities occupants.



## Section 3. Measures for a Safe and Secure Living

### 1. Measures for Child Safety

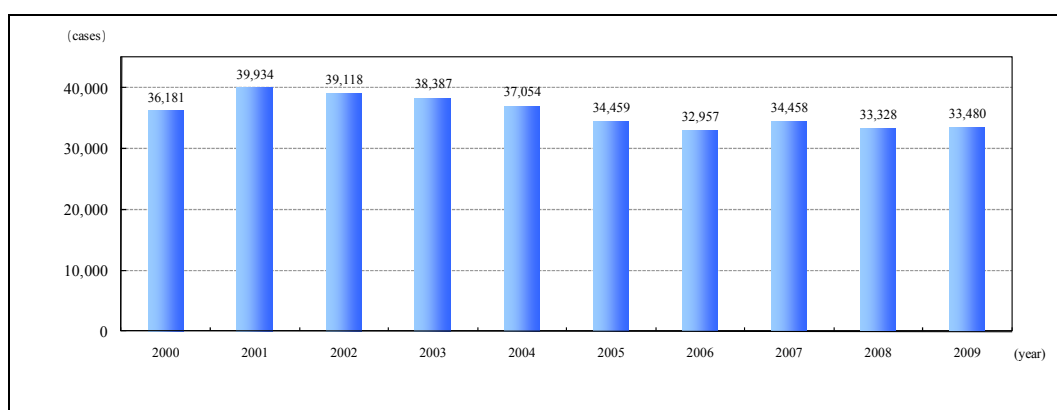
#### (1) Efforts to Protect Children from Crime

##### 1) Crimes where children become the victim

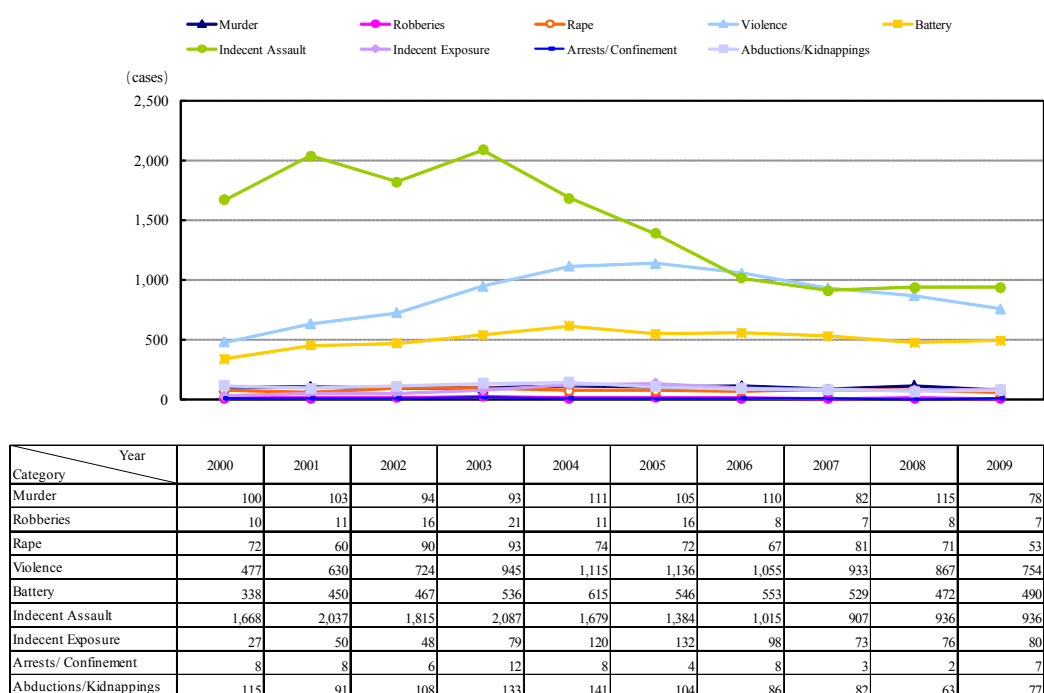
The number of cases where children aged under 13 became the victim of Penal Code offenses in 2009 (hereinafter referred to as “the number of cases where children were victimized”) was 33,480 cases, which despite its decrease since 2002, showed an increase of 146 cases (0.4%) from the previous year.

In 2009, the crime category that ranked especially high among the total number of Penal Code offenses where children were victimized included abduction 49.4% (77 cases), indecent assault 14.0% (936 cases), indecent exposure 9.6% (80 cases), murder 7.2% (78 cases).

**Diagram 1-43 Trends in the Number of Cases where Children Aged under 13 Became the Victim to Penal Code Offenses (2000-2009)**



**Diagram 1-44 Trends in the Situation of Crime Category of Cases where Children Aged under 13 are Victimized (2000-2009)**





## 2) Measures to Protect Children from Crime

### a. Safety Measures around Schools and Commute routes

In order to prevent in advance the cases where children are victimized and enable a safe commute to and from school, the Police have cooperated with schools to promote the security of children at schools and commute routes by strengthening the patrol during commute times for routes to and from school, as well as actively commissioning retired police officers as school supporters (Refer to P.94) at schools.

### b. Promoting Education to Prevent Victimization

To improve the ability to foresee and avoid the dangers of children being involved in crimes, kindergartens, day care centers, and elementary schools are enabling children to participate and experience crime prevention classes with the cooperation of schools and the board of education. These classes consist of programs such as picture storytelling, plays, and role-playing. In addition, instructions are given to school staff on how to handle the situation in case suspicious individuals break in to school property.

### c. Promoting Information Transmission Activities

For information concerning cases where children were victimized, police stations, elementary schools, and the board of education have maintained an information sharing structure to enable prompt information provision to children and their parents. Moreover, information is dispatched through the information provision system by way of the Prefectural Police websites and e-mail and proactively providing the local residents with information.

### d. Support for Volunteers

The police are providing support by giving out stickers and manuals to those who volunteered to notify the police and provide temporal protection to victimized children as the Home of Children Emergency Call 110. Moreover, voluntary crime prevention is being actively supported by carrying out joint patrols with crime prevention volunteer groups.

## 3) Promoting Activities by Juvenile and Woman Aegis Team

In order to strengthen efforts of protecting children and women from sex-related crimes, the police increased the number of police officers in the FY2009 budget and set up JWAT<sup>1</sup> in police headquarters nationwide, exclusively working on measures such as clearance, guidance and warning (preemptive/preventive activities) by identifying perpetrators at the point of contact or during stalking, which are considered to be signs of sex-related crimes.

In addition to traditional clearance/preventive activities, the police are striving to prevent sex-related crimes targeting children and women by proactively promoting preemptive and preventive activities.

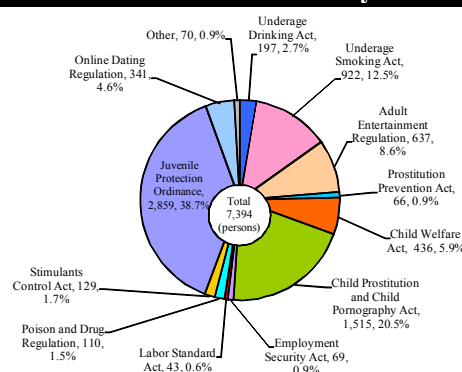
Note 1: Juvenile and Woman Aegis Team

## (2) Crimes Detrimental to Youth Welfare

The police are cracking down on offenses detrimental to juvenile welfare that have harmful effects on their physical or psychological well-being (referred to as the Welfare Offense<sup>1</sup>), such as forcing children to perform sexual acts, and are working to identify and protect the juvenile victims of such offenses.

In addition, in order to enhance crackdowns on child prostitution and child pornography offenses that Japanese nationals committed abroad, and cooperation in international investigations, the NPA has been hosting the Seminar and Investigators Conference on Child Prostitution/Commercial Sexual Exploitation in Southeast Asia, inviting investigative authorities and non-governmental organization (NGOs) from Southeast Asian countries to exchange opinions on countermeasures against Child Prostitution/Commercial Sexual Exploitation (CSEC) every year since 2002. In November 2009, the 8th meeting was held.

**Diagram 1-45 The Number of Persons Arrested by Violation of Welfare Act by Ordinance (2009)**



**Table 1-14 Juvenile Victims of Welfare Offenses by Educational Background (2009, 2010)**

| Category \ Year                        | Total | Preschool | Students/Pupils |                   |             |             |       | Employed | Unemployed |
|--|-------|-----------|-----------------|-------------------|-------------|-------------|-------|----------|------------|
|  |       |           |                 | Elementary School | Junior High | High School | Other |          |            |
| 2009 ( persons )                       | 7,145 | 11        | 4,998           | 84                | 1,988       | 2,865       | 61    | 679      | 1,457      |
| Composition Rate ( % )                 | 100.0 | 0.2       | 70.0            | 1.2               | 27.8        | 40.1        | 0.9   | 9.5      | 20.4       |
| 2008 ( persons )                       | 7,014 | 6         | 4,845           | 66                | 1,909       | 2,806       | 64    | 694      | 1,469      |
| Composition Rate ( % )                 | 100.0 | 0.1       | 69.1            | 0.9               | 27.2        | 40.0        | 0.9   | 9.9      | 20.9       |
| Increase and Decrease Number (Persons) | 131   | 5         | 153             | 18                | 79          | 59          | 3     | 15       | 12         |
| Increase and Decrease Rate ( % )       | 1.9   | 83.3      | 3.2             | 27.3              | 4.1         | 2.1         | 4.7   | 2.2      | 0.8        |

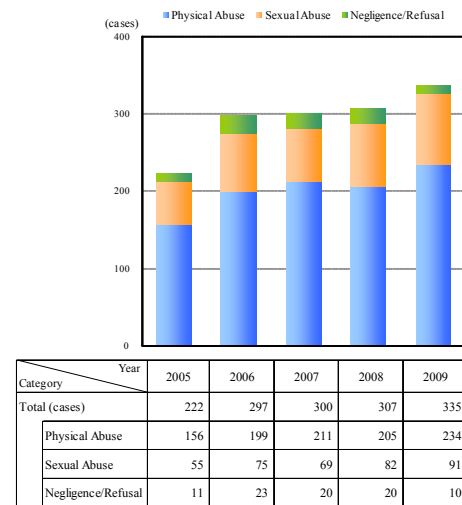
Note 1: The Child Prostitution/Pornography Act (such as child prostitution), and the Labor Standards Act (such as dangerous work and night time work by juveniles)

### (3) Measures against Child Abuse

The number of clearances concerning child abuse was 335 cases in 2009, an increase of 28 cases (9.1%) from the previous year. The numbers increased by 1.5 times in the past five years.

Detection of child abuse and the protection of child victims at an early stage is an obligation of the police for the protection of a child's life and body. Therefore, the police actively take measures on the protection of a child's life and body by maintaining close coordination with related organizations such as Child Counseling Centers, schools, and medical institutions.

Besides giving prompt notification to the Child Counseling Centers in case an abused child is found, the police give their best efforts in measures such as giving support to strict investigation and child victims and taking thorough measures of prioritizing confirming and ensuring the safety of children. Moreover, strengthening coordination with related organizations such as the Child Counseling Center is aimed to enable information sharing and review of response from an early stage when the information on individual cases are acquired for child protection.

**Diagram 1-46 Trends in the Situation of Child Abuse Offenses Cleared by Type (2005-2010)**

### Column 2. A Call Service for Anonymous Tip-offs for Child Abuse Offenses

As child abuse offenses often happen at home, they are likely to remain undiscovered. The victimized children cannot be expected to voluntarily declare the damages, making early detection difficult. Furthermore, late detection can cause abuse to reoccur and continue, leading to grave outcomes such as deaths.

In this regard, the NPA added child abuse cases to be included in its Call Service for Anonymous Tip-offs for the Protection of Children and Women (The so-called "Call Service for Anonymous Tip-offs" is an operation where private agencies commissioned by the NPA receive anonymous tip-off calls on juvenile welfare offenses or human trafficking offenses, and pay expenses to those who provide useful information), in an effort to detect child abuse cases early and identify and protect abused children.

#### (4) Dealing with Youth Crime Victims

In 2009, the number of confirmed Penal Code offenses<sup>1</sup> to which juveniles were victimized was 275,322 cases, of which 1,108 were felonious offenses and 12,970 were violent offenses.

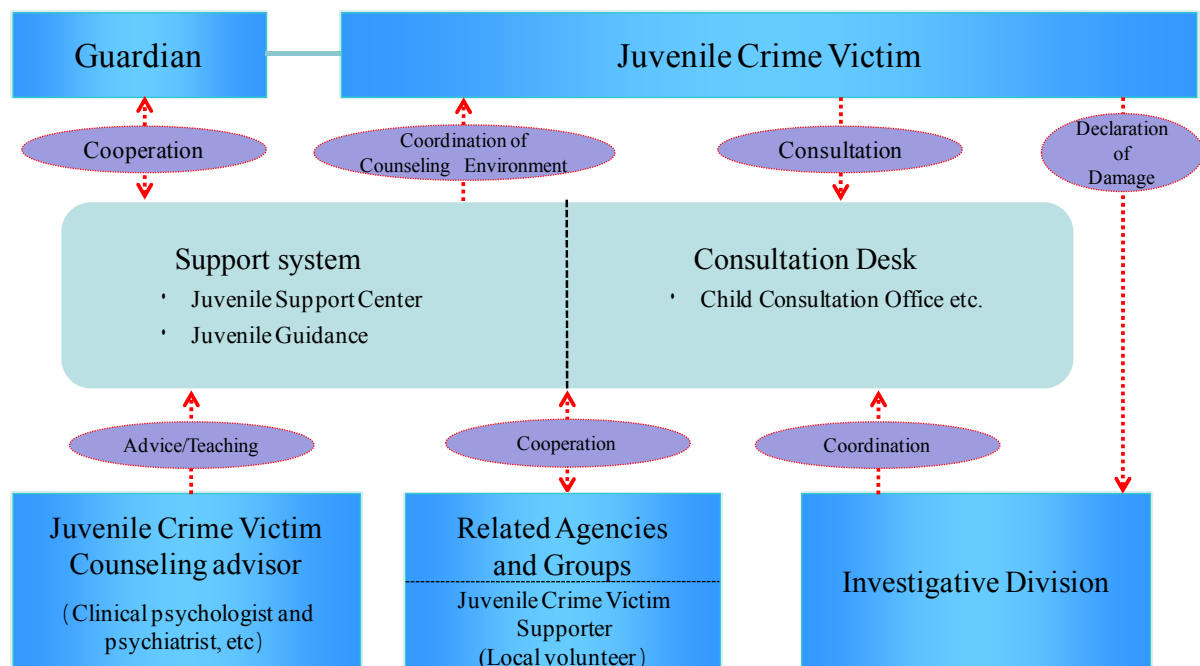
The police continuously provide counseling and other assistance to juvenile crime victims through mainly juvenile guidance staff. The police also commission external experts such as university researchers, psychiatrists, and clinical psychologists as juvenile crime victim counseling advisors<sup>2</sup> to enable persons responsible for providing support to receive expert advice.

Additionally, the police are promoting the use of filtering software or services for computers and mobile phones as well as awareness and enlightenment activities to prevent juveniles from getting involved in crimes by using online dating sites or accessing illegal or harmful information on the internet.

Note 1: Refers to the number of Penal Code offenses confirmed by the police to which juveniles aged under 20 were victimized

2: For activities that require specialized knowledge and skills, police personnel (excluding police officers) with the appropriate knowledge and skills are assigned from the Superintendent-General and Chief of Prefectural Police Headquarters to commit to these activities which play an important role in supporting the prevention of juvenile delinquencies and their recovery. As of April 1, 2010, 1,000 juvenile guidance staff are assigned nationwide.

**Diagram 1-47 Activities to Support Juvenile Crime Victims**



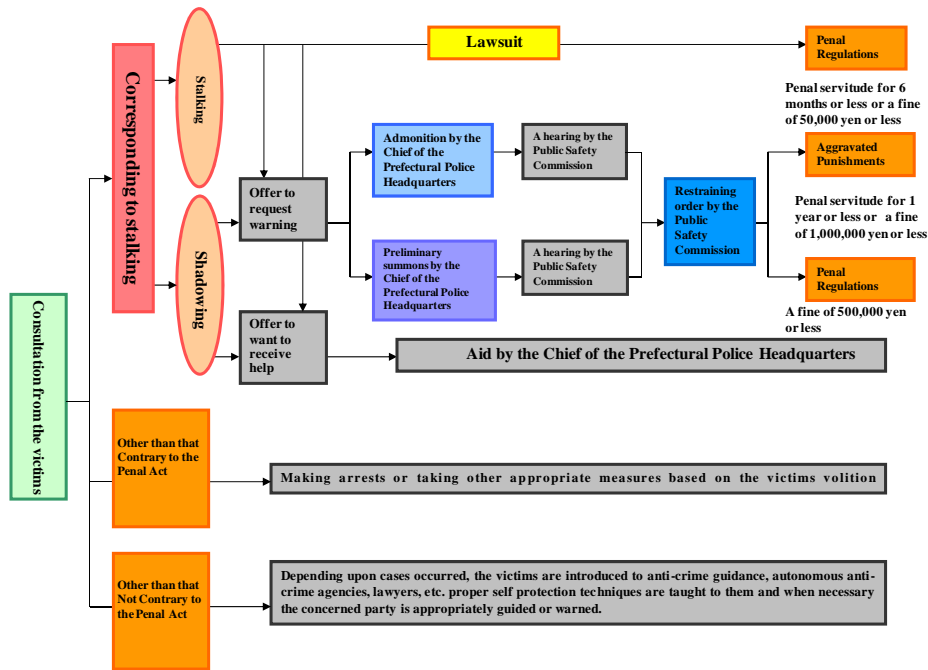
## 2. Policies to Protect Women

### (1) Addressing Stalking Offenses

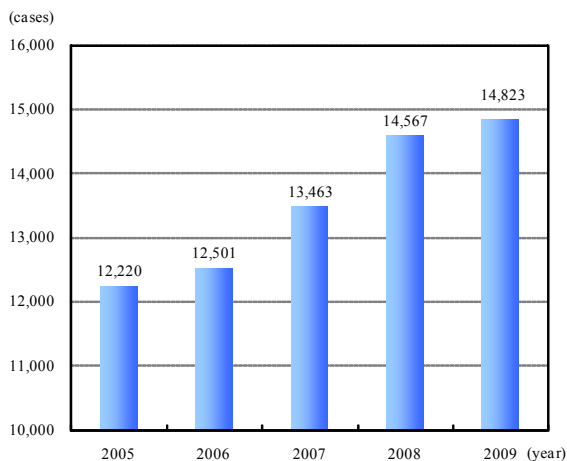
Taking into account the victim's will, based on the Anti-Stalking Act (hereinafter referred to as the Anti-Stalking Act), the police are working to prevent the spread of such crimes by taking administrative measures such as issuing warnings, restraining orders, and providing support.

Moreover, even in cases that do not interfere with these laws or ordinances, active responses to crime from the viewpoint of the victim are being conducted to the victims, including crime prevention counseling, and guidance about related organizations, as well as giving warnings to those committing stalking offenses.

**Diagram 1-48 Framework of Countermeasures for Stalking Cases**



**Diagram 1-49 Trends in the Number of Confirmed Stalking Cases (2005-2009)**



Note: The confirmed number of cases include cases not infringing on Penal Codes but harassing behavior such as persistent followings and silent phone calls. Notwithstanding acts that violate Stalking Regulations.

**Table 1-15 Trends in the Situation of Application of Stalking Control Act (2005-2009)**

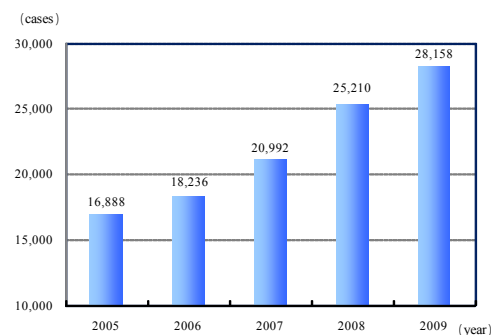
| Category \ Year                          | 2005  | 2006  | 2007  | 2008  | 2009  | Year-on-year comparison |
|--|-------|-------|-------|-------|-------|-------------------------|
| Warnings (cases)                         | 1,133 | 1,375 | 1,384 | 1,335 | 1,376 | 41 (3.1%)               |
| Restraining Orders                       | 22    | 19    | 17    | 26    | 33    | 7 (26.9%)               |
| Provisional Orders                       | 1     | 0     | 0     | 0     | 0     | 0 (-)                   |
| Support                                  | 1,569 | 1,631 | 2,141 | 2,260 | 2,303 | 43 (1.9%)               |
| Arrests (on charge of Stalking Acts)     | 198   | 178   | 240   | 243   | 261   | 18 (7.4%)               |
| Arrests (violation of Restraining Order) | 2     | 5     | 2     | 1     | 2     | 1 (100.0%)              |

## (2) Addressing Spousal Violence

In cases where spousal violence is recognized as punishable offense, the police take measures including investigations which will be held based on the victim's will, and give out warnings to the offender even in cases where it is confirmed that it is difficult to prosecute the offense as a criminal case.

Moreover, based on the Act on the Prevention of Spousal Violence and Protection of Victims (hereinafter referred to as "Spousal Violence Prevention Act"), when the police receive a restraining order from the court, they contact the victim immediately, provide guidance on making prompt emergency calls, and give warnings to the offender to assure that the restraining order is observed.

**Diagram 1-50 Trends in the Number of Confirmed Spousal Violence Cases (2005-2009)**



Note: The number of confirmed cases of spousal violence refers to cases where the spousal violence case was confirmed through consultation, request for aid and protection, acceptance of offence reports and letter of complaint, and arrests.

**Table 1-16 Trends in the Situation of Response to Domestic Violence Prevention Act (2005-2009)**

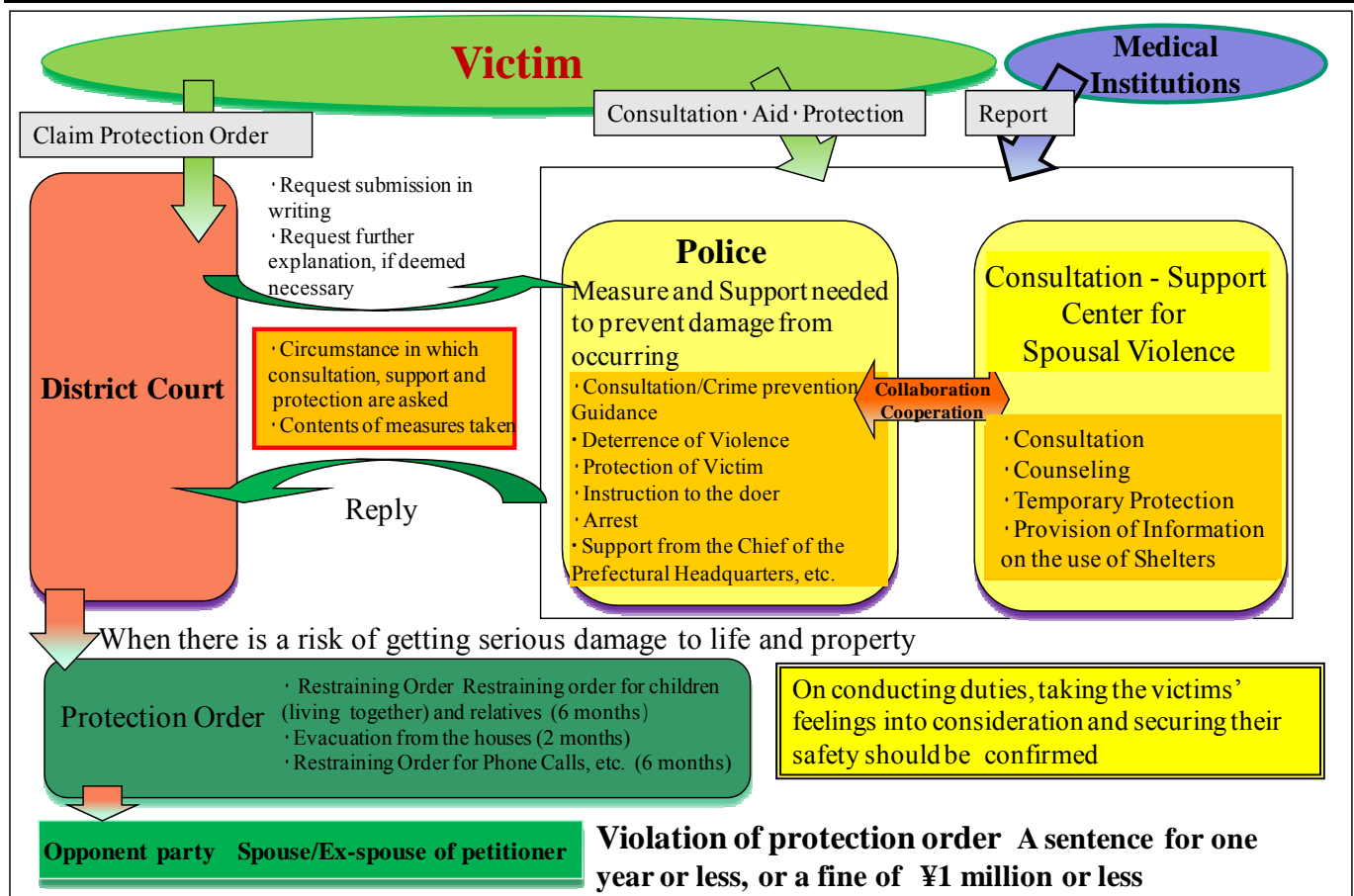
| Category \ Year  | 2005  | 2006  | 2007  | 2008  | 2009  | Year-on-year comparison |        |
|--|-------|-------|-------|-------|-------|-------------------------|--------|
| Report from Medical Institutions(cases)                          | 50    | 53    | 56    | 81    | 44    | -37                     | -45.7% |
| Executive Order from Police Chief                                | 3,519 | 4,260 | 5,208 | 7,225 | 8,730 | 1,505                   | 20.8%  |
| Court Request Submission of Documents <sup>1</sup>               | 2,025 | 2,172 | 2,162 | 2,618 | 2,722 | 104                     | 4.0%   |
| Court Order for Protection of Victim <sup>2</sup>                | 2,178 | 2,247 | 2,239 | 2,534 | 2,429 | -105                    | -4.1%  |
| Report to the Domestic Violence Consultation Center <sup>3</sup> | -     | -     | -     | 935   | 921   | -14                     | -1.5%  |
| Violation of Victim Protection                                   | 73    | 53    | 85    | 76    | 92    | 16                      | 21.1%  |

Note 1: The number of cases that police was requested from the court to submit the document with descriptions of the pleader during consultation

2: The number of cases that police was notified with restraining order from court

3: The order was enforced from 11 January 2008

**Diagram 1-51 Collaboration between Police and Relevant Institution regarding Cases of Spousal Violence**



### 3. Strengthening and Enhancing Police Safety Consultations

In order to respond to consultations from citizens smoothly and efficiently, the police have set up general police consultation rooms in the Metropolitan Police Department and each prefectural police headquarter, as well as police safety consultation corners in every police station. In order to develop the system of

receiving consultations, the police assign police personnel as well as experienced former police personnel as part-time police safety consultants to these consultation posts.

Additionally, dedicated lines for police consultation have been set up at the NPA and Prefectural Police headquarters, making it more convenient to consult the police by dialing a national line # (sharp) dial 9110<sup>1</sup>



which automatically connects to this service.

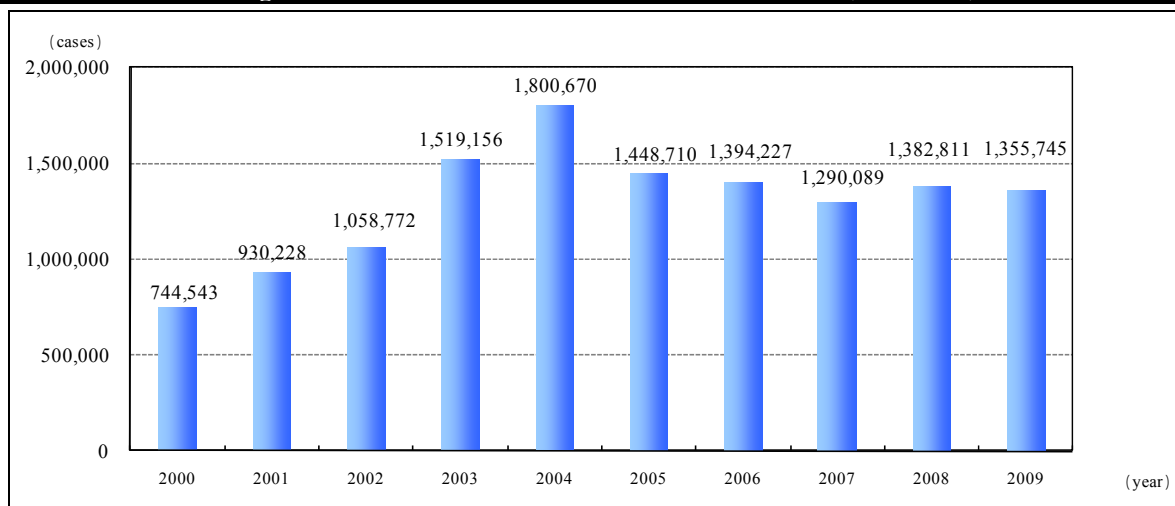
The police are working to prevent crimes before they occur by prosecuting cases where the matter under consultation is perceived to be a punishable offense. Even in cases where there is no infringement of penal regulations, the police offer crime prevention advice and warn the offender as necessary.

Moreover, in cases where the matter under consultation can be handled properly by an

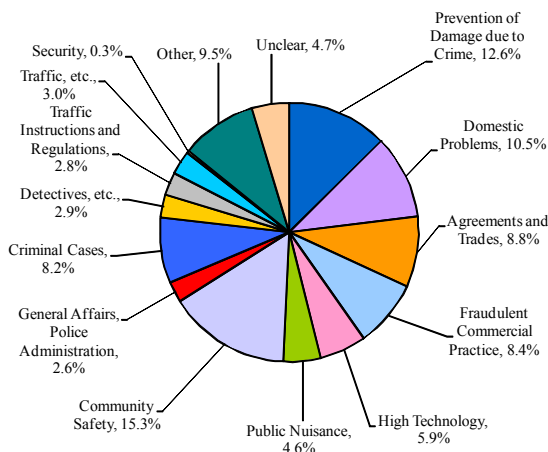
organization outside the police department, police work to shift the matter smoothly to the appropriate organization.

Note 1: Also accessible with mobile phones. However, it cannot be used through dial phones or certain types of IP phones. Therefore a special line for police safety consultation is publicized on the NPA website for general fixed-line phones.

**Diagram 1-52 Trends in the Number of Consultation (2000-2009)**



**Diagram 1-53 Breakdown of Consultation (2009)**



PR activities for national line # 9110

#### 4. Promoting Efforts to Build Safe and Secure Communities in Collaboration with Local Communities

##### (1) Promoting Efforts to Build Safe and Secure Communities Nationwide

###### 1) Cooperation between the Ministerial Meeting Concerning Measures against Crime and Urban Renaissance Headquarters

In recent years there has been an increasing trend amongst community residents throughout the country to take it upon themselves to try to maintain the safety and security of communities rather than just relying only on police crackdown. In support of such independent community activities, and in order to promote nationwide efforts to build safe and secure communities with cooperation between the public and private sectors, in June 2005, the government held a joint conference between members of the Ministerial Meeting concerning Measures against Crime and the Urban Renaissance Headquarters. At the conference, they decided on the “Nationwide Plan for Building Safe and Secure Communities” and the urban renaissance project, “Rebuilding of Safe and Secure Urban Areas through Coordination and Cooperation between Crime prevention Measures and Community Planning,” and agreed to promote them both in unison.

2) Measures Spreading the Momentum of Promoting New Policies Based on the Nationwide Plan for Building Safe and Secure Communities

The importance of building safe and reassuring communities was well recognized at the Ministerial Meeting concerning Measures against Crime held in December 2005. In order to spread the momentum to further promote and spread this throughout the country, as well as to deepen the awareness and understanding of citizens, October 11 was designated as Building Safe and Secure Communities Day. It was also decided that any group or individual who contributed toward the realization of this aim of Building Safe and Secure Communities would receive an award from the Prime Minister. Following this, on October 9, 2009, 10 organizations and one individual were recognized by the Prime Minister at his residence.

As relevant events of “Building Safe and Secure Communities Day,” on October 20, the “Workshop on Building Safe and Secure Communities” (hosted by the Japan Urban Security Research Institute, sponsored by the NPA) was held for local bodies that have been actively making efforts towards crime-resistant urban development to make presentations and share opinions, and on October 25, the “Crime Preventing Voluntary Forum 2009” (hosted by the NPA) was held for nationwide crime prevention volunteer groups to present their activities, respectively.



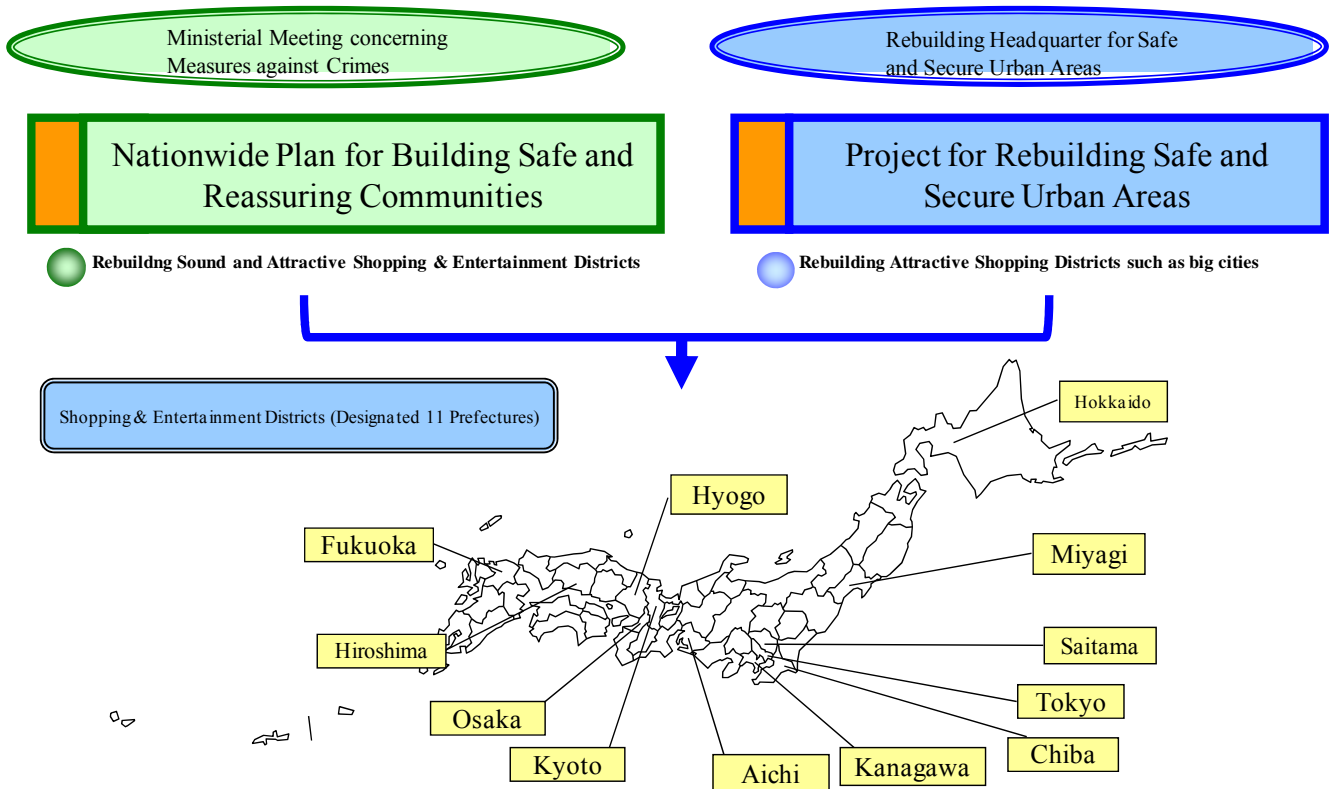
Honoring those who contribute to Nationwide Plan for Building Safe and Secure Community

3) Promoting Comprehensive Measures to Revitalize Shopping and Entertainment Districts

Based on the “Nationwide Plan for Building Safe and Secure Communities” and the urban renaissance project, “Rebuilding Safe and Secure Urban Areas through Coordination and Cooperation between Crime Prevention Measures and Community Planning,” the police are working to strengthen crackdowns on crime syndicates including illegal adult entertainment shops, illegal employment and *Boryokudans*, while also promoting mechanisms to effectively integrate the creation of attractive new districts.



**Diagram 1-54 Efforts to Revitalize Shopping and Entertainment Districts**



Note: The Police added the cities where measures should especially be promoted to the cities exemplified to develop model framework in the Project for Rebuilding Safe and Secure Urban Areas

a. Cracking Down on Illegal Adult Shops, Solicitation, Free Adult Shop Information Centers, etc.

In order to clean up the environment of shopping and entertainment districts, the police are reinforcing control over illegal businesses.

b. Cracking Down on Organized Crime in Shopping and Entertainment Districts

Criminal organizations such as *Boryokudans* continue to actively acquire illegal capital in shopping and entertainment districts through means such as participating in the management of illegal adult shops and casinos, illicit sales of controlled substance, controlled fees from adult shops and other locations. The police are making use of all laws and ordinances in reinforcing their crackdowns.

c. Cooperation with the Relevant Administrative Agencies and Organizations

The police are aiming to revive shopping and entertainment districts as sound and attractive places by cooperating with the Immigration Bureau, Fire Department and other relevant government agencies to carry out measures including joint crackdowns and

spot inspections, as well as cooperating with crime prevention volunteer groups and Shopping District Promotion Associations etc. to promote efforts such as joint patrols, city environmental cleanup activities and *Boryokudan* elimination movements.

d. Restoring and Improving Traffic Order and Generating Vitality

In order to rectify and improve traffic order in shopping and entertainment districts, police are cooperating with road administrators and others to narrow roads through installation of bollards etc., while also instructing and cracking down on malicious, dangerous, and troublesome illegal parking and unauthorized use of roadways. Moreover, the police are working to expedite licensing procedures for road use required for holding events when local public entities participate in local revitalization events, as part of their efforts to create a sound and bustling city, while taking the societal impact into account.

e. Efforts toward Developing Appealing Urban Areas in Shopping and Entertainment Districts

The police are making efforts to strengthen the cooperation structure between government and private

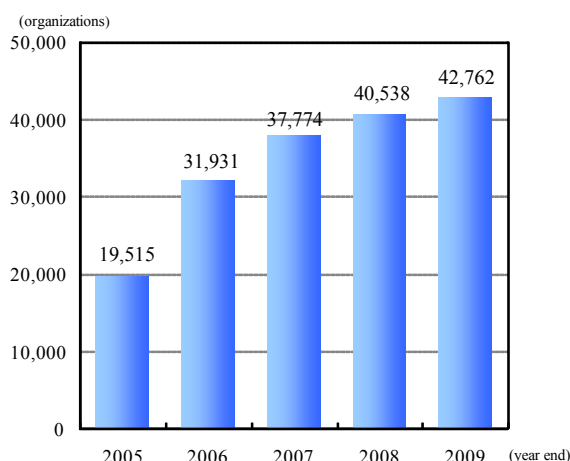
sectors through opportunities such as the council on developing urban areas, and using the viewpoint of the police, while providing necessary information and working proactively, in order to realize the necessary measures for the revitalization of sound and appealing urban areas in shopping and entertainment districts.

## (2) Collaboration with Local Communities

### 1) Activities of Crime Prevention Volunteer Groups

In order to build safe and secure communities, it is important to form communities that are tough on crime by raising crime prevention awareness and promoting independent crime prevention activities among the people. The number of confirmed groups as of the end of December 2009 was approximately 42,762 nationwide<sup>1</sup>. The total number of volunteers participating in affiliate activities is approximately 2.6 million, the majority of which are neighborhood or child protection groups.

**Diagram 1-55 Trends in the Number of Crime Prevention Volunteer Groups (2005-2009)**



Note 1: Those with a performance record of an average of at least one activity a month (excluding meetings where only opinions or information are exchanged), and groups of more than five members.

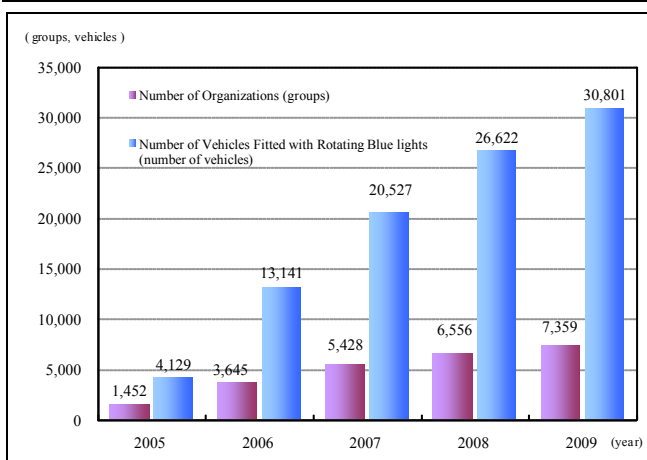


Nationwide crime prevention volunteer groups watching for children

### 2) Supporting Voluntary Crime Prevention Activities

In order to support voluntary crime prevention efforts by establishing a base for activities, the police are lending equipment required for patrols. Moreover, a system was developed so that it became possible to equip crime prevention patrol cars with rotating blue lights. As of the end of December 2009, 7,359 groups and 30,801 vehicles equipped with rotating blue lights throughout the country conducted crime prevention patrols. In addition, a “volunteer crime prevention activities support page” (<http://www.npa.go.jp/safetylife/seianki55/index.html>) was launched on the NPA website to promote the creation of a mutual network for crime prevention voluntary groups.

**Diagram 1-56 Trends in the Situation of Usage of Crime Prevention Patrol Cars with Rotating Blue Lights (2005-2009)**



### 3) Provision of Crime Information and Community Safety Information

In order to promote the development of a safe and

secure city and curb crimes that local residents feel are close to them, the police are providing crime and community safety information through various methods and means.

The police also promote voluntary crime prevention activities by providing information on crimes on a timely basis when a crime occurs as well as crime prevention measures.

### (3) Environmental Planning that Takes Crime Prevention into Consideration

#### 1) Establishing Safety Standards for Public Facilities and Residences

In order to promote the development of urban areas with fewer crime victims by planning an environment that takes crime prevention into account, the police aims to further improve the crime prevention performance in residences as well as the maintenance and management of public facilities developed with crime prevention in mind, based on “Guidelines for Safe and Secure Urban Development.”

In order to enhance the security of homes and communities systematically and comprehensively, the police and the Ministry of Land, Infrastructure, Transport and Tourism have also jointly drawn up the “Manual for the Formulation of Plans for Regenerating Safe and Secure Homes and Communities,” which specifically present the menu of collaborative actions by the police, local governments and community residents and methods of participation.

operation in 21 prefectures<sup>1</sup> and “crime resistant model parking lots” have been developed and implemented in 10 prefectures<sup>2</sup> as of the end of March 2010.

#### 3) Installation of Security Cameras in Streets

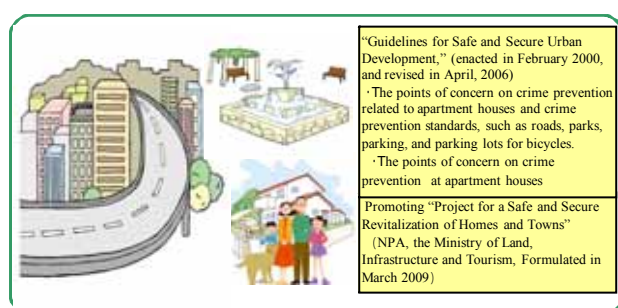
461 security cameras<sup>3</sup> were installed in streets across 12 prefectures as of the end of March 2010 in order to prevent crimes and damage from occurring in public spaces, as well as to confirm crimes immediately after they occur to facilitate a rapid and accurate response to pursue criminals and protect victims.

Note 1: Hokkaido, Saitama, Tokyo, Chiba, Kanagawa, Nagano, Shizuoka, Fukui, Gifu, Aichi, Kyoto, Osaka, Hyogo, Nara, Tottori, Hiroshima, Yamaguchi, Tokushima, Ehime, Oita and Okinawa

2: Tokyo, Chiba, Fukui, Shiga, Kyoto, Osaka, Tottori, Hiroshima, Oita and Okinawa

3: Also in Osaka, 122 security cameras were installed that double as protection of *koban* facilities

**Diagram 1-57 Securing Life Environment with Fewer Crime Victims by Environmental Planning that Takes Crime Prevention into Consideration**



#### 2) Registration and Accreditation of Crime Prevention Performance of Housing Complexes and Parking Lots

The police are promoting the system for registering and accrediting condominiums and parking lots with crime resistant structures and facilities as “crime resistant model condominiums” and “crime resistant model parking lots”. “Crime resistant model condominiums” have been developed and put into

## 5. Maintaining a Favorable Living Environment

### (1) Current Status of the Adult Entertainment Business

#### 1) Current Status of the Adult Entertainment Business

Based on the Ordinance for Enforcement of the Act on Control and Improvement of Adult Entertainment

Businesses (hereinafter referred to as the “Adult Entertainment Business Act”), the police are working to ensure appropriate services by enforcing necessary regulations for adult entertainment and related businesses. They are also supporting voluntary efforts on the part of such businesses to provide wholesome services.

**Table 1-17 Trends in the Number of Adult Entertainment Businesses (2005-2009)**

| Category \ Year                                  | 2005    | 2006    | 2007    | 2008    | 2009    |
|--|---------|---------|---------|---------|---------|
| Total  | 112,892 | 111,528 | 109,135 | 106,864 | 104,920 |
| Type 1 Establishments (Cabarets, etc.)           | 4,914   | 4,505   | 4,080   | 3,668   | 3,379   |
| Type 2 Establishments (Restaurants, Cafes, etc.) | 66,217  | 66,998  | 67,352  | 67,330  | 67,034  |
| Type 3 Establishments (Nightclubs, etc.)         | 572     | 558     | 541     | 512     | 486     |
| Type 4 Establishments (Dance halls, etc.)        | 343     | 326     | 241     | 232     | 216     |
| Type 5 and Type 6 Establishments                 | 14      | 13      | 13      | 11      | 39      |
| Type 7 Establishments                            | 31,317  | 30,037  | 28,256  | 26,974  | 26,104  |
| Mahjong Parlors                                  | 16,030  | 15,247  | 14,555  | 13,920  | 13,343  |
| Pachinko Parlors (Note)                          | 15,165  | 14,674  | 13,585  | 12,937  | 12,652  |
| Other  | 122     | 116     | 116     | 117     | 109     |
| Type 8 Establishments (Game Centers, etc.)       | 9,515   | 9,091   | 8,652   | 8,137   | 7,662   |

Note: places where customers enjoy pinball and slot machines and other amusement games

#### 2) Current Status of Prostitution Offenses and Sex-Related Offenses

In recent years, the number of notice for sex-related special business has been increasing. Especially, the number of reports for non-shop based sex-related special business or image-distribution type sex-related special business has increased.

**Table 1-18 Trends in the Number of Reports on Sex-related Special Businesses (2005-2009)**

| Category \ Year  | 2005   | 2006   | 2007   | 2008   | 2009   |
|--|--------|--------|--------|--------|--------|
| Total  | 42,583 | 17,492 | 19,990 | 22,021 | 23,727 |
| Sex-Related Special Amusement Businesses by Type of Establishments | 10,360 | 6,790  | 6,684  | 6,570  | 6,420  |
| Type 1 Establishments (Soaplands, etc.)                            | 1,306  | 1,248  | 1,250  | 1,249  | 1,239  |
| Type 2 Establishments (Massage Parlors, etc.)                      | 1,021  | 823    | 875    | 862    | 847    |
| Type 3 Establishments (Strip Clubs, etc.)                          | 439    | 192    | 180    | 162    | 157    |
| Type 4 Establishments (Love Hotels, etc.)                          | 6,414  | 4,167  | 4,031  | 3,944  | 3,837  |
| Type 5 Establishments (Adult Shops, etc.)                          | 1,180  | 360    | 348    | 353    | 340    |
| Non-Shop Based Sex-Related Special Businesses                      | 28,854 | 9,610  | 12,071 | 14,035 | 15,682 |
| Type 1 Businesses (Dispatch Massage, etc.)                         | 25,727 | 8,936  | 11,236 | 13,093 | 14,648 |
| Type 2 Businesses (Adult Video Mail Order)                         | 3,127  | 674    | 835    | 942    | 1,034  |
| Image-Distribution Type Sex-Related Special Businesses             | 2,575  | 626    | 811    | 1,026  | 1,240  |
| Shop-Based Telephone Introduction Business                         | 432    | 299    | 245    | 209    | 195    |
| Non-Shop Based Telephone Introduction Business                     | 362    | 167    | 179    | 181    | 190    |

### 3) Current Status of Late-Night Catering Business

The number of late night catering businesses has been increasing the past five years.

**Table 1-19 Trends of the Number of Late Night Catering Businesses (2005-2009)**

| Category \ Year | 2005    | 2006    | 2007    | 2008    | 2009    |
|-----------------|---------|---------|---------|---------|---------|
| Total           | 266,435 | 269,335 | 269,348 | 270,916 | 272,068 |

### (2) Current Status of Prostitution Offenses and Sex-Related Offenses

#### 1) Prostitution Offenses

The percentage of constituent and pre-constituent members of *Boryokudans* amongst the total number of prostitution cases cleared was 18.1% (135 persons) during 2009, demonstrating the fact that prostitution remains a financial resource for *Boryokudans*.

Recently notable crimes include the use of dating sites on cell phones. Other deplorable crimes include forced prostitution making women incur debt and disguising dispatch-type massage parlors.

**Table 1-20 Trends in the Situation of Violation of Anti-Prostitution Act (2005-2009)**

| Year                    |              |                    | 2005         |                  | 2006         |              | 2007         |                  | 2008         |                  | 2009         |                  |
|-------------------------|--------------|--------------------|--------------|------------------|--------------|--------------|--------------|------------------|--------------|------------------|--------------|------------------|
|                         |              |                    | Cases(cases) | Persons(persons) | Cases(cases) | Cases(cases) | Cases(cases) | Persons(persons) | Cases(cases) | Persons(persons) | Cases(cases) | Persons(persons) |
| Category                |              |                    | Cases(cases) | Persons(persons) | Cases(cases) | Cases(cases) | Cases(cases) | Persons(persons) | Cases(cases) | Persons(persons) | Cases(cases) | Persons(persons) |
| Total                   |              |                    | 2,214        | 1,026            | 1,863        | 928          | 1,867        | 775              | 1,842        | 662              | 1,562        | 747              |
| Hustler Type            | Solicitation |                    | 269          | 272              | 281          | 285          | 247          | 243              | 259          | 256              | 282          | 284              |
|                         | Control Type | Provision of place | 124          | 214              | 166          | 202          | 171          | 230              | 130          | 157              | 128          | 180              |
| Control of Prostitution |              | 19                 | 32           | 10               | 13           | 8            | 14           | 7                | 18           | 6                | 7            |                  |
| Provision of fund       |              | 11                 | 10           | 8                | 8            | 3            | 3            | 4                | 4            | 4                | 4            |                  |
| Dispatch Type           | Procure      |                    | 1,003        | 421              | 790          | 359          | 658          | 244              | 781          | 187              | 531          | 224              |
|                         | Contract     |                    | 785          | 70               | 594          | 55           | 766          | 32               | 659          | 39               | 606          | 43               |
| Other                   |              |                    | 3            | 7                | 14           | 6            | 14           | 9                | 2            | 1                | 5            | 5                |

#### 2) Sex-related Offenses

The number of arrests in 2009 made in accordance with the Act on Control and Improvement of Amusement Business involving employment of minors or serving alcohol to guests aged under 20 especially decreased from the previous year.

The situation of indecency offenses is leveling off over the last three years. Recently, the crime of selling obscene information used by computers / network, recorded DVDs etc. has also been widely observed.

**Table 1-21 Trends in the Number of Violations of the Adult Entertainment Business Act Cleared (2005-2009)**

| Category \ Year   | 2005  |         | 2006  |         | 2007  |         | 2008  |         | 2009  |         |
|---|-------|---------|-------|---------|-------|---------|-------|---------|-------|---------|
|   | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons |
| Total   | 2,523 | 3,765   | 3,314 | 4,587   | 3,340 | 4,342   | 3,249 | 3,956   | 2,839 | 3,577   |
| Operation in an Unauthorized Area                                 | 711   | 1,411   | 646   | 1,263   | 569   | 1,102   | 532   | 1,074   | 503   | 1,044   |
| Employment of Minors  | 468   | 665     | 536   | 730     | 512   | 713     | 439   | 598     | 352   | 486     |
| Solicitation  | 496   | 737     | 692   | 1,035   | 649   | 1,020   | 537   | 815     | 515   | 769     |
| Operating without License   | 432   | 462     | 560   | 609     | 622   | 757     | 656   | 836     | 577   | 725     |
| Unapproved Modifications to Building/Facilities or Game Equipment | 113   | 172     | 119   | 206     | 69    | 107     | 49    | 68      | 55    | 68      |
| Provision of Alcohol to Customers under the Age of 20             | 92    | 180     | 94    | 202     | 109   | 229     | 101   | 200     | 63    | 135     |
| Other   | 211   | 138     | 667   | 542     | 810   | 414     | 935   | 365     | 774   | 350     |

**Table 1-22 Trends in the Number of Indecency Crimes Cleared (2005-2009)**

| Category \ Year                   | 2005  |         | 2006  |         | 2007  |         | 2008  |         | 2009  |         |
|-----------------------------------|-------|---------|-------|---------|-------|---------|-------|---------|-------|---------|
|                                   | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons | Cases | Persons |
| Total                             | 2,412 | 2,316   | 2,769 | 2,628   | 2,505 | 2,510   | 2,569 | 2,470   | 2,578 | 2,446   |
| Indecent Exposure                 | 1,741 | 1,502   | 1,999 | 1,715   | 1,718 | 1,618   | 1,782 | 1,613   | 1,810 | 1,626   |
| Distribution of Obscene Materials | 671   | 814     | 770   | 913     | 787   | 892     | 787   | 857     | 768   | 820     |

### (3) Appropriate Control of Firearms and Measures for Dangerous Objects

#### 1) Strengthening of Firearms Regulations and Sharp Objects Regulations

As of the end of 2009, the number of rifles and hunting guns and air guns licensed for possession by Prefectural Public Safety Commissions based on the Act for Controlling the Possession of Firearms or Swords and Other Such Weapons (hereinafter called the Firearm and Sword Control Act) is 290,939 and 142,294 people have licenses. The police are making efforts to conduct appropriate evaluations for licensing and administrative measures to eliminate disqualified people. In 2009, the number of requests for a license denied was 25 and the number of cases in which licenses were revoked was 121.

Additionally, the police conduct thorough instruction on the appropriate handling and safekeeping of firearms through seminars, as well as conduct yearly general inspections in order to prevent accidents and thefts involving hunting guns.

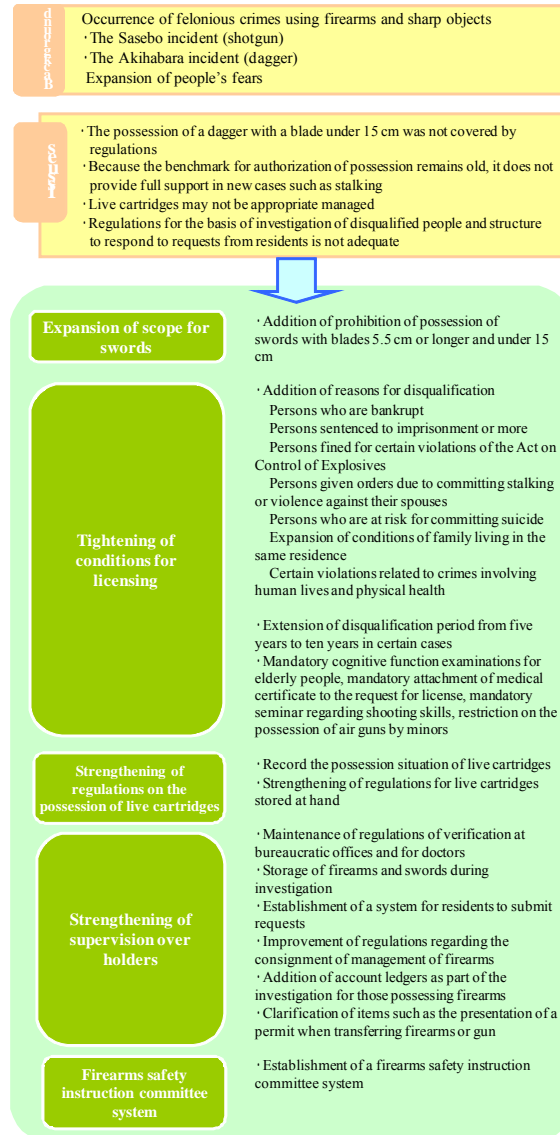
In response to the shotgun killing case which occurred in Sasebo City, Nagasaki Prefecture in December 2007 and the random assault incident involving a knife which occurred in Chiyoda ward, Tokyo in June 2008, a law partially revising the Firearm and Sword Control Law, including the tightening of firearms regulations and sharp objects regulations, was passed and enacted in December 2008. A regulation prohibiting the possession of blades 5.5 cm or longer, a regulation relating to the strengthening

of supervision of firearm holders, and a regulation relating to the tightening of the requirements to possess firearms were implemented on January 5, June 1, and December 4, 2009 respectively.

Of these, based on the enactment of the regulation prohibiting the possession of blades 5.5 cm or longer and as a result of police efforts to retrieve the newly prohibited swords, 17,744 swords were collected from the day the partial law was enacted to the day the probation period was terminated.



## Outline of the Partial Revision of the Firearms and Swords Control



### 2) Measures against Hazardous Materials

The Explosives Control Act, the “Act on the Prevention of Infectious Diseases and Medication for Patients Suffering from Infectious Diseases,” and the Act on the Prevention of Radiation Disease due to Radioisotopes, etc. stipulate that the transportation of explosives, specified pathogens, radioactive materials and other such hazardous materials be reported to

Prefectural Public Safety Commissions.

In order to transport such hazardous materials safely, the police give guidance and instructions to related professionals beforehand, as well as carrying out inspections of places at which the materials are kept to prevent trespassing, theft, and illegal outflow.

**Table 1-23 Number of Transportation Reports and Inspections (2009)**

| Category                 | Number of Transportation Reports Received (cases) | Received Number of Inspection Conducted (cases) |
|--------------------------|---|---|
| Explosives               | 39,748  | 17,527  |
| Specified Pathogens      | 43  | 69  |
| Radioisotopes and Others | 1,058   | 3   |
| Nuclear Fuel Materials   | 663   | 24  |

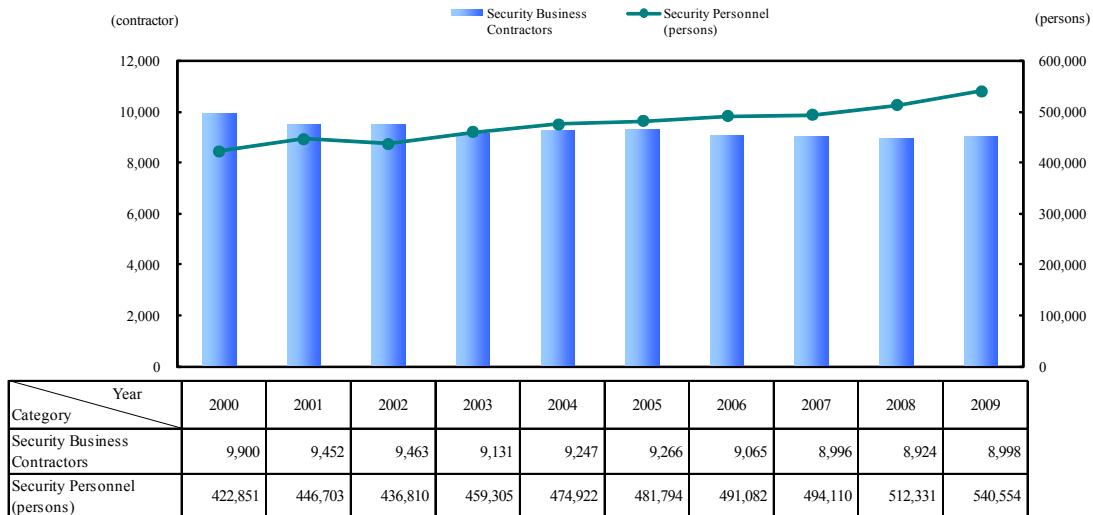
## 6. Fostering and Utilizing the Industry of Community Safety

### (1) Fostering Private Security Businesses

Private security business have been established as private community safety services whose operations cover a broad range of fields including facility security, crowd security, traffic guidance security, cash delivery security and body-guarding. They also include residential security system equipment, which has been spreading and growing in demand, providing the people with a wide range of security service in daily life. Security is also being provided at facilities such as airports and nuclear power plants that are likely targets for terrorist attacks.

Taking into account the role that these private security businesses exert, and based on the Security Services Act, the police instruct and supervise these security businesses working to ensure the appropriate operation of security businesses as well as soundly fostering private security businesses.



**Diagram 1-59 Trends in the Number of Security Business and Security Personnel (2000-2009)**

## (2) Prevention of Distribution of Stolen Goods through Antique Dealers and Pawnbrokers and Recovery of Damages

As it is deemed plausible that antique dealers and pawnbrokers deal in stolen goods as antiques or pawns relating to their operations, the Secondhand Articles Dealer Act and the Pawnbroker Business Act stipulate the regulations required for business related to these operations to dealers, to prevent larceny or other crimes. The police also strive for the prompt recovery of the damage through notifications<sup>1</sup> of stolen or missing items or orders to hold such items<sup>2</sup> to antique dealers and pawnbrokers based on these laws.

Note 1: Refers to that if chief of police headquarters find it necessary to detect stolen goods, notifying antique dealers and pawnbrokers of the affected goods and requiring them to confirm and notify.

2: Chief of police headquarters order antique dealers and pawnbrokers to store the antiques suspected to be stolen for a certain period.

## (3) Cooperation with the Security Equipment-Related Industry

The police are supporting the development of security equipment by providing members of the security industry with the latest information on the crime situation and analytical results of modus operandi so that security equipment of higher quality will be supplied.

Moreover, general security equipment engineers<sup>1</sup> and those employed by Japan Security Systems Association are playing an active role as experts with specialized knowledge and skills related to the design, construction, and maintenance of security equipment. The police are encouraging the Association that each

prefecture establish local activity base for security equipment engineers.

**Table 1-24 Local Activity Base of Security Equipment Engineers (2000-2009)**

|    |   |    |  |
|----|---|----|--|
| 1  | Security System Specialist Association of Hokkaido              | 17 | Security System Association of Gifu                            |
| 2  | Security System Association of Aomori                           | 18 | Aichi Prefecture Self-Guard Association                        |
| 3  | Security System Association of Iwate                            | 19 | Mie Prefecture Security System                                 |
| 4  | Security System Specialist Association of Miyagi                | 20 | Security System Specialist Association of Shiga                |
| 5  | Security System Association of Yamagata                         | 21 | Kyoto Crime Prevention   |
| 6  | Security System Association of Fukushima                        | 22 | Security System Specialist Association of Nara                 |
| 7  | Security System Association of Tochigi                          | 23 | Security System Specialist Association of Osaka (NPO)          |
| 8  | Security System Specialist Association of Saitama               | 24 | Hyogo Security System Association                              |
| 9  | Security System Specialist Association of Chiba                 | 25 | Okayama Security Installation Industry Cooperation Association |
| 10 | NPO Tokyo Security Awareness                                    | 26 | Community Safety Association of                                |
| 11 | Security System Specialist Association of Kanagawa              | 27 | Security System Specialist Association of Yamaguchi            |
| 12 | Security System Specialist Association of Yamanashi             | 28 | Security System Association of Kagawa                          |
| 13 | Security System Specialist Community Safety Council of Shizuoka | 29 | Security System Specialist Association of Shizuoka (NPO)       |
| 14 | Security System Association of Toyama                           | 30 | Security System Specialist Association of Oita                 |
| 15 | Security System Promotion Association of Ishikawa               | 31 | Miyazaki Security System Specialist Service Association        |
| 16 | Security System Association of Fukui (NPO)                      | 32 | Security System Association of Kagoshima                       |

Material by Japan Security Systems Association (As of the end of March 2009)

Note 1: As of January 15, 2010 there were approximately 280 general security equipment engineers, and 19,800 security equipment engineers.

#### **(4) Promoting Proper Detective Services**

The Act on Regulation of Private Detective Services was established in June 2007 for the purpose of ensuring their appropriate management and contributing to the protection of individual rights and profit. As well as understanding the state of the detective industry, the police also take strict measures against any illegal activities to promote the proper conduct of detective operations.

## Section 4. Prevention of Juvenile Delinquency and Fostering Wholesome Development

### 1. Juvenile Delinquency Overview

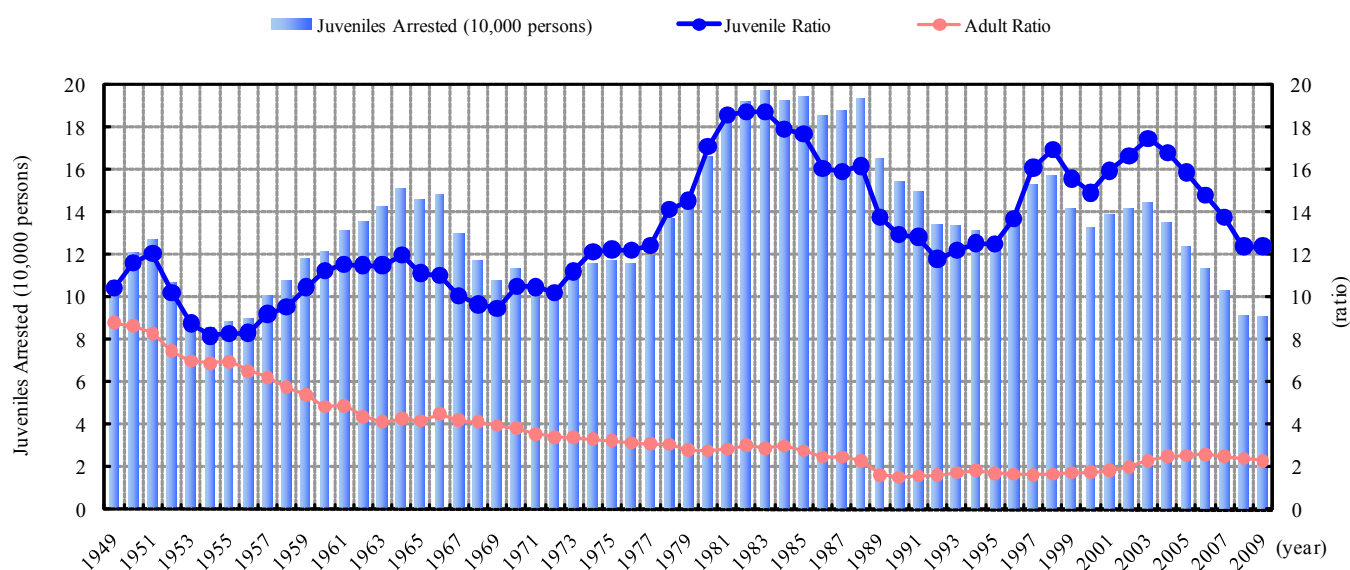
#### (1) Situation of Juvenile Delinquency

The number of juvenile Penal Code offenders in 2009 decreased for six consecutive years, falling below 100,000 following the previous year. However, the number of juvenile Penal Code offenders arrested for every 1,000 persons in the same age group remains at a high level at 5.4 times that of adults.

Although the number of juvenile offenders under the age of 14 receiving police guidance had been decreasing till 2008, it started to increase in 2009. The number of misconduct juveniles receiving police guidance has decreased from the previous year, but has remained above 1 million since 2002.

- The number of juvenile Penal Code offenders arrested in 2009: 90,282 (a decrease of 684 (0.8%) from the previous year)
- The percentage of juveniles accounting for all Penal Code offenders arrested: 27.1% (an increase of 0.3 points from the previous year)
- The number of juvenile Penal Code offenders arrested for every 1,000 persons in the same age group in 2009: 12.4 (same as the previous year)

**Diagram 1-60 Trends in the Number of Juveniles Arrested for Penal Code Offenses as a Proportion of the Population (1949-2009)**



**Table 1-25 Trends in the Number of Law-breaking Juveniles under the Age of 14 Receiving Police Guidance (2000-2009)**

| Category \ Year           | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|---------------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Total (persons)           | 20,477 | 20,067 | 20,477 | 21,539 | 20,191 | 20,519 | 18,787 | 17,904 | 17,568 | 18,029 |
| Felonious offenses        | 174    | 165    | 144    | 212    | 219    | 202    | 225    | 171    | 110    | 143    |
| Violent offenses          | 1,869  | 1,696  | 1,613  | 1,467  | 1,301  | 1,624  | 1,467  | 1,425  | 1,347  | 1,336  |
| Larceny offenses          | 14,840 | 14,128 | 14,257 | 14,448 | 13,710 | 13,336 | 11,945 | 11,193 | 11,356 | 12,026 |
| Intellectual offenses     | 30     | 37     | 31     | 39     | 46     | 57     | 63     | 55     | 65     | 68     |
| Moral offenses            | 95     | 110    | 131    | 132    | 116    | 116    | 117    | 138    | 137    | 166    |
| Other Penal Code offenses | 3,469  | 3,931  | 4,301  | 5,241  | 4,799  | 5,184  | 4,970  | 4,922  | 4,553  | 4,290  |

**Table 1-26 Trends in the Number of Misconduct Juveniles Receiving Police Guidance (2000-2009)**

| Category \ Year         | 2000    | 2001    | 2002      | 2003      | 2004      | 2005      | 2006      | 2007      | 2008      | 2009      |
|-------------------------|---------|---------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Total (persons)         | 885,775 | 971,881 | 1,122,233 | 1,298,568 | 1,419,085 | 1,367,351 | 1,427,928 | 1,551,726 | 1,361,769 | 1,013,840 |
| Wandering late at night | 307,112 | 370,523 | 475,594   | 577,082   | 669,214   | 671,175   | 719,732   | 795,430   | 732,838   | 554,078   |
| Smoking                 | 417,053 | 437,988 | 480,598   | 542,214   | 575,749   | 545,601   | 557,079   | 602,763   | 497,658   | 364,956   |
| Others                  | 161,610 | 163,370 | 166,041   | 179,272   | 174,122   | 150,575   | 151,117   | 153,533   | 131,273   | 94,806    |

## (2) Chief Characteristics of Juvenile Delinquency in 2009

### 1) Juvenile Penal Code Offenders

The number of juvenile Penal Code offenders arrested in 2009 is shown in Table 1-27, and the

number of offenses for larceny offenses, intellectual offenses, and sex-related offenses has increased from the previous year. However, the spate of major crimes committed by juveniles has drawn society's attention.

**Table 1-27 Trends in the Number of Arrests by Crime of Juveniles Penal Code Offenders (2000-2009)**

| Category \ Year           | 2000    | 2001    | 2002    | 2003    | 2004    | 2005    | 2006    | 2007    | 2008   | 2009   |
|---------------------------|---------|---------|---------|---------|---------|---------|---------|---------|--------|--------|
| Total (persons)           | 132,336 | 138,654 | 141,775 | 144,404 | 134,847 | 123,715 | 112,817 | 103,224 | 90,966 | 90,282 |
| Felonious offenses        | 2,120   | 2,127   | 1,986   | 2,212   | 1,584   | 1,441   | 1,170   | 1,042   | 956    | 949    |
| Violent offenses          | 19,691  | 18,416  | 15,954  | 14,356  | 11,439  | 10,458  | 9,817   | 9,248   | 8,645  | 7,653  |
| Larceny offenses          | 77,903  | 81,260  | 83,300  | 81,512  | 76,637  | 71,147  | 62,637  | 58,150  | 52,557 | 54,784 |
| Intellectual offenses     | 584     | 526     | 632     | 784     | 1,240   | 1,160   | 1,294   | 1,142   | 1,135  | 1,144  |
| Moral offenses            | 429     | 410     | 347     | 425     | 344     | 383     | 346     | 341     | 389    | 399    |
| Other Penal Code offenses | 31,609  | 35,915  | 39,556  | 45,115  | 43,603  | 39,126  | 37,553  | 33,301  | 27,284 | 25,353 |

### 2) Repeat Offenders

The number of juvenile Penal Code repeat offenders in 2009 has decreased for six consecutive years. The number of repeat offenders as a proportion of the population<sup>1</sup> is 3.9, 3.5 times (1.1) that of the population of adult repeat offenders.

**Diagram 1-61 Trends in the Number and Proportion of Juvenile Penal Code Repeat Offenders (2000-2009)**

## 2. Comprehensive Measures for the Prevention of Juvenile Delinquency

### (1) Activities of Juvenile Support Centers

The police have established juvenile support centers<sup>2</sup> in all Prefectural Police where juvenile guidance officials work in close cooperation with schools, child counseling centers, and other relevant institutions and organizations to implement comprehensive measures for the prevention of juvenile delinquency.

Note 1: The number of repeat offenders per 1,000 members of the population in the same age group

2: As of April 1, 2009, 197 Juvenile Support Centers have been set up throughout Japan. (68 are set up outside of police facilities)

**Diagram 1-62 Juvenile Support Center**



#### 1) Juvenile Consultation Activities

Personnel with specialized knowledge about psychology or education, or have broad experiences in dealing with issues related to juvenile delinquency provide sympathetic counseling and advice to juveniles and parents who have worries or concerns. Consultation is also provided easily through toll free calls and emails.

#### 2) Street Guidance Activities

In order to deter juvenile delinquency and promote the wholesome development of juveniles, it is necessary to take appropriate action before misconduct leads to delinquency. The police implement street guidance activities jointly with schools and relevant institutions, volunteer groups and local residents at various locations where juveniles are likely to gather, such as busy shopping districts, school perimeters, school routes, and parks.

#### 3) On-going Guidance and Support for Recovery

Upon the requests of juveniles or their parents, guidance and support are provided on an on-going basis to help juveniles recover, whether they were involved in juvenile consultations or street guidance activities etc. This is achieved through interviews, home visits, and participation in such activities as community service until their family, school, personal relationships and other environmental factors improve. Other measures include counseling for victims of bullying and sex crimes in which they deal with their concerns on a continuous basis.

#### 4) Awareness Activities

The police are promoting the understanding of the realities of juvenile delinquency, crime victims and juvenile police activities by giving courses in delinquency prevention, drug abuse prevention etc. in schools, as well as holding discussion meetings about juvenile delinquency with local residents and parents.

### (2) Cooperation with Schools and Other Relevant Institutions

#### 1) Juvenile Support Teams

Juvenile Support Teams consisting of representatives from schools, police, and child counseling centers provide guidance and support to juveniles on issues pertaining to their respective specialist fields, in order to respond appropriately to each juvenile's particular problem situation. The police are also working in conjunction with the Ministry of Education, Culture, Sports, Science and Technology to hold councils with such representatives from Prefectural Police and relevant institutions and organizations to make the most of the juvenile support teams.

#### 2) Cooperation between Schools and the Police

Under the "school-police information sharing framework", both schools and police mutually provide information about minors with juvenile delinquency problems. The framework is based on agreements concluded between education boards, and the police, and was operational in all prefectures as of April 1, 2009. Around 2,400 School-Police Liaison Councils have also been established in the jurisdictions of police stations and municipalities throughout Japan.

#### 3) School Supporter System

The School Supporter system assigns retired policemen and others to police stations to be available for dispatch upon request from schools to handle juvenile issues at schools, conduct patrols and consultation, and give advice on securing the safety of minors. As of April 1, 2010, this system has been adopted in 42 prefectures and approximately 600 people are assigned as staff.

**Diagram 1-63 School Support System**



### (3) Cooperation with Juvenile Police Volunteers

As of 1 April 2009, the police have commissioned approximately 52,000 juvenile guidance officials<sup>1</sup>, 350 support personnel for juvenile police<sup>2</sup>, and 6,700 juvenile guidance committee members<sup>3</sup> and other juvenile police volunteers throughout Japan to work together in street guidance activities and other activities to promote the wholesome development of juveniles.

Note 1: They are engaged in wide delinquency prevention activities including street guidance activities and environmental clean-up activities.

2: They are engaged in consultation guidance to prevent delinquency by separating juveniles from delinquency groups.

3: Based on the Act on Control and Improvement of Amusement Business, etc., they are engaged in juvenile guidance activities and advice activities to owners of amusement business to prevent juveniles from being influenced by the harmful entertainment environment after receiving commission from the Prefectural Public Safety Commission.

### (4) Measures against Juvenile Crime

The police are enhancing and strengthening investigation and examination of felonious and violent juvenile crime by reinforcing the number of police officers in charge of juvenile crime by devoting a team of investigators by organizing them into juvenile crime special investigation units and other measures. Juvenile crime instruction officers have also been assigned to the NPA and Prefectural Police Headquarters to provide instructions to police stations on matters regarding juvenile crime investigations, especially with respect to characteristics of juveniles and trials of juvenile crimes and so on.



## Chapter II.

### Promotion of Measures against Organized Crimes

#### Section 1. Measures against *Boryokudans*

##### 1. *Boryokudan* Situation

Recently *Boryokudans* are attempting to make headway undertaking various businesses such as the construction industry, financial business, waste disposal industry and securities markets, supplementing their traditional fields of interest such as fund acquisition activities, violent interventions in civil affairs, and violence against the government administrations. *Boryokudans* are concealing the true nature of their organizations and utilizing those living in coexistence with *Boryokudans*<sup>1</sup>, activating fund acquisition activities in society as a whole.

*Boryokudans* conduct various fund acquisition activities corresponding to changes in their socioeconomic circumstances. Recently, many have acquired funds by intervening in public work projects or have committed fraud by misuse of public benefit mechanisms and other systems.

Furthermore, the number of brutal crimes using guns committed by *Boryokudans* in busy streets or residential intersections has not decreased. These crimes continue to seriously threaten society.

The police are doubling efforts against these problems and conducting thorough crackdowns on *Boryokudan*-related crime while paying attention to the changes in socioeconomic situation. The police are promoting the effective operation of the Act on Prevention of Unjust Conduct by Organized Crime Group Members (hereafter referred to as The Anti-*Boryokudan* Act) and *Boryokudan* elimination activities

##### (1) Trends in Regular and Associate *Boryokudan* Membership

The total number of regular and associated *Boryokudan* members<sup>2</sup> (hereafter referred to as “*Boryokudan* Members”) are shown in Diagram 2-1. The total count gradually increased between 1996 and 2004, but decreased in 2008 following 2007.

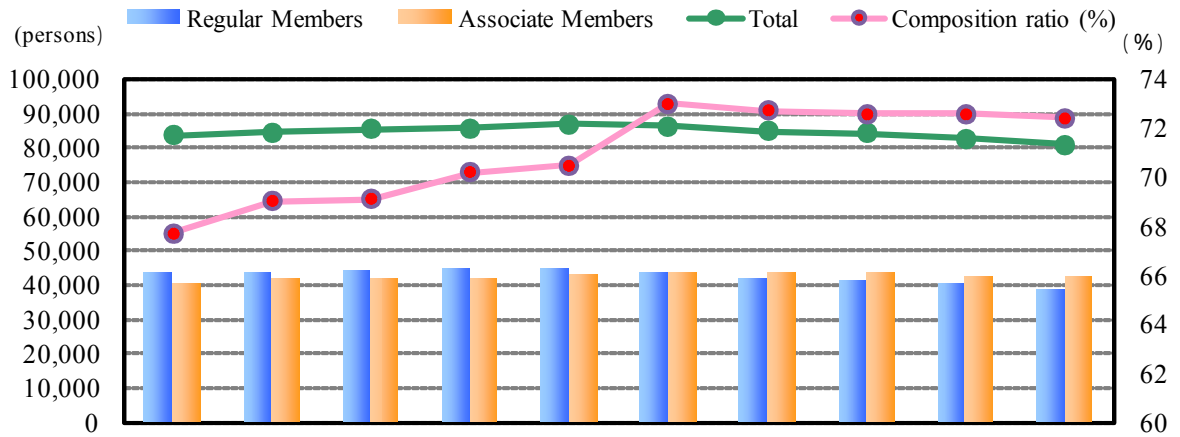
In 2009, although the aggregate number of regular and associated members within the big three organizations of Yamaguchi-gumi, Sumiyoshi-kai and Inagawa-kai decreased, the three still account for more than 70% of Japan’s total *Boryokudan* members, signifying that these three groups continue to hold an oligarchy over organized crime. Furthermore, the associated and regular members of the Yamaguchi-gumi alone made up 45.0%<sup>3</sup> of the total number of *Boryokudan* members, which indicates the prominence of Yamaguchi-gumi.

Note 1: The existence of individuals or groups who provide funds, support fund acquisition activities or are associated with *Boryokudans*. They are, as it were, living in coexistence with *Boryokudans* who attempt to expand their own interests by utilizing *Boryokudans*’ power and fund concealing relations with *Boryokudans*.

2: Associated Members are those who are not necessarily members of a *Boryokudan*, but have a relationship with a *Bokryokudan* and attempt unlawful and violent actions with the power of the *Boryokudan* behind them or those who cooperate with and support the activities of *Boryokudans* by supplying funds, weapons, etc. or are associated with *Boryokudans* or *Boryokudan* members.

3: The associated and regular members of the Yamaguchi-gumi account for 49.2% of all the *Boryokudan* members.

**Diagram 2-1 Trends in *Boryokudan* Membership (2000-2009)**



| Year                  | 12     | 13     | 14     | 15     | 16     | 17     | 18     | 19     | 20     | 21     |
|-----------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Category              |        |        |        |        |        |        |        |        |        |        |
| Total                 | 83,600 | 84,400 | 85,300 | 85,800 | 87,000 | 86,300 | 84,700 | 84,200 | 82,600 | 80,900 |
| Regular Members       | 43,400 | 43,100 | 43,600 | 44,400 | 44,300 | 43,300 | 41,500 | 40,900 | 40,400 | 38,600 |
| Associate Members     | 40,200 | 41,300 | 41,700 | 41,400 | 42,700 | 43,000 | 43,200 | 43,300 | 42,200 | 42,300 |
| Total Number of Big 3 | 56,600 | 58,200 | 58,900 | 60,200 | 61,300 | 63,000 | 61,600 | 61,100 | 60,000 | 58,600 |
| Composition ratio (%) | 67.7   | 69.0   | 69.1   | 70.2   | 70.5   | 73.0   | 72.7   | 72.6   | 72.6   | 72.4   |

Note: Composition ratio = Total Number of three organizations÷Total Number×100























## (2) Dissolution and Disintegration of *Boryokudans*

In 2009, a total of 215 *Boryokudan* organizations (having a total of approximately 1,165 regular members) were dissolved or disintegrated. Of these, 168 organizations (78.1%) having approximately 922 members (79.1%) were organizations under the umbrella of one of the big three organizations, Yamaguchi-gumi, Inagawa-kai or Sumiyoshi-kai.

## (3) Designation of *Boryokudan*

As of June 1, 2010, a total of 22 organizations were designated as a *Boryokudan*, based on the definition laid out in the Anti-*Boryokudan* Act. During 2009, Matsuba-kai, were designated as a *Boryokudan* for the sixth time, the third Fukuhaku-kai was designated as a *Boryokudan* for the fourth time.

**Table 2-1 List of Designated Boryokudans ( 22 Organizations )**

|  |   |   |
|--|---|---|
| <b>Sixth Yamaguchi-gumi</b><br>4-3-1 Shinohara-honmachi,<br>Nada-ku, Kobe City, Hyogo<br>Kenichi Shinoda<br>45<br>19,000                                      | <b>Inagawa-kai</b><br>7-8-4 Roppongi, Minato-ku, Tokyo<br>Sin Byon-Gyu<br>21<br>4,700                                  | <b>Sumiyoshi-kai</b><br>6-4-1 Akasaka, Minato-ku, Tokyo<br>Shigeo Nishiguchi<br>19<br>6,100                  |
| <b>Fourth Kudo-kai</b><br>1-1-12 Kantake, Kokurakita-ku,<br>Kitakyushu City, Fukuoka<br>Satoru Nomura<br>3<br>690   | <b>Third Kyokuryu-kai</b><br>4-301-6 Shuri Ishimine-cho,<br>Naha City, Okinawa<br>Yoshihiro Onaga<br>1<br>270          | <b>Okinawa Kyokuryu-kai</b><br>2-6-19 Tsuji, Naha City, Okinawa<br>Kiyoshi Tominaga<br>1<br>370              |
| <b>Sixth Aisukotetsu-kai</b><br>176-1 Higashi-tagasegawa-suji, Uenokuchi-agaru<br>Iwataki-cho, Shimogyo-ku, Kyoto City, Kyoto<br>Yoshitsugu Baba<br>3<br>470  | <b>Fifth Kyosei-kai</b><br>18-10 Minami-oko-cho, Minami-ku,<br>Hiroshima City, Hiroshima<br>Atsumu Moriya<br>1<br>290  | <b>Seventh Goda-ikka</b><br>3-13-6 Takezaki-cho, Shimonoseki City,<br>Yamaguchi<br>Kim Kyo-Hwan<br>3<br>160  |
| <b>Fourth Kozakura-ikka</b><br>9-1 Kotsuki-cho, Kagoshima City, Kagoshima<br>Kiei Hiraoka<br>1<br>100    | <b>Third Asano-gumi</b><br>615-11, Kasaoka, Kasaoka City, Okayama<br>Yoshiaki Kushita<br>2<br>130                     | <b>Dojin-kai</b><br>247-6 Kyo-machi, Kurume City, Fukuoka<br>Tetsuji Kobayashi<br>4<br>840                  |
| <b>Second Shinwa-kai</b><br>2-14-4 Shioami-cho, Takamatsu City, Kagawa<br>Hirofumi Kira<br>1<br>70    | <b>Soai-kai</b><br>1343-8 Uruido, Ichihara City, Chiba<br>Masanori Shiohima<br>2<br>230                              | <b>Third Kyodo-kai</b><br>3025-1 sanba-cho, Onomichi City, Hiroshima<br>Nozomu Watanabe<br>6<br>180        |
| <b>Taishu-kai</b><br>1314-1 Ugeta, Oaza, Tgawa-city, Fukuoka<br>Hiroshi Hidaka<br>1<br>170    | <b>Seventh Sakaume-gumi</b><br>1-3-17 Taishi, Nishinari-ku, Osaka-City, Osaka<br>Nam Yeoil<br>1<br>110               | <b>Kyokuto-kai</b><br>1-29-5 Nishi-ikebukuro, Toshima-ku, Tokyo<br>Jo Gyu Hwa<br>15<br>1,200               |
| <b>Second Azuma-gumi</b><br>1-11-8 Sanno, Nishi-nari-ku,<br>Osaka City, Osaka<br>Hiroshi Takimoto<br>1<br>170   | <b>Matsuba-kai</b><br>2-9-8 Nishi-asakusa, Taito-ku, Tokyo<br>Yoshiro Ogino<br>10<br>1,200                           | <b>Third Fukuhaku-kai</b><br>5-18-15 Chiyo, Hakata-ku, Fukuoka City,<br>Fukuoka<br>Kim In Sun<br>4<br>300  |
| <b>Kyushu Seido-kai</b><br>2-4-2 Jyokan-cho, Omuta City, Fukuoka<br>Park Jeong Ho<br>6<br>380   | [Legend]<br>Location of Main Office<br>Representative (Including second-in-command)<br>Area of Influence (prefectures)<br>Approximate number of members   |   |

Note 1: & refer to address as of 19 March, & refer to the end of 2009.

2: The percentage of the designated Boryokudan members (37,000 persons) within the total number of Boryokudan members (38,600 persons) was 95.9% as of the end of 2008.

## 2. Cracking Down on *Boryokudan* Crime

### (1) Overview of Arrests of *Boryokudan* Members

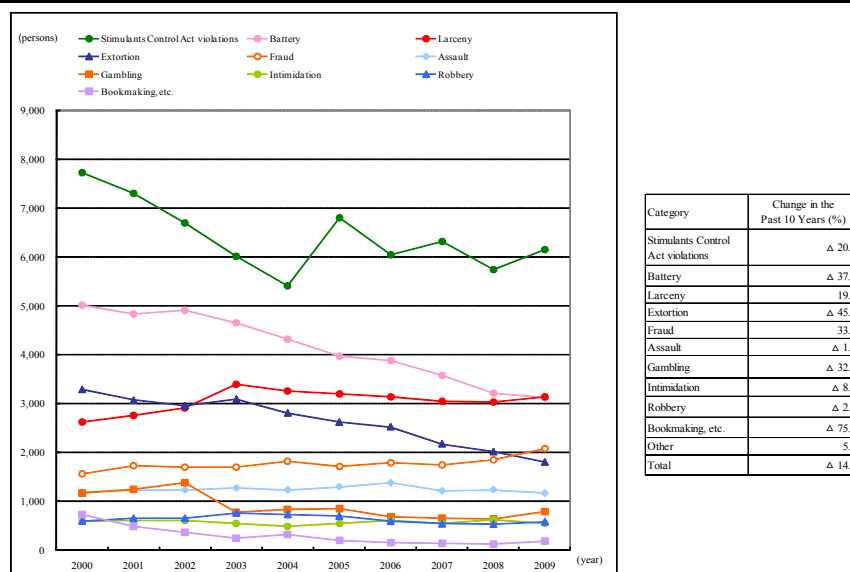
Trends in the number of arrests of *Boryokudan* members according to the type of crime are shown in Diagram 2-2.

Since 2000, there have been five primary types of crime leading to criminal arrest. They are: Stimulants Control Act violations, larceny, battery, fraud and extortion. The primacy of these crimes has not changed, but there has been a sharp decline in the number of

persons arrested for extortion, the four laws related to gambling and public racing (bookmaking)<sup>1</sup>. On the other hand, the number of persons arrested for fraud and larceny has increased, which shows that *Boryokudans* greatly change the methods to acquire funds.

Note 1: Horse Racing Act, Bicycle Racing Act, Auto Racing Act, and Motorboat Racing Act

**Diagram 2-2 Trends in the Number of Members or Associated Members of *Boryokudans* Cleared for Serious Crimes, by Crime Category (2000-2009)**



### (2) Incidents of Rivalry Conflict and Incidents of Gun Violence Caused by *Boryokudans*

Diagram 2-2 shows the trends of the number of cases concerning rivalry conflict and gun violence caused by *Boryokudans*. In 2009, there was one case of rival

conflict, leading to two deaths or injuries. Additionally, there were 22 incidents of handgun usage by *Boryokudan* members, leading to 14 deaths or injuries.

**Table 2-2 Trends in the Number of Incidents of Rivalry Conflicts or Gun Violence caused by *Boryokudans* (2000-2009)**

| Year             |  | 2000         | 2001         | 2002         | 2003         | 2004         | 2005         | 2006                    | 2007         | 2008        | 2009        |
|------------------|--|--------------|--------------|--------------|--------------|--------------|--------------|-------------------------|--------------|-------------|-------------|
| Rivalry Conflict | Number of cases (cases)                            | 5            | 5            | 7            | 7            | 6            | 6            | 0                       | 3            | 1           | 1           |
|                  | Number of incidents (times)                        | 18           | 81           | 28           | 44           | 31           | 18           | 0 [ 15 ]                | 18           | 6           | 4           |
|                  | Number of incidents among those that involved guns | 16<br>(88.9) | 71<br>(87.7) | 21<br>(75.0) | 32<br>(72.7) | 19<br>(61.3) | 11<br>(61.1) | 0 [ 8 ]<br>( [ 53.3 ] ) | 12<br>(66.7) | 3<br>(50.0) | 1<br>(25.0) |
|                  | Number of deaths                                   | 1            | 4            | 2            | 7            | 4            | 2            | 0                       | 8            | 3           | 2           |
|                  | Number of injuries                                 | 9            | 15           | 14           | 15           | 12           | 4            | 0 [ 6 ]                 | 8            | 0           | 0           |
| Gun Violence     | Number of cases                                    | 92           | 178          | 112          | 104          | 85           | 51           | 36                      | 41           | 32          | 22          |
|                  | Number of deaths                                   | 17           | 24           | 18           | 28           | 15           | 7            | 2                       | 12           | 8           | 6           |
|                  | Number of injuries                                 | 24           | 20           | 20           | 27           | 12           | 6            | 8                       | 7            | 5           | 8           |

Note 1: The rate of firearm use is shown in parenthesis.

In rivalry conflicts, the series of incidents between specified groups resulting from beginning to end is considered individually for "Number of incidents" and the total number of illegal acts stemming from a given conflict falls under "Number of occurrences."

3: "Incidents of gunfire" believed to have been committed by Boryokudan, etc., are cases for which it is suspected that a Boryokudan member or associated member was responsible, as well as those incidents with which it is believed that Boryokudan held an interest.

4: The incidents that are regarded as internal conflicts between Dojin-kai and Kyushu Seido-kai in 2006 or the attacks by conflicts are allocated in square parentheses.

### (3) Fund Acquisition Crimes

The police collect and analyze information regarding the ever diverse and nontransparent fund acquisition efforts of *Boryokudans* and promote crackdown on *Boryokudans* or those living in coexistence with *Boryokudans* while paying attention to the changes in socioeconomic situation.

#### 1) Fund acquisition crimes responding the changes in social situation

*Boryokudans* commit a multitude of fund acquisition crimes such as unreasonable requests of corporations and government organizations, *Furikome* fraud, robbery, and larceny, as well as misuse of public benefit systems under the recent economic depression and various fund acquisition crimes responding to the changes of the time.

#### 2) Fund acquisition crimes in disguise of economic activities

*Boryokudans*, with the threat of force in the background, either act through the business that is effectively provided to them by associate companies or collude with those individuals living in coexistence with them to carry out general business transactions and commit a multitude of fund acquisition crimes such as violation of the Money Lending Business Act or the Waste Management and Public Cleansing Act.

#### 3) Traditional fund acquisition crimes

In recent years there has been a declining trend in the ratio held by *Boryokudan* members in the total number of arrests for the so-called traditional fund acquisition crimes of Stimulants Control Act violations, assaults, gambling and bookmaking.

**Table 2-3 Trends in the Number of Arrests Regarding Traditional Fund Acquisition Activities (2000-2009)**

| Category \ Year   | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|---|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Total number of boryokudan members arrested (persons)               | 31,054 | 30,917 | 30,824 | 30,550 | 29,325 | 29,626 | 28,417 | 27,169 | 26,064 | 26,503 |
| Number of arrests for traditional fund raising activities (persons) | 12,910 | 12,100 | 11,398 | 10,128 | 9,379  | 10,467 | 9,412  | 9,275  | 8,517  | 8,921  |
| Stimulant drugs   | 7,720  | 7,298  | 6,699  | 6,016  | 5,412  | 6,810  | 6,043  | 6,319  | 5,735  | 6,153  |
| Extortion   | 3,290  | 3,070  | 2,954  | 3,092  | 2,808  | 2,619  | 2,523  | 2,175  | 2,013  | 1,800  |
| Gambling  | 1,164  | 1,238  | 1,374  | 780    | 837    | 845    | 685    | 648    | 639    | 789    |
| Bookmaking, etc.  | 736    | 494    | 371    | 240    | 322    | 193    | 161    | 133    | 130    | 179    |
| Composition ratio (%)   | 41.6   | 39.1   | 37.0   | 33.2   | 32.0   | 35.3   | 33.1   | 34.1   | 32.7   | 33.7   |

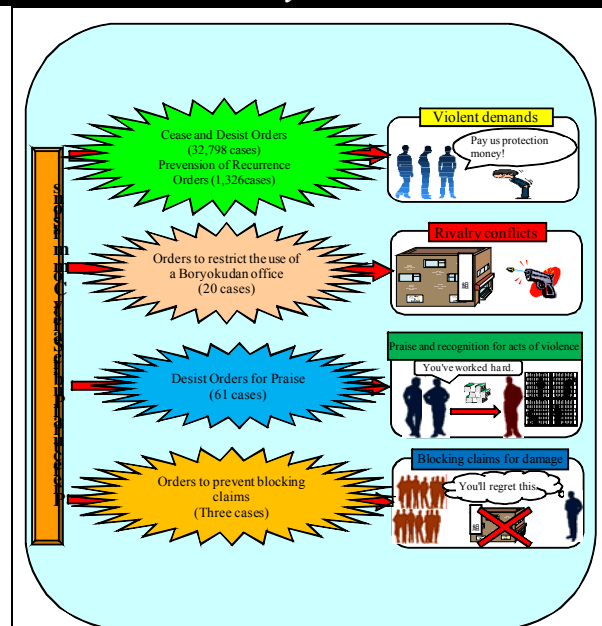
Note: Composition rate = Number of arrests for traditional fund raising activities ÷ Total number of boryokudan members arrested × 100

### 3. Operation of the Anti-Boryokudan Act

When members of designated *Boryokudans* use the influence of the *Boryokudan* to which they belong to make violent demands etc., the Prefectural Public Safety Commissions can issue cease and desist orders etc., based on the Anti-Boryokudan Act.

Table 2-4 shows the number of issuances of cease and desist orders by Prefectural Public Safety Commissions in the last five years.

**Diagram 2-3 Outline of Orders based on Anti-Boryokudan Act**



Note: Figures in parentheses indicate the number of issued orders from the time the Anti-Boryokudan Act was enacted to the end of 2008.

**Table 2-4 Trends in the Number of Issuances of Cease and Desist Orders (2005-2009)**

| Category |                       |   | Year | 2005        | 2006        | 2007        | 2008       | 2009       |
|----------|-----------------------|---|------|-------------|-------------|-------------|------------|------------|
| Total    |                       |   |      | 2,668 (112) | 2,488 (128) | 2,427 (110) | 2,270 (86) | 2,119 (95) |
| By Law   | Article 9             | Unjust demands for donation   |      | 798 (19)    | 792 (36)    | 764 (25)    | 796 (20)   | 721 (18)   |
|          |                       | Unjust demands for subcontracting, etc.   |      | 36 (3)      | 21          | 62 (2)      | 16         | 13         |
|          |                       | Unjust demands for protection money   |      | 253 (17)    | 237 (24)    | 223 (16)    | 170 (14)   | 176 (14)   |
|          |                       | Unjust demands for bodyguard fees   |      | 391 (49)    | 356 (23)    | 369 (30)    | 407 (28)   | 333 (18)   |
|          |                       | Unjust demands for the payment of a high interest bond  |      | 32          | 24          | 35          | 43 (2)     | 49 (4)     |
|          |                       | Unjust demands for the payment of a bond  |      | 35          | 25          | 19          | 15 (1)     | 12         |
|          |                       | Unjust demands to be released from debt   |      | 89 (1)      | 93 (2)      | 86          | 72 (1)     | 87 (1)     |
|          |                       | Unjust demands for a loan, etc.   |      | 27          | 17 (1)      | 16 (1)      | 14 (1)     | 19         |
|          |                       | Unjust auction obstructions   |      | 0           | 1           | 0           | 0          | 0          |
|          |                       | Unjust interference in negotiations   |      | 1           | 1           | 2           | 1          | 2          |
|          |                       | Unjust demands for money and goods under invented pretexts                                      |      | 52          | 38 (2)      | 24          | 25 (1)     | 22         |
|          |                       | Other   |      | 5           | 13          | 4           | 7          | 8          |
|          | Article 10            | Demand for violent demanding acts   |      | (1)         | (0)         | (1)         | (0)        | (0)        |
|          |                       | On-site assistance against violent demands  |      | 347         | 273         | 247         | 255        | 279        |
|          | Article 12-2          | Violent demands related to the carrying out of the business of designated Boryokudans           |      | (1)         | (1)         | (1)         | 0          | (0)        |
|          | Article 12-3          | Requests of associated violent demanding acts   |      | (1)         | (4)         | (0)         | (1)        | (0)        |
|          | Article 12-5          | Associated violent demanding acts   |      | 22          | 1 (1)       | 2 (1)       | 1          | 1          |
|          | Article 15            | Order to restrict the use of a Boryokudan office  |      | (1)         | (0)         | (0)         | (0)        | (0)        |
|          | Article 16            | Forceful affiliation of juveniles and preventing them from leaving                              |      | 37 (1)      | 63 (1)      | 68 (9)      | 23 (2)     | 24 (2)     |
|          |                       | Forceful affiliation of members and preventing them from leaving through the threat of violence |      | 454 (19)    | 449 (33)    | 422 (24)    | 366 (15)   | 324 (8)    |
|          |                       | Forceful affiliation of those in close contact to members and preventing them from leaving      |      | 53          | 44          | 50          | 34         | 31         |
|          | Article 17            | Forceful order to join Boryokudan   |      | (0)         | (0)         | (0)         | (0)        | (0)        |
|          | Article 20            | Extortion by finger cutting   |      | 32          | 31          | 19          | 20         | 12         |
|          | Article 24            | Extortion of youth by forcing them to receive tattoos   |      | 0           | 1           | 3           | 2          | 0          |
|          | Article 29            | Prohibited activity in the office   |      | 4           | 8           | 12          | 3          | 6          |
|          | Article 30-2          | Persistent compensation claims  |      | -           | -           | -           | 0 (3)      | 0 (0)      |
|          | Article 30-5          | Appraisal of violent act  |      | -           | -           | -           | (61)       | (30)       |
| By Group | Sixth Yamaguchi-gumi  |   |      | 1,137 (34)  | 1,152 (52)  | 1,192 (43)  | 918 (25)   | 843 (18)   |
|          | Inagawa-kai           |   |      | 417 (32)    | 377 (41)    | 341 (25)    | 372 (29)   | 330 (24)   |
|          | Sumiyoshi-kai         |   |      | 331 (19)    | 333 (9)     | 319 (14)    | 361 (9)    | 368 (12)   |
|          | Fourth Kudo-kai       |   |      | 19          | 23 (2)      | 17 (2)      | 12 (1)     | 13         |
|          | Third Kyokuryu-kai    |   |      | 15          | 15          | 10 (2)      | 15 (1)     | 4 (12)     |
|          | Okinawa Kyokuryu-kai  |   |      | 23          | 18 (3)      | 27 (1)      | 22         | 16 (2)     |
|          | Sixth Aizukotetsu-kai |   |      | 25 (3)      | 34 (4)      | 10 (2)      | 4          | 17 (13)    |
|          | Fifth Kyosei-kai      |   |      | 9           | 8           | 8           | 8          | 0          |
|          | Seventh Goda-ikka     |   |      | 7 (1)       | 7 (1)       | 8 (1)       | 6 (1)      | 7          |
|          | Fourth Kozakura-ikka  |   |      | 0           | 1           | 0           | 2          | 1          |
|          | Third Asano-gumi      |   |      | 3           | 5           | 1           | 2          | 2          |
|          | Dojin-kai             |   |      | 91 (7)      | 80 (6)      | 62 (7)      | 77 (5)     | 26 (3)     |
|          | Second Shinwa-kai     |   |      | 2           | 5           | 2           | 2          | 1          |
|          | Soai-kai              |   |      | 37 (6)      | 20 (4)      | 38 (6)      | 17 (1)     | 13 (1)     |
|          | Third Kyodo-kai       |   |      | 2           | 4           | 2 (1)       | 7          | 12 (1)     |
|          | Taishu-kai            |   |      | 8           | 8           | 22 (1)      | 16 (2)     | 20 (3)     |
|          | Seventh Sakaume-gumi  |   |      | 0           | 0           | 3           | 1          | 4          |
|          | Kyokuto-kai           |   |      | 50 (1)      | 47 (1)      | 28 (1)      | 41 (3)     | 61 (1)     |
|          | Second Azuma-gumi     |   |      | 13 (1)      | 17          | 18          | 24         | 10         |
|          | Matsuba-kai           |   |      | 73 (6)      | 66 (3)      | 68 (2)      | 81 (7)     | 79 (4)     |
|          | Third Fukuhaku-kai    |   |      | 6           | 11 (1)      | 11          | 17 (1)     | 7 (1)      |
|          | Kyushu Seido-kai      |   |      | -           | -           | -           | 13 (1)     | 17         |

Note 1: The number shows the amount of cease orders issued, while those in parenthesis indicate that Article 15 for the order to restrict the use of a Boryokudan office, Article 30-2 order to prevent, Article 30-5 desist order, and others order to prevent recurrence.

## 4. Activities to Eliminate Violence

Since measures against *Boryokudan* organized crime groups need to be implemented by society as a whole, the police have been trying to shift the underlying structure of “police versus *Boryokudans*” into that of “society versus *Boryokudans*” and promoting efforts to isolate *Boryokudans* by society as a whole by further intensifying cooperation with relevant institutions and organizations.

### (1) Activities to Eliminate Violence by the National and Local Governments

#### 1) Elimination of *Boryokudans* from Public Works Projects and Private-Sector Construction Works

The national and local governments, in cooperation with the police, have been promoting the development of so-called guidelines for the elimination of *Boryokudans*, etc. in order to exclude *Boryokudan*-linked enterprises from contractors for public works projects, etc.



Under an agreement reached in December 2009 by the working team on comprehensive measures for the crackdown on *Boryokudans* set up under the Ministerial Meeting Concerning Measures against Crime, the government is pushing ahead with efforts to eliminate *Boryokudans* from all public works projects, including the incorporation of *Boryokudan* exclusionary clauses<sup>1</sup> in contracts for public works other than government-ordered public construction projects (including those related to subcontractor contracts and reconsignment contracts, etc.). The government is also giving guidance to and requesting

industry sectors involved in private-sector works, etc. to promote similar measures. Furthermore, it is giving guidance to independent administrative institutions as well as local governments to promote similar efforts.

Note 1: Clauses of laws, regulations, bylaws and contracts, etc. that provide for the exclusion of *Boryokudan*-related persons such as *Boryokudan* members or *Boryokudan*-linked enterprises from those who obtain permissions, etc., parties to be entrusted with clerical work and counterparties of contracts and other transactions, etc.

#### **Diagram 2-4 Outline of Agreement by Working Team on Comprehensive Measures for Crackdown on *Boryokudans***

##### **Clarification of targets for elimination from public works and stronger cooperation with the police**

Concerning the placement of orders for public works, government ministries and agencies that have yet to clarify *Boryokudan*-linked enterprises and other targets for elimination from public works and to secure stronger cooperation with the police shall do so promptly.

##### **Introduction of the reporting system concerning unjust intervention by *Boryokudan* members, etc.**

Government ministries and agencies that have yet to introduce the reporting system obligating contractors to report any unjust intervention by *Boryokudan* members, etc. to the police and ordering parties and levying penalties on those that neglect these obligations shall introduce the reporting system promptly.

##### **Elimination of *Boryokudans* from all public works, etc.**

Government ministries and agencies shall promote the elimination of *Boryokudans* from all public works, etc. by excluding *Boryokudan* members, etc. from tender participants and incorporating *Boryokudan* exclusionary clauses in contracts for public works other than government-ordered public construction projects (including those related to subcontractor contracts and reconsignment contracts, etc.).

##### **Elimination of *Boryokudans* from private-sector works, etc.**

Government ministries and agencies concerned shall continue to give guidance to and request industry sectors involved in private-sector works, etc. to implement measures similar to those described in to above, including the incorporation of *Boryokudan* exclusionary clauses into contracts and contractual conditions for transactions concerning the placement of orders for such works, consignment of services and procurement of goods and materials, etc.

## **2) Ordinances for Elimination of *Boryokudans***

Following increasing incidents of rivalry conflicts between *Boryokudans* and the opening of *Boryokudan* offices in commercial and residential buildings in recent years, local governments are moving to enact or revise ordinances for the elimination of *Boryokudans*.

### **(2) Elimination of *Boryokudans* from Various Industry Sectors and Transactions**

#### **1) Elimination of *Boryokudans* from Various Industry Sectors**

In order to shut off sources of funds of *Boryokudans*, the police are promoting, in cooperation with relevant organizations, activities to eliminate *Boryokudans* from various industry sectors, including industrial waste disposers, money lenders and building contractors. Further, in recent years, many laws regulating various industry sectors have been incorporating *Boryokudan*

exclusionary clauses to eliminate *Boryokudans* and *Boryokudan*-linked enterprises from various industry sectors. In 2009, such clauses were incorporated into the Customs Act and the Installment Sales Act.

#### **2) Elimination of *Boryokudans* from Various Transactions**

As *Boryokudans* have become very sophisticated in making their activities to acquire illicit funds opaque in recent years, it is quite possible that ordinary companies unknowingly conduct economic transactions with them, totally unaware that counterparties of transactions are *Boryokudan*-linked enterprises. Given such a situation, relevant organizations and institutions are intensifying their cooperation to promote efforts to eliminate *Boryokudans* from various transactions in accordance

with the “Guideline for Business Enterprises to Prevent Damage by Anti-Social Forces”<sup>1</sup> worked out at an executive meeting of the Ministerial Meeting Concerning Measures against Crime.

The Japanese securities industry has been promoting efforts to eliminate *Boryokudans* and other anti-social forces from securities transactions. In March 2009, the Japan Securities Dealers Association (JSDA) was registered with the National Public Safety Commission as an institution to manage information on unjust demands<sup>2</sup>.

In the banking industry, the Japanese Bankers Association has been promoting efforts to eliminate *Boryokudans* and other anti-social forces from banking transactions. In September 2009, the association presented its member banks, etc. with reference examples of *Boryokudan* exclusionary clauses and account application forms that require applicants to state and affirm that they do not fall under the category of anti-social forces.

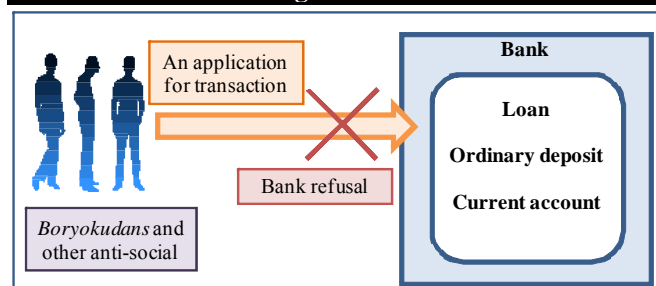
Note 1: The guideline summarizes basic ideas and concrete responses with which business enterprises prevent damage by anti-social forces.

2: An institution that undertakes the collection of information on unjust demands and the provision of relevant information.

affairs in order to prevent damage from unjust demands from *Boryokudans* and alleviate damage caused by *Boryokudans* by supporting the victims of *Boryokudan* crimes in their damages suits against perpetrators and local residents in their civil suits to remove *Boryokudan* offices from their communities.

In cooperation with the police, *Boryokudan* Elimination Centers and bar associations, restaurants, bars and other businesses are mounting movements to refuse payments of so-called “protection money” to *Boryokudans* to shut off this stable source of funding for them. The police are promoting support to these activities to eliminate violence.

**Diagram 2-5 Elimination of *Boryokudans* from Banking Transactions**



### (3) Activities by Local Residents to Eliminate Violence, etc.

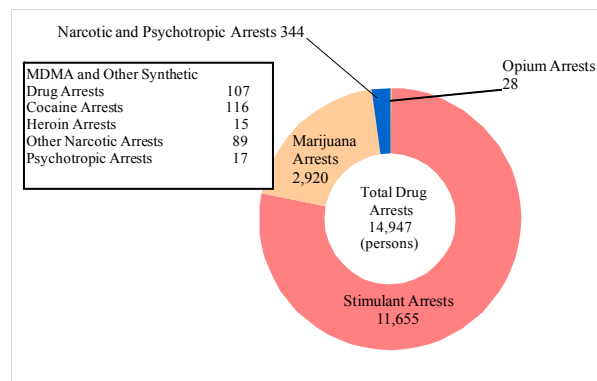
The police have been promoting adequate support to local residents, etc., including assistance for local residents’ movements to block designated *Boryokudans*’ plans to set up their headquarters offices in local communities, which actually forced them to drop such plans. The police have also worked closely with the Prefectural Centers to Promote Movements for Elimination of *Boryokudans* (hereinafter referred to “the *Boryokudan* Elimination Centers”) and bar associations to establish study groups on measures to deal with the intervention of *Boryokudans* in civil

## Section 2. Drugs and Firearms Countermeasures

### 1. Drug Situation

In 2009, the number of persons arrested was 14,974, an increase of 659 (4.6%) from the previous year. The number of cases for stimulants and marijuana offenses cleared increased significantly and the number of persons arrested for stimulants and marijuana offenses marked record highs, and as such, the drug situation in Japan continues to be severe.

**Diagram 2-6 The Number of Persons Arrested for Drug-related Offenses (2009)**



#### (1) Stimulant Situation

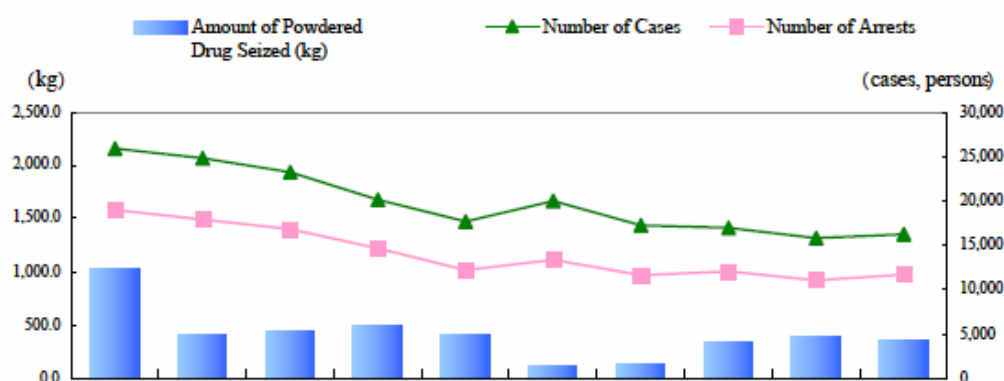
The number of persons arrested for stimulant offenses in 2009<sup>1</sup> has increased from the previous year. This accounts for a large portion of the total number of persons arrested for all the drug-related offenses. Moreover, the amount of powdered drug seized has decreased from the previous year.

Characteristics of methamphetamine offenses in 2009

- 58% of those arrested are repeat offenders.
- 53.2% of those arrested are *Boryokudan* members.
- The number of persons arrested for profit-making crimes significantly increased.

Note 1: Includes the number of persons arrested for violation of the Act on Special Provisions for the Narcotics and Psychotropics Control Act, etc. and Other Matters for the Prevention of Activities Encouraging Illicit Conducts and Other Activities Involving Controlled Substances through International Cooperation (hereinafter referred to as the “Anti-Drug Special Act”).

**Diagram 2-7 Trends in the Situation of Arrests for Stimulant Offenses (2000-2009)**



| Year  | 2000    | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|---|---------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Number of Cases                             | 25,913  | 24,791 | 23,225 | 20,129 | 17,699 | 19,999 | 17,226 | 16,929 | 15,801 | 16,208 |
| Number of Arrests                           | 18,942  | 17,912 | 16,771 | 14,624 | 12,220 | 13,346 | 11,606 | 12,009 | 11,025 | 11,655 |
| Amount of Powdered Drug Seized (kg)         | 1,026.9 | 406.1  | 437.0  | 486.8  | 406.1  | 118.9  | 126.8  | 339.3  | 397.5  | 356.3  |
| Amount of Tablets Seized (tablets)          | —       | —      | 16,031 | 70     | 366    | 26,402 | 56,886 | 4,914  | 22,371 | 12,799 |
| Number of First-time Offenders              | 9,506   | 8,742  | 7,861  | 6,785  | 5,454  | 5,995  | 5,270  | 5,296  | 4,837  | 4,890  |
| Component Ratio of First-time Offenders (%) | 50.2    | 48.8   | 46.9   | 46.4   | 44.6   | 44.9   | 45.4   | 44.1   | 43.9   | 42.0   |

Note 1: Component ratio of first-time offenders = The number of first-time offenders / the number of offenders x 100

2: The figures for the number of cases and number of arrests include those cases and arrests relating to stimulant use and pursued through the Anti-Drug Special Act.

3: The amount of powdered drug seized does not include the number of tablets seized.

## (2) Situation of Each Type of Drug Offense

### 1) Each type of drug offense

Table 2-5 shows the number of persons arrested for offenses relating to each type of drug, including cannabis, MDMA<sup>1</sup> and other synthetic drugs (but not including paint thinner offenses or other organic solvent offenses) and the amount seized of each drug in the past five years.

#### Characteristics of cannabis offenses in 2009

- The number of persons arrested for growing cannabis increased
- 61.3% of those arrested were teenagers or those in their twenties
- 84.8% of those arrested were first-time offenders

#### Characteristics of MDMA and other synthetic drug

#### offenses in 2009

- The amount seized decreased
- 53.3% of those arrested were teenagers or those in their twenties
- 86.0% of those arrested were first-time offenders



Cannabis cultivated in vinyl greenhouse

**Table 2-5 Trends in the Situation of Each Type of Drug Offenses Cleared (2005-2009)**

| Category \ Year                   |                                |                         | 2005    | 2006    | 2007      | 2008    | 2009   |
|-----------------------------------|--------------------------------|-------------------------|---------|---------|-----------|---------|--------|
| Cannabis Offenses                 | Number of arrests              |                         | 1,941   | 2,288   | 2,271     | 2,758   | 2,920  |
|                                   | Amount seized (kg)             | Marijuana               | 643.1   | 225.8   | 437.8     | 375.1   | 195.1  |
|                                   |                                | Hashish                 | 230.5   | 96.7    | 20.1      | 33.1    | 17.2   |
| Narcotic and Psychotropic arrests | MDMA and other synthetic drugs | Number of arrests       | 403     | 370     | 296       | 281     | 107    |
|                                   |                                | Amount seized (tablets) | 571,522 | 186,226 | 1,233,883 | 217,172 | 85,688 |
|                                   | Cocaine                        | Number of arrests       | 36      | 72      | 99        | 98      | 116    |
|                                   |                                | Amount seized (kg)      | 2.9     | 9.8     | 18.5      | 5.5     | 11.3   |
|                                   | Heroin                         | Number of arrests       | 21      | 22      | 13        | 13      | 15     |
|                                   |                                | Amount seized (kg)      | 0.1     | 2.3     | 1.8       | 1.0     | 1.2    |
|                                   | Psychotropic drugs             | Number of arrests       | 15      | 21      | 19        | 30      | 17     |
|                                   |                                | Amount seized (tablets) | 19,287  | 17,311  | 13,072    | 48,031  | 2,918  |
| Opium                             | Number of arrests              |                         | 12      | 27      | 41        | 14      | 28     |
|                                   | Amount seized (kg)             |                         | 1.0     | 17.2    | 19.4      | 6.6     | 3.2    |

## 2) Paint Thinner and Other Organic Solvent Offenses

The number of persons arrested (including custody) for offenses related to paint thinner and other organic solvents in the last five years is in the decreasing trend as Diagram 2-6 shows.

Characteristics in 2009

- 31.8% of those arrested (for ingestion, inhalation or the intent to ingest or inhale) were juveniles
- 67.9% of those arrested (for willful sale<sup>2</sup> (sale of organic solvent with the knowledge that they will be used improperly)) were juveniles

**Table 2-6 Trends in the Persons Arrested related to Organic Solvent Offenses (2005-2009)**

| Category \ Year   | 2005  | 2006  | 2007  | 2008  | 2009  |
|---|-------|-------|-------|-------|-------|
| Ingestion, inhalation or the intent to ingest or inhale | 2,783 | 2,142 | 1,802 | 1,428 | 1,215 |
| Willful sale  | 269   | 196   | 184   | 106   | 106   |

Note 1: An abbreviation for the drug's scientific name, "3,4-methylenedioxymethamphetamine." Originally a fine white powder, now commonly sold secretly in a variety of colors and featuring a variety of patterns and engravings.

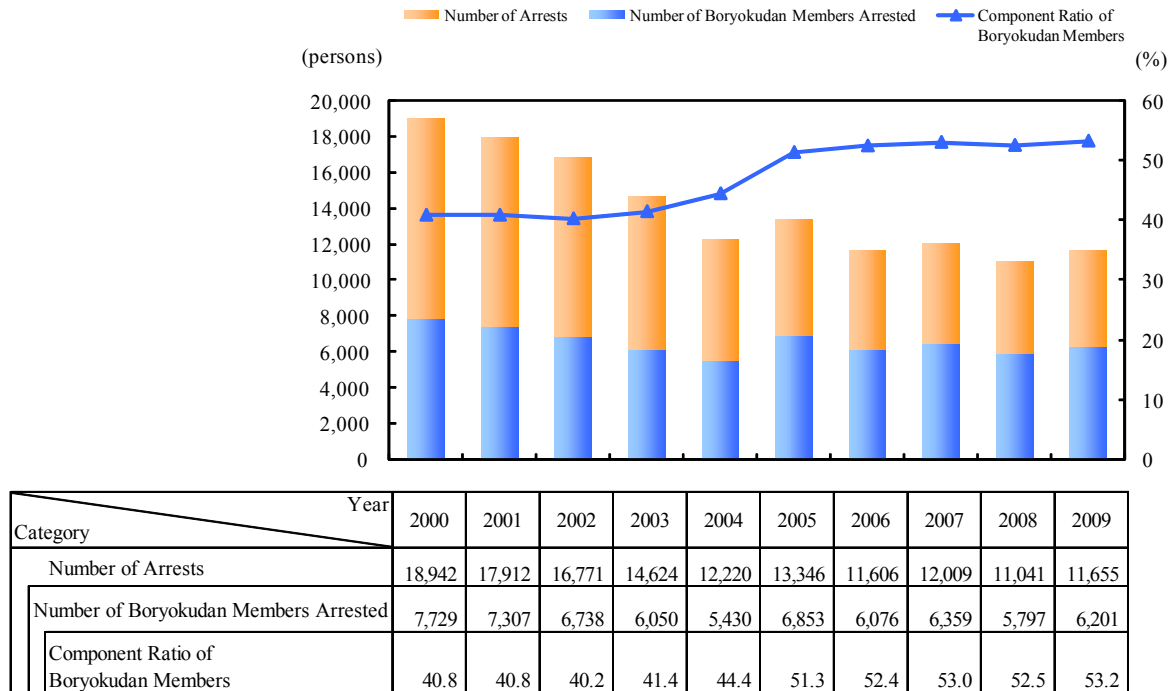
2: Sales knowing purchase was made for drug abuse

## (2) Contribution of *Boryokudans* to Drug Offenses

In 2009, 6,201 *Boryokudan* members were arrested for stimulant offenses. This is an increase of 400 persons (6.9%) from the previous year and accounts for 53.2% of all the arrests for stimulant offenses, indicating that *Boryokudans* are contributing to stimulant offenses more than ever before.

In addition, 870 *Boryokudan* members were arrested for cannabis offenses, an increase of 14 persons (1.6%) from the previous year and accounts for 29.8% of all the cannabis offense arrests. 28 *Boryokudan* members were arrested for MDMA or other synthetic drug offenses, a decrease of 56 persons (66.7%). It accounts for 26.2% of all the arrests for MDMA or other synthetic drugs. This indicates that *Boryokudan* members are contributing to drug offenses on a wider scale.

**Diagram 2-8 Trends in Situation of Boryokudan Members for Stimulant Offenses (2000-2009)**



Note: Component Ratio = Number of Boryokudan Members Arrested ÷ Number of Arrests × 100

### (3) Illicit Drug Sales via the Internet

In 2009 there were 13 arrests for illicit drug sales via the Internet, an increase of 2 (18.2%) from the previous year. Of those, one case warranted the enactment of the advertising restriction clause of the Stimulants Control Act.

## 2. Anti-Drug Measures by the Police

### (1) Interrupting the Supply of Drugs

As most of the drugs abused in Japan are being imported into the country from abroad, in order to prevent drugs from coming onshore, the police are working closely and exchanging information with the supervising institutions of other countries, and strengthening cooperation with such relevant organizations as customs, Japan Customs, Japan Coast Guard.

Additionally, in order to plan for the breakup of drug syndicates the Police are proceeding with effective investigation techniques such as controlled delivery<sup>1</sup> and transmission interception. Also, based on the Narcotics Special Exemption Law, the police are proceeding with even harsher punishments for the

regular illicit sale and smuggling of drugs<sup>2</sup>, and are continuing to arrest those who smuggle and sell drugs as a profession. Furthermore, in order to deal a blow to the financial side of drug syndicates, the police are progressing with measures based on provisions in the Narcotics Special Exemption Law, against money laundering through the taxation and seizure of drug syndicate profits.

Note 1: Controlled delivery is an investigation method in which even if illegal substances are discovered, rather than arresting the criminal and seizing the drugs immediately, the supervising organization allows transport to continue under heavy supervision, in order to arrest related suspects

2: This allows more severe punishments than normal smuggling and illicit sales as well as targets series of actions as cumulative offenses to allow confiscation and additional collection for the total of drug related crime profits.



**Table 2-7 Trends in the Number of Cases Controlled Delivery was Carried Out (2000-2009)**

| Year                        | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 |
|-----------------------------|------|------|------|------|------|------|------|------|------|------|
| Category                    |      |      |      |      |      |      |      |      |      |      |
| Number of cases carried out | 29   | 28   | 26   | 63   | 78   | 42   | 29   | 39   | 31   | 38   |

**Table 2-8 Trends in the cases violating the Anti-Drug Special Act (Pursuing the illegal import of drugs as a profession) (2000-2009)**

| Year   | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 |
|--|------|------|------|------|------|------|------|------|------|------|
| Category   |      |      |      |      |      |      |      |      |      |      |
| Number of violations of article 5 (Pursuing the illegal import of drugs as a profession) | 34   | 18   | 43   | 32   | 45   | 47   | 40   | 38   | 52   | 35   |

Note: For violations of articles 6 and 7, refer to P. 125

## (2) Eliminating Demand

Drug abuse does not just damage the mind and body of the user, it threatens the very safety of society. Depending on the hallucination or fantasy caused, users may commit murder, arson or any number of malicious acts, in addition to potentially causing horrendous traffic accidents.

In addition to arresting serious drug abusers, the police are carrying out activities such as the spreading of public awareness to promote the spread of correct knowledge about the danger and harm of drugs.

**Table 2-9 Number of Persons Arrested due to Crimes Committed by Regular Drug Users (2008, 2009)**

| Type \ Year | Penal Code Offenses | Penal Code Offenses |        |         |       |      |                  |          |         |        |           |  |                 |        | Other Law Offenses  |        |       |
|-------------|---------------------|---------------------|--------|---------|-------|------|------------------|----------|---------|--------|-----------|--|-----------------|--------|---------------------|--------|-------|
|             |                     | Felonious Offenses  |        |         |       |      | Violent Offenses |          |         |        |           |  |                 |        | Firearm Control Act | Others |       |
|             |                     |                     | Murder | Robbery | Arson | Rape |                  | Violence | Battery | Threat | Extortion | Unlawful assembly with dangerous weapons | Larceny Offense | Others |                     |        |       |
| 2009        | 858                 | 72                  | 10     | 57      | 4     | 1    | 184              | 28       | 99      | 14     | 43        | 0  | 373             | 229    | 3,942               | 23     | 3,919 |
| 2008        | 809                 | 68                  | 17     | 39      | 6     | 6    | 146              | 23       | 80      | 5      | 38        | 0  | 404             | 191    | 3,403               | 10     | 3,393 |
| Difference  | 49                  | 4                   | 7      | 18      | 2     | 5    | 38               | 5        | 19      | 9      | 5         | 0  | 31              | 38     | 539                 | 13     | 526   |

Note: This term applies to those who regularly use stimulants, drugs, cannabis, opium or psychotropic drugs or those who regularly abuse toluene and other types of organic solvents, including paint thinner and glue. Whether or not the user is addicted is not questioned.

## 3. Gun Situation

The gun situation in 2009 remains severe. While the numbers of confirmed cases in which guns were fired and confirmed cases involving the use of a gun<sup>1</sup> remain at a record low level, felonious crimes causing harm to the general public continue to occur.

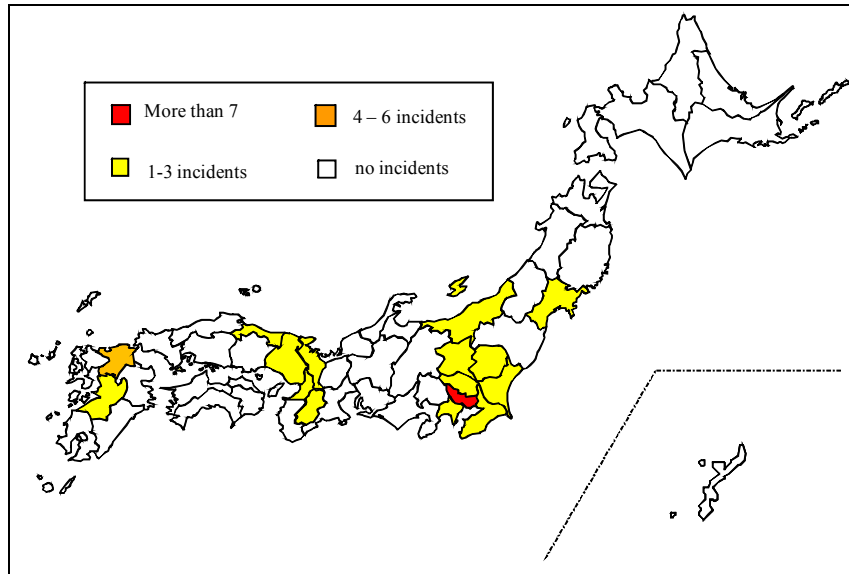
Note 1: Incidents in which firearms or firearm-like objects were fired. Firearm includes handguns, small arms, machine guns, cannons, hunting rifles and other air-rifles and gunpowder rifles with the ability to shoot metallic bullets” (Article 2-1 of the Firearms and Swords Control Act (hereafter the “Firearm Control Act”). Firearm-like objects refer to objects that resemble firearms and that are shown to others in order to perpetrate crimes, and may be identified as firearms by the testimony of a victim or witness.

### (1) Occurrence of Incidents in which Guns were Fired

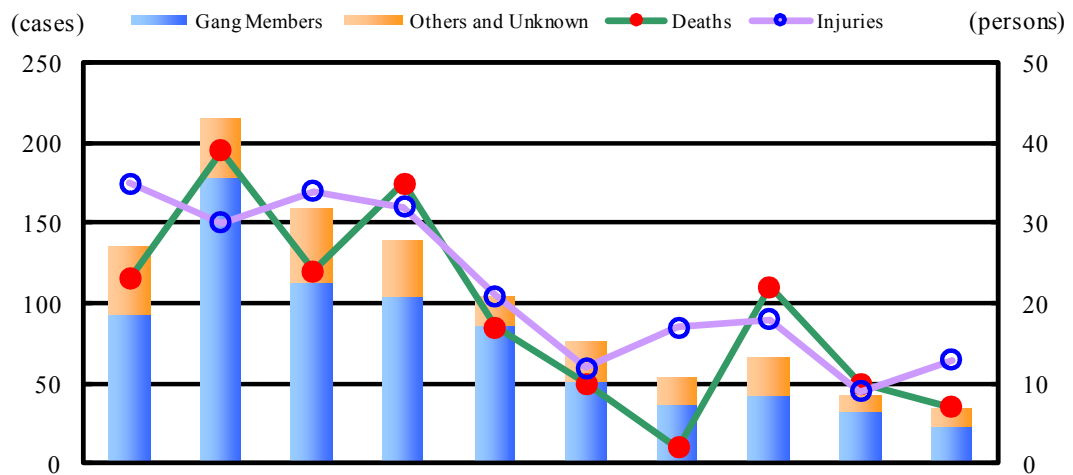
In 2009 there were 34 incidents in which guns were fired, a decrease of 8 cases (19.0%) from the previous year, but the number of deaths and injuries was 20 persons, an increase of one person from the previous year. Of these, there were 22 cases allegedly resulting from *Boryokudans*, accounting for 64.7% of all the incidents in which guns were fired.

Looking at the occurrence of incidents by prefecture, the Kanto area had an occurrence rate of 55.9% out of all the regions. Other areas with four or more incidents were Tokyo Metropolis (9 cases) and Fukuoka (4 cases).

**Diagram2-9 Outline of Incidents in which Guns were Fired by Prefecture (2009)**



**Diagram 2-10 Trends in the Situation of Occurrence and the Number of Deaths and Injuries due to Incidence of Gun Violence (2005-2009)**



| Category \ Year         | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009    |
|-------------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|---------|
| Total Shootings (cases) | 134    | 215    | 158    | 139    | 104    | 76     | 53     | 65     | 42     | 34      |
| Gang Members            | 92     | 178    | 112    | 104    | 85     | 51     | 36     | 41     | 32     | 22      |
| Gang Conflicts          | 16     | 71     | 21     | 32     | 19     | 11     | 0      | 12     | 3      | 1       |
| Others and Unknown      | 42     | 37     | 46     | 35     | 19     | 25     | 17     | 24     | 10     | 12      |
| Casualty                | 58(27) | 69(34) | 58(23) | 67(25) | 38(17) | 22(13) | 19(11) | 39(23) | 19( 7) | 20( 11) |
| Deaths                  | 23( 9) | 39(20) | 24( 5) | 35(11) | 17( 5) | 10( 4) | 2( 1)  | 21(10) | 10( 2) | 7( 3)   |
| Injuries                | 35(18) | 30(14) | 34(18) | 32(14) | 21(12) | 12( 9) | 17(10) | 18(13) | 9( 5)  | 13( 8)  |

Note 1: "By Boryokudans" means any incidents thought to be caused by Boryokudan and includes incidents caused by Boryokudan members as well as incidents resulting from the supply of guns by Boryokudans to others.

2: "Rival conflict" means any incident resulting from rival conflict.

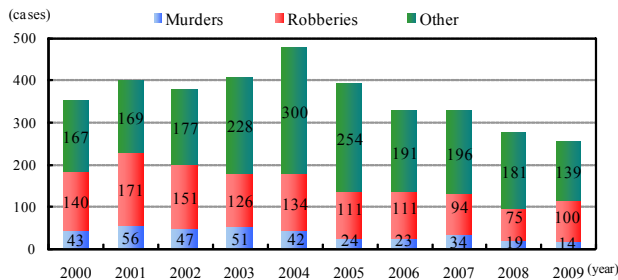
3: "Other reason/reason unclear" means any incident caused by anyone not involved with Boryokudan.

4: The number inside the parenthesis represents the number of people killed who were not Boryokudan members.

## (2) The Situation of Cases Confirmed in which Guns were Involved

Trends in the situation of cases confirmed in which guns were involved are shown in Diagram 2-11, and has been on the decreasing trend since 2005. By crime type, there were 14 cases of murder, a decrease of 5 cases (26.3%) from the previous year, but there were 100 cases of robbery, an increase of 25 cases (33.3%).

**Diagram 2-11 Trends in the Number of Confirmed Incidents in which Guns were Fired (2005-2009)**

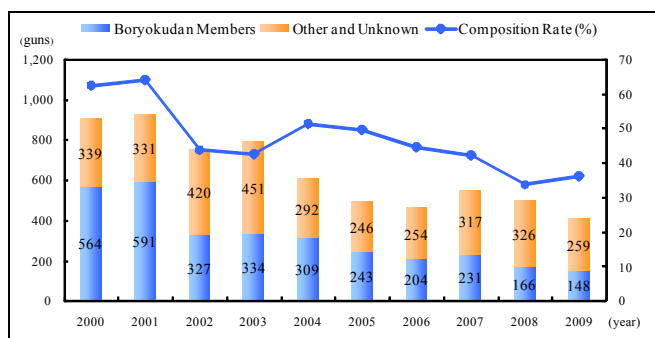


## 4. Measures against Firearms by the Police

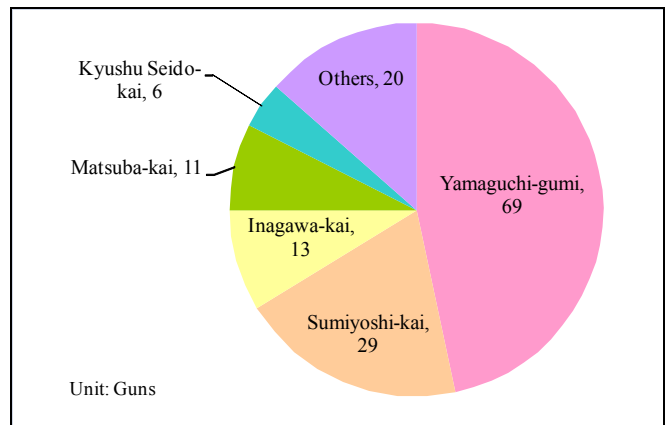
### (1) Exposure of Firearms

The police are carrying out comprehensive anti-firearm measures by placing importance on exposing the weapon caches and smuggling/illicit trade of weapons of criminal organizations. Recently, the number of handguns seized is in the decreasing trend. This is thought to be because criminal organizations are becoming more sophisticated and latent in the way that they conceal, smuggle, and illicitly sell firearms.

**Diagram 2-12 Trends in the Number of Incidents in which Handguns were Seized (2000-2009)**



**Diagram 2-13 Breakdown by Organization of Handguns Seized from Boryokudan Members (2009)**



### 1) Situation of Handgun Seizure

Diagram 2-12 shows trends in the number of handguns seized. Seizures from *Boryokudan* accounted for 36.4% of all handguns seized in 2009, of which 46.6% were from Yamaguchi-gumi.

### 2) Situation of Weapon Cache Exposure

Diagram 2-10 shows the situation of weapon cache exposure cases<sup>1</sup>. All exposed weapons cache were being organizationally managed by *Boryokudan* using ever more sophisticated methods such as concealing handguns in the houses of friends of *Boryokudan* members or in rental storages.

Note 1: Cases where more than three handguns related to organizational management were seized.

**Table 2-10 Trends in the Situation of Weapon Cache Cases (2000-2009)**

| Category \ Year                        | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 |
|--|------|------|------|------|------|------|------|------|------|------|
| Number of cases (cases)                | 12   | 19   | 8    | 10   | 11   | 11   | 7    | 12   | 5    | 3    |
| Number of weapons seized (weapons)     | 45   | 105  | 68   | 60   | 49   | 56   | 36   | 84   | 22   | 12   |
| Number of firearms concealed per cache | 3.8  | 5.5  | 8.5  | 6.0  | 4.5  | 5.1  | 5.1  | 7.0  | 4.4  | 4.0  |

## (2) Securing the Cooperation and Understanding of the People

In May, 2008, the police introduced the Dial 110 for Handgun Reward System<sup>1</sup> with the aim of facilitating the provision of information regarding handgun offenses, in order to overcome the difficulties in collecting information on handguns. This system led to the confiscation of two handguns.

In addition, the police are calling on the public to help eradicate firearms related crimes and eliminate illegal firearms by carrying out such events as the Symposium on the Eradication of Firearms Related Crimes<sup>2</sup> or by conducting activities in line with private volunteer groups such as the Stop Gun Caravan.<sup>3</sup>

Note 1: A system in which the police have established a free reporting hotline with a common nationwide telephone number (0120-103774), and collect information at Prefectural Police across the country and pay reward money according to the contents of information provided or the degree of cooperation to investigation.

2: A meeting held every fiscal year by the National Police Agency and Prefectural Firearms Control Headquarters. The first meeting was held in October 1995 in Tokyo. The 15th meeting was held in Fukuoka in January 2010.

3: A volunteer organization made up of researchers who have a deep interest in the firearms problem and the surviving families of the deceased victims and concerned persons of firearms related crimes. Established in April 1997, through meetings, events and the website, the organization is working to heighten the awareness of the public on the tragedy related to firearms, and on crime, and promoting the eradication of illegal firearms.

## Section 3. Measures to Prevent Transfer of Criminal Proceeds

### 1. Activities based on Implementation of the Act on Prevention of Transfer of Criminal Proceeds

Criminal proceeds obtained by criminal organizations such as *Boryokudans* are used for “activity funds” for new crimes or for expenses on procuring weapons, which maintain and strengthen the criminal organizations, as well as fostering organized crime. Thus it is important to prevent the transfer of criminal proceeds as well as ensuring that criminals are deprived of them in order to undermine these organizations and drive them to extermination. Based on laws relating to the prevention of the transfer of criminal proceeds (hereafter referred to as “Act on Prevention of Transfer of Criminal Proceeds”), the police are promoting measures against transfer of criminal proceeds in cooperation with related organizations, businesses, foreign related organizations.

#### (1) Measures to Secure the Proper Observation of the Act on Prevention of Transfer of Criminal Proceeds

In order to effectively promote measures against transfer of criminal proceeds, it is important to take measures to confirm the ID of customers, create and save transaction records, and report suspicious transactions by specified business operators<sup>1</sup> based on the Act on Prevention of Transfer of Criminal Proceeds. In this regard, the National Public Security Commission and the NPA are making efforts to advance understanding and cooperation toward the Act on Prevention of Transfer of Criminal Proceeds through various seminars or websites for specified business operators in cooperation with related organizations. When the NPSC and the NPA recognize that specified business operators are breaching obligation to confirm ID of customers, they can give statement to presiding administrative agencies holding jurisdiction over specified business operators that correction order shall be executed based on the Act on Prevention of Transfer of Criminal Proceeds. In 2009, nine such allegations were implemented.

### (2) Suspicious Transaction Report

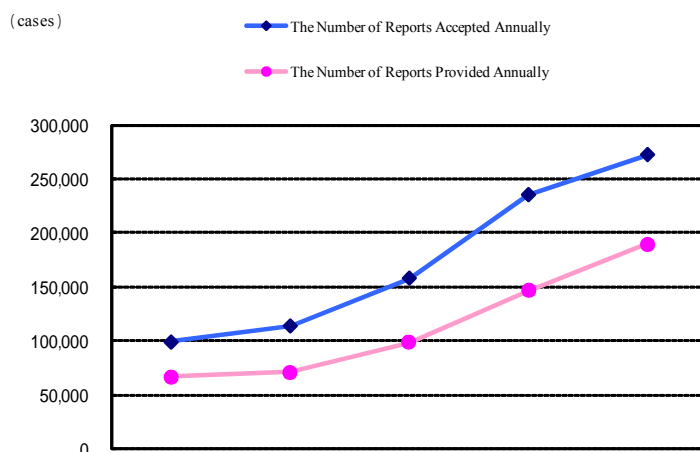
By the report system of suspicious transaction stipulated in the Act on Prevention of Transfer of Criminal Proceeds, the information submitted by these businesses to their respective presiding administrative agencies is compiled by the NPSC and NPA for sorting and analysis and then submitted to investigative institutions such as Prefectural Police and the public prosecutor’s office for use in investigations, etc. of money laundering offenses. In 2009, the number of cases in which information concerning suspicious transactions has provided clues leading to a case clearance was 337 cases, an increase of 162 cases (92.6%), among which 26 cases were fraud cases, occupying 78.6% of the total. There were nine cases leading to clearances of money laundering offenses originated with information on suspicious transaction.

The NPSC and NPA, while closely cooperating with each investigation agency and other organizations, analyze submitted information comprehensively and strive to grasp the flow of funds that Boryokudan and other antisocial influences are involved in. In addition, they try to figure out the international status of transfer of criminal proceeds, by exchanging opinions on overseas remittance with foreign FIUs.<sup>2</sup>

Note 1: Businesses stipulated in Article 2 paragraph 2 of Act on Prevention of Transfer of Criminal Proceeds

2: Abbreviation of Financial Intelligence Unit. Organizations established in each country to gather and analyze information on suspicious transactions and provide such information to investigative authorities and other organizations. The National Public Safety Commission and the NPA are in charge of Japan’s FIU which is called the Japan Financial Intelligence Center (JAFIC).

**Diagram 2-14 Trends in the Situation of Suspicious Transaction Report (2005-2009)**



| Category \ Year                                      | 2005   | 2006    | 2007    | 2008    | 2009    |
|--|--------|---------|---------|---------|---------|
| The Number of Reports Accepted Annually <sup>1</sup> | 98,935 | 113,860 | 158,041 | 235,260 | 272,325 |
| The Number of Reports Provided Annually <sup>2</sup> | 66,812 | 71,241  | 98,629  | 146,330 | 189,749 |

Note 1: The number of cases received by the Financial Services Agency from January 2007 to March 2009, and by the National Public Safety Commission and NPA from April 2009. 2009 combines the number of cases received by the Financial Services Agency, the National Public Safety Commission and NPA.

2: The number of cases submitted by the Financial Services Agency to the NPA from January 2007 to March 2009, and by the National Public Safety Commission and the NPA to investigative institutions from April 2009. 2009 combines the number of cases submitted by the Financial Services Agency, the National Public Safety Commission and NPA.

## 2. Situation of Measures against Money Laundering

### (1) Situation of Money Laundering Offenses Cleared

Table 2-11 shows the number of cleared cases for money laundering in the last five years.

Of the cleared cases, the ones involving *Boryokudan* members reached 94 cases. Looking by predicate crime, the major crimes are as follows: fraud-19 cases, black market finance offenses -17 cases, Anti-Prostitution

Act violation 17 cases. Other cases include larceny, distribution of obscene objects, gambling. This shows that *Boryokudans* gain funds from diverse range of crimes and it can be said that these funds are laundered (Refer to P.15 for money laundering offenses committed by foreign nationals visiting Japan in 2009).

Note 1: Crimes that produce illegal profit which is an object of money laundering acts.

**Table 2-11 Trends in the Situation of Money Laundering Offenses Cleared (2005-2009)**

| Category \ Year  | 2005       | 2006       | 2007       | 2008       | 2009       |
|--|------------|------------|------------|------------|------------|
| Organized Crime Punishment Act (cases)                 | 107 ( 48 ) | 134 ( 53 ) | 177 ( 60 ) | 173 ( 63 ) | 226 ( 90 ) |
| Management / control such as legal persons (Article 9) | 0          | 1 ( 0 )    | 0          | 1 ( 1 )    | 0          |
| Concealment of criminal proceeds (Article 10)          | 65 ( 21 )  | 91 ( 18 )  | 137 ( 35 ) | 134 ( 41 ) | 172 ( 49 ) |
| Receiving of criminal proceeds (Article 11)            | 42 ( 27 )  | 42 ( 35 )  | 40 ( 25 )  | 38 ( 21 )  | 54 ( 41 )  |
| Anti-Drug Special Act (cases)                          | 5 ( 4 )    | 10 ( 5 )   | 7 ( 5 )    | 12 ( 5 )   | 10 ( 4 )   |
| Concealment of drug criminal proceeds (Article 6)      | 3 ( 2 )    | 5 ( 3 )    | 5 ( 4 )    | 10 ( 4 )   | 5 ( 1 )    |
| Receiving of criminal proceeds (Article 11)            | 2 ( 2 )    | 5 ( 2 )    | 2 ( 1 )    | 2 ( 1 )    | 5 ( 3 )    |

Note: Those shown in parentheses show those committed by Boryokudan members (NPA confirmed)



## (2) Forfeiture of Criminal Proceeds

In order to prevent criminal proceeds from being used for maintaining and expanding criminal organizations or for investment for the future criminal activities, it is essential to forfeit them. Confiscation/additional penalties are rendered by a judgment from court, and the police secure effectiveness of confiscation/additional penalties so that criminal proceeds will not be concealed or spent by proactively taking measures of confiscation of criminal proceeds prior to indictment as prescribed in the Act on Punishment of Organized Crimes and

Control of Crime Proceeds (hereinafter referred to as the Organized Crime Punishment Act) and the Anti-Drug Special Act.

Application of Regulations on Confiscation/additional penalties in the Organized Crime Punishment Act and the Anti-Drug Special Act in ordinary process of trial at the trial are as shown in Table 2-12. Also the situation of order for forfeiture of criminal proceeds before Indictment is shown in Table 2-13.

**Table 2-12 Application of Regulations on Confiscation/Additional Penalties on the Organized Crime Punishment Act and Anti-Drug Special Act (2005-2009)**

|                                | Year | Confiscation |         | Additional Penalties |           | Total   |           |
|--------------------------------|------|--------------|---------|----------------------|-----------|---------|-----------|
|                                |      | Persons      | Amount  | Persons              | Amount    | Persons | Amount    |
| Organized Crime Punishment Act | 2004 | 15           | 69,610  | 22                   | 500,773   | 37      | 570,383   |
|                                | 2005 | 18           | 69,958  | 54                   | 585,698   | 72      | 655,657   |
|                                | 2006 | 27           | 150,406 | 75                   | 1,869,842 | 102     | 2,020,248 |
|                                | 2007 | 29           | 104,020 | 67                   | 603,680   | 96      | 707,700   |
|                                | 2008 | 40           | 335,721 | 79                   | 560,791   | 119     | 896,512   |
| Anti-Drug Special Act          | 2004 | 75           | 357,944 | 329                  | 1,999,941 | 404     | 2,357,885 |
|                                | 2005 | 39           | 53,674  | 316                  | 1,324,360 | 355     | 1,378,034 |
|                                | 2006 | 62           | 79,264  | 373                  | 1,740,761 | 435     | 1,820,025 |
|                                | 2007 | 53           | 153,830 | 285                  | 1,128,689 | 338     | 1,282,519 |
|                                | 2008 | 61           | 93,695  | 362                  | 1,391,545 | 423     | 1,485,240 |

Note 1: From the 2009 Crime White Paper.

2: The unit for the amount is \1,000 (rounded down to the nearest 1,000).

3: For confiscation and additional penalties involving accomplices, the total number of persons and total amount are given.

4: For foreign currencies, the amount is converted into yen calculated by the exchange rate of the time.

**Table 2-13 Trends in the Application of Regulations on Confiscation/Additional penalties on the Organized Crime Punishment Act and Anti-Drug Special Act (2005-2009)**

| Category \ Year                        | 2005    | 2006    | 2007     | 2008      | 2009      |
|--|---------|---------|----------|-----------|-----------|
| Organized Crime Punishment Act (cases) | 8 ( 0 ) | 9 ( 3 ) | 21 ( 7 ) | 44 ( 21 ) | 54 ( 23 ) |
| Anti-Drug Special Act                  | 8 ( 5 ) | 3 ( 2 ) | 4 ( 3 )  | 7 ( 5 )   | 8 ( 5 )   |

Note: Those shown in parentheses were committed by *Boryokudan* members (NPA confirmed)

## Chapter III. Securing Safe and Pleasant Traffic

### Section 1. Traffic Situation in 2009

#### 1. Situation of Traffic Accidents

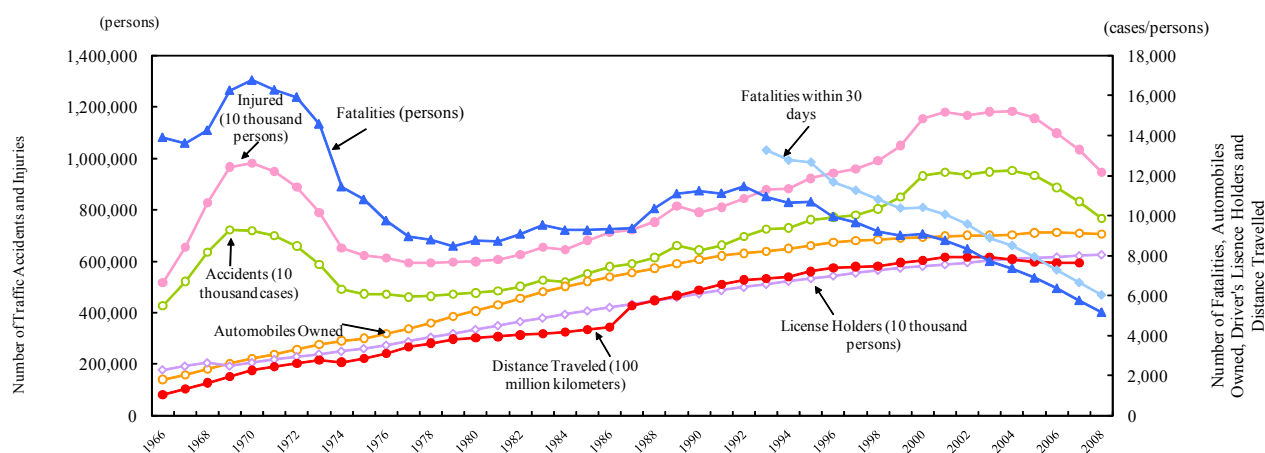
##### (1) Overview

In 2009, the number of fatalities from traffic accidents was 4,914, marking a decrease for the ninth consecutive year, as well as hitting the 4,000 mark for the first time in 57 years (since 1952). The number of

accidents and number of injured have also gone down for five consecutive years, and the number of injured has dropped further from last year when it was below one million, the first time in ten years.

|   |   |
|---|---|
| Number of accidents in 2009   | 736,688 cases (down 29,459 from the previous year (3.8%))                           |
| Number of fatalities in 2009  | 4,914 persons (down 589 from the previous year (4.7 %))                             |
| Number of injured in 2009   | 910,115 persons (down 35,389 from the previous year (3.7%))                         |
| Number of fatalities within 30 days from the time of accident in 2009               | 5,772 (down 251 from the previous year (4.2%))                                      |
| Number of driver's license holders at the end of 2009                               | 80,811,945 (up 364,103 from the previous year (0.5%))                               |
| Number of automobiles owned at the end of 2009                                      | 90,464,031 vehicles (down 363,229 from the previous year (0.4%))                    |
| Number of kilometers driven by the end of FY2008 (distance traveled by automobiles) | 746.9 billion kilometers (up 16.8 billion kilometers from the previous year (2.2%)) |

**Diagram 3-1 Trends in the number of Accidents, Fatalities, Injuries, Automobiles Owned, Driver's License Holders, and Distance Traveled**



Note: The number of automobiles owned and the distance traveled (100 million kilometers) are provided by the Ministry of Land, Infrastructure, Transport and Tourism

##### (2) Fatal Accidents Situation

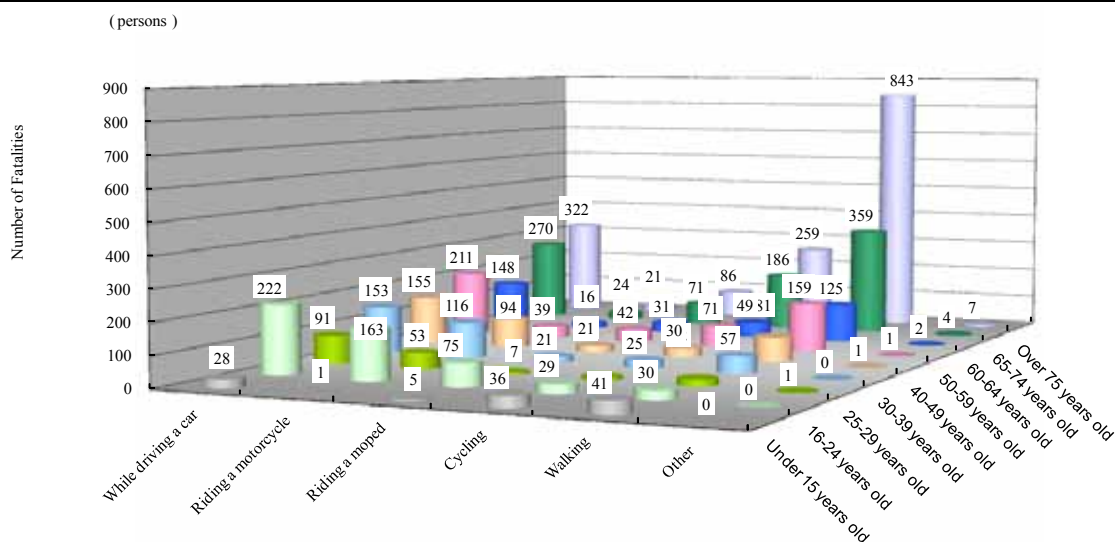
- Among fatalities while bicycle riding, the elderly<sup>1</sup> occupy 37.0 %.
- Youths<sup>2</sup> accounted for the highest number of fatalities caused while riding on two-wheeled motor vehicles, amounting to 30.9% of two-wheeled motor vehicles fatalities).

- Those over 75 years of age accounted for the highest number of fatalities caused while riding bicycles, amounting to 37.3% of the total bicycle fatalities).
- Those of over 75 years of age accounted for the highest number of pedestrian fatalities, amounting to 49.1 % of the pedestrian fatalities).

Note 1: Indicates 65 years of age or over.

2: Between 16-24 years of age.

**Diagram 3-2 Fatalities by Situation and Age Group (2009)**



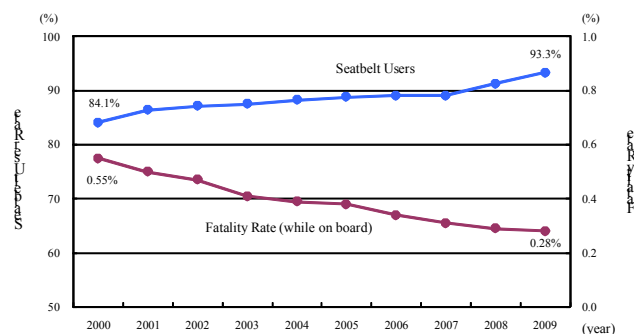
## 2. Reasons for the Decrease in Fatalities in Recent Years

In recent years, the number of fatalities have declined although the number of accidents and number of injured remain high. This is due to the following factors: a rise in the rate of seatbelt users bringing down the degree of injuries, a decrease in the number of vehicular accidents due to over speeding, a decrease in extreme and highly dangerous accidents; and a decrease in law violation.

### (1) Rise in the Rate of Seatbelt Users

In 2009, the rate of fatalities among non-seatbelt users was 13 times more than that of seatbelt users. Thus, wearing seatbelts can be recognized as contributing to reduce the number of accident fatalities. The rate of seatbelt-users has been steadily on the rise since 1993 and it is believed to be one of the factors in lowering the number of fatalities among automobile drivers/passengers.

**Diagram 3-3 Trends in Seatbelt User Rates and Fatality Rates (while on board) (2000-2009)**

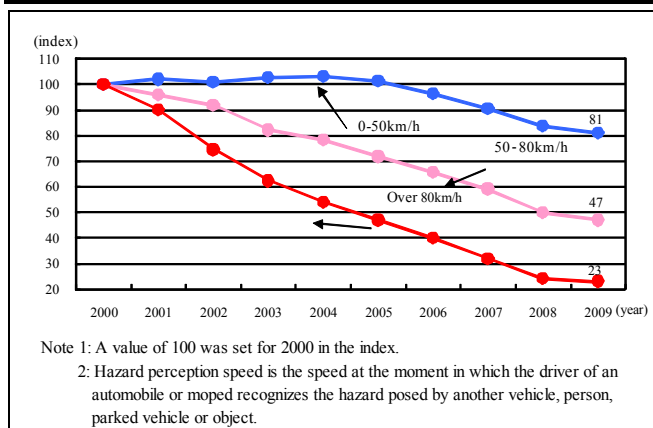


Note 1: seatbelt user rate = number of fatalities wearing seatbelts (while on board) ÷ number of fatalities (while on board) × 100  
 2: fatality rate = number of fatalities (while on board) ÷ number of fatalities and injuries (while on board) × 100

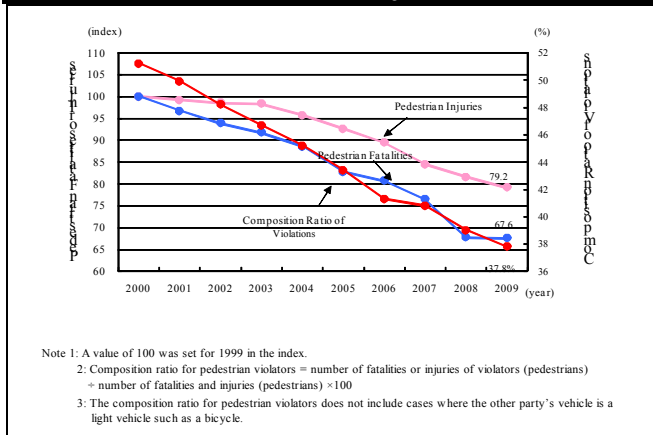
### (2) Decrease in the Pre-accident Speed of Vehicles

In 2009, the fatality rate in accidents involving high speed over 80 km/h was 49.7 times higher than that below 80 km/h. The decrease in accidents while driving at high speed is thought to be a factor that contributes to the decrease in the number of fatalities.

**Diagram 3-4 Trends in the Number of Traffic Accidents by Hazard Perception Speed on Open Roads (2000-2009)**



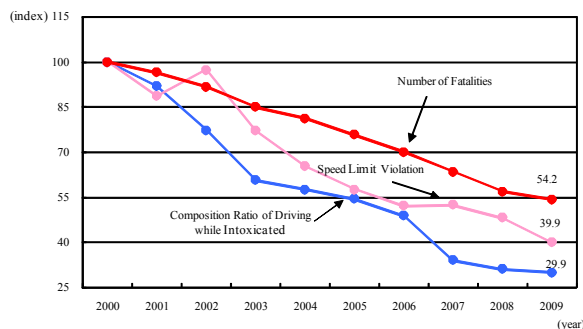
**Diagram 3-6. Trends in the Number of Pedestrian Fatalities and Composition Ratio of Violations Resulting in Pedestrian Fatalities or Injuries (2000-2009)**



### (3) Decrease in Extreme and Highly Dangerous Accidents

In 2009, the fatality rate of accidents due to drunk driving and maximum speed limit violations in comparison with the overall level is 7.8 times and 18.8 times higher, respectively. The great decrease in vicious and dangerous accidents is seen as one reason for the decrease in the number of fatalities.

**Diagram 3-5 Trends in the Composition Ratio and Number of Fatalities Caused by Accidents Resulting from Drunk Driving/Maximum Speed Violations (2000-2009)**



### (4) Observance of Regulations by Pedestrians

In 2009, the fatality rate of pedestrians in cases where violations were committed was 2.9% times of that in cases where violations were not committed. In recent years, the composition ratio of pedestrians to the number of deaths has also been on a decreasing trend, which is seen as a reason for the drop in the number of fatalities among pedestrians.

## Section 2. Uplifting the National Traffic Safety Awareness

### 1. Police Efforts for Eradicating Drunk Driving

#### (1) Activities to “Foster a Social Environment that does not Tolerate Drunk Driving”

In June 2009, administrative punishment for the drunken driving was enhanced, and thus traffic accidents by drunken driving decreased from the previous year.

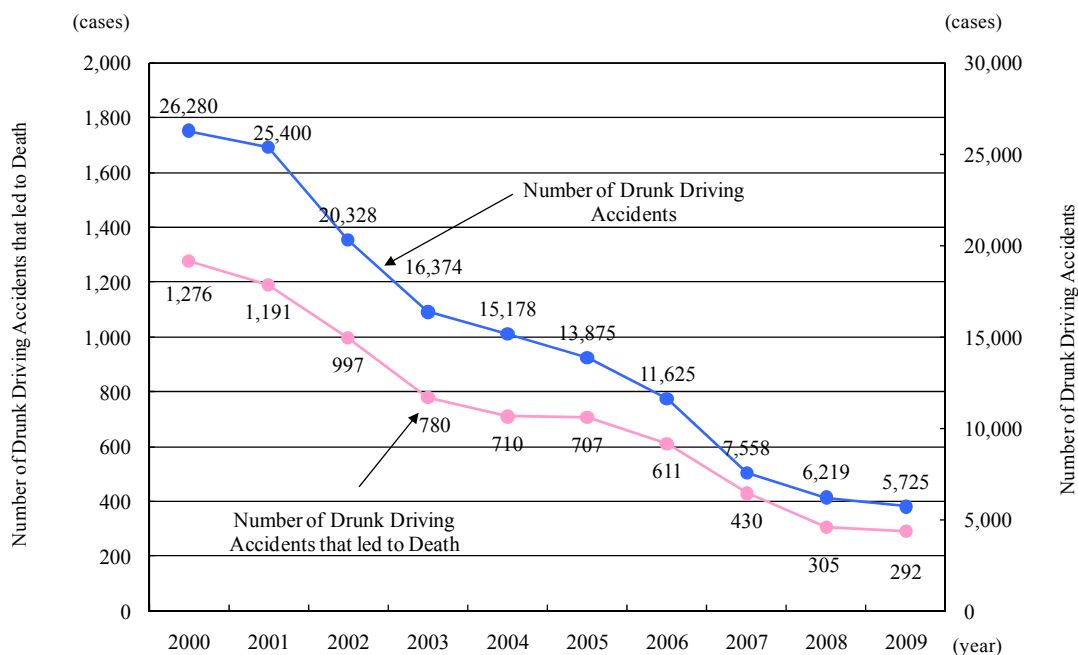
The police actively publicize the reality of the dangers of drunk driving as well as of the accidents caused by drunk driving, and promote traffic safety education holding participation and experience type workshops by using driving simulators and drunk driving simulator goggles.

Additionally, they are requesting cooperation from relevant industries, including alcohol liquor manufacturers, retailers, and establishments that serve alcohol to deter drunk driving. The police also take

part in promoting activities to “Foster a Social Environment that does not tolerate Drunk Driving” in cooperation with the private sector, such as encouraging people to participate in the “Designated Driver Movement” (Handle Keeper Movement)<sup>1</sup> which is being promoted by the Japan Traffic Safety Association.

Note 1: A campaign to eradicate drunk driving in which a person within a group of customers at an establishment serving alcohol is chosen (designated driver) to refrain from drinking and take the responsibility to drive the others safely back home, on visiting alcohol service establishments. This is done with the cooperation of the establishment serving alcohol.

**Diagram 3-7 Trends in the Number of Drunk Driving Accidents and Fatalities (2000-2009)**



#### (2) Promoting the Spread of Substitute Driving Business as means to Eradicate Drunken Driving

From the viewpoint of drunken-driving extermination, sound development of substitute driving business is indispensable. From the point of view of eradicating drunk driving, wide promotion of substitute driving as the means for this is important. The police, in tandem with the Ministry of Land, Infrastructure,

Transport and Tourism, formulated the “Program for the Improvement of the Environment and Use of the Substitute Driving Services” to explore ways to improve customers’ convenience and safety as well as the sound operation of substitute driving businesses on February 2008, and advance measures to improve the safety and quality for the usage of these services.

**Table 3-1 Trends in the Number of Authorized Substitute Driving Businesses (2005-2009)**

| Category \ Year                                     | 2005   | 2006   | 2007   | 2008   | 2009   |
|---|--------|--------|--------|--------|--------|
| No. of Authorized Businesses (businesses)           | 6,010  | 6,447  | 7,253  | 7,763  | 8,324  |
| No. of Employees at Substitute Businesses (persons) | 64,570 | 69,762 | 77,944 | 81,274 | 84,859 |
| No. of Escort Car (cars)                            | 23,817 | 25,332 | 28,002 | 28,347 | 29,531 |

### (3) Strengthening Drunk Driving Regulations

Toward eradicating drunken driving, the police continue to promote a strict crackdown on the provision of vehicles and liquor, and applying punishment regulations on sharing rides by solicitation and request.

**Table 3-2 Trends in the Number of Cases Cleared for Drunk Driving (2009)**

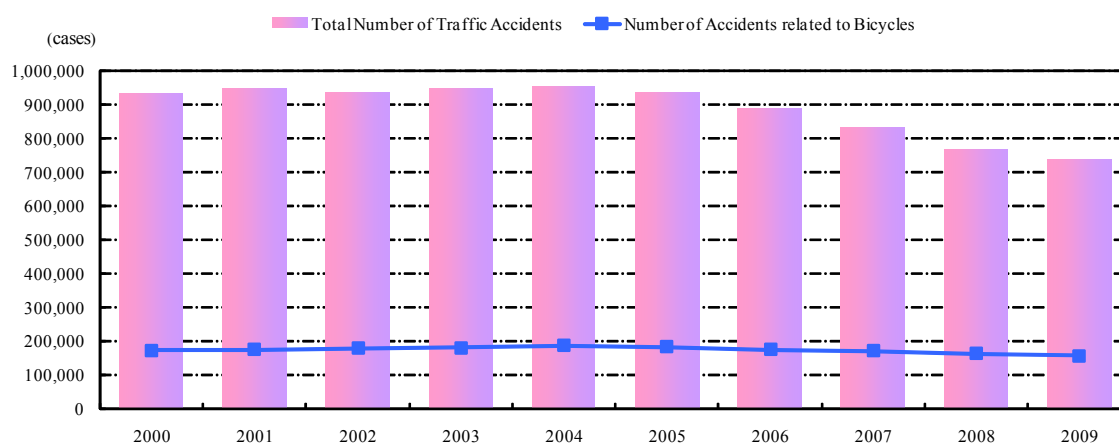
| Category             | Drunk Driving | Driving while Intoxicated | Crime of Providing a Vehicle | Crime of Providing Alcohol | Crime of Demanding / Requesting a Ride |
|----------------------|---------------|---------------------------|------------------------------|----------------------------|--|
| Number of Crackdowns | 954           | 40,847                    | 200                          | 70                         | 854                                    |

## 2. Promotion of the Safe Use of Bicycles

### (1) Situation of Traffic Accidents involving Bicycles

Bicycles are a beloved method of transportation for the people of Japan; they are used by a wide-range of people for a variety of purposes. In 2009, there were 156,373 cases of traffic accidents involving bicycles, accounting for 21.2% of all traffic accidents.

**Diagram 3-8 Trends in the Number of Traffic Accidents and the Number of Accidents related to Bicycles (2000-2009)**



| Category \ Year                         | 2000    | 2001    | 2002    | 2003    | 2004    | 2005    | 2006    | 2007    | 2008    | 2009    |
|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Total Number of Traffic Accidents       | 931,934 | 947,169 | 936,721 | 947,993 | 952,191 | 933,828 | 886,864 | 832,454 | 766,147 | 736,688 |
| Number of Accidents related to Bicycles | 173,876 | 175,223 | 178,289 | 181,845 | 187,980 | 183,653 | 174,262 | 171,018 | 162,525 | 156,373 |

### (2) Preparing Environments to Handle Bicycle Traffic

The police are promoting the preparation of a traffic environment for bicycles by partnering with road administrators, establishing bicycle zones and modifying car roads to ensure that pedestrians and bicyclists can safely use and appropriately share roads, as well as promoting efforts to establish the networking of bicycle zones.

### (3) Promotion of Bicycle Safety Education

The police are partnering with local public entities, schools and bicycle-related organizations to promote “Rules relating to Traffic Routines” and “The Five Principles of Bicycle Safety.” The police are working to spread knowledge of bicycle traffic rules for such

broad types of users as children, students, the elderly and housewives.

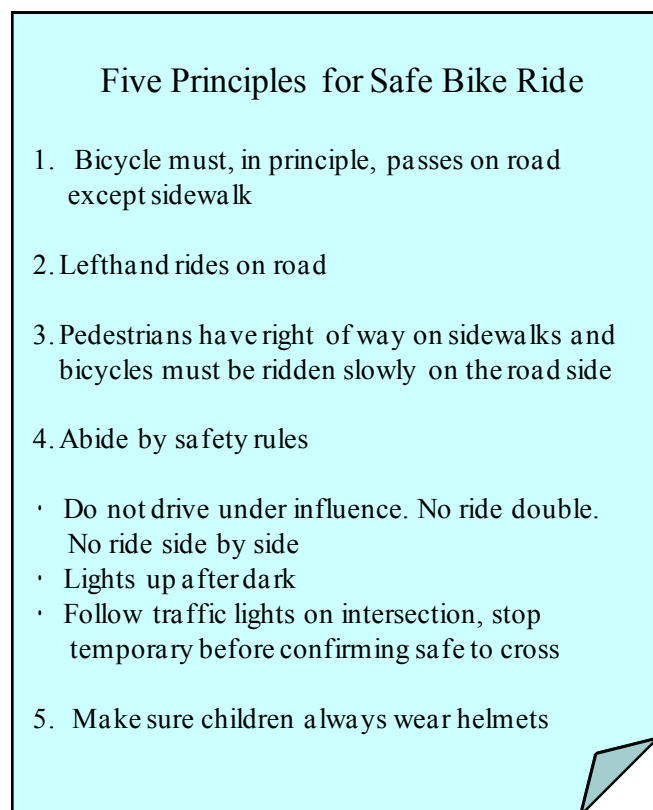
In addition, the police are creating a wealth of educational content by partnering with schools through participatory, practical bicycle training to children and students, by utilizing reenactments of accidents by stunt men, or bicycle simulators. In 2009, approximately 3.37 million people participated in the 31,000 bicycle education courses targeted at children/students and the elderly across the nation.

### (4) Strengthening of Guidance and Crackdown on Traffic Law Infringements by Bicyclists

Focusing on bicycle guidance/enlightenment priority areas/roads<sup>1</sup>, the police are strengthening guidance measures against bicycle riders that ride without

headlamps, ride a bicycle together with another person, ignore traffic lights, and loiter. Additionally, the police are taking strict measures on those who dangerously and viciously violate the traffic law and cause real danger to vehicles and pedestrians, and those who continue to break the law, despite warnings, by utilizing traffic tickets which threaten arrest.

**Diagram 3-9 The Five Principles of Bicycle Safety**



Note 1: Based on the state of traffic accidents involving pedestrians and bicycles, local resident complaints and requests, 1,827 locations nationwide (as of May 1, 2008) have been specified as bicycle guidance/enlightenment priority areas/roads. The police are promoting guidance and enlightenment regarding bicycle use in these areas.

### 3. Traffic Safety Education and Traffic Safety Activities

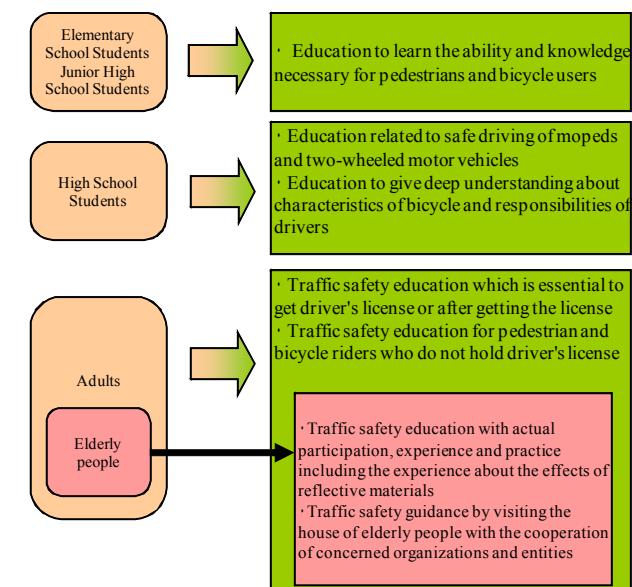
#### (1) Traffic Safety Education

##### 1) Guidelines to Traffic Safety Education

The National Public Safety Commission (NPSC) has drawn up and made public the Traffic Safety Education Guidelines to ensure that local public entities and private entities can carry out effective and appropriate traffic safety education, and to establish a common standard for the traffic safety education carried out by the Prefectural Public Safety Commissions (PPSC). The police implement the guidelines that specify the

basic preparedness required of those engaged in traffic safety education, as well as the contents and methods of systematic traffic safety education that are suited to the mental and physical development and traffic modes of each age group.

**Diagram 3-10 Traffic Safety Education by Age**



#### 2) Traffic Safety Education in Business Establishments and Other Places

Business establishments using more than a specified number of vehicles are obliged, under the stipulations of the Road Traffic Act, to carry out traffic safety education in accordance with the Guidelines by appointing a safe driving supervisor. The police provide the necessary instruction such as lessons for safe driving supervisors in order to ensure that traffic safety education is implemented appropriately.

#### (2) Traffic Safety Activities

The police are trying to uplift the national traffic safety awareness in cooperation with concerned organizations/groups and traffic volunteers (traffic safety campaign promotion committees, traffic counselors, etc.) in various ways.

##### 1) National Traffic Safety Campaign

The police conduct National Traffic Safety Campaigns in spring and fall every year aiming for the thorough prevention of traffic accidents by widely spreading and implementing the idea of traffic safety and to encourage people to comply with traffic rules and uphold good standards in traffic manners. During campaign periods, national and local public entities and private entities work together to carry out large-scale, nationwide campaigns.



## 2) Thorough Wearing and Use of Seatbelts and Child Seats

The police have mandated the wearing of seatbelts for backseat passengers from June 2008, and an administrative punishment of traffic violation points will be incurred on offenders on the expressway. In a national survey conducted in October 2009 (joint survey by the NPA and Japan Automobile Federation (JAF)), the rate of backseat passengers wearing seatbelts stands at 33.5% on general roads and 63.4% on expressways. The police promote participatory, experiment-based, and practical traffic safety education by utilizing images of collision experiments or “seatbelt convincers” that enable people to feel the effects of wearing a seatbelt, thus facilitating the thorough wearing of seatbelts in all seats including the backseats.

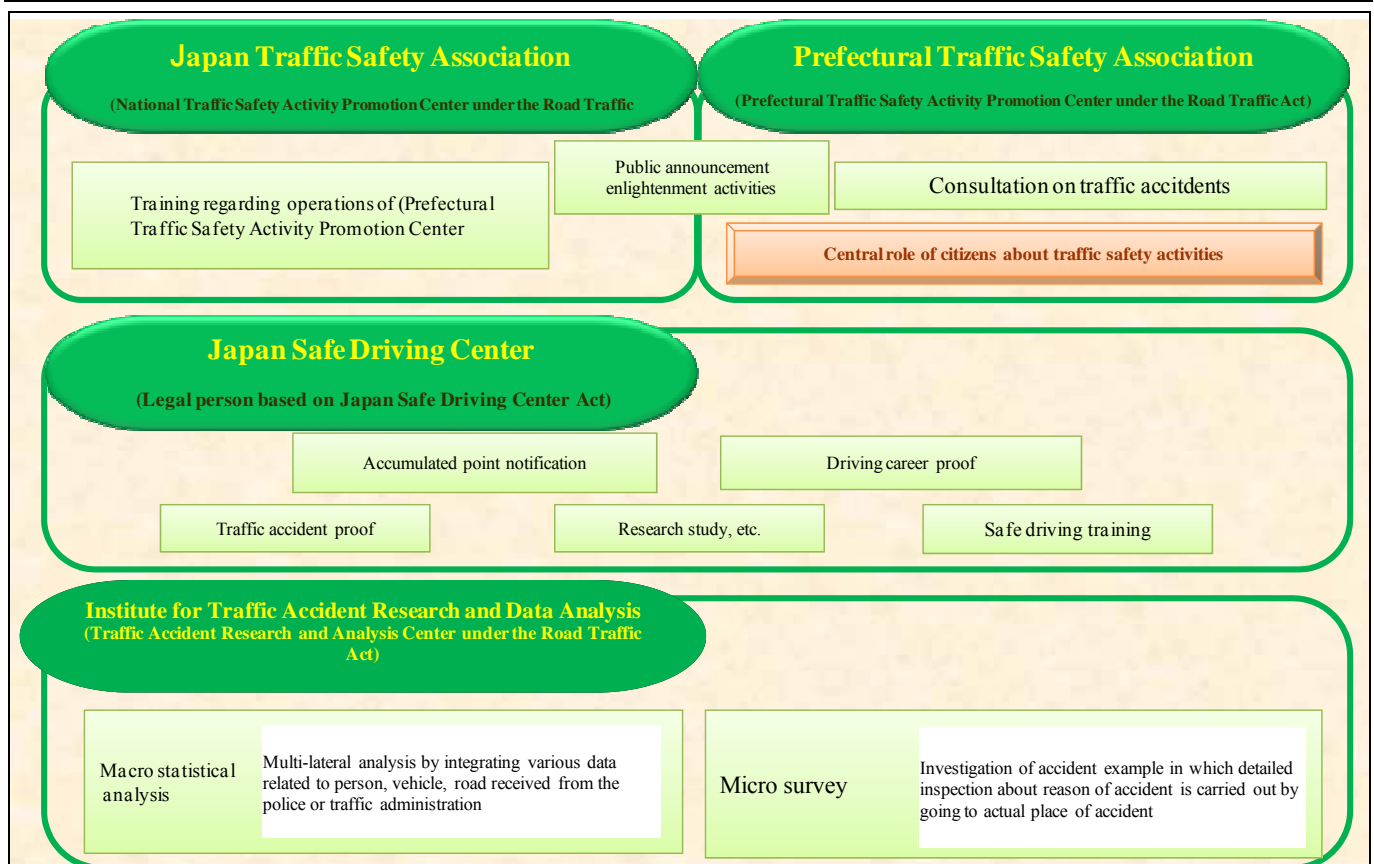
In addition, for child seats of which the rate of use remains at 56.8%, as shown in a survey in April 2010, the thoroughness of proper use is being facilitated by providing parents with publications or instructions on proper installation at kindergarten or nursery schools.

## 3) Other Traffic Safety Activities

To raise national traffic safety awareness, the police provide various assistances. These include cooperation in announcing public activities such as traffic safety campaigns that are conducted by local public entities and other entities, workshops for the leaders of local volunteers who takes initiatives in traffic safety activities to ensure efficiency, and provision of information on the actual state of traffic accidents.

Other than the above, various entities listed in Diagram 3-11 are developing activities to aim for traffic safety.

**Diagram 3-11 Activities of Various Institutions**



## Section 3. Measures for Drivers

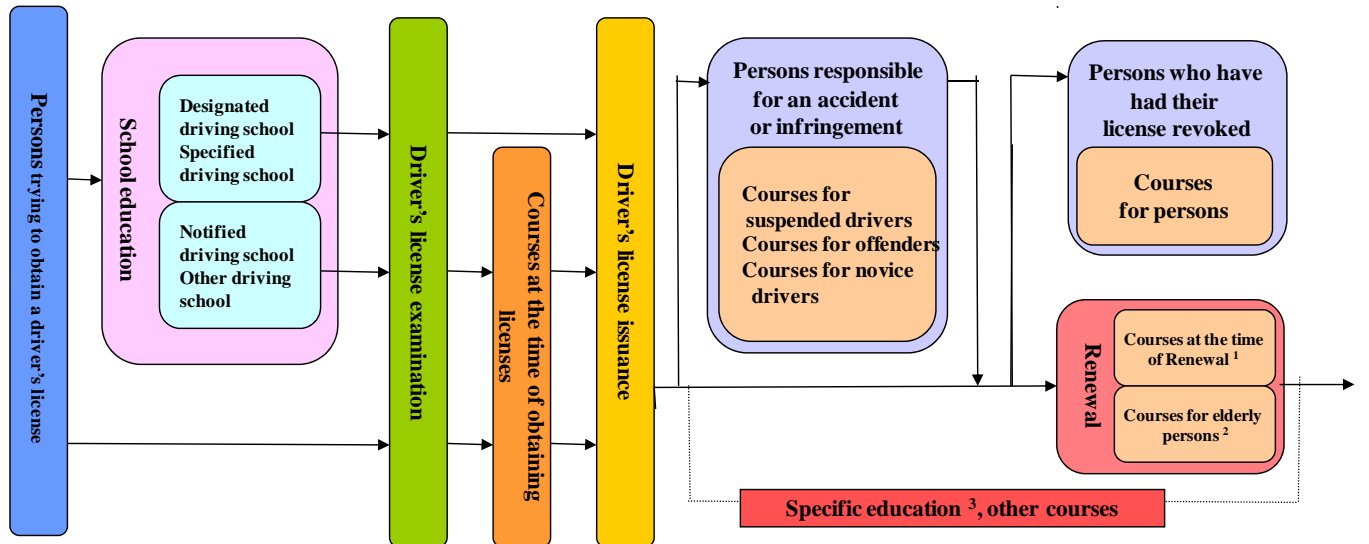
### 1. Driver's Education

#### (1) System for Driver's Education

Opportunities for driver's education are systematically established at various stages in the

license-obtaining process and after licenses are issued. The flow of this setup is as follows.

Diagram 3-12 Driver's Education System



Note 1: Persons trying to renew a driver's license are required to take courses at the time of renewal.

2: Persons who are 70 years old or over on the day of driver's license expiration are required to take courses for senior citizens. In addition, for those who are 75 years old or over are required to take preliminary inspection training (Cognitive Impairment Screening Test for Senior Drivers, and courses for elderly persons are held based on the result.

3: As part of driver's license education which has been approved by the Prefectural Public Safety Commission (PPSC), persons who have completed the equivalent process of training as the courses for elderly drivers and the courses at the time of renewal are exempt from taking courses.

#### (2) Enhancement of Education for Those Who Wish to Acquire a Driver's License

Individuals who wish to acquire a driver's license must take the driver's license examination given by PPSC. However, those who have graduated from designated driving schools<sup>1</sup> are exempt from the skills test.

As designated driving schools play a central role in driver education for beginners, the police are striving to enhance the instruction given at driving schools through such means as improving the quality of instructors.

- Designated driving schools: 1,392 places nationwide (as of the end of 2009)
- Number of graduates who passed the driver's license examination during the same year: 1,564,841 persons (95.9% of all passed persons).

Additionally, applicants for driver's licenses are obligated to take lectures (courses to be given at the time the license is acquired) in order to learn the necessary skills and knowledge for safe driving according to the type of license sought. However, graduates of designated driving schools and specified driving schools<sup>2</sup> do not need to take these courses as they have received instruction on the same contents.

Note 1: Driving schools designated by the PPSC as meeting set standards for staff, facilities, and teaching methods.

2: Specified driving schools that provide training courses specified by PPSC as meeting set standards for staff, facilities, training methods, and so forth.

**Table 3-3 Situation of Provision of Lectures for License Acquisition (2009)**

| Type of License        | Course Name                                    | Contents   | Number of Attendees (persons) |
|------------------------|--|--|-------------------------------|
| Ordinary Licenses etc. | Large-sized Vehicles                           | Driving techniques and knowledge essential for safe driving of respective vehicles such as risk assessment | 430                           |
|                        | Medium-sized Vehicle                           |  | 302                           |
|                        | Ordinary Vehicle Course                        |  | 15,858                        |
|                        | Large-sized Two-wheel Motor Vehicle Course     |  | 508                           |
|                        | Ordinary Two-wheel Vehicle Course              |  | 2,425                         |
|                        | Large-sized Passenger-carrying Vehicle Course  |  | 1,805                         |
|                        | Medium-sized Passenger-carrying Vehicle Course |  | 98                            |
|                        | Ordinary Passenger-carrying Vehicle Lecture    |  | 2,863                         |
|                        | Emergency Treatment Course                     | Essential knowledge on emergency treatment such as artificial respiration, CPR, etc.                       | 20,914                        |
| Moped License          | Moped Course                                   | Essential knowledge for safe driving such as manipulating methods and driving methods of mopeds            | 195,624                       |

Note: Each course should include practical training sessions.

### (3) Improvement of Driver's Education after Acquisition of a Driver's License

#### 1) Provision of Carefully-laid out Courses upon Renewing License

Courses that must be taken by those who apply for renewal of their driver's license aim to increase the driver's safety awareness by supplementing necessary knowledge for safety driving by periodically providing courses upon renewal of licenses.

The lectures are held by categorizing drivers by the degree of compliance with the law and other criteria; gold card (model) drivers, general drivers, drivers who have broken the law, and drivers of first time renewal.

In addition, special courses are compiled according to the condition of the drivers such as courses for senior drivers, young drivers, and motorcycle drivers. The courses are also enhanced by taking up the actual situation of accidents by those taking the courses.

| Category   | Courses for Safe Drivers   | Courses for General Drivers   | Courses for Offenders  | Courses for Drivers Renewing for the First Time  |
|--|--|---|--|--|
| Number of attendants (persons)                         | 8,505,895  | 3,149,673   | 4,136,410  | 1,173,060  |
| Drivers with expired licenses with specialized reasons | 12,290   | 76,318  | 88,910   | 43,960   |
| Course Time  | 30 minutes   | 1 hour  | 2 hours  | 2 hours  |
| Course Contents  | An explanation is given on the situations of traffic accidents as well as knowledge necessary for safe driving by using videos and other audio visual materials. | In addition to the contents of the courses for safe drivers, a qualification test using "safe driving self diagnosis" is offered and practical guidance is given. | In addition to the contents of the courses for general drivers, discussions are held and guidance related to knowledge essential for driving automobiles is given. | In addition to the contents of the courses for offenders, an exercise is given for the drivers to fully acquire the fundamental knowledge related to driving of automobiles. |

**Table 3-4 Situation of Provision of Lectures at the Time of Renewal (2009)**

#### 2) Education for Reeducating Reckless Drivers

Enhanced education is provided for dangerous drivers through the following scheme. An education program is held to decrease the dangers in driving of those who have accumulated a certain number of points due to violations of the Road Traffic Act. Courses are also held for those who have received administrative punishment, for novice drivers, those with revoked licenses or with suspended licenses, and traffic offenders.

In particular, as measures against habitual drunk drivers, drunk driving classes have been established for those whose licenses have been suspended due to drunken driving violations. Enriching the content of education is being facilitated through simulated experiences of drinking by using drunken driving goggles or simulators, or through lectures by the family of victims of drunk driving.

**Table 3-5 Situation of Implementation of Education to Reeducate Dangerous Drivers (2009)**

| Course Names                            | Target Persons  | Contents  | Outcome   | Number of Participants (persons) |
|---|---|---|---|----------------------------------|
| Courses for Novice Drivers              | Persons under one year since license acquisition who have violated the law and meet certain standards | This program provides practical instructions through on-road training and training to predict and avoid risks using driving simulators aimed at stabilizing driving techniques and knowledge.   | Re-examination exempted (Note)  | 56,655                           |
| Courses for those with Revoked Licenses | Persons whose licenses have been revoked or cancelled   | In order to make the participants recognize their aptitude for driving and improve their driving attitude, examinations are conducted regarding driving aptitude by having them drive and then provide individual and concrete instructions based on the results. | The persons become qualified for taking driving license examination again.            | 33,631                           |
| Courses for Suspended Drivers           | Persons whose licenses are suspended or validities are terminated.                                    | Appropriate guidance is given on a request basis by persons who have been penalized as well as based on the results of driving aptitude tests conducted by having them drive.   | The period of suspension is reduced.  | 438,029                          |
| Courses for Offenders                   | Persons whose violations amount to less than three points and meet certain standards                  | It is possible to select a course which includes guidance and diagnosis to check individual driving aptitude by actually driving or a course which includes social participation activities which help to improve qualities in the driver.                        | An administrative punishment such as suspension of driver's license is not performed. | 185,411                          |

Note: Re-examinations are held for those who did not attend the courses for novice drivers and the criteria is the same as those for the driver's license examination. In 2009, 2,905 candidates took the examination and the driver's licenses of 2,156 candidates who failed in the examination were revoked.

### 3) Traffic Safety Education at Driving Schools

Driving schools also offer traffic safety education for license holders, including so-called "paper driver's education," and act as a traffic safety education center in the community. In order to raise the standard and the extent of training, accreditation may be received from Prefectural Public Safety Commissions when prescribed standards are met.

### (4) Enhanced Measures for Senior Drivers

#### 1) Education for Senior Drivers

Based on the introduction of preliminary training (cognitive impairment screening test) in June 2009, the police enriched the contents of lectures for senior drivers. (Refer to P.37)

Besides courses for senior drivers, the police are composing classes for senior drivers who are 65 years old or above and 70 years old or below, giving prioritized explanation on driving attributes of senior drivers, or characteristics of traffic accidents. In addition, driving aptitude examinations using related equipment are being conducted. By implementing traffic safety guidance based on the results of these examinations, the police are striving for continuous support of the safe driving of senior drivers. The number of persons who took the course for senior drivers was 45,105 in 2009.

#### 2) Application to Cancel a Driver's License (The Voluntary Turning-in of a Driver's License)

License holders may apply to cancel and turn in their driver's license if the degradation of their physical abilities prevents them from driving a vehicle or if they decide they wish to stop driving. Additionally, in the event that the license is to be turned in, the applicants may apply to receive proof of

their driving history. In 2009, 51,086 people applied to cancel their driver's license (44,463 of these were over 70 years old), and 23,048 applied for records of their driving history (20,321 of these were over 70 years old).

## 2. Policies for Drivers

### (1) Administrative Punishment and Education Tailored to Degree of Negligence

It is necessary to implement appropriate administrative punishment for the early removal from road traffic areas of drivers who repeat Road Traffic Act violations and who have initiated major traffic accidents.

In June 2009, the police raised the amount of time required before a potential driver can reapply for a license to 10 years after their license has been revoked due to certain vicious and reckless driving. Based on this, the police are attempting to implement rigorous and prompt administrative punishment, toward the early removal of drivers who conduct vicious and reckless driving.

**Table 3-6 Trends in Administrative Punishment for Driver's Licenses (2005-2009)**

| Category \ Year | 2005    | 2006    | 2007    | 2008    | 2009    |
|-----------------|---------|---------|---------|---------|---------|
| Total (cases)   | 911,001 | 847,721 | 728,060 | 612,163 | 571,912 |
| Revoked         | 55,138  | 54,461  | 44,252  | 34,942  | 38,100  |
| Suspended       | 855,863 | 793,260 | 683,808 | 577,221 | 533,812 |

Note: Number of cases of revocation does not include the number of revocations related to retesting of driving beginners and revocations resulting from application.

## (2) Improvement in Convenience of Procedures for Obtaining a Driver's License

To mitigate the burden for citizens during the process of driver's license renewal, policies and measures such as the following are being enforced: issuance of renewed licenses on the day of application; acceptance of applications on Sundays; setting up counters for renewing driver's licenses at police stations; the omission of an ID photo from application forms; and the acceptance of renewal applications through Public Safety Commissions other than the area of the driver's residence (limited to gold card (model) drivers).

In addition, for the benefit of disabled applicants/drivers, development and improvement of examination facilities, utilization of instructional video with subtitles, and implementation of academic examinations with *hiragana* readings for the *kanji* characters used in examination questions are among the measures being put into effect. Moreover, in order to individually assess whether persons with physical disabilities or chronic illnesses are capable of driving safely, the police assign staff with abundant expert knowledge and are working for the enhancement of counseling activities on proper driving. In particular, with the introduction of the preliminary examination, it is expected that consultation by examinees or their families on aptitude for driving or medical institutions where diagnoses of dementia can be given, will increase. As such, the police attempt to enhance the counseling system and secure counseling places.

## (3) License Administration Adapted to Internationalization

Individuals who possess driver's licenses issued by foreign administrative agencies are exempt from a portion of the driver's license examination under certain conditions. The number of driver's licenses issued under the same conditions in 2009 was 31,316. The police also produced a video for traffic safety education for foreign drivers, making it more available. As such, the police are striving to enrich traffic safety education based on local circumstances.

## (4) Digitalizing Driver's Licenses

The issuance of IC card licenses began in January 2007, and was introduced in all prefectures in January 2010. IC card licenses have the advantages of the prevention of forgery, as well as the protection of the driver's privacy by eliminating the inscription of legal domicile from the face of the license and making it an electromagnetic record.



IC Card License

## Section 4. Development of Traffic Environment

### 1. Development of Safe and Secure Traffic Environment

#### (1) Promotion of Development of the Project for Traffic Safety Facilities

The police are promoting the development of traffic safety facilities such as signals or road signs to secure traffic safety and smoothness. Since 1966, in order to prevent frequent traffic accidents promptly and effectively, efforts in line with the Long-term Project for Traffic Safety Facilities have been promoted, but in order to improve various social infrastructure maintenance projects more emphatically, effectively and efficiently, the Act on Priority Plan for Social Infrastructure Development was enacted on March 2003. In this Act, the “Priority Plan for Social Infrastructure Development” was to be formulated by integrating the past long-term plans by field of business on development of such social infrastructure as traffic safety facilities, roads and ports. Efforts were

made to further enhance cross-sectional efforts and collaboration between businesses.

In line with the Second Phase of the Priority Plan for Social Infrastructure Development with the planned period of 2008 through 2012, development of traffic safety facilities are being facilitated toward achieving the objectives listed in the plan.

**Diagram 3-13 Implementation of Main Traffic Safety Facilities**

|                               |                            |
|-------------------------------|----------------------------|
| • Signals :                   | Approx.200,000 units       |
| • Road Signs :                | Approx 6.60 million boards |
| • Infrared Beacon Devices:    | Approx 53,000 units        |
| • Traffic Information Boards: | Approx 3,600 boards        |
| • Traffic Control Centers:    | Approx 163 locations       |
| (As of the end of FY2009)     |                            |

**Diagram 3-14 Second Phase Priority Plan for Social Infrastructure Development (Planned Period 2008-2012)**

[Measures and Index of Development Projects by the Police such as Traffic Safety Facilities]

1. Improvement of traffic safety
  - Fatality and Injury Rate in Traffic Accident (Reduce by approx. 10%)
- 2 . Promoting measures for community roads and measures related to pedestrians and bicycles
  - Control rate over accidents causing death and injuries in safe pedestrian areas  
(Control by approx.20% of the number of accidents causing death and injuries related to pedestrians and bicycles at places where measures are taken)
  - Barrier-free type signals in major community-related roads (Approx.83% 100%)
3. Promoting measures for trunk roads
  - Control rate over accidents causing death and injuries in accident risk prone places (Control by approx. 30 at places where measures are taken)
  - Control over accidents causing death and injuries (Control by approx. 40,000 cases/year)
4. Promoting smoothness in traffic by advanced signals
  - Reducing the intersection passing time by advanced signals (Reduce by approx. 220 million-persons/hour/year)
  - Control over elimination of carbon dioxide by advanced signals (Control CO2 by 460,000t every year)
5. Promoting Intelligent Transport Systems

**Diagram 3-15 Traffic Facilities Arranged by Police**



Signals



Road Signs



Road Markers



Traffic Control Center

#### (2) Development of Advanced Traffic Control System

In urban areas, complex and concentrated street traffic is one of the causes of traffic jams, traffic pollution, and traffic accidents.



The police strive to make the flow of traffic smoother by analyzing data of the traffic volume and driving speed collected through vehicle recognition devices and other devices. Based on the analyzed information by traffic control systems, the police control traffic signals and provide traffic information.

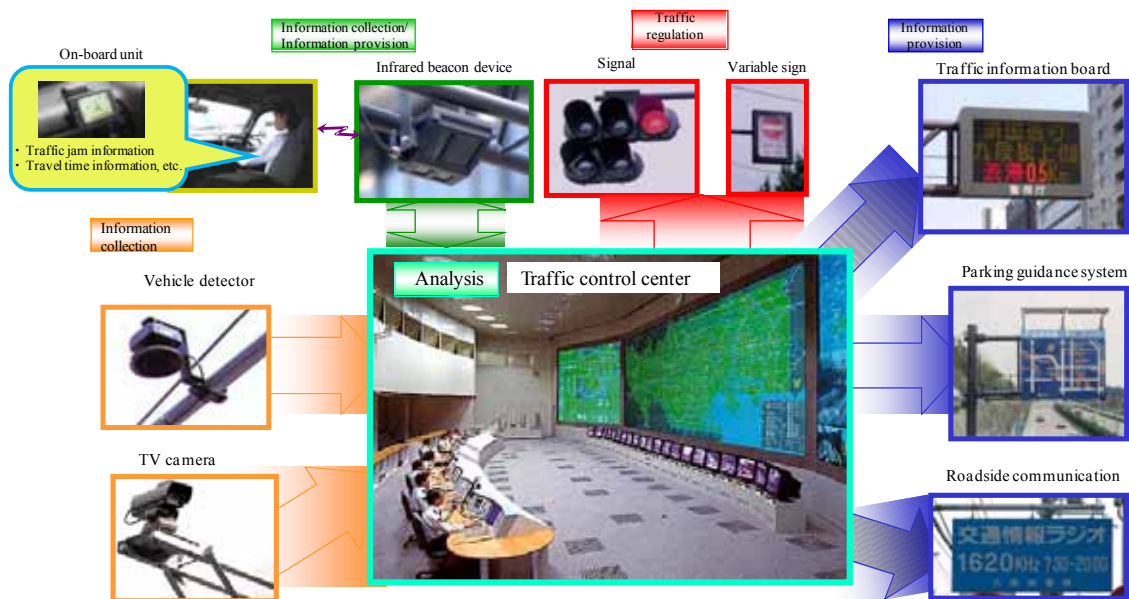
The measures taken in concrete are as follows;

- Smoothening of traffic by controlling traffic signals in response to traffic conditions

- Guiding and dispersing the flow and volume of traffic by providing detailed traffic information
- Improving the convenience of public transportation by controlling signals to give buses priority and lowering the demand for individual vehicles

The measures described above and other measures are taken to effectively and safely control street traffic which has become highly complex and concentrated.

**Diagram 3-16 Traffic Control Center On-board Unit**



### (3) Traffic Information Provision by the Police

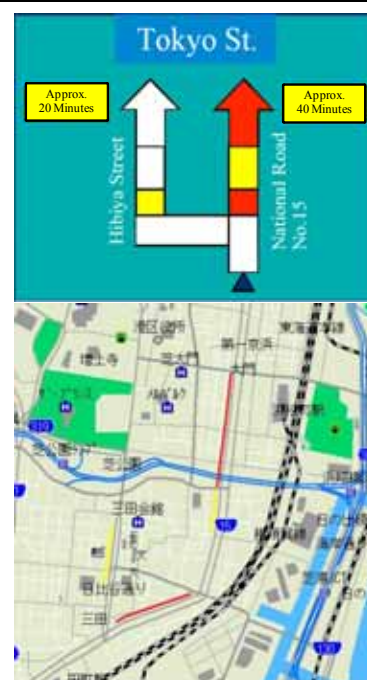
The police are making efforts to enable drivers to precisely ascertain the level of traffic congestion and the amount of time required for safe transit and pleasant driving by providing traffic information data gathered and analyzed by traffic control systems to the public at large. Efforts are also being made to disperse traffic to reduce congestion and accidents.

VICS (Vehicle Information and Communication System)<sup>1</sup> has been used as a means of information provisioning in addition to traffic information boards. VICS can display the real time situation of the road traffic which changes by the minute on the map screen with a system that provides traffic information through infrared beacons<sup>2</sup> to the car navigation devices installed in cars.

In addition, with the aid of concerned entities, the police are supporting private businesses that provide traffic information by means of mobile phones, the Internet, and car navigation systems through the construction of a system that provides real-time online traffic information. The police are also setting guidelines for the provision of traffic information so

that these businesses can smoothly contribute to safe traffic.

**Diagram 3-17 Example of Display of VICS Car Navigation Device**





#### (4) Environmental Measures through Traffic Control

##### 1) Traffic Control for Environmental Measures

The police execute measures according to the situation of the traffic noise and vibration by restricting maximum speed to reduce the engine sound and vibrations by reducing the speed of passing vehicles and by restricting vehicles to use lanes closer to the middle lane to keep away large-sized vehicles with large engine sounds and vibration from the roadside.

##### 2) Promoting Eco-Driving

Since the “use of cars in which the reduction of the environmental burden is considered (eco-driving)” is effective for environmental preservation and is expected to contribute to a certain extent to the prevention of traffic accidents, the police are trying to

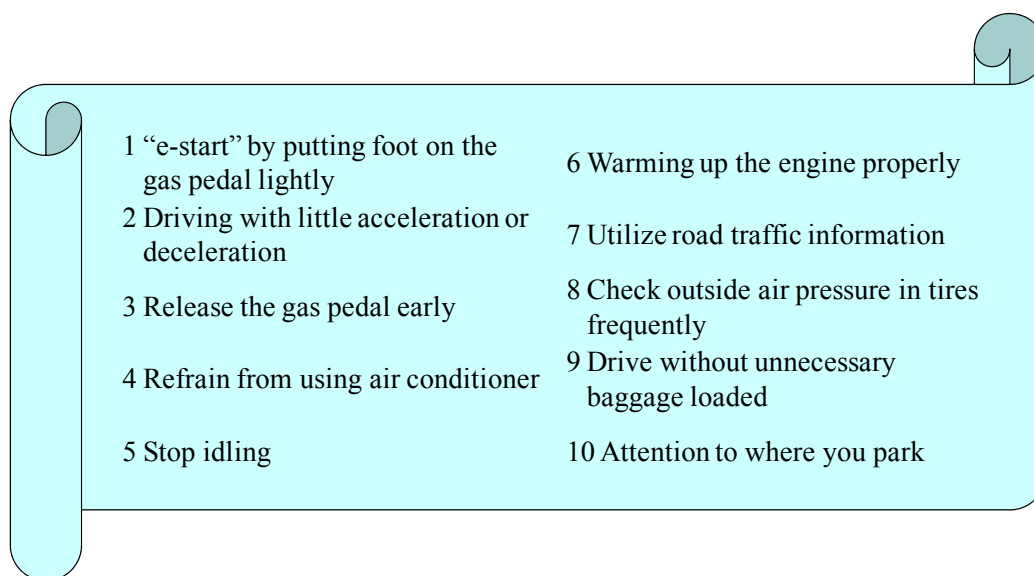
spread and promote eco-driving based on the “10 Tips for Eco-Driving” formulated in October 2006 by the Eco-Drive Spread Liaison Council.<sup>3</sup>

Note 1: Vehicle Information and Communication System

2: An infrared communication device which is installed on roads to perceive passing cars, to measure traffic loads and mediate the information between the on-board unit and the Traffic Control Center.

3: Consists of the NPA, the Ministry of Economy, Trade and Industry, the Ministry of Land, Infrastructure, Transport and Tourism, and the Ministry of the Environment.

**Diagram 3 - 18 Ten Tips for Eco-Driving**



#### (5) Promotion of Effective Traffic Regulations

Based on the actual traffic conditions of an area, the police are constantly working to inspect and review traffic control, and traffic regulations such as speed and parking. And in response to traffic condition changes due to road development, local development, new commercial facilities, etc., the police are working to maintain safe and smooth traffic flow by accurately understanding these and implementing comprehensive measures in terms of both software and hardware.

For speed regulations, existing regulation standards were created in 1992. Thereafter, the environment involving road traffic changed due to road development progress and enhanced automotive functions. Considering this, starting in fiscal 2006, the

Survey Research Study Committee on How to Determine Speed Regulations (Chairman: Katsutoshi OTA, Professor, Toyo University) studied how to determine more rational speed regulations. In March 2009, this committee submitted its Survey Research Report on How to Determine Speed Regulations. In response to this report, the standards on maximum speed regulations for general roads were revised in October 2009. Based on these new standards, the police are actively inspecting the existing speed regulations.

## Column 1. How Speed Regulations are Determined under the New Standards

### (1) General Roads

For general roads, while complying with the maximum speed standards set in accordance with the Standard Speed Table, speed regulations are adjusted according to each road's traffic accident occurrence situation, road structure such as existence of sidewalks, roadside situation, etc. In principle, the actual speed regulation is determined within a range of 10km/hr above or below the standard speed.

Standard Speed Table

| Category | Area      | Lanes     | Central divider | Pedestrians | Standard speed |
|----------|-----------|-----------|-----------------|-------------|----------------|
| 1        | Urban     | 2 lanes   |                 | Many        | 40km/hr        |
| 2        |           |           |                 | Few         | 50 km/hr       |
| 3        |           | 4 or more | Yes             | Many        | 50 km/hr       |
| 4        |           |           |                 | Few         | 60 km/hr       |
| 5        |           |           | None            | Many        | 50 km/hr       |
| 6        |           |           |                 | Few         | 50 km/hr       |
| 7        | Not urban | 2 lanes   |                 | Many        | 50 km/hr       |
| 8        |           |           |                 | Few         | 60 km/hr       |
| 9        |           | 4 or more | Yes             | Many        | 60 km/hr       |
| 10       |           |           |                 | Few         | 60 km/hr       |
| 11       |           |           | None            | Many        | 50 km/hr       |
| 12       |           |           |                 | Few         | 60 km/hr       |

### (2) Residential Roads

For residential roads, the priorities are the safety and peace of mind of local residents and ensuring pedestrian safety. Therefore, in order to maintain speeds which enable response to sudden running out into the street and the avoidance of major accidents, when implementing the speed regulation, the maximum speed shall in principle be 30 km/hr. The police will also study the implementation of zone regulation, and installation of physical devices which reduce vehicle speed such as humps and cranks in cooperation with related institutions.

### (3) Road Structures Emphasizing Vehicle Traffic Functions

Even for a general road, on a road which emphasizes automobile drivability with an advanced structure and few danger factors, the maximum speed shall in principle be 70 or 80 km/hr if safety is maintained.

## 2. Introduction of IT into Road Traffic (1) Intelligent Transport Systems (ITS)<sup>1</sup> by Police

The police are promoting the development and installation of Universal Traffic Management Systems (UTMS)<sup>2</sup> such as the following three systems, using infrared beacons devices that optimize traffic management using cutting edge information communication technologies in order to achieve a safe, smooth, and comfortable traffic society with low environmental load.

### 1) Public Transportation Priority Systems (PTPS)<sup>3</sup>

This system aims to improve on-time transport and user-friendliness, through traffic signal control prioritizing mass public transportation by bus, etc. (introduced in 40 prefectures as of the end of FY2009).

### 2) FAST Emergency Vehicle Preemption Systems (FAST)<sup>4</sup>

This system allows traffic priority to vehicles used for lifesaving and other emergency purposes by controlling traffic signals. The aim of this system is to shorten the travel time for these vehicles to reach their destinations and avoid any accidents en route to reach their destinations (introduced in 13 prefectures as of the end of 2009).

### 3) Driving Safety Support Systems (DSSS)<sup>5</sup>

This system aims to prevent traffic accidents by drawing attention to risk factors by offering peripheral traffic situations to drivers with the help of visual and audio information by creating an environment that enables driving with composure (introduced in 5 prefectures as of the end of FY2009).

Note: 1 Intelligent Transport Systems

2: Universal Traffic Management Systems

3: Public Transportation Priority Systems

4: FAST emergency vehicle preemption systems

5: Driving Safety Support Systems

## (2) Promotion of International Cooperation concerning ITS

Promotion of collaborative projects with other countries and the establishment of other such international cooperation is important since it is necessary to investigate from a broad view in the field of technological development. The NPA participated in the 16th ITS World Conference held in Stockholm, Sweden in November 2009 (approximately 8,500 concerned participants from governments, private sector and educational institutions from 64 countries). At the conference, the countries shared ITS information and further strengthened the cooperative relationship. In addition, based on a written agreement concerning the cooperation in traffic safety and ITS, and in response to emergency situations between the NPA and the US Department of Transportation's National Highway Traffic Safety Administration, the police also sponsored a meeting in the United States in January 2010 to hold research presentations on measures and policies of bilateral promotions for ITS.

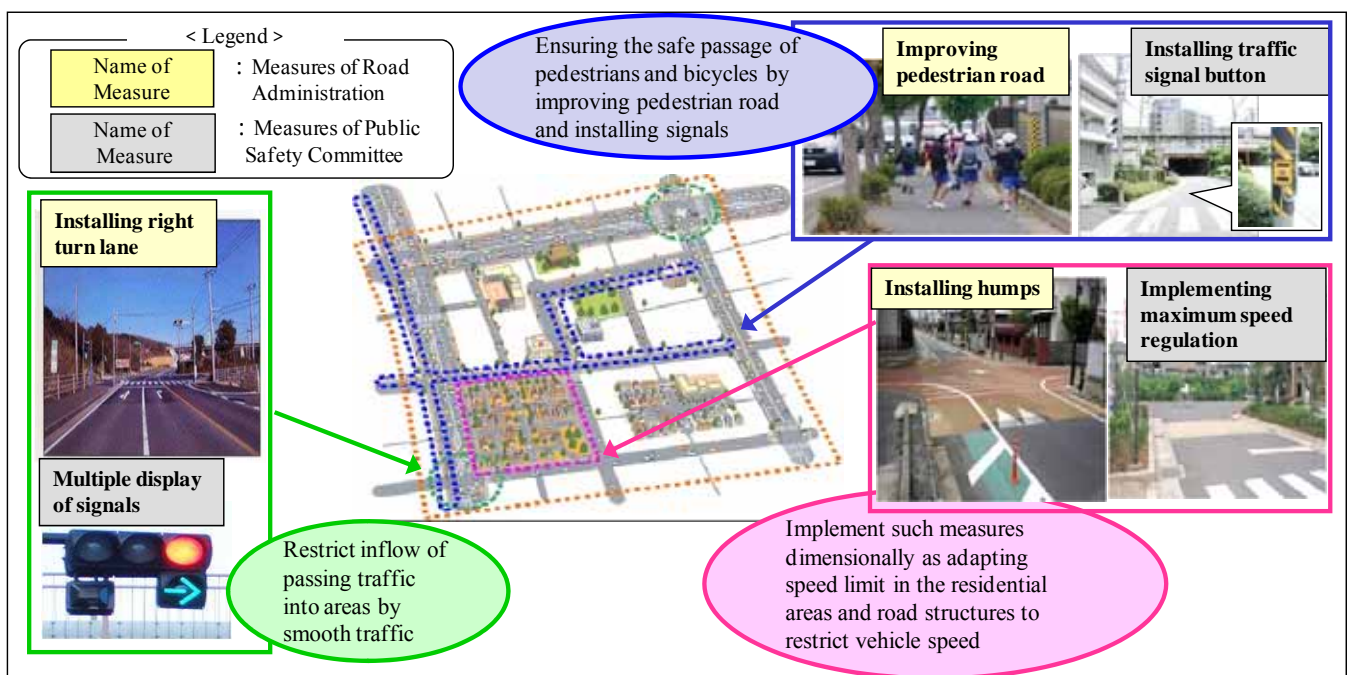
## 3. Ensuring the Safe Passage of Pedestrians and Others by Improving the Road Traffic Environment

Compared to the United States and various countries in Europe, the ratio of pedestrian and bicycle user deaths to overall traffic accident fatalities in Japan is remarkably high. Thus, creating measures to deter traffic accidents involving pedestrians and bicycle users has become a vital task.

### (1) Development of Safe Pedestrian Areas

In cooperation with road administrators, the police designated 582 locations (as of March 2009) as "safe pedestrian areas" that require urgent measures for securing safe passage of pedestrians and bicycle riders. These include areas such as those used frequently by children and students who walk or take a bicycle to school, areas surrounding facilities used by the elderly or persons with disabilities, and areas with shopping streets crowded with pedestrians. In these areas, the police have been undertaking safety measures focused on the special characteristics of the given area including carrying out traffic regulations which aim to lessen the volume of traffic and decrease traveling speeds; making traffic signals, road markers, and signs user-friendly for the elderly and persons with disabilities.

Diagram 3-19 Development Design for Safe Pedestrian Area



## (2) Installation of Barrier-Free Type Traffic Signals and Other Equipment

The police are promoting various measures to ensure safety for the elderly and disabled persons when crossing streets, in line with the law relating to ease of mobility of the elderly and the disabled persons. These include measures for the installation of barrier-free

traffic signals such as those that emit sound to indicate the state of the traffic signal and traffic signals which indicate how much time remains until the light changes color, measures to enlarge the display panels of road signs and markers, and using reflective material which is easily visible when illuminated by car headlights.

**Diagram 3-20 Barrier Free Examples of Traffic Safety Facilities by the Police**



Acoustic traffic signals



Traffic signals responding to the elderly



Traffic signals for pedestrians to indicate passing time



Escort zone

## 4. Revitalizing Cities through the Promotion of Comprehensive Measures against Illegal Parking

### (1) Current Situation of Illegal Parking

Illegal parking not only aggravates traffic congestion on arterial roads but it also impedes the safe passage of pedestrians and vehicles, interferes with the work of emergency vehicles, damages the living environment of residents, and has a large effect on the lives of people in general.

Furthermore, illegal parking is also a cause of traffic accidents. During 2009 there were 1,513 collisions involving parked vehicles, with 45 people killed in these accidents. Among complaints, requests, and consultations made through “Dial 110” emergency number, 18.2% were related to parking issues, showing the public’s high concern.

### (2) Promotion of Measures against Illegal Parking

#### 1) Detailed Parking Regulations

In order to establish better parking conditions that adapt to factors such as change in the road environment, traffic conditions, and parking demand, the police are reviewing current regulations. In doing so, the police are considering matters both from a time-specific perspective of changes in the flow and volume of traffic depending on the time of day, day of the week, and season, and from a location-specific

perspective of the special features in the traffic situation and road structure of each road section.

#### 2) Regulation of Illegal Parking

Under the new illegal parking regulations that were enacted on June 1, 2006, the confirmation task<sup>1</sup> of unattended parked vehicles<sup>2</sup> conducted by the monitors of designated corporations have been operating properly and smoothly, showing great effectiveness in assuring traffic safety and smoothness.

Crackdowns on illegal parking are conducted in accordance with guidelines based on the opinions and requests of local residents.

Note 1: Tasks related to attaching stickers after confirmation of illegal parking.

2: Defined as an illegally parked vehicle whose driver is away from the vehicle.

**Table 3-7 Trends in the Situation of Outsourcing of Checking Work (2006-2009)**

| Category \ Year                                  | 2006  | 2007  | 2008  | 2009 |
|--|-------|-------|-------|------|
| Number of Police Stations Outsourcing (stations) | 270   | 310   | 347   | 378  |
| Number of Companies Commissioned (legal persons) | 74    | 73    | 73    | 70   |
| Number of Parking Control Officers (persons)     | 1,580 | 1,766 | 1,966 | 2112 |

**Table 3-8 Situation of Crackdowns on Illegal Parking (2009)**

|  |           |
|--|-----------|
| Number of crackdowns on illegal parking                          | 2,518,006 |
| Order for payment of a fine for illegal parking                  | 2,032,626 |
| Number of illegal parking stickers on unattended parked vehicles | 2,462,327 |
| By Parking Control Officers                                      | 1,597,489 |
| Number of towed vehicles (vehicles)                              | 21,647    |

### 3) Parking Measures Combining Hard and Soft Methods

Illegal parking is particularly striking in arterial roads, and Prefectural Public Safety Commissions, road administrators, and others are cooperating to promote intensive parking measures that combine hard methods<sup>1</sup> and soft methods<sup>2</sup> against illegal parking.

### 4) Measures for Securing Parking Spaces

In order to stop the use of roads as vehicle parking spaces, the police issue parking space certificates, accept notifications concerning parking spaces for mini-vehicles based on the Act on Securing Vehicle Parking Spaces. Additionally, the police are cracking down on such acts called *aozora chusha*<sup>3</sup> and, *shako tobashi*<sup>4</sup>.

Note 1: Off-road parking and spaces for freight-handling and others, use of colored pavement to clearly mark areas where parking is prohibited

2: Implementation of detailed parking regulations, crackdown on illegal parking and others

3: To park on the public road as if it were a parking space.

4: To obtain parking space certificates by giving false information on the parking space and base location for using the vehicle.

## 5. Traffic Police Activities on Expressways

### (1) Current Status of Expressway Networks

The number of expressways routes (national expressways and designated motorways) is increasing every year and in 2009 there were a total of 156 routes extending 10,295 kilometers.

In the future, appropriate traffic management corresponding to various situations such as safety measures in the sections where the lanes are not divided by a median showing the direction of travel and expressway toll reform is expected.

The number of fatalities on the expressway in 2009 is 178, a decline for six consecutive years since 2004.

**Table 3-9 Trends in the Number of Expressway Accidents and Resulting Fatalities (2000-2009)**

| Category \ Year            | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   | 2007   | 2008   | 2009   |
|----------------------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Number of Accident (cases) | 14,325 | 14,726 | 14,083 | 13,992 | 13,797 | 13,775 | 13,803 | 12,674 | 10,965 | 11,112 |
| Fatalities(persons)        | 367    | 389    | 338    | 351    | 329    | 285    | 262    | 244    | 193    | 178    |
| Injuries ( persons )       | 23,181 | 23,888 | 22,875 | 22,661 | 22,119 | 21,931 | 22,007 | 21,005 | 18,123 | 19,271 |

### (2) Securing Safety and Smoothness of Traffic on Expressways

#### 1) Traffic Accident Measures based on Traffic Accident Analysis

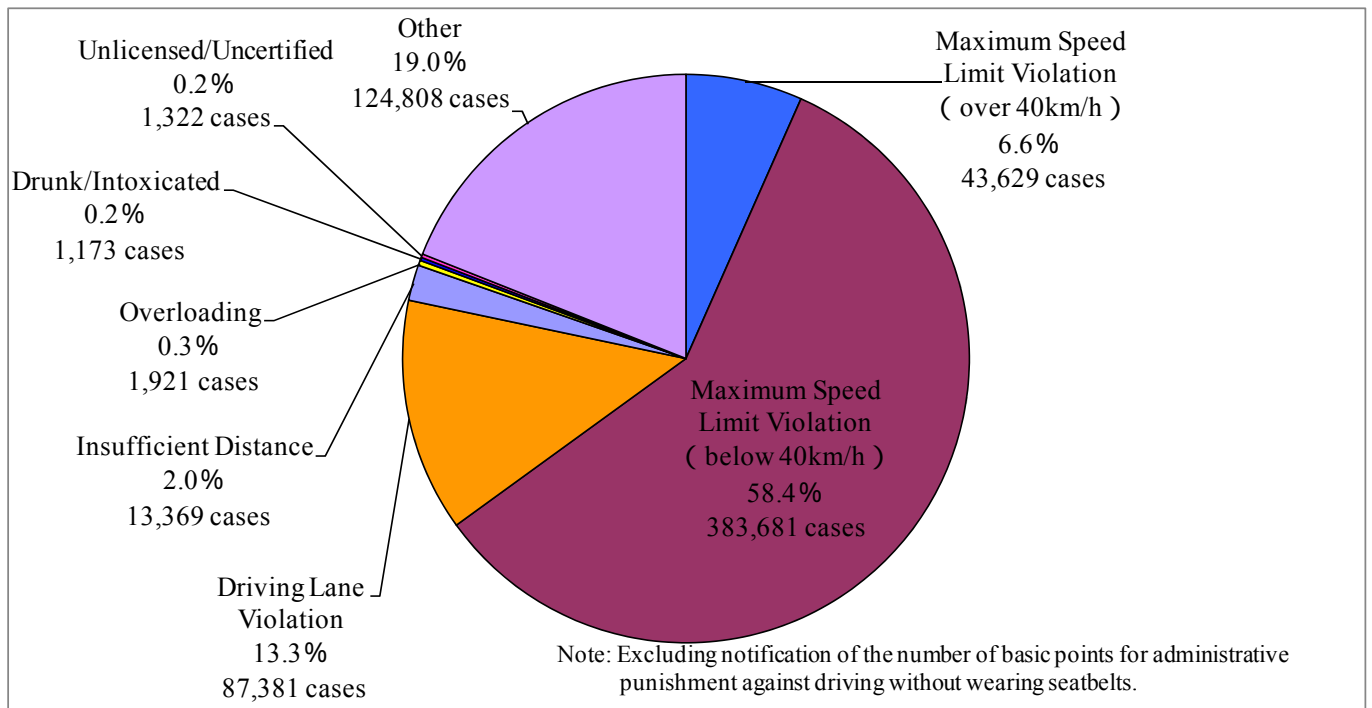
Upon the detailed analysis of the occurrence situation of traffic accidents, the police are implementing on-site inspection with the cooperation of road administrators on such serious accidents as fatal accidents and the spots where accidents frequently occur. They are also deliberating required measures and enhancing patrols.

#### 2) Implementing Appropriate Traffic Regulations and Promoting Measures against Driving the Wrong Way

The police are taking into consideration factors such as road structure, weather conditions, traffic situation, and the state of traffic accident occurrences to ensure the propriety of traffic regulations and review them adequately if and when necessary.

In order to prevent the occurrence of driving in the wrong direction, the police have been promoting enlightenment campaigns to publicize the danger of driving in the wrong direction with the cooperation of concerned organizations and entities as well as carrying out participatory, experimental, and practical traffic safety education which allow drivers on the expressway to inspect the place of driving in the wrong direction and examine the causes of occurrence or preventive measures.

**Diagram 3-21 Situation of Traffic Violation Crackdowns on Expressway (2009)**



### 3) Traffic Guidance and Regulation

The police are enforcing traffic regulations focused on extreme and dangerous driving such as excessive speeding, drunk driving, tailgating, and road or lane infringement.

In addition, the police are implementing proper guidance and regulations on wearing seatbelts, and cracked down on 179,869 cases for breach of obligation in 2009.



## Section 5. Maintaining Road Traffic Order

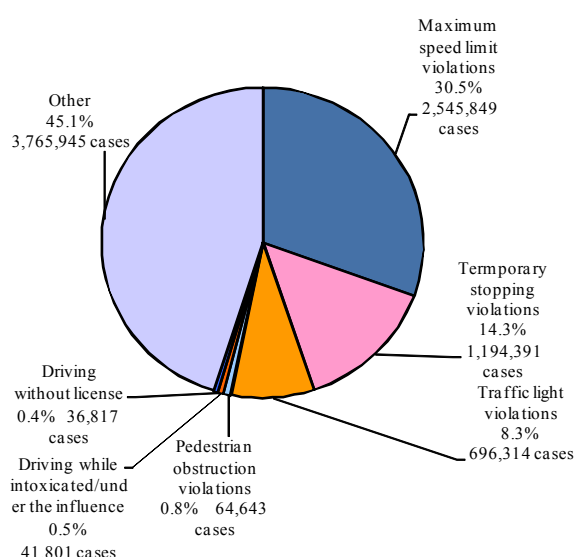
### 1. Traffic Guidance and Regulation

#### (1) Strengthening Measures against Vicious, Dangerous, and Troublesome Driving

The police are advancing traffic guidance and control activities with mobility in the streets, working to prevent violations, and focusing their law enforcement activities on vicious, dangerous and troublesome driving such as driving without a license, driving while intoxicated, excessive speeding and ignoring traffic lights, etc., which directly leads to traffic accidents and for which regulations is highly requested by residents for their annoyance.

In 2009, the police crackdowns accounted for 8,345,760 cases of violations of the Road Traffic Act.

**Diagram 3-22 Situation of Crackdowns on the Road Traffic Act Violations (2009)**



#### (2) Pursuing Employer Responsibility

When enforcing regulations on driving under extreme fatigue, overloading, illegal parking, speeding, and other violations committed with vehicles used for a commercial purpose, as well as traffic accidents resulting from these violations, the police not only prosecute the driver, but also give the employer instructions or orders for the restricted use of the vehicle. Employers who have ordered or approved these violations<sup>1</sup> are arrested and their involvement and responsibility are pursued.

Moreover, violations of regulations such as the Road Traffic Act committed by the drivers of vehicles used for commercial purposes such as taxi and trucking services are reported to the Transport Bureau and the

necessary administrative sanctions are advocated, in order to prevent accidents involving commercial vehicles.

Furthermore, the police are also enforcing regulations on crimes by companies which threaten traffic safety such as illegal vehicle remodeling by automobile manufacturers.

Note 1: Includes users, safe driving supervisors and other persons who directly manage the operation/driving of the vehicles.

### 2. Comprehensive Measures against Motorcycle Gangs (*Boso*zoku)

#### (1) Status and Trends in *Boso*zoku Members

Although both the number of *Boso*zoku members and the number of emergency 110 calls to the police related to *Boso*zoku members have decreased compared with the previous year, the public's demand for the improvement of measures against *Boso*zoku members remains strong.

There are two types of *Boso*zoku members: enthusiasts (who recklessly drive through the streets in groups making loud noises) and illegal racers (whose members compete in illegal driving skills such as rolling and drifting). As shown in Diagram 3-25, the illegal racers account for about 12.7% of the total and the most of *Boso*zoku members are categorized as enthusiasts. Moreover, up until now the majority of *Boso*zoku members consisted of minors but the ratio of adults has increased in the past few years to the point that they have now become the majority.

In addition, the *Kyushakai* was also formed, mainly composed of former and current *Boso*zoku members who amass old two-wheel motor vehicles refurbished in *Boso*zoku style and travel in large groups. They have been spotted traveling towards scenic areas and in a number of other areas.

*Boso*zoku members commit a wide range of crimes, from violating road traffic related regulations to Penal Code violations and drug abuse. There have been a number of cases of rivalry conflict between *Boso*zoku members and cases of attempted murder for citizens. Furthermore, some of these groups have been confirmed to be potential *Boryokudan* (*yakuza* syndicate) members.

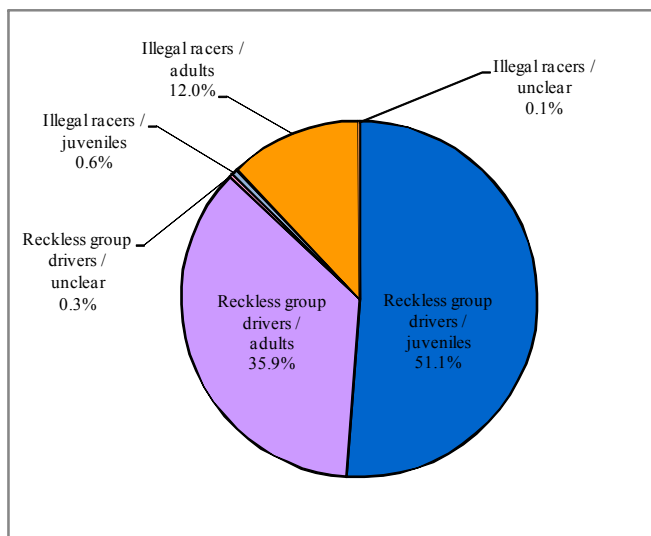


**Table 3-10 Trends in the Number of *Bosozoku* Members and Emergency Calls to the Police Related to *Bosozoku* Members (2005-2009)**

| Category \ Year  | 2005   | 2006   | 2007   | 2008   | 2009   |
|--|--------|--------|--------|--------|--------|
| Number of Motorcycle Gang Members <sup>1</sup> (persons)                   | 15,086 | 13,677 | 12,584 | 11,516 | 10,454 |
| Number of Emergency Calls to the Police related to Motorcycle Gang (cases) | 73,364 | 65,520 | 64,057 | 57,593 | 55,549 |

Note: Number of persons who are counted by police at the end of every year.

**Diagram 3-23 Makeup of *Bosozoku* Members by Type (Enthusiasts/Illegal Racers) (2009)**



**Table 3-11 Situation of Clearances by Law (2009)**

| Category                                      | Number of Arrests (persons) |
|---|-----------------------------|
| Road Traffic Act                              | 29,534                      |
| Joint Dangerous Act                           | 2,405                       |
| Penal Code                                    | 2,165                       |
| Murder/burglary/arson, etc.                   | 94                          |
| Obstruction of performance of official duties | 96                          |
| Violence/battery                              | 309                         |
| Unlawful Assembly with Dangerous Weapons      | 6                           |
| Larceny                                       | 1,213                       |
| Other   | 447                         |
| Road Trucking Vehicle Act                     | 201                         |
| Other   | 270                         |
| Total   | 32,170                      |
| Arrests                                       | 2,931                       |

## (2) Regulations on and other measures against *Bosozoku* Members in cooperation with related organizations

The traffic, juvenile and community police affairs divisions of the police are cooperating to dismantle *Bosozoku* groups and encouraging members to withdraw by advancing regulations by applying various laws, including arresting those involved in group risk activities at site.

Moreover, the police cooperate for the establishment and application of the *Bosozoku* Eradication Ordinance<sup>1</sup> in local public entities. The police are also implementing comprehensive measures against *Bosozoku* members, such as sponsoring lectures to discourage memberships in *Bosozoku* members in junior high schools and high schools and encouraging withdrawal from these groups with the cooperation of families, schools and guardians.

Note 1: Enacted in 24 prefectures and 155 cities and towns as of the end of 2009,

## 3. Traffic Accident Investigation

### (1) Situation Regarding Traffic Accident Investigations

The number of cases cleared concerning traffic accidents in 2009 is as follows.

**Table 3-12 Situation of Cases Cleared of Occupational Negligence Resulting in Death or Injury (2009)**

| Category | Driving negligence resulting in injury | Driving negligence resulting in death | Gross negligence and injury by negligence | Gross negligence resulting in death and death by negligence | Total   |
|----------|--|---------------------------------------|---|---|---------|
| Cases    | 687,129                                | 4,067                                 | 5,116                                     | 21  | 696,333 |

Note 1: Driving negligence resulting in injury indicates driving negligence resulting in injury or occupational negligence resulting in injury.  
Note 2: Driving negligence resulting in death indicates driving negligence resulting in death or occupational negligence resulting in death.

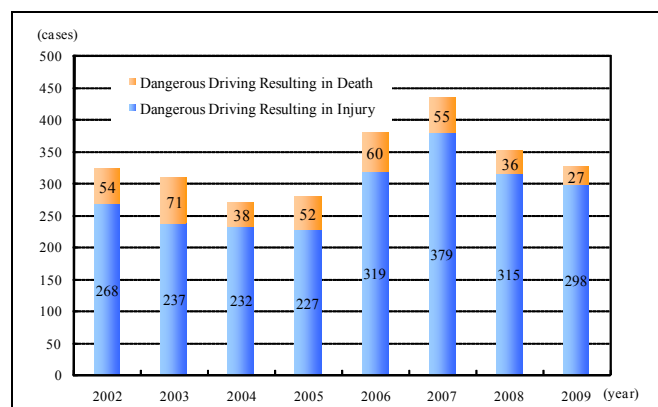
### (2) Promotion of Appropriate Investigations of Traffic Accidents

Traffic Accident Investigation Instructors assigned in Traffic Investigation Divisions at Tokyo Metropolitan Police Department and Prefectural Police Headquarters are providing on-the-spot guidance in cases including hit-and-run cases, or cases in which it is deemed a charge of dangerous driving resulting in death and injuries applicable, or it is difficult to acquire evidence other than the statements of the party involved one-sidedly among traffic accidents resulting in death and injuries. They are thus promoting systematic and focused investigation.

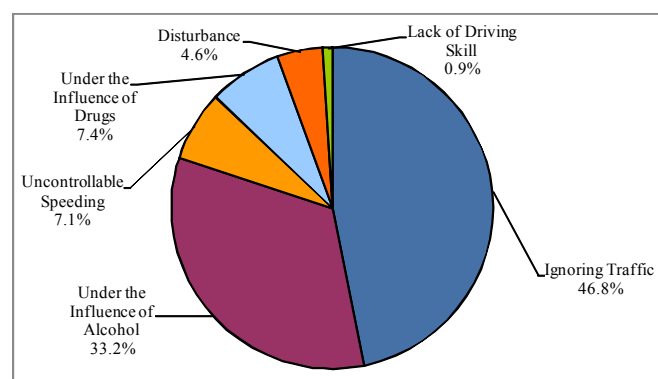
Furthermore, the police are working to ensure prompt initial investigation of hit-and-run cases and to

make prompt arrests of suspects by effectively employing traffic identification devices such as computer search systems for traces of evidence<sup>1</sup>. In 2009, the clearance rate for fatal hit-and-run accidents was 93.0%.

**Diagram 3-24 Trends in the Number of Offenses where Dangerous Driving Resulting in Death and Injuries Apply (2002-2009)**



**Diagram 3-25 Situation of Clearance of Cases of Charges of Dangerous Driving Resulting in Death or Injuries (2009)**



Note 1: A system which filters and identifies the model and other information of a vehicle from pieces of a lens or from tire marks left behind at the scene of the hit-and-run.

### (3) Scientific and Rational Traffic Accident Investigations

Taking up the opinions of citizens seeking precise, scientific investigations of traffic accidents, the police are offering specialized education on the appraisal of traffic accidents that make use of crash experiment accident analysis in order to cultivate traffic investigators with sophisticated knowledge and skills.

Additionally in order to mitigate the burden of the involved parties and the early dissolution of traffic buildup by fast-tracking the handling of accidents, a

support system for each investigation, such as equipment that automatically records traffic accidents<sup>1</sup>, as well as a system which leaves out on-scene inspections of certain minor accidents, are being utilized.

### (4) Promotion of Assistance Considering the Feelings of Traffic Accident Victims (Refer to P.177)

The police have been making continuous effort to ensure that appropriate victim support is carried out for victims and their bereaved families (herein after referred to as “victims”) under the “Basic Plan for the Victims of Crimes” formulated in December 2005. In addition to carrying out investigations while placing consideration to their requests and sentiments, the police inform the victims of hit-and-run cases and cases equivalent to dangerous driving resulting in death and injuries, fatal traffic accidents, or cases in which it takes three months or more after accidents for the recovery of such information as the outline of the accident, the progress of investigation, and the status of arrests of suspects in line with the “Guidelines for Contact with Victims”<sup>2</sup> from early stages of investigation.

Several other efforts include the creation and distribution of different types of the “Booklet for Victims” in which detailed explanation was added on the operating procedure for liaison to the victims, criminal procedures and compensation systems to victims, differing in contents by characteristics of the accidents and needs, and “Leaflets to be handed out at accident sites” which introduces various consultation offices.

Moreover, since April 2008, other than assigning Traffic Accident Investigation Instructors in Traffic Investigation Divisions at Tokyo Metropolitan Police Headquarters and Prefectural Police Headquarters, as well as securing systematic and unified liaison measures with the victims, education and training to those traffic accident investigators are being strengthened so as to assert adequate responses by considering the feelings of the victims.

Note 1: A device which reacts to collision sounds and slip sounds of traffic accidents, and records the situation of the moment before and after the accident

2: In order to assure the positive implementation of reporting of the investigation situation to the victims of hit-and-run and other cases, it was enacted in 1996 and has set the incidents to be covered and the contents of reporting.

## Chapter IV.

# Maintenance of Public Safety and Disaster Countermeasures

## Section 1. Status of International Terrorism and its Countermeasures

### 1. Status of International Terrorism

#### (1) Islamic Extremists

During 2009, as is shown in Table 4-1, there was a succession of terrorist incidents. Of these, the attempted terrorist attack on an American passenger aircraft from Amsterdam to Detroit in December 2009 was an incident in which an aircraft with many civilian passengers aboard was targeted, and terrorists were able to slip through airport security screening networks to almost carry out the attack. With this incident, it was recognized once again that threats of large-scale and indiscriminate terrorist attacks could actually happen.

Despite the strengthening of terrorism countermeasures by governments of all countries since the terrorist attacks on the United States on Sept 11, 2001, the threat of terrorism by Islamic extremists remains high. Among them, Al-Qaeda is attracting Islamic extremists in the world as the symbol of *jihād* (holy war) against the U.S. Moreover, Islamic extremist organizations such as Al-Qaeda are thought to form gradual networking through extremist thought.

Extremist organizations such as Al-Qaeda and their supporters are thought to make effective use of the Internet to spread extremist thoughts and recruit constituent members. Under such influences, it was recently observed that organizations that do not have a direct connection to Al-Qaeda's core part (leadership) are propagating terrorism schemes in various parts of the world. In particular, every country in the world now recognizes that there is a danger of individuals with no connection to terrorist organizations becoming extremists through the Internet, leading them to carry out terrorist activities.

**Table 4-1 Major Incidents of International Terrorism in 2009**

| Date    | Incident   |
|---------|--|
| Jun. 17 | The series of bombing of a U.S.-owned hotel in Jakarta, Indonesia  |
| Aug. 15 | The suicidal bombing of ISAF in Kabul, Afghanistan   |
| Oct. 8  | The bombing of the Embassy of India in Kabul, Afghanistan  |
| Oct. 10 | The attack and seizure of GHQ in Rawalpindi, Pakistan  |
| Oct. 28 | The bombing in Peshawar, Pakistan  |
| Nov. 27 | The bombing of a train in Bologoye, Russia   |
| Dec. 25 | The attempted terrorist attack of a U.S. airplane heading from Amsterdam, the Netherlands to Detroit, U.S. |

#### (2) Threat of Terrorism against Japan

Japan is regarded as an ally of the United States by Islamic extremist organizations such as Al-Qaeda and has hitherto been included in the target list of terrorist attacks many times in the statement, etc., that are allegedly made by Osama bin Laden. It is confirmed that Khalid Sheikh Mohammed, a cadre of Al-Qaeda in US custody stated that he was involved in the plan to destroy the US Embassy in Japan.

It has been confirmed that those connected to Al-Qaeda, who were on the international wanted list have illegally entered and left Japan repeatedly in the past years, indicating that Islamic extremist networks loosely connected through extremist thought have also extended to this country.

Considering the situation, and given the fact that in Japan there are many U.S. facilities that are targeted by Islamic extremists, and that cases occurred where our country's interests as well as the Japanese people were actually targeted, Japan faces the threat of large scale and indiscriminate terrorism within the country as well as abroad.

**Diagram 4-1 Threat of Terrorism against Japan**



#### (3) The Japanese Red Army and the Yodo-go Group

##### 1) The Japanese Red Army

The leader of the JRA Fusako Shigenobu who was prosecuted and on trial<sup>1</sup> for the Hague incident<sup>2</sup> and other crimes, declared the dissolution of JRA in April 2001 from her prison cell and was confirmed by the

JRA in May of the same year. However, it has continued to be active under a different name, thus posing an unchanged threat as a terrorist organization.

The police are strengthening their cooperation with relevant domestic and overseas agencies, and promoting efforts toward clarification of activity status of organizations and arrest of the seven members of the JRA.



The Japanese Red Army on the international wanted list

## 2) The “Yodo-go” Group

The hijacking of the *Yodo-go* took place on March 31, 1970, when Takamaro Tamiya and nine members hijacked Fukuoka bound Japan Airlines Flight 351 from Tokyo, commonly known as the “*Yodo-go*,” and landed in North Korea. Currently, five suspects involved in the hijacking and three of their wives and children are thought to reside in North Korea<sup>3</sup>, of which three have been issued arrest warrants for kidnapping Japanese persons.

Moreover, regarding the wives of the *Yodo-go* perpetrators and other group members, the five who have returned to Japan have been arrested for offense of the Passport Act (with a surrender order) and others, and all of them have been determined to bear guilt. Regarding their children, 20 children have returned to the country.

The police have placed the *Yodo-go* perpetrators on the international wanted list, and through the Ministry of Foreign Affairs of Japan are requesting from North Korea the transfer of the custody of the hijackers, while working towards a full disclosure of the activities of the *Yodo-go* group.

Note 1: The incident where three persons including Junzo Okudaira seized the French Embassy at Hague, Netherlands and 11 members including the ambassador

were confined as hostages in September 1974.

- 2: In February 2006, Shigenobu was sentenced to 20 years in prison at the Tokyo District court, and in March of the same year, her defense, along with the prosecuting council, appealed to the Tokyo High Court in an objection to this verdict. However, in December 2007, this was rejected and her defense appealed to the Supreme Court of Japan in January 2008.
- 3: It is assumed that one of the five suspects involved in the hijacking and one of their wives is dead, but this has not been confirmed.



The “Yodo-go” Group on the international wanted list

## (4) Democratic People’s Republic of Korea (North Korea)

### 1) Suspected Cases of Abduction by North Korea

#### a. Outline

As of June 1, 2010, the police have concluded that there have been a total of 13 suspected cases (19 victims) of abduction by North Korea. These include 12 cases in which Japanese citizens were kidnapped (17 victims) and one case in which siblings of North Korean nationals (two victims) were kidnapped from Japan. The police have issued arrest warrants for 11 perpetrators involved in eight cases, and have placed these suspects on international wanted lists.

In addition, with the recognition that aside from these, there are cases where the possibility of suspected abduction by North Korea cannot be eliminated, the police are making all-out efforts to make thorough investigations and examinations into cases involving accusations and complaints as well as consultations and notifications while reinforcing cooperation with relevant organizations.

Although North Korea shifted from its previous position that “the issue of abduction issue had been

resolved” and promised to carry out a full-scale investigation in June 2008, it has yet to take any specific action to resolve the issue, asserting that “the issue of abduction had been resolved” at a meeting of the Working Group on the Universal Periodic Review of the human rights situation in North Korea held by the United Nations Human Rights Council (HRC) in December 2009.

#### b. Objectives of Abduction

At the Japan-North Korea summit meeting in September 2002, North Korean National Defense Commission Chairman Kim Jong Il explained that the objectives of abducting Japanese nationals were, “First, to make it possible to learn Japanese language at the special agency, and second, to enter the south (South Korea) using the identity of someone else.” A former

wife of one of the suspects in the hijacking of the *Yodo-go* had testified that she was “ordered to abduct Japanese nationals by Takahiro Tamiya, who said he had been instructed by President Kim Il Sung to ‘establish a party to perform a leadership role in Japan for revolution and for the establishment of the party, to find, win over and foster Japanese who will serve as the core of revolution’.”

An analysis of this and other information indicates that the objectives of suspected abduction included having abducted Japanese nationals educate North Korean agents so that they could behave like Japanese and enabling North Korean agents to operate in Japan by impersonating abducted Japanese when infiltrating Japan.

**Table 4-2 Suspected Cases of Abduction by North Korea in which Victims were Japanese (12 cases, 17 persons)**

|    | Occurrence Period             | Occurrence Place   | Victim (Age at that time)  | Case (Incident) Name                                    |
|----|-------------------------------|--|--|---|
| 1  | September-77                  | Fugeshi District (present Housu District), Ishikawa Prefecture | Mr. Yutaka Kume (52)   | Ushitsu Incident  |
| 2  | October-77                    | Yonago City, Tottori Prefecture                                | Ms. Kyoko Matsumoto (29)   | Suspected abduction case of a girl                      |
| 3  | November-77                   | Niigata City, Niigata Prefecture                               | Ms. Megumi Yokota (13)   | Suspected abduction case of a girl                      |
| 4  | Around the month of June 1978 | Kobe City, Hyogo Prefecture                                    | Mr. Minoru Tanaka (28)   | Suspected abduction case of a former restaurant worker  |
| 5  | Around the month of June 1978 | Unknown  | Ms. Yaeko Taguchi (22)   | Suspected abduction case of Ri Unhye                    |
| 6  | July-78                       | Obama City, Fukui Prefecture                                   | Mr. Yasushi Chimura (23) Ms. Fukie Chimura (original family name: Hamamoto) (23) | Suspected abduction case of a couple (Fukui)            |
| 7  | July-78                       | Kashiwazaki City, Niigata Prefecture                           | Mr. Kaoru Hasuike (20) Ms. Yukiko Hasuike (original family name: Okudo) (22)     | Suspected abduction case of a couple (Niigata)          |
| 8  | August-78                     | Hioki District (present Hioki City), Kagoshima Prefecture      | Mr. Shuichi Ichikawa (23) Ms. Rumiko Masumoto (24)                               | Suspected abduction case of a couple (Kagoshima)        |
| 9  | August-78                     | Sado District (present Sado City), Niigata Prefecture          | Ms. Hitomi Soga (19) Ms. Miyoshi Soga (46)                                       | Suspected abduction case of a mother and daughter       |
| 10 | Around the month of May 1980  | Europe   | Mr. Toru Ishioka (22) Mr. Kaoru Matsuki (26)                                     | Suspected abduction case of Japanese males in Europe    |
| 11 | Mid-June 1980                 | Miyazaki City, Miyazaki Prefecture                             | Mr. Tadaaki Hara (43)  | Sin Kwang Su incident                                   |
| 12 | Around the month of July 1983 | Europe   | Ms. Keiko Arimoto (23)   | Suspected abduction case of a Japanese female in Europe |












Note: Five people, namely Mr. Yasushi Chimura, Ms. Fukie Chimura (original family name: Hamamoto), Mr. Kaoru Hasuike, Ms. Yukiko Hasuike (original family name: Okudo), and Ms. Hitomi Soga returned to the country in October 2002 after 24 years.

**Table 4-3 Suspected Cases of Abduction by North Korea in which Victims were not Japanese (1 cases, 2 persons)**

| Occurrence Period | Occurrence Place             | Victim (Age at that time)             | Case (Incident) Name                             |
|-------------------|------------------------------|---------------------------------------|--|
| Mid-June 1974     | Obama City, Fukui Prefecture | Ms. KO Kyongmi (7)<br>Mr. KO Kang (3) | Suspected abduction case of a sister and brother |



**Diagram 4-2 Suspects on the International Wanted List (Related to the Suspected Abduction Cases)**

| Case (Incident) Name                      | Suspected Abduction Case of a Japanese female in Europe                           | Ushitsu Incident  | Suspected abduction case of a couple (Fukui) Sin kwang Su Incident   | Sin Kwang Su Incident   | Suspected abduction case of a mother and daughter (Niigata)                         | Suspected abduction case of a couple (Niigata)                                      |
|---|---|---|--|---|---|---|
| Suspect                                   | Kimihiko Uomoto (original)  | Kim Se Ho   | Sin Kwang Su   | Kim Gil Uk  | alias: Kim Myung Sook   | alias: Choi Seung Cheol   |
|   |  |  |   |  |  |  |
| Date put on the International Wanted List | October 2002  | January 2003  | September 2002 (Suspected posing as Mr. Hara) / March 2006 (Suspected abduction of the Chimuras) / April (Suspected abduction of Mr. Hara) | April 2006  | November 2006   | March 2006  |
| Case (Incident) Name                      | Suspected abduction case of a couple (Niigata)                                    |   | Suspected abduction case of a sister and a brother   | Suspected abduction case of a Japanese male in Europe                             |   |   |
| Suspect                                   | alias: Han Geum Nyeong  | alias: Kim Nam Jin  | Yoko Kinoshita so-called Hong Su Hye   | Yoriko Mori   | Sakiko Wakabayashi (original family name: Kuroda)                                   |   |
|   |  |  |   |  |  |   |
| Date put on the International Wanted List | February 2007   | February 2007   | April 2007   | July 2007   | July 2007   |   |

## 2) Major Terrorist Incidents by North Korea

Since the Korean War, North Korea has been in a military standoff with the Republic of Korea over the boundary between the North and South, and its agents have caused incidences of terrorism around the world as part of terrorist activities against the Republic of Korea.

Among them, the bombing of a Korean Air Lines airliner in 1987 was carried out by an agent disguised as a Japanese person.

**Diagram 4-3 Major Incidents of Terrorism by Democratic People's Republic of Korea**

### Attempted Attack on the *Cheong Wa Dae* (Blue House), the Official Office and Residence of the President of South Korea

In January 1968, 31 North Korean armed guerillas disguised as South Korean soldiers entered South Korea with a plan to assassinate the South Korean President Park Chung Hee, and other senior South Korean officials. On the street near the president's house (the Blue House), the guerillas opened fire on the South Korean authorities, killing civilians.

### Rangoon Bombing in Burma

In October 1983, three North Korean armed guerillas entered Burma (present Myanmar), with a plan to assassinate South Korean President Chun Doo Hwan, who was on a visit to Burma at that time. They set off a bomb in Aung San's mausoleum, one of the planned visiting spots, killing officials including the Foreign Minister of South Korea.

### Bombing of a Korean Air Lines Airliner

In November 1987, North Korea agents Kim Seung Il and Kim Hyeon Hui in possession of forged passports under Japanese names, set a time bomb in Korean Air Line Flight 858 from Seoul to Baghdad by the instructions of North Korea. The bomb detonated above the Andaman Sea, south of Burma, killing all passengers and crew members.

## 2. International Terrorism Countermeasures

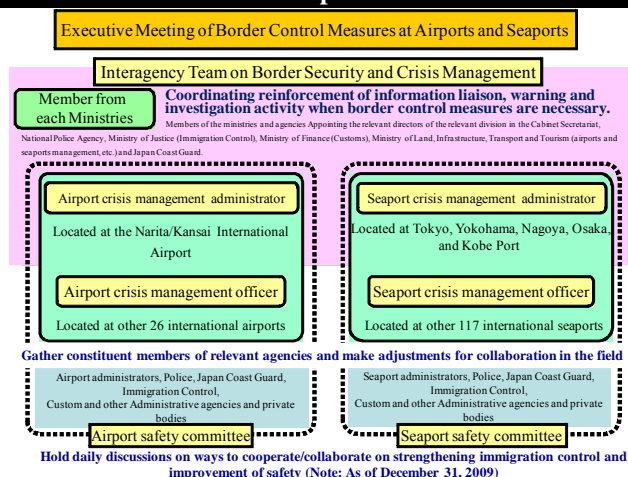
### (1) Promotion of Terrorism Prevention Measures

#### 1) Information Gathering and Thorough Investigation

In order to prevent terrorism, gathering and accurately analyzing a wide range of information is essential. Furthermore, terrorism is an extremely secretive activity and the majority of relevant information gathered is fragmentary. Therefore, accumulation and comprehensive analysis of such information is necessary. The police are strengthening the collection and analysis of such information by further close cooperation with foreign security agencies and foreign intelligence agencies with a central focus on the Foreign Affairs and Intelligence Department under the Security Bureau of the NPA, and are using this comprehensive analysis in various measures such as guarding important facilities.



**Diagram 4-4 Enhancement of the Border Control Measure/Crisis Management System at Airports and Seaports**



## 2) Strengthening Border Control Measures

As Japan is surrounded entirely by water, in order to prevent terrorists from entering Japan, it is important to accurately promote border control measures at international airports and seaports, such as immigration and inspection of imported and exported goods. The Government has established the Interagency Team on Border Security and Crisis Management within the Cabinet Secretariat in January 2004, and is working to make adjustments in enhancing border control measures carried out by relevant organizations. In addition, airport/seaport security and crisis management administration/officers<sup>1</sup> have been placed at international airports/seaports, which, under the cooperation of relevant organizations, have led to improvements in protection of important facilities and conducting training exercises which have assumed specific cases like preventing the entry of terrorists in the country, handling of suspicious material.

Note 1: Prefectural Police officers are assigned as airport crisis management administration/officers and part of seaport crisis management staff.

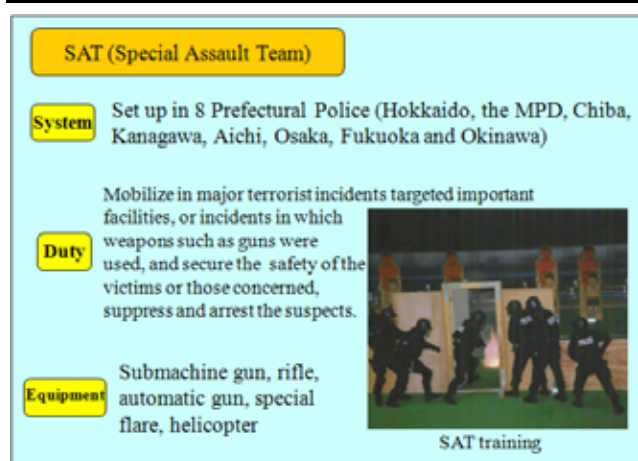
## 3) Security at Important Facilities

Given the recent grave international terrorism situation, the police have tightened security at important facilities around Japan, including the Prime Minister's Official Residence, airports, nuclear power stations and facilities related to the US, as well as public transportation facilities such as railroads.

## 4) Promotion of Deliberations for Developing Legislation Related to Terrorism Prevention Measures

In December 2004, the "Action Plan for Prevention of Terrorism" was concluded by the Japanese government's Headquarters for the Promotion of Measures against Transnational Organized Crime (TOC). Furthermore in December 2008, at the Ministerial Meeting Concerning Measures against Crime, the NPA compiled an "Action Plan on Counter Terrorism," which provided for various measures to be taken in immediate future for preventing and dealing with the threats of terrorism, based on the achievements by TOC. The police are positively promoting these measures.

**Diagram 4-5 Outline of the SAT (Special Assault Team)**



## (2) Enhancement of Terrorism Response Capability

### 1) Improvement of the Counterterrorism Unit

In preparation for possible terrorist attacks, the police have established various units such as Special Assault Teams (SAT), Anti-Firearms Squads and Counter-NBC Terrorism Squads, and are working towards developing and strengthening such units. In addition, in order to respond quickly and precisely to terrorism incidents, the police are conducting training regularly jointly with relevant organizations.

### 2) Utilization of Sky Marshals

Since the terrorist attacks in the United States in September 2001, in efforts to prevent airplanes from being hijacked and used in suicide terrorist attacks, foreign countries have been introducing the sky marshal system where police officers ride as guards on airplanes, in addition to enhancing flight security measures on the ground.

The police have been utilizing the sky marshal system from December 2004 in close cooperation with the Ministry of Land, Infrastructure and Transport (MLIT), other relevant ministries, agencies and airline companies. They are working to improve their response capabilities through exchange of information with various foreign countries.

**Diagram 4-6 Outline of TRT-2**



### 3) Dispatch of Terrorism Response Team (TRT-2) – Tactical Wing for Overseas

In April 1998, the NPA established the Terrorism Response Team (TRT)<sup>1</sup>, and this team is dispatched when serious terrorism incidents relating to Japanese nationals and Japan's interests occur overseas. The team has assisted investigative activities such as gathering information and conducting hostage negotiations in close cooperation with local law enforcement institutions.

Since such requests for assistance tend to vary in type, the existing TRT underwent progressive reorganization in August 2004 to further accurately deal with various requests and launched the Terrorism Response Team-Tactical Wing for Overseas (TRT-2)<sup>2</sup>, which has the capability of carrying out a wider range of assistance for local security agencies.

Note 1: Terrorism Response Team

2: Terrorism Response Team – Tactical Wing for Overseas

### 4) Cooperation with Relevant Government Agencies and Ministries

The police are regularly engaged in information exchange in close cooperation with the Ministry of Defense and Self-Defense Forces (SDF), and are working to strengthen a response system prepared for possible serious terrorism incidences.

Since 2000, the police have concluded an agreement between the Defense Agency (at that time) and the SDF, and have carried out joint mapped training regarding public security operations for simulated attacks by armed agents, in order to be capable of responding to unlawful acts by armed agents. Prefectural Police conducted joint field exercises with their respective corresponding teams of the Japan Ground Self Defense Forces (JGSD). The police plan to continue such training in various areas and strengthen their close cooperation with the Ministry of Defense and the SDF.

In addition, the police had assumed responsibility of the security of nuclear power stations in cooperation with the Japan Coast Guard, and they plan to continue strengthening their partnership through conducting joint exercises and other methods.

Besides this, the NPA has conducted on-the-spot inspections of nuclear power operation businesses, holders of specific pathogens, etc., in cooperation with relevant agencies, and are continuing efforts to strengthen the safeguarding of nuclear substances and prevent acts of biological terrorism.

The police also require various organizations including the Ministry of Health and Welfare to give comprehensive education and guidance on what actions should be taken by businesses dealing in chemical substances that can be used as the raw materials for explosive devices and also work with related organizations to further enhance the control of these chemical substances. These activities help us proactively prevent terrorist attacks using bombs.

**Diagram 4-7 Measures taken targeted for Businesses dealing in Raw Materials used for Explosive Devices**

| Measures taken by the police  | Measures taken by related government agencies  |
|---|--|
| <p>The police require businesses to</p> <ul style="list-style-type: none"> <li>● Expand the number of chemical substances to manage from seven to eleven items</li> <li>● Report suspicious purchasers</li> <li>● Store sales documents including detailed sales information</li> <li>● Appropriately store and manage related information</li> </ul> | <p>Ministry of Health and Welfare, METI, and Ministry of Agriculture educate prefectural agencies and related organizations to</p> <ul style="list-style-type: none"> <li>● Appropriately store sales documents including sales ledgers</li> <li>● Securely examine the identification of purchasers for Internet-based sales</li> </ul> |

### 5) Contributions toward the Freezing of Terrorist Assets

The NPA is also taking part in a liaison conference with relevant ministries and agencies relating to the freezing of terrorist funds and is contributing to an active operation of freezing assets.

## 6) Safety Measures for Japanese Nationals Overseas

The NPA dispatches personnel with specialized knowledge overseas as a regular practice, to conduct proactive information gathering activity, including information exchange with foreign security agencies, intelligence agencies, and other organizations. The NPA is striving to comprehend the movements of international terrorists and international terrorist organizations, and has been providing information on-demand to relevant organizations and other entities, thereby contributing toward safety measures for Japanese nationals overseas. Furthermore, police personnel are dispatched as panelists for the Overseas Safety Measures Council<sup>1</sup>, where they inform attendees about the international terrorism situation and safety measures that should be taken by Japanese nationals staying abroad.

Note 1: The conference that the Council for Public Policy and others organize for the safety measures of overseas Japanese nationals in major overseas cities. It has been held every year since 1993.

## Section 2. Overseas Situations and Our Measures

### 1. Trends in Activities Harmful to Japan and Countermeasures

#### (1) North Korea's Operations Directed at Japan

##### 1) Protest activities against Japan

In April 2009, North Korea ignored the objections expressed by the international community including Japan and the U.S. and forcibly launched a missile under the guise of a satellite launch. Furthermore in May, the country executed nuclear tests, prompting the UN Security Council to adopt a new resolution banning the export of all weapons by North Korea and leading to the enhancement of measures against North Korea.

Also the Japanese government added new measures including the embargo of all items to North Korea in June 2009 to the existing anti-North Korea measures including the banning of the Mangyongbong-92 into Japanese ports initiated based on the North Korea's launch of ballistic missiles in July 2006.

##### a. North Korea's resistance against the measures taken by the Japanese government

North Korea and Chosensoren<sup>1</sup> have taken the anti-North Korea measures conducted by the Japanese government as political repression against Chosensoren and North Korean residents in Japan, and repeatedly expressed violent protest through multiple media.

In June 2009, North Korea accused Japan of "unjustly blocking all mail sent to North Korea from North Korean residents who belonged to various organizations of Chosensoren and from associations supporting North Korea as additional sanctions against the country from June 18."

On the other hand, Chosensoren has been rolling out vehement objections, stating that the sanctions put in place by the Japanese government is a clear and significant infringement on human rights that cannot be overlooked, and that the sanctions implemented by Japan against North Korea ostensibly go against the Japan-DPRK Pyongyang Declaration.

##### b. Objections against the resolution of the UN Security Council

The UN Security Council adopted a resolution against the nuclear tests conducted by North Korea. In response to the action, North Korea held meetings to condemn the resolution in Pyongyang and other cities and insinuated their possible actions, stating that it would be required to create full-scale combat readiness in a solid manner and take punitive action against countries including Japan with merciless retaliation if it were attacked by their enemies.

##### 2) Initiatives targeted for various parties

The emigration project from Japan to North Korea<sup>2</sup> marked the 50th anniversary on 14 December, 2009. North Korea stated that serving the affluence and prosperity of the mother country was a sacred initiative based on patriotism and that Chosen Soren activists and North Korean residents in Japan should be united to deal with the requirements of the current situations, definitely crush the unjust anti-North Korea sanctions and repressive operations against Chosen Soren by the Japanese authorities, and aggressively implement the fights to protect the legal position of Chosen Soren.

In addition, Chosensoren has been rolling out operations targeting various parties in related fields in Japan, Japanese citizens supporting what North Korea claims, and other parties to promote the understanding towards North Korea and support for activities conducted by Chosensoren seeking their attendance at commemorative events for North Korea or Chosensoren.

The police collect and analyze information concerning various operations conducted by North Korea and Chosensoren as well as strictly cracking down on their illegal activities.

The police also try to further align with related organizations including customs to enhance a full-scale crackdown on illegal activities as part of our measures taken against North Korea. In 2009, police arrested criminals involved in the incident related to the violation of the Foreign Exchange and Foreign Trade Control Act (hereinafter referred to as the Foreign Exchange Act) where pianos or passenger vehicles that were classified as luxury items were illegally exported to North Korea through China.

Note 1: The official name of the organization is the General Association of Korean Residents in Japan.

2: On February 13, 1959, the cabinet council of the Japanese government confirmed the principle that the emigration project to North Korea for North Korean residents in Japan should be processed based on the international convention ensuring the freedom in selecting a domicile as the basic human rights. The Japanese Red Cross Society negotiated with the North Korean Red Cross Society so that both parties signed the treaty for the emigration project to North Korea targeted for North Korean residents in Japan. Starting on December 14, 1959, the emigration project was put into practice for people including returnees to North Korea based on the treaty.

## **(2) Anti-Japan operations by China**

China marked the 60th anniversary of its foundation in 2009 when the country proudly showed its achievements in reform and liberalization efforts both internally and externally and emphasized the legitimacy of the control by the Communist Party of China.

China deals with various internal issues threatening the control by the Communist Party of China by appeasing the national sentiment through the decreased burdens on farmers and workers as well as by enhancing security control measures including advocating principles, controlling freedom of speech, and arresting activists. In the international community, the country has escaped from the global financial crisis ahead of other countries and enhanced its political and economical footprint, leading to the increasing international clout of the country.

Against this backdrop, two large-scale riots took place in Urumqi of Xinjiang Uyghur Autonomous Region in July 2009, causing many casualties. Immediately following these incidents, China called Rebiya Kadeer, President of the World Uyghur Congress, the mastermind of the events, and stated that they had been incited by three forces from overseas (i.e. terrorism, separatism, and radicalism) and that adversarial forces within China had responded to them.

In addition, China announced “the Chinese National Defense for 2008” in January 2009, showing the guideline to make important advancements through the mechanization and computerization of their military forces. In October 2009, a large-scale military parade conducted in Tiananmen Square showed state-of-the-art intercontinental ballistic missiles, combat aircraft, and other weapons, all of which were announced as manufactured in China. Chinese

President Hu Jintao stated that the development and advancement realized by the new China during the last 60 years had proved that only socialism could save the country and that only its reform and liberalization efforts could advance the country, proudly presenting the modernization of its equipment.

China looks to obtain and transfer the latest scientific technologies held by overseas companies and research institutes under this policy and guideline. It has also dispatched its researchers, engineers, and students to companies with latest scientific technologies, defense-related companies, research institutes, and other organizations located in Japan, implementing its information collection initiatives in deft and versatile manners for a long time

More recently, the Aichi Prefectural Police arrested a Chinese engineer working for an auto parts company for illegally stealing a large volume of electronic design data on the grounds of embezzlement.

## **(3) Anti-Japan operations by Russia**

In the annual state-of-the nation address in November 2009, President Medvedev advocated the necessity of the latest technology by mentioning that Russia should start modernizing all the areas of production and renewing related technologies and that these challenges would determine whether Russia could survive in the modern world.

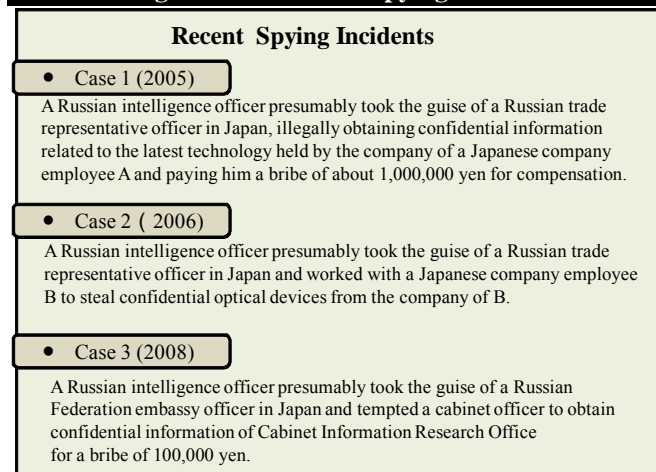
In December 2009, the president also said at the commemorative event for the Russian Security Organization Officers’ Day that Russia had lately been implementing various initiatives for the enhancement of its intelligence organizations with the improvement of their equipment and technical areas as well as their mobility and analytical capabilities and that the main emphasis was placed on modernization with the advancements in the technology protection, the aircraft industry, the aero-space industry, and other high-tech areas specified as the most important areas.

Russia is considered to enhance its engagement in these areas at the national level in the future, focusing on the technological development and the introduction of technologies from Europe and the U.S.

Under these circumstances, Russian intelligence officers have been entering Japan in the capacity of ambassador officials for the Russian Federation or trade representative officers to repeat the illegal activities to collect information. Such illegal activities have been exposed on a continual basis in 2005, 2006, and 2008.

The police implement activities to collect and analyze information related to these operations so that the national interests of Japan will not be compromised. They also roll out strict crackdowns on these illegal activities.

**Diagram 4-8 Recent Spying Incidents**



a third country. Given concerns that the modus operandi of illegal exports are becoming more malicious and deft, the police are exerting efforts to correctly grasp and analyze the current situation in and outside of Japan, and strengthening crackdowns on the illegal export of materials related to WMDs and other material by making efforts to enhance coordination through active information exchanges with relevant organizations.

Note 1: PSI is an abbreviation of Proliferation Security Initiative.

An approach for participating countries to jointly consider and realize possible measures, within the limits of international and domestic legislations, to prevent transfer and transportation of weapons of mass destruction, missiles and related materials, in order to prevent the proliferation of such weaponry which pose a threat to peace and stability of the international world.

## 2. Illegal Export of Supplies Related to Weapons of Mass Destruction (WMDs)

### (1) International initiatives for the non-proliferation of supplies related to weapons of mass destruction

In July 2009, the G8 Summit in L'Aquila, Italy adopted the G8 leaders' statement on the non-proliferation of nuclear and other weapons. The statement confirmed the commitment of creating an environment toward a world without nuclear weapons seeking further disarmament and non-proliferation of nuclear and other weapons.

The police aggressively participate in international initiatives on the basic understanding of the fact that the proliferation of supplies related to WMDs and other substances is an important concern for international security. When Singapore hosted PSI<sup>1</sup> drills on the sea in October 2009, the NBC terror special units of the Tokyo Metropolitan Police Department and Aichi Prefectural Police participated in them, working with customs officers to investigate WMD-related supplies and other substances discovered in containers.

### (2) Crackdown on Illegally Exported Substances

The police are aggressively working to crack down on materials related to WMDs which are illegally exported from Japan. In 2009, three such cases were cleared. The cases cleared up until now have shown that materials are exported by making a detour through



## Section 3. Situation of Public Safety and Countermeasures

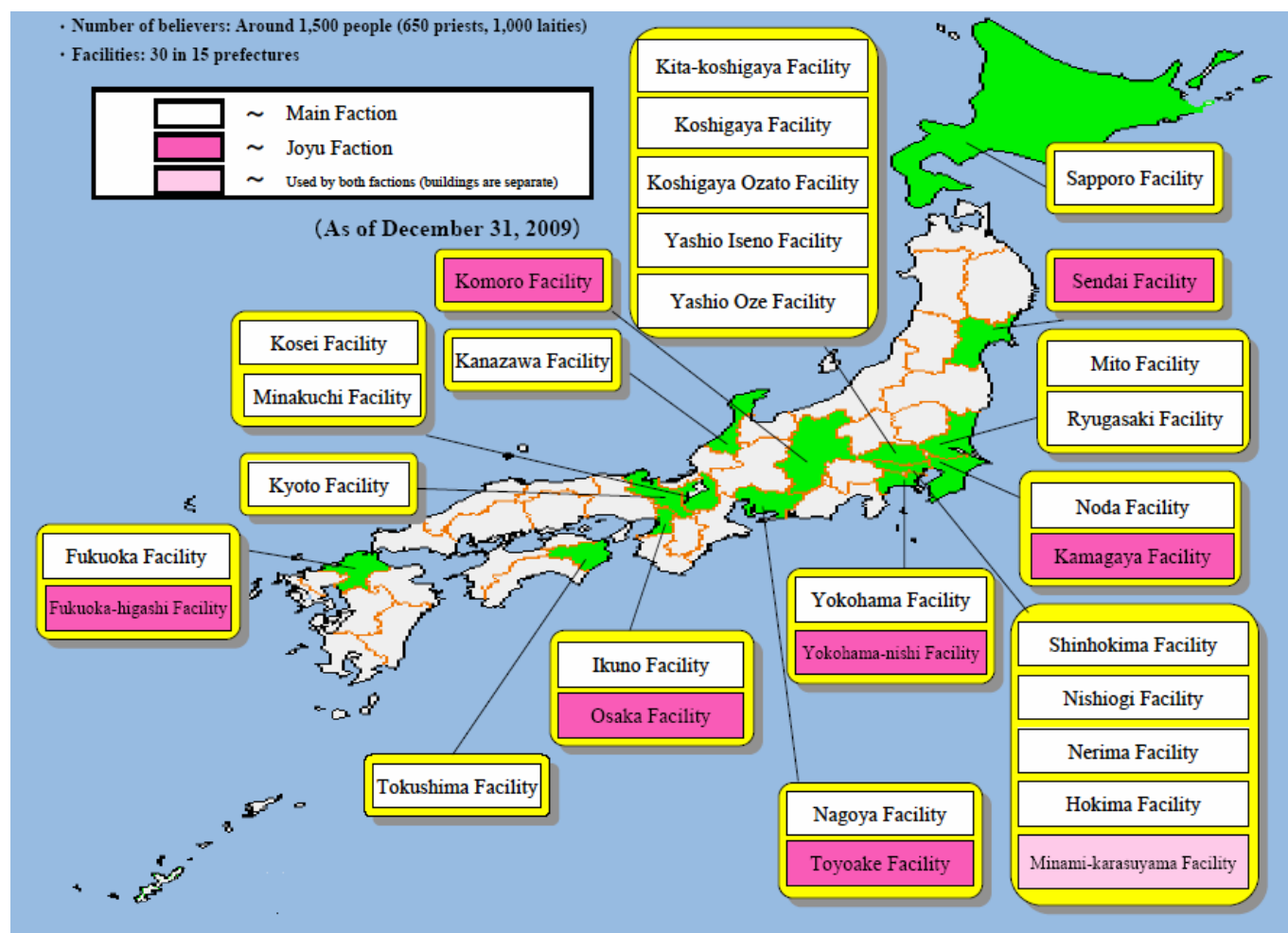
### 1. Trends on Aum Shinrikyo and Countermeasures

#### (1) Trends in Aum Shinrikyo

In May 2007, *Aum Shinrikyo* was split into a main faction of Aum Shinrikyo (hereinafter referred as “the religious group”) and a faction led by former spokesman Fumihiko Joyu (hereinafter referred as “Hikari no Wa”). The main faction characterizes Chizuo Matsumoto (commonly known as Shoko Asahara) as founder of the sect or guru to emphasize absolute belief in Matsumoto or the group’s dogma, thus attempting to return to its foundations.

On the other hand, the Joyu faction appeals departure from Matsumoto, as well as being an “open group” disclosing Joyu’s preaching on the Internet. The religious group is believed to be operating as if it has dispelled the influence of Matsumoto in an attempt to avoid the legal restraint of punitive observation.

In January 2009, the legal restraint of punitive observation under the Director-General of the Public Security Investigation Agency was extended three years to January 2012 on the grounds that there is still a danger of the group carrying out mass indiscriminate murder, based on the law concerning the regulation on groups that carried out mass indiscriminate murder.



Suspect on NPA designated special wanted list (Ages as of Dec. 31 2009)



Hirata Makoto  
(age 44, 183cm tall)

Arrest or confinement  
resulting in death or injury  
Violation of Explosive  
Control Punishment Act



Katsuya Takahashi  
(age 51, 173cm tall)

Murder, attempted murder  
Arrest or confinement  
resulting in death or injury



Naoko Kikuchi  
(age 38, 159cm tall)

Murder, attempted murder

## (2) Promotion of Countermeasures for *Aum Shinrikyo*

Three people on the NPA's most wanted list, Makoto Hirata, Katsuya Takahashi, and Naoko Kikuchi are still on the run. The police are chasing these suspects through wide-spread cooperation with the people of Japan. In addition, the police are severely cracking down on illegal acts of organizations by the followers of *Aum Shinrikyo*. In 2009, one follower suspected of running a beauty parlor without a license was arrested for violation of the Cosmetologists Act, and police searched three other *Aum Shinrikyo* facilities, finding that they had gained customers as followers.

In order to prevent acts of indiscriminate murder from occurring again, the police, in cooperation with relevant organizations, are making efforts to clarify the status of *Aum Shinrikyo*. At the same time, upon the request of people living close to *Aum Shinrikyo* facilities and relevant local entities, the police have been implementing patrols and other security measures in order to protect the peaceful lives of residents.

## 2. Trends in Ultra-Leftist Violent Groups and Police Countermeasures

### (1) Trends in Ultra-Leftist Violent Groups

Ultra-leftist violent groups that aim for the realization of a communist society through a revolution by force regard current socio-economic situations as their opportunity to expand their organizations enhanced their involvement in labor movements and other activities by hiding their violent nature so as not to alarm their surroundings.

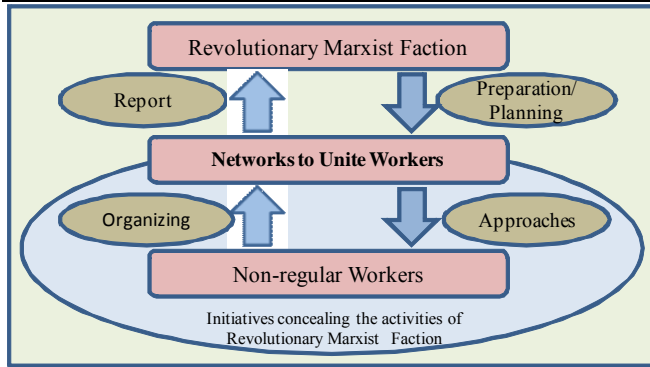
Kakumaru-ha<sup>1</sup> set up a network for the solidarity of

workers, dealing with the establishment of an organization incorporating non-regular workers, young workers, workers not affiliated with labor unions by hiding their relation to the faction. It has also showed their intention to get involved in such highly notable labor or employment-related issues as the labor dispute initiated by ex-employees of a hotel in Tokyo and the temporary lodgings enabling the unemployed to spend their new year's holidays.

Chukaku-ha<sup>2</sup> has worked on meetings and demonstrations requesting the Japanese government or Nippon Keidanren to secure employment as well as participated in labor disputes across Japan. It has also dispatched delegates to conventions hosted by overseas labor unions, deploying various international solidarity activities. The group has created its draft platform for the first time since its foundation to clarify its policy of a revolution based on violence as well as to emphasize its direction to engage in labor activism and international solidarity activities.

Kakurokyo Shuryu-ha<sup>3</sup> and Kakurokyo Han-Shuryu-ha<sup>4</sup> have worked on employment issues for day laborers, incorporating those workers into their respective projects of the Narita conflict and anti-war disputes. Kakurokyo Han-Shuryu-ha also implemented the attempted launch of improvised shells targeting the Yokota Base of the U.S. Air Force stationed in Japan in October 2009 and the attempted launch of improvised shells targeting the Atsugi Base of the U.S. Navy stationed in Japan in December 2009.

**Diagram 4-10 Status of Networks to Unite Workers Revealed by Investigation**



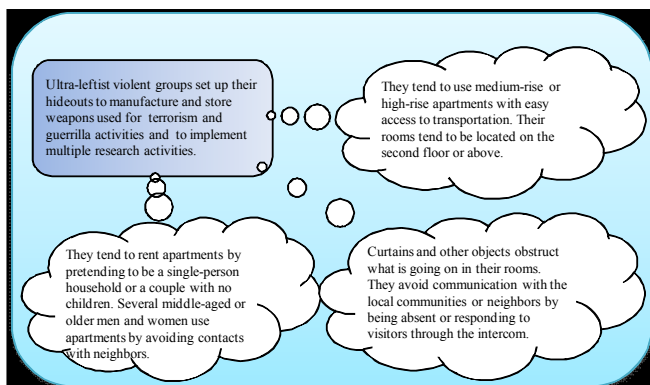
- Note 1: The official name of the group is the Japan Revolutionary Communist League (Revolutionary Marxist Faction).
- 2: The official name of the group is the National Committee of the Japan Revolutionary Communist League.
- 3: The official name of the group is the Revolutionary Workers' Association (Liberation Faction of the Socialist Youth League).
- 4: The official name of the group is the Revolutionary Workers' Association (Liberation Faction).

## (2) Implementation of countermeasures towards ultra-leftist violent groups

The police have been promoting various countermeasures by investigating cases related to ultra-leftist violent groups and implementing house-to-house searches of apartments for underground hideouts as well as by soliciting broad information from citizens through PR activities using posters and other media.

Within 2009, the police arrested a total of 61 suspects including activists for ultra-leftist violent groups.

**Diagram 4-11 Cooperation to Detect the Hideouts of Ultra-leftist Violent Groups**



## 3. Trends in Rightist Movements and Countermeasures

### (1) Trends in Rightist Movements

#### 1) Development of Criticism Activities

During 2009, rightists were particularly engaged in persistent criticism activities concerning the launching of a missile by North Korea and the policies of the Japanese government after the change of administration, and other issues.

The Japanese government and related countries were criticized on issues such as the dispute with China on the development of resources in the East China Sea, the dispute with South Korea on the Takeshima Island territorial problems, and the dispute with Russia over the Northern Territories.

The number of groups, people, and loudspeaker trucks which the rightists mobilized for the criticism activities above are shown in Table 4-4.

Citizens' movements against suffrage for foreign nationals were carried out nationwide based on claims for nationalism and exclusionism, and skirmishes against opposition forces were recognized in some areas

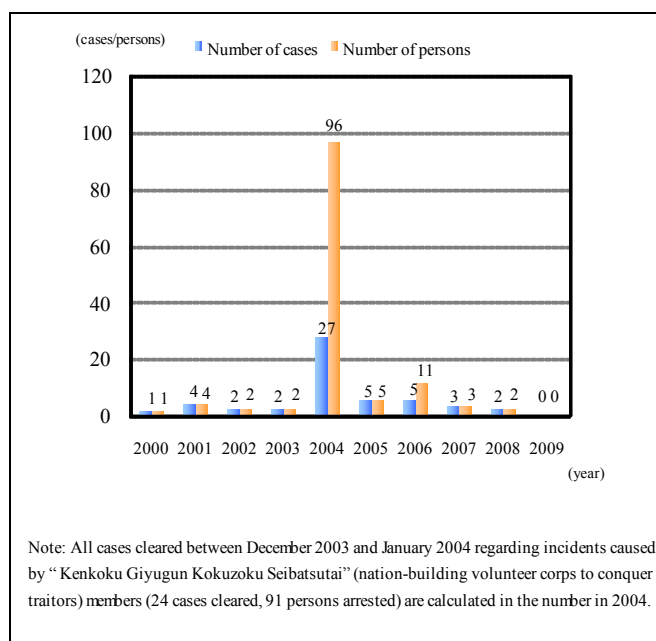
**Table 4-4 Numbers Mobilized Involving Criticism Activities by Rightists (2009)**

|  | Number of Organizations Mobilized     | Number of Persons Mobilized (persons) | Number of Loudspeaker Truck Mobilized (trucks) |
|--|---------------------------------------|---------------------------------------|--|
| Criticism against Japanese Government (after a change in administration) | Approximately 1480                    | Approximately 4260                    | Approximately 1200                             |
| Regarding China  | Approximately 2690                    | Approximately 7900                    | Approximately 2350                             |
| Regarding North Korea  | Approximately 1560                    | Approximately 4610                    | Approximately 1280                             |
| Regarding South Korea  | Approximately 1190                    | Approximately 3800                    | Approximately 990                              |
| Regarding Russia   | Northern Territories Day (7 February) | Approximately 190                     | Approximately 680                              |
|  | Anti-Russian Day (9 August)           | Approximately 340                     | Approximately 510                              |

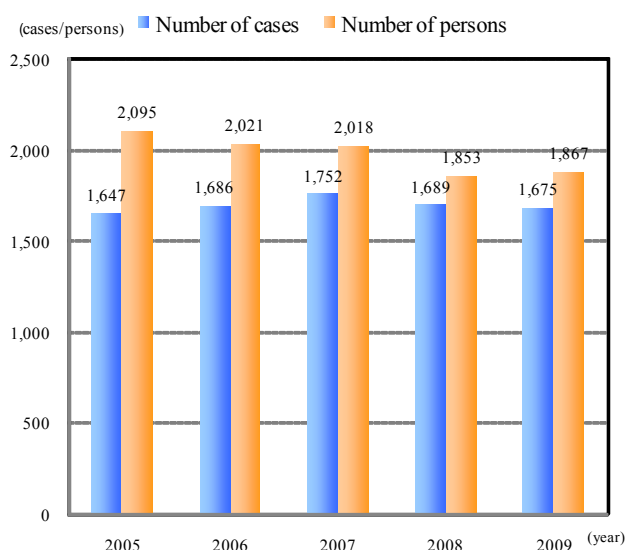
#### 2) Trends in Rightist-Related Incidents

In 2009, there were no occurrences of terrorism or guerilla incidents. However, in August 2009, an offense in violation of the Act for Controlling the Possession of Firearms or Swords and Other Such Weapons occurred in front of the National Diet Building, where a leading member of a rightist group stabbed his abdomen with a dagger holding a document criticizing the political stance of Diet members.

**Diagram 4-12 Trends in the Situation of Clearances of Terrorist or Guerrilla Cases (2000-2009)**



**Diagram 4-13 Trends in the Situation of Clearances of Rightist-Related Cases (2005 -2009)**



The state of arrests and clearances concerning illegal acts by rightists (or incidences related to rightists) in 2009 is shown in Diagram 4-13. Among them, the state of arrests and clearances of incidences associated with rightist operations<sup>1</sup> is as follows.

Note 1: Cases which have been caused by rightists during the process of carrying out loudspeaker truck activities and protest activities.

## Situation of arrests and clearances of rightist operations-associated incidences

Cases cleared: 152 cases (9.1% of total cases cleared)

Persons arrested: 274 persons (14.7% of total arrests)

In addition, the state of arrests and clearances of cases aiming to acquire funds such as extortion and fraud is as follows and they account for 42.0% of total cases cleared not including Road Traffic Act violations.

## Situation of arrests and clearances of cases aiming to acquire funds

Cases cleared: 312 cases (42.0% of total cases cleared not including o Road Traffic Act violations)

Persons arrested: 411 persons (44.3% of total arrests not including offenses of the Road Traffic Act)

Moreover, the situation of gun seizure from rightists and related persons is as follows; it is thought that most of these guns are obtained from crime syndicates.

## Situation of gun seizure from rightists and related persons

Seizures in 2009: 11 guns (an increase of 4 guns (57.1%) from the previous year

Seizures in the last five years: 63 guns (seizures from persons related to *Boryokudans*: 37 guns (58.7%))

## (2) Promotion of Countermeasures against Rightist Groups

### 1) Arrests of Illegal Acts toward Prevention of Terrorism or Guerilla Incidents

In order to prevent the occurrence of terrorism or guerilla incidents instigated by rightists, the police are working toward thorough arrests of perpetrators of illegal acts by applying various laws, with a focus on fire-arms related crimes and crimes aimed at acquiring funds.

### 2) Promotion of Measures against Loudspeaker Trucks

Among the loudspeaker truck activities by rightists, the police are working toward thorough control of those which are malignant and may affect the peaceful lives of citizens, by applying various laws.

## Situation of crackdowns in 2009

Arrests for violation of Act on Maintenance of Tranquility of Areas around the National Diet Building, and Foreign Diplomatic Establishments, etc. (1 case, 3 persons)

Suspension or cancellation orders (94 cases), recommendations (132 cases), on-site inspections (3 cases) based on the Noise Ordinance

Arrests for extortion, defamation, and violation of the Act on Punishment of Physical Violence and Others (56 cases, 106 persons)

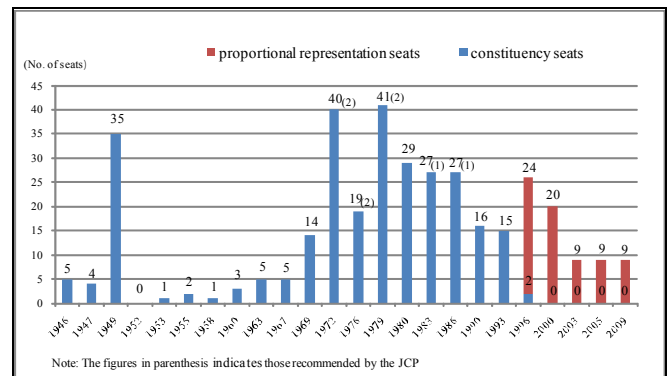
#### 4. Trends in the Japanese Communist Party

##### (1) Trends in the Japanese Communist Party

The Japanese Communist Party (JCP) fielded 152 candidates for single-seat constituencies and 79 candidates for proportional representation (of which 60 candidates also ran in single-seat constituencies) in the House of Representatives election in August 2009. Of these candidates, nine were elected for proportional representation, with the JCP retaining the pre-election strength. In a statement on the results of the general election, the JCP Standing Executive Committee said, “Considering the adverse conditions, the JCP put up a good fight in just retaining the number of seats it held before the election and increasing the number of votes cast for the JCP.” A report presented at the JCP Central Committee 9th Plenum held in October 2009 said that the party is not strong enough to wage a strong election campaign and that the biggest lesson to be drawn from the general election is that the JCP at the time of the election was not stronger than it was in the previous general election. The 9th Plenum subsequently decided to set the “special campaign period” to create a major upsurge in the drive to increase the party membership.

Following the inauguration of the new government, the resolution adopted at the JCP 25th Congress held in January 2010 characterized a new period in Japanese politics as the “transitional situation,” and made it clear the party’s policy remains unchanged by emphasizing the need to overcome the “two aberrations” (“Japan’s extraordinary subservience to the United States” and the “tyrannical rule of large corporations and the business circles”) as outlined in the JCP manifesto.

**Diagram 4-14 Trends in the Numbers of Seats the JCP Won in the House of Representatives General Election (1946-2009)**



##### (2) Developments Related to the Democratic Youth League of Japan

The Democratic Youth League of Japan (DYLJ) held the 34th National Convention in Tokyo in November 2009, with more than 200 delegates and councilors participating. At the convention, it was reported that about 2,400 new members joined the DYLJ in the two years following the 33rd National Convention held in November 2007 but that the DYLJ membership has kept decreasing.

Head of the JCP Central Committee Secretariat Tadayoshi Ichida attended the 34th National Convention and gave a speech, in which he said “as a party to act as a counselor of the DYLJ, the JCP will drastically increase assistance to the DYLJ by understanding activities, efforts and difficulties of the DYLJ well and exercising its ‘ability to listen’ and help rebuild DYLJ district committees as a ‘joint undertaking of the DYLJ and the JCP’.”

#### 5. Developments Related to Popular Movements

##### (1) Extreme Anti-Globalization Movements at International Conferences

During 2009, on the occasion of the G-20 financial summit held in London, Britain, in April, some 4,000 anti-globalization people gathered for protest actions, and some rowdy participants broke into a bank building by smashing its window glasses, with over 80 of them arrested. Also at the G-20 financial summit held in Pittsburgh, the United States, in September, a total of about 7,000 people took part in protest actions, including unauthorized street demonstrations, with some participants taking to violent acts, such as destroying shops, leading to the arrests of some 200 people. At the 15th Conference of the Parties to the United Nations Framework Convention on Climate



Change (COP 15) in Copenhagen, Denmark, in December, some 52,000 protesters from not only environment protection organizations but also anti-globalization groups engaged in protest movements, and some of them wearing black masks went violent and destroyed window glasses of the Ministry of the Foreign Affairs of Denmark and bank buildings, with about 1,700 people detained.

## **(2) Increasingly Extreme Obstructive Acts against Research Whaling**

In February 2009, anti-whaling protest vessels of the US environment protection group, Sea Shepherd Conservation Society, engaged in actions to obstruct operations of Japan's scientific research whaling ship in the Antarctic Ocean, including dropping ropes undersea, projecting signal flares and throwing bottles containing butyric acid at the ship. In December, Sea Shepherd protest vessels resorted to more extreme acts of violence than before, irradiating laser beams and using the launching device to project color ball-like objects in addition to dropping ropes undersea and throwing bottles containing what is believed to be butyric acid.

## **(3) Developments Related to the Reorganization of US Forces Stationed in Japan, etc.**

Protest rallies and demonstrations were organized in connection with the reorganization of U.S. forces in Japan, with groups opposed to a Japan-U.S. agreement on the transfer of US Marine Corps in Okinawa to Guam staging protests against the approval of the Guam agreement around the National Diet building and groups against the relocation of the US Marine air base in Futenma to Henoko staging protest activities in Okinawa Prefecture and elsewhere to oppose the construction of the new base and the relocation within the prefecture. Groups opposing the dispatch of Self-Defense Forces (SDF) units overseas also held rallies and demonstrations around the National Diet building and elsewhere to protest the enactment of the Act on Punishment of and Measures against Acts of Piracy.

## **(4) Anti-Poverty Movements based on Employment Situation**

As Japanese companies substantially reduced their payrolls, centering on non-regular workers, amid the business downturn triggered by the financial crisis in the United States, trade unions, including the National Confederation of Trade Unions, formed with the

guidance and assistance from the JCP (hereinafter referred to as "Zenroren"), and citizens' groups seeking drastic revisions to the Worker Dispatching Act set up the "*Toshikoshi Haken Mura* (year-crossing permatemp village)" in Tokyo from the end of 2008 through early 2009 to provide support to workers who lost their jobs and/or places to live in.

On November 8, 2009, Zenroren, together with citizens' groups seeking drastic revisions to the Worker Dispatching Act and the expansion and improvement of the social security system, also held the "11.8 National Mass Rally for a New Tomorrow!" in Tokyo.



## Section 4. Responses to Disasters, etc. and Security Measures

### 1. Responses to Natural Disasters

#### (1) Natural Disasters and Police Activities

In 2009, there were 77 fatalities and missing persons, and 665 injured persons caused by such natural disasters as heavy rains, typhoons, earthquakes, strong winds and high tidal waves (as of April 30, 2010). The situation of major damage caused by natural disasters in 2005-2009 is shown in Table 4-5.

**Table 4-5 Situation of Major Damage by Natural Disasters (2005-2009, as of April 30, 2009)**

| Category \ Year                                   | 2005   | 2006   | 2007   | 2008   | 2009   |
|---|--------|--------|--------|--------|--------|
| Fatalities, Missing Persons (persons)             | 45     | 58     | 30     | 51     | 77     |
| Injured Persons (persons)                         | 1,543  | 676    | 3,074  | 851    | 665    |
| Completely or Partially Destroyed Houses (houses) | 5,335  | 2,304  | 9,946  | 256    | 1,466  |
| Houses Washed away (houses)                       | 1      | 0      | 0      | 0      | 0      |
| Houses Flooded (houses)                           | 26,113 | 15,850 | 11,819 | 35,650 | 25,803 |
| Damaged Roads (locations)                         | 2,253  | 1,197  | 1,573  | 1,509  | 2,359  |
| Collapsed Mountain Cliff (locations)              | 1,458  | 4,741  | 1,517  | 832    | 2,493  |

#### 1) Heavy Rains and Typhoons

During 2009, there were torrential rains in the Chugoku region and the northern part of the Kyushu region in July 2009 and a total of 22 typhoons had formed. One of the typhoons struck Japan and seven typhoons, including Typhoon No.9 that caused major damage in August, approached Japan. These heavy rains and typhoons resulted in 74 deaths and two missing persons (as of 30 April 2010).

##### a. Torrential Rains in the Chugoku Region and the Northern Part of the Kyushu Region in July 2009

On July 19-21, 2009, the activation of the *Baiu* rain front that extended from off the Sanin region through the Kinki region to the Tokai region brought localized downpours of rain on the northern part of the Kyushu region as well as the Chugoku and Shikoku regions. Particularly in the Chugoku region, the total amount of rainfall during the three days exceeded 300 mm in some places. On July 24-26, the activation of the *Baiu* rain front extending from the northern part of the Kyushu region through the Sanin and Hokuriku regions to the Tohoku region brought localized ferocious rains, with the total amount of rainfall during the three days exceeding 600 mm in some places in the northern part of the Kyushu region. These torrential rains left 36 people dead and injured 62 people (as of April 30, 2010).

The relevant prefectural police organizations, including Yamaguchi Prefectural Police and Fukuoka Prefectural Police, set up Disaster Security Headquarters headed by the chief of the respective police organizations, and undertook such activities as the gathering of information on damage, rescue of afflicted people and searches for missing persons. The National Police Agency (NPA) and relevant regional police bureaus set up disaster security information offices and took necessary measures. At the request of the Public Safety Commission of Yamaguchi Prefecture in the wake of a large-scale sediment disaster in Yamaguchi Prefecture, Hiroshima, Okayama and Kagawa prefectural police mobilized Interprefectural Emergency Rescue Units of approximately 350 officers in total.

##### b. Typhoon No.9

Typhoon No.9, which turned from a tropical low pressure into a typhoon on August 9, 2009, and moved eastward to the south of Japan, brought downpours of rain from the Chugoku and Shikoku regions to the Tohoku region, with the total amount of rainfall between 3 p.m. August 8, and 3 p.m. 11 August exceeding 750 mm in some places. This tropical low pressure-turned typhoon left 25 people dead, two people missing and 24 people injured (as of April 30, 2010).

The relevant prefectural police organizations, including Yamaguchi Prefectural Police, set up Disaster Security Headquarters headed by the chief of the respective police organizations, and undertook such activities as the gathering of information on damage, rescue of afflicted people and searches for missing persons. The NPA and relevant regional police bureaus set up disaster security information offices and took necessary measures.

#### 2) Earthquakes

At around 5:07 a.m. on August 11, 2009, an earthquake with a magnitude of 6.5 occurred with its epicenter in Suruga Bay. This earthquake registered a 6-weak on the Japanese intensity scale (the Japan Meteorological Agency seismic intensity) in Izu City, Yaizu City, Makinohara City and Omaezaki City of Shizuoka Prefecture. The earthquake led to one death and 319 injuries (as of April 30, 2010).

The relevant prefectural police organizations, including Shizuoka Prefectural Police, set up Disaster

Security Headquarters headed by the chief of the respective police organizations and engaged in the gathering of information on damage and traffic control. The NPA set up the Disaster Security Headquarters headed by the Director General of the Security Bureau and the relevant regional police bureaus also set up headquarters for disaster countermeasures, and both took necessary measures. Nagano, Aichi and Yamanashi prefectural police dispatched helicopters at the request of the Public Safety Commission of Shizuoka Prefecture.

## (2) Activities of Police Teams of Rescue Experts of Interprefectural Emergency Rescue Units

In April 2005, Police Team of Rescue Experts (P-REX)<sup>1</sup>, teams which possess extremely high disaster relief capabilities, were established within the Interprefectural Emergency Rescue Units of 12 prefectural police organizations<sup>2</sup>. The Police Teams of Rescue Experts were dispatched to afflicted areas of the torrential rains in the Chugoku Region and the Northern Part of the Kyushu Region in July 2009, and have so far been also mobilized to disaster scenes of the train accident on the Fukuchiyama Line of West Japan Railway Co. (JR West), the Chuetsu Offshore Earthquake in Niigata Prefecture in 2007 and the Iwate-Miyagi Inland Earthquake in 2008 for the rescue of afflicted people.

The Police Teams of Rescue Experts are striving to upgrade their rescue capabilities by conducting training using derelict buildings as well as joint training with relevant organizations.

Since the generalship of commanding officers is important to carry out rescue operations safely and expeditiously, police have been making efforts to improve the generalship of commanding officers, including operationally-oriented training in accordance with the team command guideline and case studies on a variety of disaster scenes.

Note 1: Police Team of Rescue Experts

2: Hokkaido, Miyagi, Saitama, Tokyo Metropolitan Police Department, Kanagawa, Shizuoka, Aichi, Osaka, Hyogo, Hiroshima, Kagawa and Fukuoka

**Diagram 4-15 Establishment of Police Team of Rescue Experts (P-REX)**



## (3) Countermeasures against Armed Attacks and Similar Situations

### 1) National Protection Measures regarding the Situation of Armed Attack

Regarding armed attack situations<sup>1</sup>, anticipated armed attack situations<sup>2</sup> (hereinafter referred to as “armed attack situations”), and emergency situations<sup>3</sup>, the police prescribes to carry out the Measures for Protection of Citizens Prescribed in the Civil Protection Plan of the National Public Safety Commission and the NPA (hereinafter referred to as “Citizen Protection Measures”), based on the Act concerning Measures for Protection of Citizens in Armed Attack Situations (hereinafter referred to as “Citizen Protection Act”).

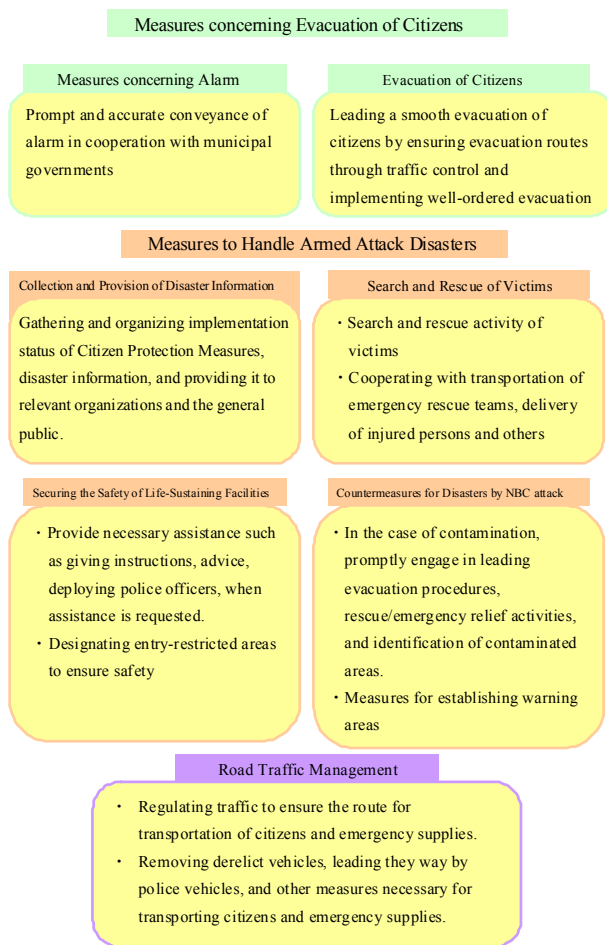
Since it is important to be regularly prepared to respond to such situations, the Prefectural Police are proactively participating in the formulation/revision of prefectural and municipal Civil Protection Plans and evacuation operation patterns of municipal areas, which are based on the Citizen Protection Act.

Note 1: Situations in which an armed attack has occurred or where the imminence of apparent danger of an armed attack has been recognized.

2: Situations in which an armed attack has not occurred but the situation is tense and possible armed attacks are anticipated.

3: Situations in which an act of killing/wounding many people has occurred through means equivalent to armed attacks or where the imminence of apparent danger has been recognized, and an urgent response on a national level is necessary.

**Diagram 4-16 Major Citizen Protection Measures Performed by the Police**



## 2) Participating in Citizen Protection Training

The police are actively participating in the training exercises which are conducted based on the Citizen Protection Act (hereinafter referred as “citizen protection training”) in order to implement Citizen Protection Measures promptly and precisely in armed attack situations.

The police have participated in the citizen protection trainings sponsored by the Cabinet Secretariat and prefectural governments, such as the Hyogo Prefecture Citizen Protection Joint Field Training Exercise in November 2009 in which they received training in the evacuation of citizens, collection and provision of disaster information, and search and rescue of victims.

The police are making efforts to strengthen cooperation with relevant organizations through such trainings, while working to become proficient in the collection of disaster information and evacuation of citizens in armed attack situations.

## (4) Measures against Novel Influenza

Measures in response to novel influenza are quickly becoming an urgent topic domestically and abroad. In December 2005 the government advanced measures against novel influenza by formulating an “Action Plan to Counter Novel Influenza.” The NPA created an “NPA Novel Influenza Response Committee” in April 2008 and established an “NPA Action Plan to Counter Novel Influenza” in September of the same year.

With the outbreak of novel influenza (A/H1N1) domestically and abroad, since April 2009, the NPA has established action plans in each prefectural police organization in line with the “NPA Action Plan to Counter Novel Influenza.” Working together with the relevant organizations, the NPA provided support to strengthen security activities at international airports and on borders, and is implementing various measures to maintain social order by controlling any crime borne out of chaos caused by novel influenza.

## 2. Measures against Cyber Terrorism

Information technology (IT) has become widespread in the lives of citizens and in social and economic activities in general. When cyber attacks are carried out against the core system of such essential infrastructure<sup>1</sup> which forms the base of our society, the effect will be enormous.

In July 2009, cyber attacks targeting the governmental agencies in the U.S. and South Korea were carried out. It became clear that servers in Japan were used. As such the threats of cyber terrorism<sup>2</sup> is becoming more and more realistic. In order to foresee the threat of cyber terrorism at the earliest stage possible and prevent damage from occurring or spreading, the police are engaged continuously in measures against cyber terrorism.

Note 1: Social infrastructure in the field of information communication, finance, aviation, railroad, electricity, gas, government/administration service, (including local public entities), healthcare, water, and transportation.

2: Cyber attacks on core systems of essential infrastructure, or severe failure in the core systems which are considered to be caused by cyber attacks.

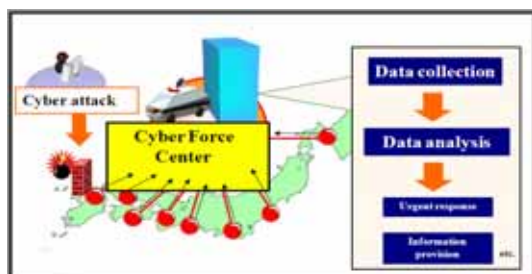
## (1) Situation of Measures against Cyber Terrorism

The NPA is promoting measures against cyber terrorism through the Cyber Terrorism Countermeasure Promotion Office, which is a cross-divisional section related to security, community safety and info-communication.

In addition, the Cyber Force Center is established within the NPA as a technical core for measures against cyber terrorism. In order to promptly recognize occurrence of DOS<sup>1</sup> attacks or the situation of the computers infected with computer virus, it operates a real-time detection network system<sup>2</sup> running on a 24 hour basis. Moreover, this center functions as a technical support base for emergency correspondence when cyber terrorisms occur, and assumes responsibility for providing assistance to Prefectural Police through Cyber Forces established in regional bureaus of each Prefectural Police.

A cross-divisional Anti-Cyber Terrorism Project is also established in Prefectural Police offices. It promotes various measures through cooperation between the public and private sectors by receiving technical support of Cyber Forces.

**Diagram 4-17 Functions of Cyber Force Center**



## (2) Approaches Related to Measures against Cyber Terrorism

### 1) Strengthening the Cooperation with Essential Infrastructure Providers

The Anti-Cyber Terrorism Project makes individual visits to each essential infrastructure provider in order to ask cooperation for investigation. At the same time, it organizes seminars on cyber terrorism countermeasures and Cyber Terrorism Countermeasure Councils to provide information and exchange opinions on information security. Besides this, joint training simulating such incidences is conducted with essential infrastructure providers, and thus striving to strengthen cooperation between private and public sectors.

### 2) Provision of Information to Internet Users

The NPA has started a security portal site “@police” (<http://www.cyberpolice.go.jp/>). The site discloses the latest information regarding new computer viruses and the vulnerability of various programs; in addition, the “Internet periodic observation” discloses data surrounding the state of cyber attack occurrence, which is automatically collected and analyzed in regular time intervals.

Note 1: Abbreviation of Denial of Service. A cyber attack in which a massive amount of repeated access to a certain computer makes the provision of services to the computer impossible.

2: A system to summarize and analyze information from sensors which are established in Internet connection points by police.

## 3. Implementation of Security Measures

### (1) Security Activities

#### 1) Imperial Escort Security

The police carry out escort security in consideration of the harmony between the Imperial Family and the general public while ensuring the safety of the Imperial Family and preventing accidents caused by crowds of well-wishers.

The major domestic Imperial visits in 2009 are shown in Table 4-6. Visits by Her Majesty the Empress are shown in Table 4-7.

The Imperial Family went abroad a total of eight times in 2009, including Their Majesties the Emperor and Empress’ visit to Canada and the United States for international goodwill.

**Table 4-6 Major Visits by Their Majesties The Emperor and Empress in 2009**

|           |   |
|-----------|---|
| May       | Attendance at the Commemorative Ceremony of the 150th Anniversary of the Opening of the Port of Yokohama (Kanagawa) |
| June      | Attendance at the 60th National Arbor Day Festival (Fukui)  |
| August    | A visit to Asian Science Camp 2009 (Ibaraki)  |
| September | Attendance at the 64th National Sports Festival (Niigata)   |
| October   | Attendance at the 29th National Convention for the Development of an Abundantly Productive Sea (Tokyo)              |

**Table 4-7 Major Visits by His Imperial Highness the Crown Prince in 2009**

|         |  |
|---------|--|
| January | Attendance at the 64th National Sports Festival Winter Games (Aomori)                          |
| April   | Attendance at the 20th “Midori-n-Aigo” Meeting (Kanagawa)                                      |
| July    | Attendance at the 45th National Awards Ceremony for the Promotion of Blood Donation (Nagasaki) |
| July    | Attendance at the 21st All Japan High School Athletic Meet (Nara)                              |
| October | Attendance at the 33rd Tree Caring Festival (Nagasaki)   |
| October | Attendance at the 9th National sports Festival for the Disabled (Niigata)                      |

### 2) Dignitary Protection

Under severe security concerns such as the occurrence of terrorism and other illegal acts, the police promoted appropriate protection and security measures and ensured personal safety of VIPs.



Major overseas visits by the Prime Minister are shown in Table 4-9. Major visits by foreign dignitaries are shown in Table 4-9.

The 45<sup>th</sup> election of the members of the House of Representatives was held in August 2009. Reflecting the intense build-up of the election campaign of the ruling and opposition parties, many candidates under protection set out on campaign tours across the country. During the campaigning period, Democratic party leader, Yukio Hatoyama (at the time), visited a total of 34 prefectures while Liberal Democratic Party president, Taro Aso, visited a total of 32 prefectures to give public speeches.

In addition, the 5<sup>th</sup> Japan-Pacific Islands Forum Summit Meeting was held in Shimukappu, Hokkaido in May, and the Japan-Mekong Countries Summit Meeting was held in Tokyo in November, both with the attendance of a large number of dignitaries from within Japan and abroad.

**Table 4-8 Major Overseas Visits by the Prime Minister in 2009**

|                           |  |
|---------------------------|--|
| Former-Prime Minister Aso |  |
| January                   | Visit Switzerland to Attend an Annual Meeting of the World Economic Forum (Davos)                                      |
| February                  | Visit the United States of America to Attend Summit Meeting  |
| March                     | Visit London to Attend Summit on the 2nd Financial Markets and the World Economy (London)                              |
| April                     | Visit Thailand to Attend ASEAN-related Summit Meetings   |
| July                      | Visit Italy to Attend G8 Summit (L'Aquila)   |
| Prime Minister Hatoyama   |  |
| September                 | Visit to the United States to Attend a United Nations General Assembly and the 3rd Financial Markets and World Economy |
| October                   | Visit Denmark to Attend IOC General Meeting  |
| October                   | Visit to China to Attend the Asia-Europe Meeting (ASEM)  |
| November                  | Visit to the United States to attend the Summit on Financial Markets and the World Economy                             |
| November                  | Visit to Singapore to Attend the Asia-Pacific Economic Cooperation (APEC) Economic Leaders' Meeting                    |

**Table 4-9 Major Visits by Foreign Dignitaries in 2009**

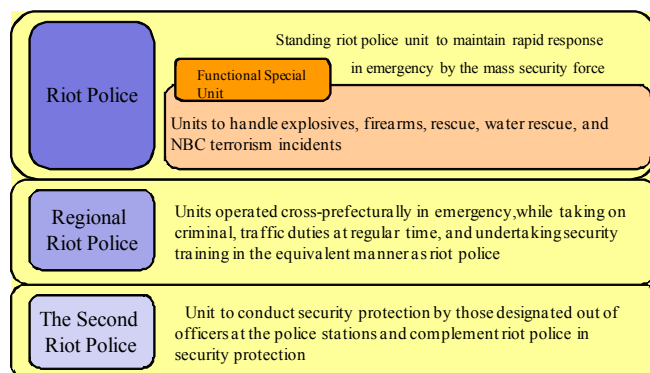
|          |   |
|----------|---|
| April    | Visit by Mr. Nong Duc Manh, General Secretary of the Central Committee of the Communist Party of Viet Nam |
| May      | Visit by Prime Minister Putin of Russia   |
| May      | Visit by President Nathan of the Republic of Singapore  |
| June     | Visit by President Lee Myung-bak of the Republic of Korea   |
| October  | Visit by Prime Minister Bakenende of the Netherlands  |
| November | Visit by President Obama of the United States   |

## (2) Riot Police Activities

### 1) Types of Riot Police and Their Functions

In addition to the standing riot police units established in every Prefectural Police to organize a mass security force in case of emergency, there are regional riot police units and secondary riot police units in place, as well as units organized according to function so that police can respond to various cases.

**Diagram 4-18 Outline of Riot Police**



### 2) Riot Police Duties and Activities

Riot police form the core of mass security forces for crisis management, and are in charge of various types of security. Furthermore, the units organized according to function are engaged in search and rescue activities utilizing specialist abilities.

### (3) Crowd Security

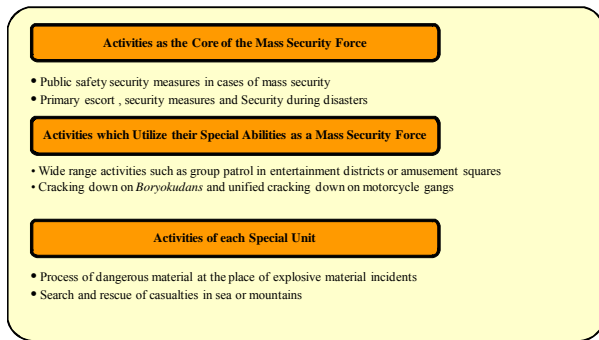
In events such as festivals and celebrations, where there is fear of accidents caused from the gathering of a large number of people, the police request event organizers and facility managers to take necessary safety measures prior to the events. Besides this, when it is deemed necessary for deployment of police units, they create a crowd security plan, and allocate officers, conduct traffic regulation, and arrange for publicity of areas which are expected to attract a large crowd.

In addition, based on the lessons learned from the incident in July 2001 in Akashi, Hyogo Prefecture, the police are working to thoroughly review the basic points of consideration and establish a framework to prevent crowd accidents.

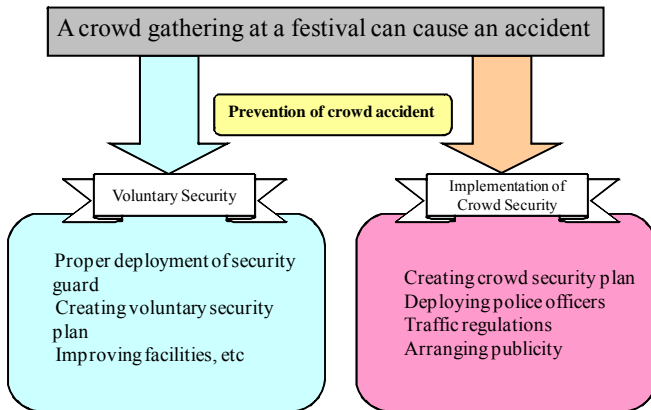
**Table 4-10 Trends in the State of Crowd Security Implementation (2004-2008)**

| category \ year                           | 2005 | 2006 | 2007 | 2008 | 2009 |
|---|------|------|------|------|------|
| Police Officers Mobilised (1,000 persons) | 499  | 501  | 497  | 505  | 514  |

**Diagram 4-19 Riot Police Activities**



**Diagram 4-20 Flow of Crowd Security**





## Chapter V. Public Safety Commission System and Police Activity Support

### Section 1. The Police Organization and Public Safety Commission System

## 1. The Police Organization

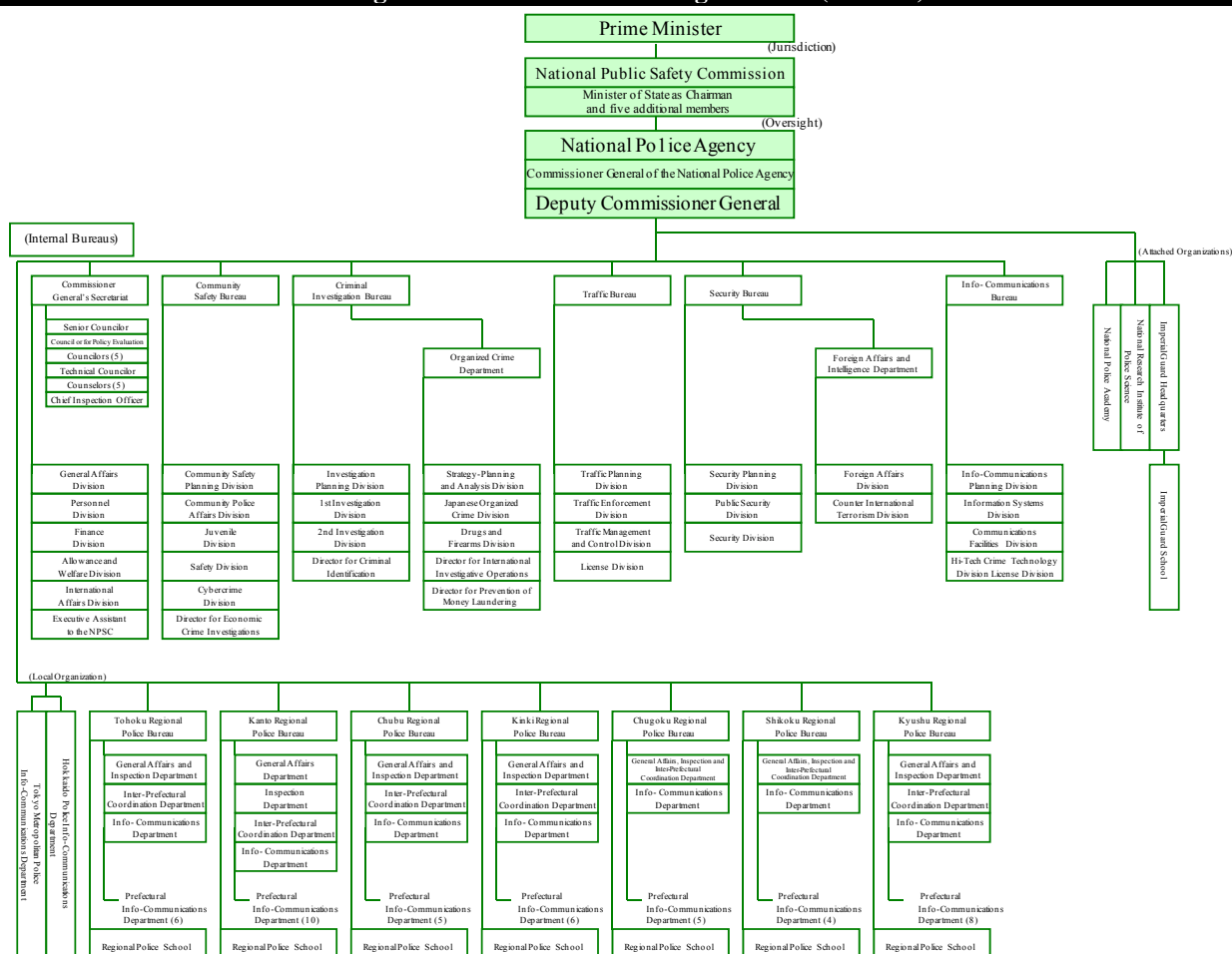
## (1) The Public Safety Commission System

The Public Safety Commission System was established with the thought that – given the strong executive power of police administration and in order to see that the administration maintains political neutrality and guards against self-righteous operations – it would be appropriate to have a system through which people representing the good sense of the public supervise the police. The National Public Security Commission is in place to manage the NPA and the Prefectural Public Security Commissions to manage Prefectural Police. The Minister of State is positioned as the Chairman of the NPSC to facilitate a balance between the two requisitions: ensuring political neutrality and clarifying the Cabinet’s responsibilities regarding public safety.

## (2) National Police Organization

While the Prefectural Police assume all duties, the NPA, as a national organization, bears the responsibility of making proposals for the police system as well as the role of carrying out police operations related to matters of national safety and coordinating police administration and duties at the heart of police activities, such as education and training, communication, and criminal investigation. Also, under the supervision of the NPSC, the Commissioner General of the NPA supervises and controls Prefectural Police organizations within the NPA's defined duties.

**Diagram 5-1 National Police Organization (FY2010)**

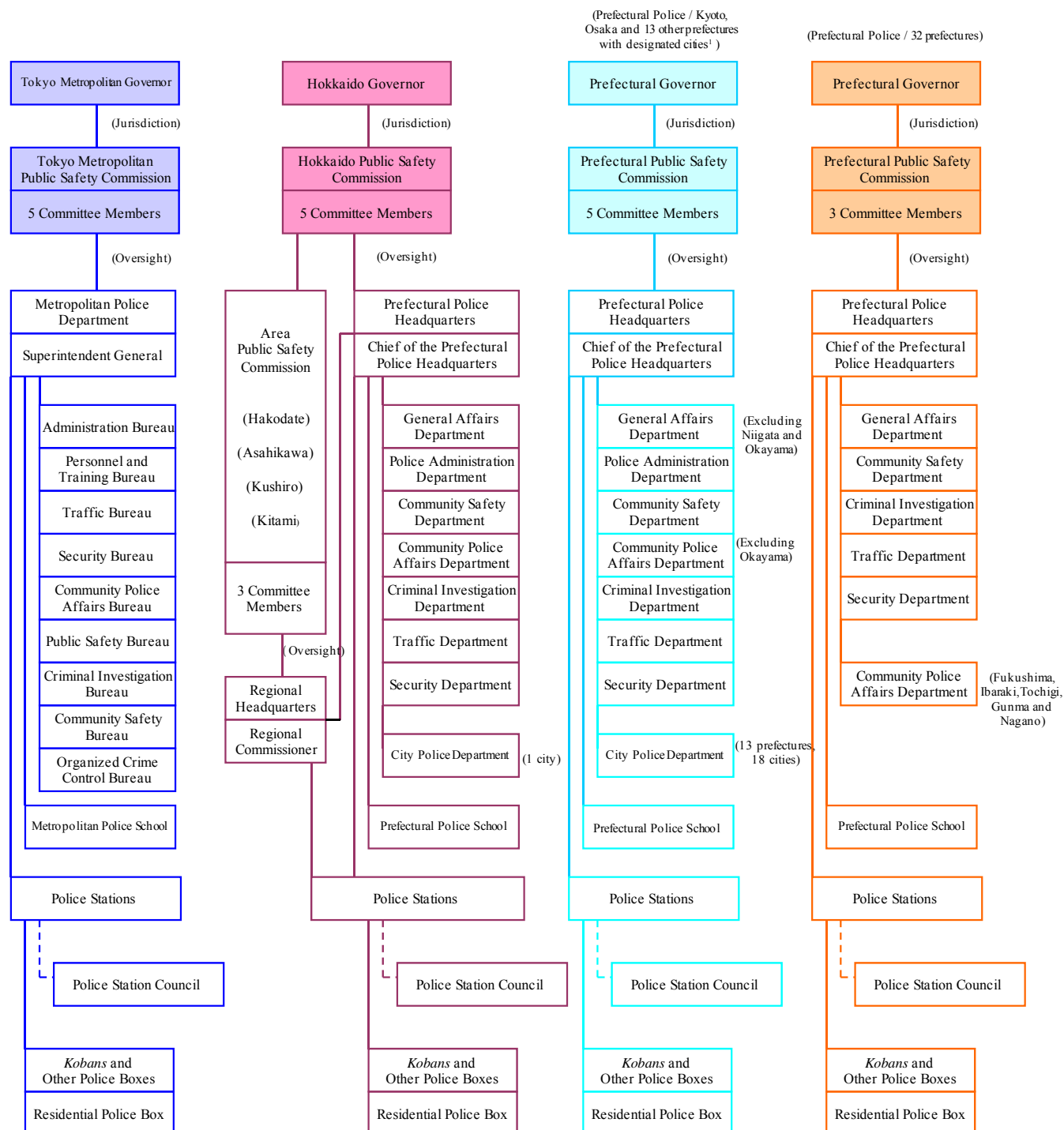


Note: The Director for Prevention of Money Laundering is established in the Organized Crime Control Bureau on 1 April 2007.

### (3) Prefectural Police Organizations

As of 1 April 2009, 1,184 Prefectural Police Headquarters and the Prefectural Police Schools are established in 47 Prefectural Police.

**Diagram 5-2 Prefectural Police Organization**



Note: Prefectures that include cities designated under Article 252 item 19 of the Local Autonomy Act  
Prefectures designated as of 1 April 2010 are Miyagi, Saitama, Chiba, Kanagawa, Niigata, Shizuoka, Aichi, Hyogo, Okayama, Hiroshima and Fukuoka.

## 2. Activities of the National Public Safety Commission (NPSC)

### (1) National Public Safety Commission (NPSC)

The NPSC is comprised of the Chairman who is the Minister of State, and five members. The members are appointed by the Prime Minister upon approval of both Houses. At the NPSC, they carry out duties by virtue of the authority of the Police Act or other laws such as stipulating the NPSC Regulations, appointing local police administrators<sup>1</sup>, taking disciplinary actions, and confirming if prerequisites meet actual objectives in designating Designated *Boryokudans*, etc. In addition, they indicate outline policies on police operations and manage the NPA by supervising prevention measures of various misconduct cases by police personnel.

During 2009, the NPSC stipulated 13 National Public Security Commission's rules including the rule on the activities to locate missing persons.

The NPSC usually holds regular meetings every Thursday. Other than this, members meet to mutually exchange opinions, and listen to reports from the NPA. In addition, NPSC members visit various places and share opinions with PPSC members, and observe sites where police activities are conducted in an effort to grasp the public security situation and police management. These activities are also introduced on the website.

Note 1: Among Prefectural Police personnel, local police administrators are police officers in the class higher than Senior Superintendent

### (2) Prefectural Public Safety Commission (PPSC)

The PPSC and Area Public Safety Commission are comprised of five members in prefectures that include government-designated prefectures and three part-time members in other prefectures and areas. Mayors appoint the members with the consent of prefectural assemblies.

The PPSC carries out numerous administrative duties linked to people's lives, such as driver's license, traffic regulations, payment settlement of crime victim benefit, superintending various businesses like antique dealer businesses. In addition, it receives reports from Chief of Police Headquarters, etc. at regular meetings, etc. on the situations concerning occurrence of cases, accidents and disasters in the region, police efforts, and public security and its various measures by the police, organization and personnel management. By superintending all this, the PPSC manages Prefectural Police.

The PPSC roughly holds three to four regular meetings a month as well as trying to grasp the situation of public security and police management by participating in the Police Station Council, discussing with relevant organizations such as board of education, etc., and visiting the sites where police activities are conducted. Such activities are introduced on the website.

### (3) Contact among Public Safety Commissions

The NPSC and the PPSCs conduct various liaison conferences in order to maintain close contact with each other. During 2009, liaison conferences between the NPSC and the PPSCs from across the nation were held twice, and opinions on the current status of management of the police by the PPSC were exchanged.

During the same year, in each region and in Hokkaido, intra-jurisdiction liaison conferences between PPSCs and the Area Public Safety Commission in Hokkaido were held a total of 14 times, with participation of NPSC members. Furthermore, a liaison conference comprising the 15 public safety commissions in Tokyo, Hokkaido, Kyoto, Osaka and designated prefectures were held, at which reports were made and opinions exchanged concerning the public safety situation in each prefecture and efforts by the respective Public Security Commission, with members from the NPSC attending.

## Section 2 Police Activity Support

### 1. The Police Force

#### (1) Number of Police Personnel

The authorized number of police personnel in FY2010 was 291,475, of which 7,709 belonged to the NPA, and 283,766 belonged to the Prefectural Police.

**Table 5-1 Number of Police Personnel (FY2010)**

| Category                 | National Police Agency |                 |                   |       | Prefectural Police         |                          |          |                   |         | Total   |
|--------------------------|------------------------|-----------------|-------------------|-------|----------------------------|--------------------------|----------|-------------------|---------|---------|
|                          | Police Officers        | Imperial Guards | Regular Personnel | Total | Police Officers            |                          |          | Regular Personnel | Total   |         |
| Regular Number (persons) | 1,969                  | 901             | 4,839             | 7,709 | Local Police Administrator | Community Police Officer | Subtotal | 28,610            | 283,766 | 291,475 |
|                          |                        |                 |                   |       | 626                        | 254,530                  | 255,156  |                   |         |         |

Note : Among the Prefectural Police personnel, the capacity of the local police administrators is defined by the cabinet order and the capacity of other personnel is defined by ordinance as of 1 April, 2010.

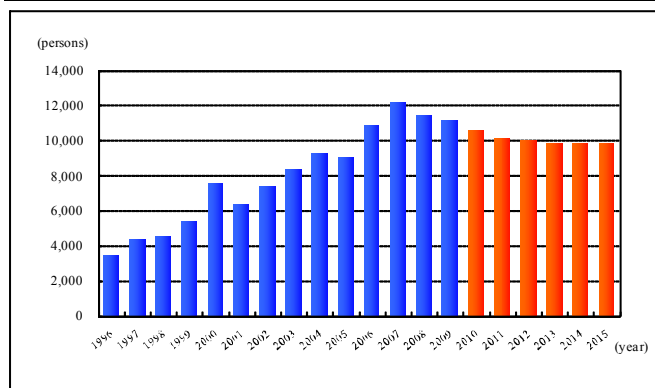
#### (2) Efforts to Strengthen Police Capability

A total of 25,189 Local Police Administrators<sup>1</sup> was increased from FY2001 through FY2009. The number of Penal Code offenses confirmed by police decreased for seven consecutive years since 2003, which is thought, together with other measures, to stave off an increasing trend of offences, leading to bringing about an effect on restoration of public safety.

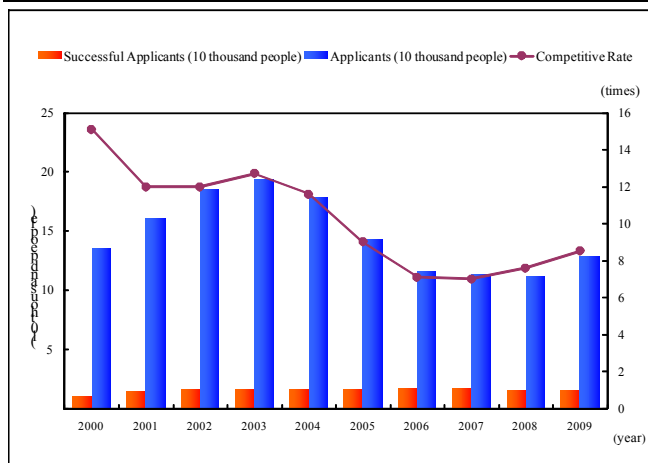
However, although the number of confirmed Penal Code offenses decreased, the level is much higher than that of the 1970s when public safety was deemed favorable. As such, the situation remains serious. Strengthening police capability needs to be continuously pursued from every angle.

Given the impending retirement period of numerous staff, the police are responding to the severe security situation by combining their efforts to strengthen the capability of the police in the following ways.

**Diagram 5-3 Trends in the Number of Retired Local Police Administrators and Prediction of Retirees (1995-2015)**



**Diagram 5-4 The Situation of Implementing Police Officer Recruiting Examination(FY2000-2009)**



#### 1) Increase of Local Police Officers

During FY2010 a total of 868 Local Police During FY2010, there was an increase of a total of 868 local police officers<sup>2</sup> in efforts to improve scientific investigative capabilities in order to enhance the police criminal identification system and to strengthen the capability of the police to promote more careful and proper duties of handling bodies.

Note 1: Police officers in Prefectural Police excluding local police administrators.

2: The number of people in the population per police officer was 507 in 2009 after an increase of police officers (this number is based on the Basic Resident Register as of March 31, 2009) down from 557 in 2000 before the increase of police officers.

## 2) Recruitment of Retired Police Officers

Increasing non full-time employees such as investigation skills instructors and *koban* consultants, and the effective use of the reemployment system, on-site enforcement has been supplemented by retired police officers with immediate capabilities, and the exceptional skills of experienced officers have been handed down to younger police officers.

## 3) Qualitative Enhancing of Police Capability

Limited personnel resources are being utilized more efficiently by laborsaving and streamlining duties through the use of Information Technology (IT).

## 4) Bolstering Recruit Campaigns to Secure Excellent Personnel

The NPA is vigorously supporting campaigns to recruit police personnel at Prefectural Police by appealing to people's fascination with the profession. As a result of these efforts, the ratio of successful applicants to the total number of applicants in the 2009 police officers recruiting examination was 8.5 times, an increase for two consecutive years.

## (3) Outstanding Performance of Female Personnel

The police have been striving to proactively recruit female personnel for some time, with over 1,000 female police officers recruited each year since FY2002. Approximately 14,900 female officers and approximately 11,800 female civilians have been working in Prefectural Police force throughout Japan as of April 1, 2010 and promotions to executive positions are also increasing. As of April 1, 2010, there are 172 female Prefectural Police officers with a rank of Police Inspector or higher.

Furthermore, for incidents in which women have been the victims of sexual crime or suffer from spousal

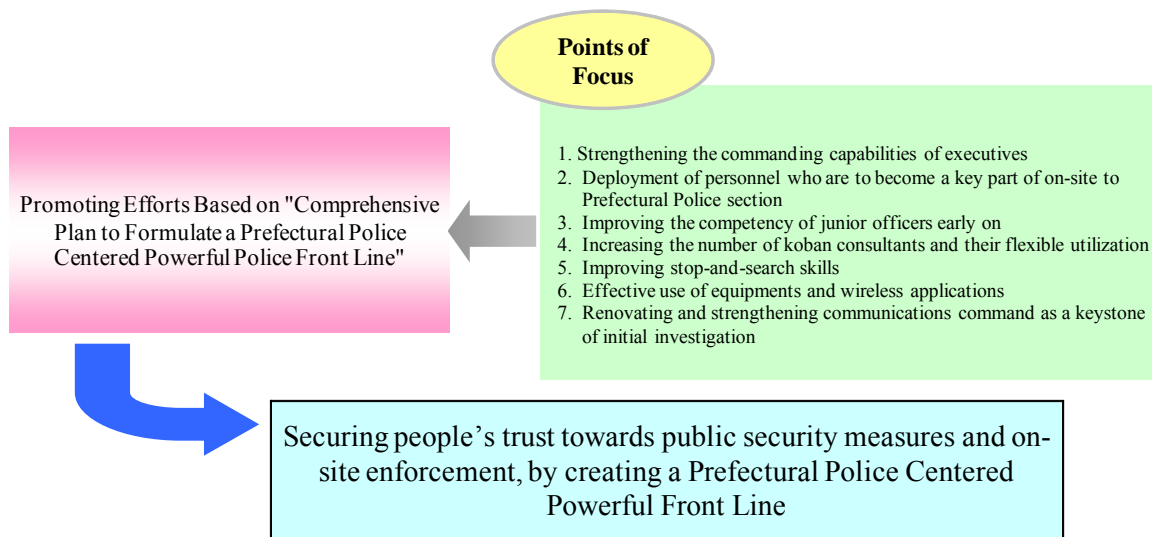
violence, the capabilities and special abilities of female police officers are utilized in investigations and in measures for victims. The occupational field of female officers is expanding to nearly all fields, including *Boryokudan* countermeasures, security, and escorting.

## (4) Efforts for the Creation of a Powerful Police Front Line

In recent years, the number of cases of obstruction of police duties has risen, and while the environment surrounding such work conditions worsens, the number of regional police officers that will retire and be recruited in the near future will increase. The composition of human infrastructure in the police agency is changing immensely, and a subsequent loss of local enforcement capabilities is feared.

Therefore, to construct a powerful police front line centered around Prefectural Police, which will be most affected by these influences, the Comprehensive Plan to Formulate a Prefectural Police Centered Powerful Police Front Line has been formulated, which promotes various measures such as strengthening the commanding capabilities of executives, improving the competency of junior officers early in their career, and the renovation and enhancement of communications and command, which is the pivot of initial police activities.

**Diagram 5-5 Efforts based on Comprehensive Plan to Create Powerful Police Front Line centered around Regional Police Officer**



### (5) Education and Training

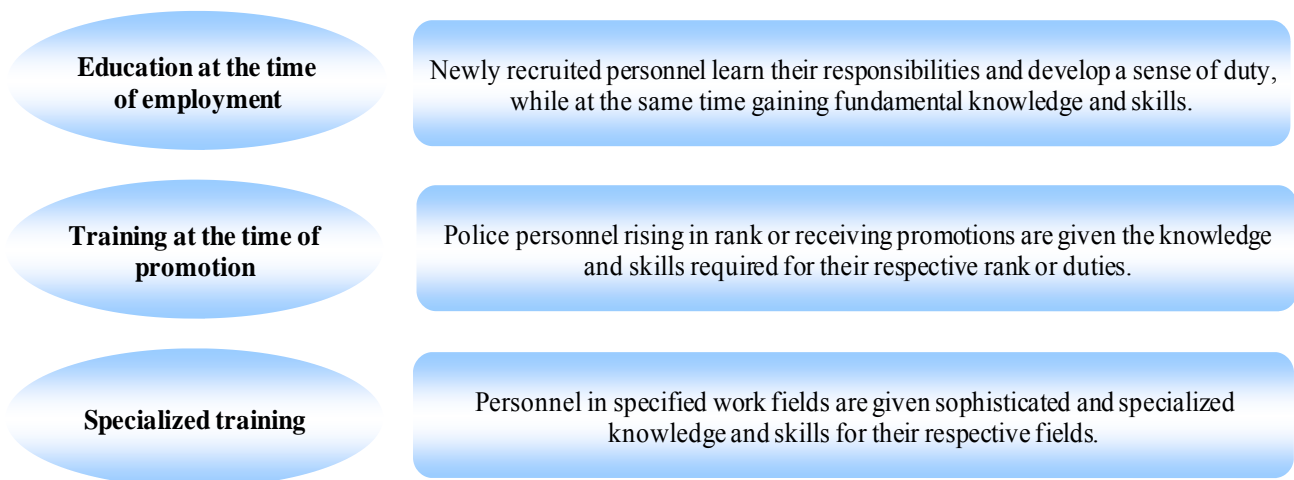
In order to properly execute their duties, police personnel require well-integrated common sense, good judgment, and a genuine ability to execute their duties. Police schools and workplaces, including police stations, are strengthening and enhancing their training in order to equip police personnel with both high moral values reinforced with pride and a sense of duty, and

the ability to execute their duties.

#### 1) Education and Training in Police Schools

The following types of education and training are being conducted in Prefectural Police Academies, Regional Police Schools, the National Police Academy, and other training institutes, tailored to each rank and occupational field.

**Diagram 5-6 Education and Training System in Police School**



#### 2) Education and Training at Workplace

At workplaces including police stations, in addition to police personnel being offered personal guidance based on aptitude and duties, trainings and other meetings are held to enhance the ability of personnel to execute their duties. In addition, lectures of experienced police officers and retired police officers are being conducted to pass on their special knowledge

and skills. Furthermore, besides ensuring appropriate execution of duties, instructors from other departments conduct workshops to foster strong moral values.

#### 3) Strengthening and Enhancing Martial Arts Training

In order to ensure possession of the powerful execution capabilities required to properly handle



felonious crimes, training such as judo, kendo, arrest techniques, and target practice are conducted. In particular, the police are working to enhance and strengthen training anticipating the situations most likely to occur through means including target practice using a digital firing simulator<sup>1</sup> in order to foster the ability to properly respond to changing situation.

Note 1: Training equipment involving firing with laser beams at digital images reflected on a screen

## (6) Police Officers Killed or Injured in the Line of Duty

Police officers protect people's lives, persons, and possessions. To maintain public security and order, they carry out their duties without regard for personal safety, and as a result, there are cases where they are unfortunately killed or wounded in the line of duty. During 2009, there was a case in which a police officer of the traffic riot police unit was killed in the line of duty while chasing a vehicle violating traffic regulations on a police motorcycle and the motorcycle and vehicle collided at an intersection.

The police provide honorary monetary gifts to the families of police officers killed or injured in the line of duty, in addition to receiving compensation from the public disaster compensation system. In addition, for valor in conduct of duty, the officers are praised and honored under the name of the NPA's Commissioner General.

## 2. Budget and Equipments of Police

### (1) NPA Budget

The police budgets are comprised of the NPA budget and the Prefectural Police budget. Among these, the NPA budget includes monies disbursed by the National Treasury for Prefectural Police expenses as well as subsidies for the Prefectural Police. In FY2009, the per capita police budget was approximately 29,000 yen.

### 1) NPA Budget

#### Initial budget of FY2009

- Total amount: 267.253 billion yen
- Fall of 6.276 billion yen (2.3%) from the previous fiscal year
- 0.5% of the national general account

Addressing to the promotion of general measures for revitalization of public security

#### Supplementary budget of FY2009

- No. 1 supplementary budget Total 182.484 billion yen

Addressing to the improvement of community environment to prevent incident/accident, and safety measures for women and

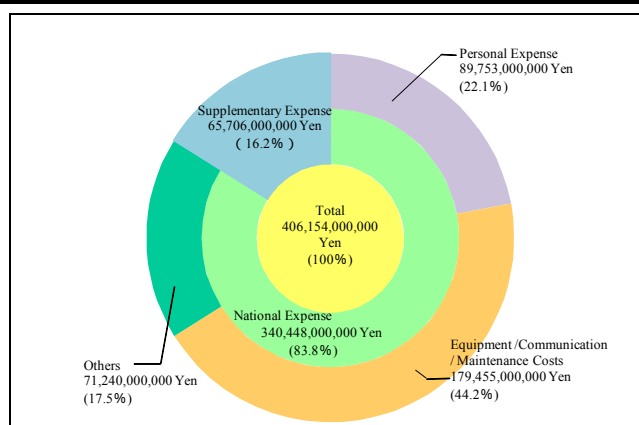
- \* By reviewing budget execution, a total of 42.684 million yen execution was suspended.
- No. 2 supplementary budget Total 988 million yen

Addressing to the strengthening of the appraisal system based on the trend on crimes

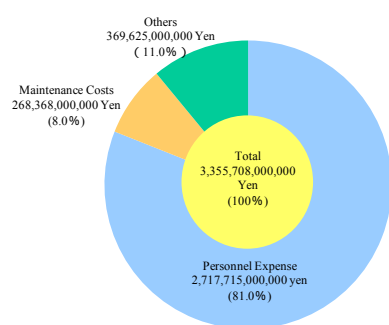
### 2) Prefectural Police

- Total amount: 3,355.78 billion yen
- Fall of 16.595 billion yen (0.5%) from the previous fiscal year
- 6.4% of the prefectural general account
- \* Each prefecture compiles taking crime situation and

Diagram 5-7 NPA Budget (After the Final Revision for FY2009)



**Diagram 5-8 Prefectural Police Budget (After the Final Revision for FY2009)**



## (2) Police Equipment

### 1) Improvement of Vehicles

Throughout Japan, police are equipped with approximately 42,000 vehicles, which include patrol cars and police motorcycles. In FY2009, the number of vehicles, including those required to respond to measures for the safety of children and women, the clearance of felonious offenses, and emergency responses to large-scale disasters was increased.

### 2) Development and Improvement of Equipment

In FY2009, in addition to equipment for emergencies such as large-scale disasters, equipment used for measures against *Furikome* fraud, drug and firearm offenses, environmental offenses, organized crime, etc. were upgraded.

## 3. Police Info-Communication Systems to Support Police Activities

Police info-communications are an essential foundation for police activities. In order for the police to immediately respond to crimes, accidents, and disasters of all types and in all locations, various types of information-communication systems have been developed independently and installed throughout

Japan. Efforts are also being made to increase their sophistication.

### (1) Info-Communication Systems to Support Police Activities

#### 1) Info-Communication Systems to Support Crisis Management

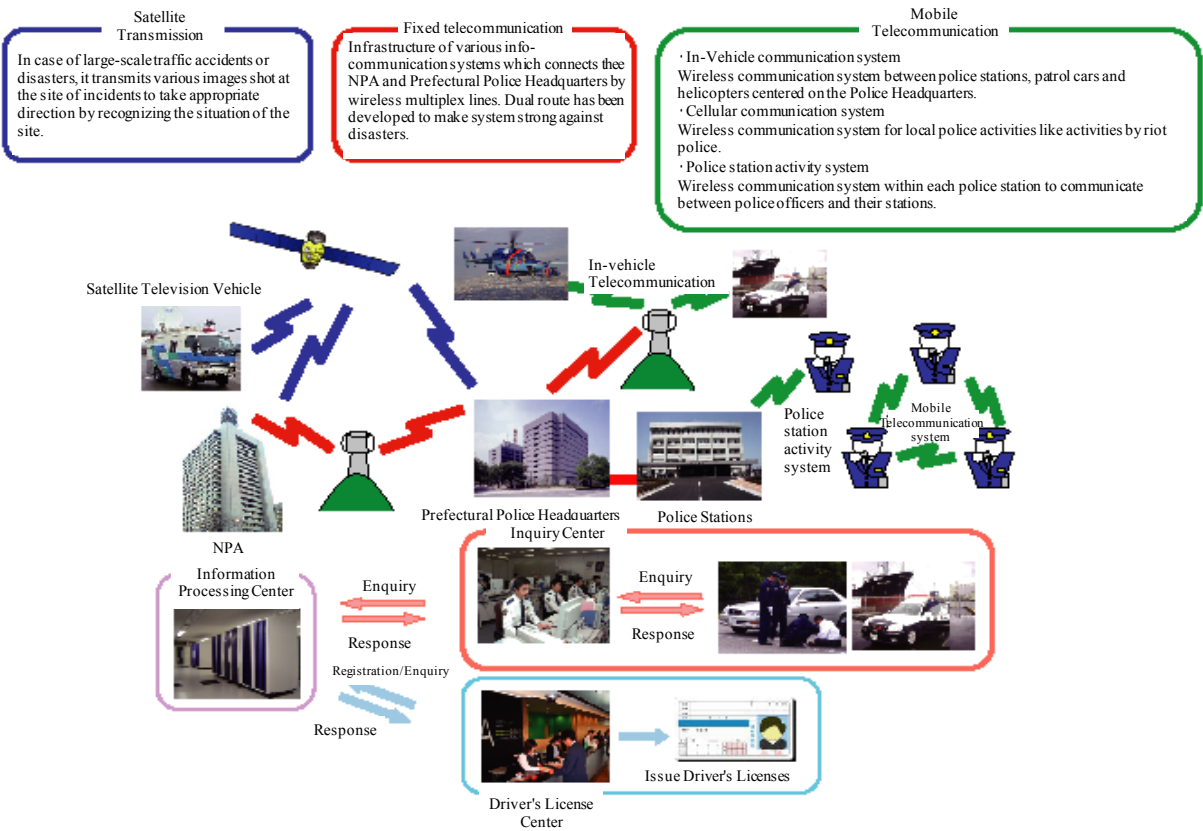
A nationwide network links bodies including the NPA, RPBs, Prefectural Police Headquarters, police stations and *koban* via communication lines such as wireless multiplex lines, specialized lines for telecommunications operators, and satellite transmission lines which the police independently install, maintain, and manage. This network also generates a variety of mobile communications systems that transmit information essential for the execution of police duties.

For matters such as the management and operation of the system, info-communications departments are set up in each prefecture as national agencies to support Prefectural Police activities. Also, info-communications departments are set up in each RPB to provide instruction and coordination regarding the operation of communication facilities in the event of a serious interprefectural incident.

#### 2) Police Information Management System

The Police Information Management System has been established in order to immediately respond to enquiries from front line police officers by registering information on stolen vehicles or missing persons on NPA computers and to prohibit illegal acquisitions of driving licenses by unifying the driving license information nationwide.

**Diagram 5-9 Police Info-Communication Systems to Support Police Activities**



## **(2) Activities of Mobile Police Communications Squads**

Mobile Police Communications Squads are established in each Prefectural Info-Communications Department<sup>1</sup>. These units take swift communications measures in order to streamline contact and commands between Prefectural Police Headquarters and police officers on the scene when crimes, accidents, or disasters occur.

In imperial escort or security activities for the celebrative events to mark the 20th anniversary of the emperor's ascension to the throne and imperial escort, security guard, and crowd security at the various events, the Police secure communication measures including utilization of a helicopter television system and satellite communication system.

In addition, when cases such as robberies or purse snatching occur, the squads secure communications necessary for police activities through such means as setting up provisional telephone lines and wireless networks, or setting up TV camera equipment at the house of victims for stalking cases, thus further strengthening efforts for communication measures

against crimes that occur around the people.

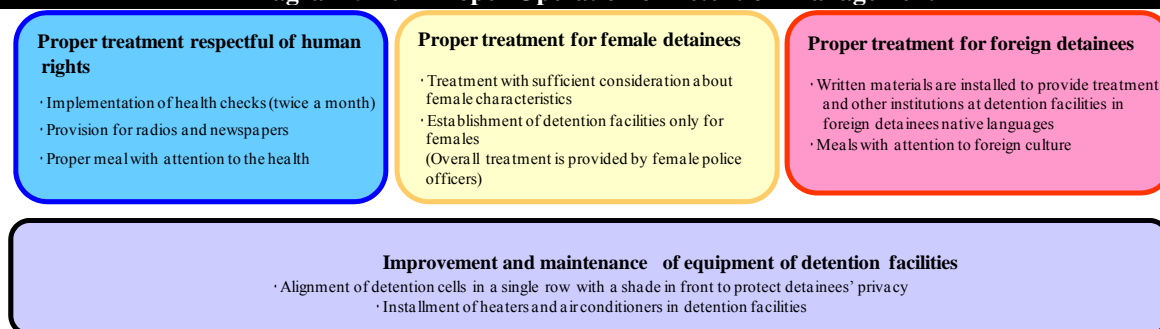
Note 1: Info-Communications Departments of Regional Police Bureaus, Tokyo Metropolitan Police Info-Communications Department, Info-Communication Bureau of Hokkaido Police, Info-Communication Department of Prefectural Police, and Area Info-Communication Bureau

## 4. Detention Facilities Management

## (1) Detention Facilities Management

As of April 1, 2010, there were 1,239 detention facilities in Japan. Based on the laws concerning detention facilities and treatment of the detainees, etc., the police thoroughly distinguish detention duties from investigation duties, promoting improvement of the detainees' treatment so as not to infringe their human rights, and are thus ensuring proper management of detention duties.

**Diagram 5-10 Proper Operation of Detention Management**



In order to realize the uniform treatment of detainees, the National Police Agency conducts a planned tour of patrols at detention facilities of all prefectural police every year. Also, in order to enhance the transparency of the management of detention facilities, the Detention Facilities Inspection Committee (hereinafter referred to as the “Committee”), an institution comprising third parties from outside, was established at the Metropolitan Police Department and the Prefectural Police Headquarters (including the central area headquarters). Each committee consists of a maximum of 10 members, including lawyers and other legal experts, doctors and local residents. Each committee member visits detention facilities in person and interviews detainees to see the actual conditions at detention facilities. After these activities of each

member, the Committee presents its opinions to the detention facilities supervisor (the chief of the police station, etc.). The Superintendent General of the Metropolitan Police Department and the Chiefs of the Prefectural Police Headquarters are required to publish the opinions of the Committees along with an outline of measures taken by police following the Committee opinions.

## (2) Reception Situation of Detainees

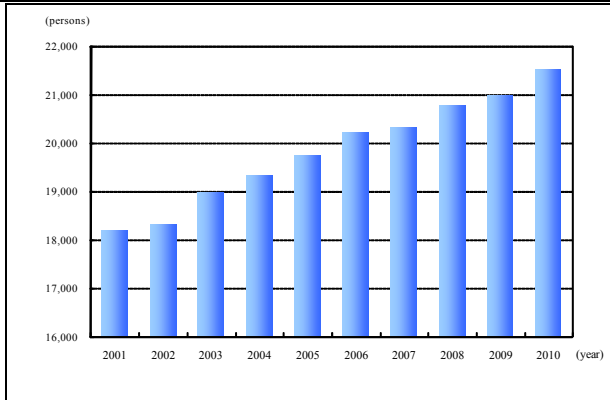
During 2009, a total of approximately 4.38 million persons were detained by the police (an average of 12,000 persons per day), an increase of approximately 20,000 persons (0.4%) from the previous year.

**Table 5-2 Trends in the Total Number of Detainees (2000-2009)**

| Category \ Year                    | 2000      | 2001      | 2002      | 2003      | 2004      | 2005      | 2006      | 2007      | 2008      | 2009      |
|------------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Total Number of Detainees          | 4,028,551 | 4,442,951 | 4,851,662 | 5,273,923 | 5,441,386 | 5,474,834 | 5,184,595 | 4,632,792 | 4,362,059 | 4,381,166 |
| Index                              | 100.0     | 110.3     | 120.4     | 130.9     | 135.1     | 135.9     | 128.7     | 115.0     | 108.3     | 108.8     |
| Total Number of Foreign Detainees  | 553,259   | 693,913   | 760,576   | 898,293   | 930,532   | 855,320   | 695,493   | 523,671   | 427,171   | 417,791   |
| Index                              | 100.0     | 125.4     | 137.5     | 162.4     | 168.2     | 154.6     | 125.7     | 94.7      | 77.2      | 75.5      |
| Total Number of Female Detainees   | 375,970   | 422,156   | 470,096   | 513,223   | 547,513   | 585,594   | 564,684   | 514,853   | 469,903   | 454,462   |
| Index                              | 100.0     | 112.3     | 125.0     | 136.5     | 145.6     | 155.8     | 150.2     | 136.9     | 125.0     | 120.9     |
| Total Number of Juvenile Detainees | 210,224   | 236,785   | 244,781   | 256,633   | 232,609   | 212,546   | 187,946   | 169,718   | 165,555   | 159,773   |
| Index                              | 100.0     | 112.6     | 116.4     | 122.1     | 110.6     | 101.1     | 89.4      | 80.7      | 78.8      | 76.0      |

Note: A value of 100 was set for 2000 for the index.

**Diagram 5-11 Trends in the National Reception Standard Capacity (2001-2010)**



The police are working to ensure sufficient reception capacity by creating detention facilities of sufficient scale when constructing and renovating police stations, as well as promoting the transfer of the police facilities such as detention facilities.

As a result reception capacity is on the rise, leading to the decline of the detention rate<sup>1</sup>. However, excessive reception<sup>2</sup> in detention facilities is still seen in some parts of regions centering in big cities. Based on this situation, the police will continuously promote these efforts.

Note 1: The ratio of the number of detainees against the capacity of detention facilities (reception standard capacity) was 59.0% on a national average as of May 20, 2010.

2: Since there is a constraint that juveniles and adults, and men and women can't be taken in together, the holding capacity usually approaches a critical limit when the inmate capacity reaches 70% to 80%.

3 The ratio of detainees waiting to be transferred to detention facilities. When indictment is brought in, etc. and investigation is almost complete, it is common to be transferred to police facilities such as detention facilities.

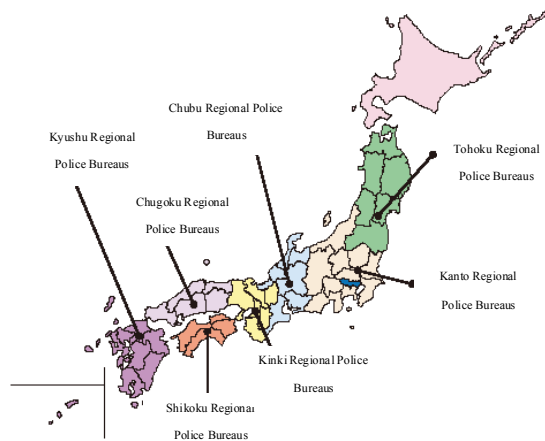
## 5. Activities of Regional Police Bureaus (RPBs) and Imperial Guard

### (1) Activities of Regional Police Bureaus (RPBs)

#### 1) Role of Regional Police Bureaus (RPBs)

Seven Regional Police Bureaus (RPBs), the Tokyo Metropolitan Police Info-Communications Department, and the Hokkaido Prefectural Police Info-Communications Department are established as the regional bodies of the NPA. The RPB take partial control of the NPA's functions in order to handle duties efficiently. Tokyo and Hokkaido are deemed outside of the RPB's jurisdiction and if necessary the NPA directly controls and supervises them.

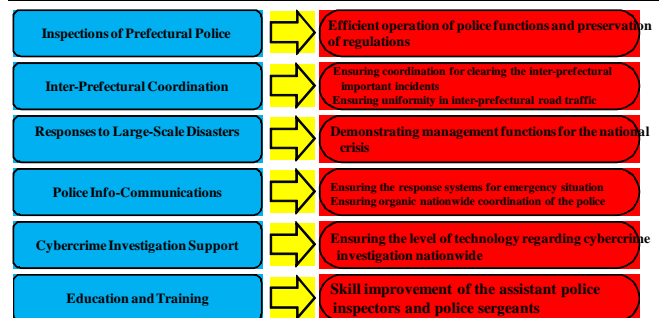
**Diagram 5-12 Jurisdiction Area of Regional Police Bureaus**



#### 2) Main Duties of RPBs

The following duties are mainly implemented by the Regional Police Bureaus

**Diagram 5-13 Main Duties and Roles of the Regional Police Bureaus**



#### a. Inspections of the Prefectural Police

As a part of public reform since 2000, the inspection functions of the RPB have been strengthened, the General Affairs and Inspection Department<sup>1</sup> was established in each RPB and inspections are implemented for the Prefectural Police in each region. During FY2009, RPBs implemented a total of 1,814 inspections.

Note 1: Kanto Regional Police Bureaus set up the Inspection Department, and Tohoku Regional Police Bureaus, Chugoku Regional Police Bureaus and Shikoku Regional Police Bureaus the General Affairs and Inspection Department and Inter-Prefectural and Coordination Department.



## b. Inter-prefectural Coordination

RPBs provide guidance and coordination to the Prefectural Police regarding matters such as investigation of inter-prefectural offenses, cracking down on inter-prefectural organized crimes, highway inter-prefectural traffic regulations, and implementation of traffic crackdowns.

## c. Responses to Large-Scale Disasters

In the occurrence of large-scale disasters<sup>1</sup> and other incidents, RPBs collect and analyze disaster information as well as coordinate the dispatch of the mobile police info-communications units and Inter-prefectural Emergency Rescue Unit formed within each RPB.

## d. Police Info-Communications

The Info-Communications Department of the Regional Police Bureau and Info-Communication Department of Prefectural Police are handling the expansion and management of info-communications networks linking the NPA with the Prefectural Police. Also, a technical unit called the Cyber Force is set up in the Info-Communications Department of the Regional Police Bureau to carry out activities including prevention of cyber terrorism and the spread of damage.

Note 1: Earthquakes registering a magnitude 6-weak or over (5-strong or over within the 23 wards of Tokyo) or other major earthquakes

## e. Support of Investigation against Cyber Crime

In order to respond to cyber crimes, personnel from Info-Communications Departments are dispatched to the sites where Prefectural Police conduct activities including search and seizures and other investigations. They also support criminal investigations conducted by Prefectural Police by providing technical support including preventing destruction of magnetically recorded data in the recording media, confirming the settings and connection status of computers, and retrieving magnetically recorded evidence.

## f. Education and Training

Training at the time of promotion, specialized training, etc. are being conducted in Regional Police Schools, attached to Regional Police Bureaus, mainly for Prefectural Police personnel ranked Assistant Police Inspector and Police Sergeant.

## (2) Activities of Imperial Guard Headquarters

Imperial Guard Headquarters attached to the NPA carry out imperial escort for the Emperor and Imperial Family members, and security protection of the Imperial Palace and Imperial residences.

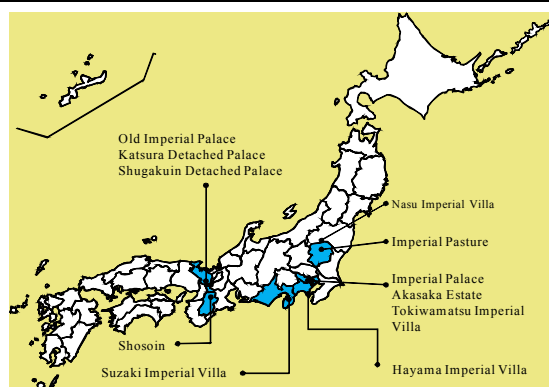
### 1) Imperial Escort for the Emperor and Members of the Imperial Family

In order to ensure the safety of the Emperor and members of the Imperial Family, security police in charge of imperial escort<sup>1</sup> carry out immediate security protection at all times in both Japan and abroad, not to mention the Imperial Palace and Imperial residences.

### 2) Security Protection of Imperial Palace and Imperial Residence

In order to ensure safety of the Imperial Palace, Akasaka Estate, Imperial Residence, each imperial residence, Old Imperial Palace, Shosoin, etc., security protection is being carried out at work places in Tokyo, Kyoto and four prefectures<sup>2</sup>.

**Diagram 5-14 Work Place of Imperial Escort Headquarters**



**Table 5-3 Major Events where Imperial Escort and Security Protection was Carried out in 2009**

|             |   |
|-------------|---|
| 2 January   | Visit of the Public to the Palace for New Year Greetings  |
| 10 April    | Visit of the Public to the Palace for 50th Wedding Anniversary for the Emperor and the Empress      |
| 16 April    | Spring Imperial Garden Party  |
| 11 May      | Visit of the President of Singapore to the Palace   |
| 22 October  | Autumn Imperial Garden Party  |
| 12 November | Visit of the Public to the Palace for the 20th Anniversary of the Emperor's Ascension to the Throne |
| 14 November | Visit of the President of the United States to the Palace   |
| 23 December | Visit of the Public to the Palace for His Majesty's Birthday  |

Note 1: Of imperial guard, those in charge of imperial escort.

2: Tochigi Prefecture, Tokyo, Kanagawa Prefecture, Shizuoka Prefecture, Kyoto and Nara Prefecture



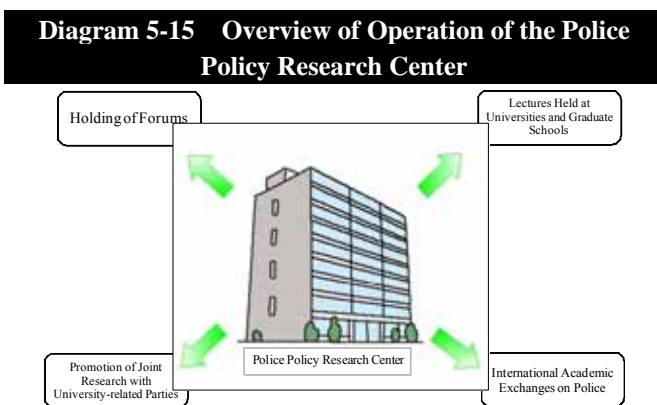
### 3) Dignitary Protection

When foreign dignitaries visit the Imperial Palace as a state guest, or ambassador extraordinary and plenipotentiary or minister-counselor visit the Imperial Palace to submit credentials, imperial escort is carried out on horseback or in a sidecar.

## 6. Think Tank Activities

### (1) Activities of the Police Policy Research Center

The Police Policy Research Center in the National Police Academy advances research and studies related to issues confronting the police, and serves as a window for exchange between the police and researchers and other experts from both Japan and overseas.



#### 1) Holding Forums

In collaboration with relevant organizations/groups, the center holds various forums on with the theme of measures against organized crimes in cooperation with foundations and other organizations with the participation researchers and business persons from both Japan and overseas.

**Table 5-4 Holding of Police Policy Forum (2009)**

| Month held | Forum Name  | Keynote Speaker  |
|------------|---|--|
| January    | Outcome and issues of measures against crime in Japan   | University professors                                      |
| July       | Outcome and issues of building of safe and secure communities<br>Verification of "Action Plan for the Realization of a Society Resistant to Crime" No.1   | The U.K. House Office,<br>executive officers, etc.         |
| November   | Measures against <i>Boryokudan</i> fund, <i>Furikome</i> fraud, and maintenance of sound socioeconomic system<br>Verification of "Action Plan for the Realization of a Society Resistant to Crime" No.2 | Korean National Police Agency,<br>executive officers, etc. |

#### 2) Promotion of Joint Research with University-related Parties

Joint research with university-related parties is being promoted. Joint research was recently conducted with Keio Law School regarding the terrorism

countermeasure legislations of each country and a joint research with Waseda Institute of the Policy of Social Safety regarding juvenile crimes/prevention of damages and crimes conducted by foreign nationals.

#### 3) Lectures Held at Universities and Graduate Schools

In order to develop and diffuse the study of police policies, a lecture called "Social Security Policy" was held at the School of International Public Policy, Hitotsubashi University, and personnel is being dispatched as lecturers to universities and graduate schools including Graduate School of Law, Waseda University, Chuo Law School and Tokyo Metropolitan University, the Faculty of Urban Arts, and Hosei University Faculty of Law.

#### 4) International Academic Exchanges on Police

The Police Policy Research Center is positively participating in the international academic conferences at the American Society of Criminology, etc., disseminating information on Japanese police. The Center also closes an agreement with Police Science Institute Korea National Police University and l'Institut des Hautes Etudes de la Sécurité Intérieure et de la Justice (the former Institute National Hautes Etudes De Securite). As such the Center implements international academic exchanges on police.

### (2) Activities of the Police Info-Communications Research Center

The Police Info-Communications Research Center in the National Police Academy study info-communications technology is doing research on communication technologies related to police activities, such as technology related to info-communications systems and encryption. The results of this research are applied in the improvement of info-communications systems and measures against criminal misuse of info-communications technology.

### (3) Research by the National Research Institute of Police Science

At the National Research Institute of Police Science, researchers having expertise and technical knowledge of biology, medical science and psychology are doing research and development in the area of forensic science, crime prevention, and traffic accident prevention. Moreover, it gives expert opinion and conducts inspection into the cases or incidents in response to the requests from each Prefectural Police.

## Section 3. The Police Responding to the Trust of the People

### 1. Proper Activities of the Police Force (1) **Bold and Sustainable Implementation of Police Reform**

Based on the “Guideline for Police Reform” formulated in 2000, and the “Police Reform

Continuous Action” guidelines compiled in 2005, the NPSC and the NPA are working to restore public security under the spirit of the police reform.

**Diagram 5-16 Guideline for Police Reform on “Police Reform Continuous Action”**

#### **Guideline for Police Reform (Overview)**

1. Ensuring transparency and strengthening the ability of self-purification within the police administration
2. Establishment of the “Police for the people”
3. Create a police force that can respond to the needs of a new generation
4. Strengthening human infrastructure that supports police activities

#### **Police Reform Continuous Action (Overview)**

1. Full implementation and successful completion of measures in the “Guideline for Police Reform”
2. Restoring of public safety
3. Reform of awareness among executive officials and other police personnel
4. Prevention of misconduct
5. Further strengthening and enhancement of administrative functions of the Public Safety Commission and continual verification of the progress of police reform

### (2) **Securing Proper Budget Enforcement**

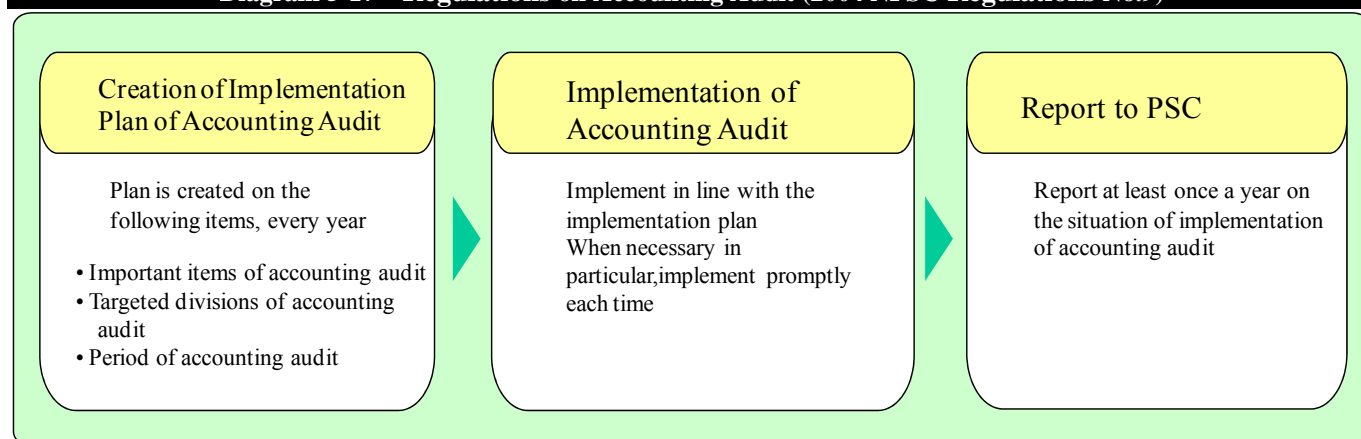
In order to secure fair budget enforcement, the police are taking the following measures:

#### 1) **Accounting Audit Conducted by the Police**

Based on the Rule on Accounting Audit set by the NPSC, the Commissioner General of the NPA, the

Superintendent General, Chief of the Prefectural Police Headquarters, and Chief of the Area Headquarters are conducting accounting audit, while improving the audit methods exercising their ingenuity to promote more proper accounting.

**Diagram 5-17 Regulations on Accounting Audit (2004 NPSC Regulations No.9)**



In FY2009, an audit was carried out by the NPA mainly focusing on budget enforcement regarding investigation, traveling and contracts. Especially, in response to the fact that improper accounting for contract to purchase the goods at Iwate Prefectural Police was conducted became clear. As a result, with improper procedure of accounting confirmed, orders

were given to remedy issues such as restituting the amount equivalent to the government subsidies as well as exploring an improvement (27 divisions)<sup>1</sup>, with travel expenses in arrears, supplementing the amount that they were originally entitled to (8 divisions)<sup>2</sup>, and with paying too much for travel expenses confirmed, restituting the overpaid amount (7 divisions)<sup>3</sup>. Relevant

departments were also instructed to take the steps necessary to improve the inadequacies in documents regarding investigation expenses and delayed payments of travel expenses.

Strict account auditing is being continued for in FY2010 based on the results of the FY2009 Accounting Audit Implementation.

Note 1: Imperial Escort Headquarters, Kinki Regional Police Bureaus, four regional police schools (Tohoku, Kanto, Chubu and Shikoku), five info-communications departments (Yamagata, Kanagawa, Toyama, Wakayama and Nagasaki), 15 prefectural police (Hokkaido, Akita, Fukushima, the Metropolitan Police Department, Ibaraki, Tochigi, Shizuoka, Wakayama, Tottori, Shimane, Yamaguchi, Ehime, Fukuoka, Kumamoto and Oita), and Kushiro Regional Headquarters.

2: NPA internal departments, three info-communications departments (Hokkaido, Hakodate Regional Headquarters and Gunma), four prefectural police (Ibaraki, Saitama, Niigata and Kumamoto)

3: NPA internal departments, Tohoku Regional Police School, Shimane Info-Communications Department, four prefectural police (Ibaraki, Niigata, Fukui and Mie)

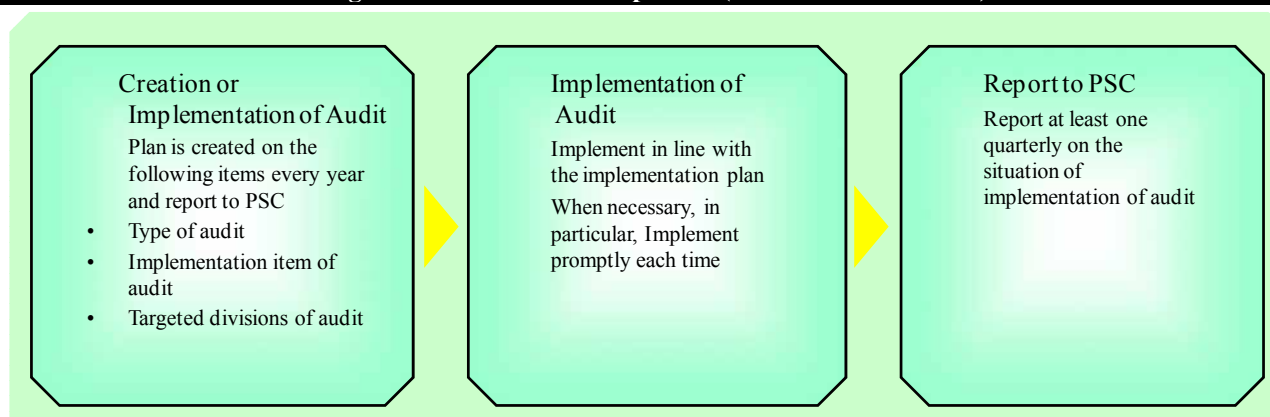
## 2) Budget-Related Personnel Training

Accounting training has been strengthened in order to ensure that police personnel acquire precise knowledge related to procedures for budgetary enforcement and recognize the importance of proper accounting enforcement. Furthermore, necessary explanatory material related to accounting has been created and distributed.

## (3) Inspection

In order to enhance the self-purification capacities inside the police, the police are strengthening inspection systems by posting local police administrators who are assigned by the NPSC to all of the Chief Inspection Officers who manage inspections at the Prefectural Police and increasing the number of inspection officers in the NPA, the Regional Police Bureaus and the Prefectural Police. In addition, based on the Rule on Inspections set by the NPSC, the strict inspection is carried out for effective operation and maintenance of disciplines. Thereby, the frequency of inspection by the NPA and the Regional Police Bureaus increased sharply, compared with FY2000 when “Guideline for Police Reform” was formulated.

**Diagram 5-18 Rules on Inspection (2000 NPSC Rule No.2)**

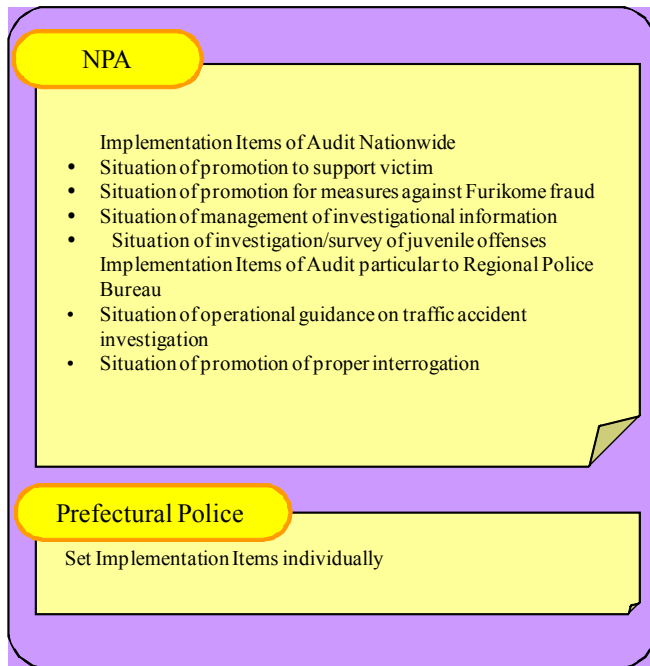


In FY2009 inspections were implemented as is shown in Diagram 5-18 in aspect of operations and services based on inspection points. In the same fiscal year, 2,041 inspections were implemented for the Prefectural Police by the NPA and the Regional Police Bureau, an increase of 3.4 times as compared to FY2000. On the other hand, inspections for almost all police stations have implemented by the Prefectural Police more than once every year.

In addition, when it is deemed necessary by the police and in accordance with the stipulations in the Police Act, the NPSC can order the NPA to conduct

specific or individualized inspections, just as the PPSC can of the Prefectural Police. Until now, inspections were directed to each Prefectural Police by the PPSC of Kanagawa (April 2001) and Nara (July 2001) in accordance with the misconduct cases by police personnel and by the PPSC of Hokkaido (March 2004) and Fukuoka (April 2004) with the occurrence of improper cases regarding enforcement of the budget.

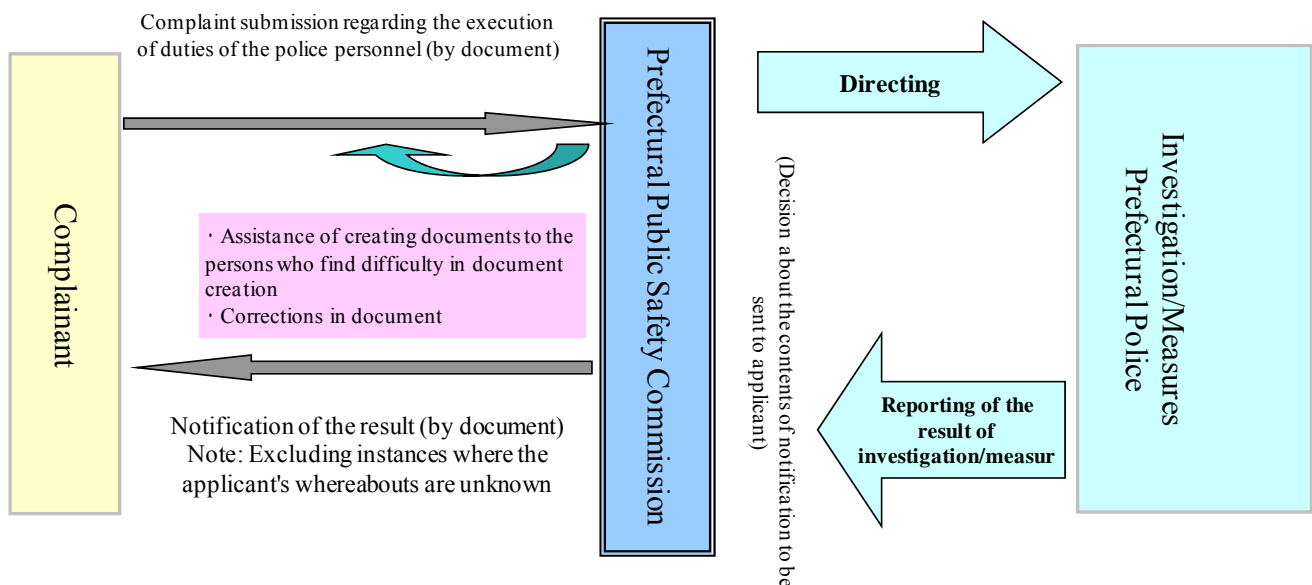
**Diagram 5-19 Inspection Implementation Plan of FY2009**



#### (4) Appropriate Handling of Complaints

The Police Act put a complaint submission system in place and people who have complaints regarding execution of duties of the Prefectural Police personnel can submit a written complaint to the PPSC. Complaints regarding execution of duties of Prefectural Police personnel not in accordance with this system including those submitted to the Chiefs of Police Headquarters or the Chiefs of Police Stations are also handled based on these guidelines.

**Diagram 5-20 Overview of Complaint Submission System**



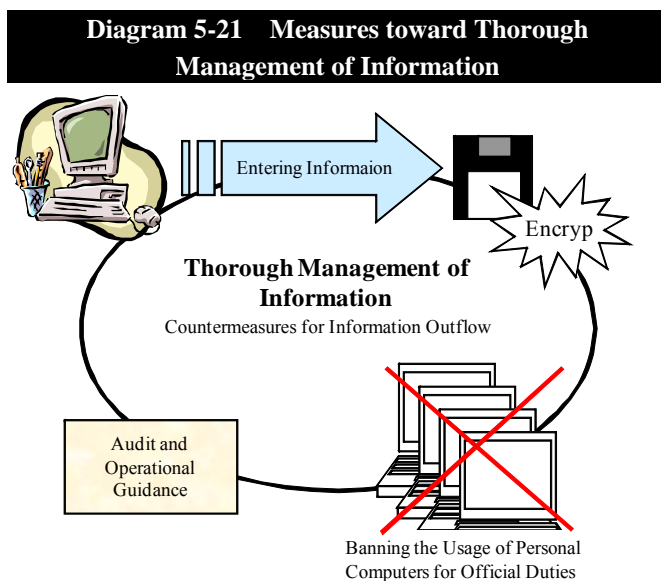
#### (5) Thorough Management of Information

As the police are handling a large amount of personal information on crime investigation and driving licenses and much confidential information, the NPA has hitherto promoted countermeasures for information outflow and falsification by establishing the Police Information Security Policy (standard system regarding police information security). Specifically, the NPA gave instructions to NPA personnel and Prefectural Police about the prohibition on making unnecessary duplications and taking out documents, and the disposal

and deletion of unnecessary information, and thorough organizational management of information. They also strive to make their information management officers fully aware of their duties. Furthermore, in order to verify effectiveness of these efforts, comprehensive measures were implemented to improve information security including the strengthening of audits and maintenance of computers, as well as banning the usage of personal computers for official duties.

In particular, measures are being taken to prevent information leaking from external recording mediums. For example, the use of external recording medium has been limited. A file server that enables the sharing of information even without using external recording mediums<sup>1</sup> is also being maintained, as well as introducing a system that automatically encrypts information entered in external recording mediums.

Note 1: A file server that shares data saved on recording mediums with other computers on the network.



## 2. Police Activities Open to the People

### (1) Police Station Councils

The opinions and desires of the people must be sufficiently understood when the police are conducting a variety of crime and traffic accident prevention activities in the community. Also, the understanding and cooperation of residents are essential if police activities are to yield results.

For that reason, Police Station Councils exist as a basic rule in every police station in Japan. They are a place for the Chief of the Police Station to listen to residents' opinions regarding police operations, and are used as a means of seeking the understanding and cooperation of the people. The PPSC appoints residents under their police station's jurisdiction as well as employees from local public entities, schools, and others eligible to express opinions and desires on community safety issues as Police Station Council members. As of June 1, 2010, Police Station Councils had been set up in 1,181 police stations, with a total of 10,673 members.

## (2) Information Disclosure

Based on NPA Instructions Announcement Standards, as a basic rule the NPA makes its commands and policies known to the public and posts them on the NPA website. A reading room has also been established where Police White Papers and statistics, as well as press releases and other written materials, are available for general perusal based on the Act on the Disclosure of Information Possessed by Administrative Organs.

The number of requests for the information and decision of disclosure based on the Act on the Disclosure of Information Possessed by Administrative Organs against the National Public Security Commission and the National Police Agency in FY2009 is shown in Table 5-6.

**Table 5-5 Number of Requests for the Information in FY2009 (Information Disclosure)**

|                                   | Disclosure Request | Decision        |                    |               |
|-----------------------------------|--------------------|-----------------|--------------------|---------------|
|                                   |                    | Full Disclosure | Partial Disclosure | No Disclosure |
| National Public Safety Commission | 11                 | 4               | 1                  | 4             |
| National Police Agency            | 143                | 106             | 28                 | 9             |

Note: Disclosure requests were processed in FY2009 but it also includes unprocessed requests and the total number of processed requests are different.

## (3) Personal Information Protection

The NPA have been working toward the appropriate handling of personal information in their possession by establishing instructions for the management of personal information, as well as creating an administrative system for personal information.

The number of requests for the information and decision of disclosure based on the Act on the Protection of Personal Information Possessed by Administrative Organs against the National Public Security Commission and the NPA in FY2009 is shown in Table 5-7.

**Table 5-6 Number of Requests for the Information in FY2009 (Personal Information Protection)**

|                                   | Disclosure Requests | Decision        |                    |               |
|-----------------------------------|---------------------|-----------------|--------------------|---------------|
|                                   |                     | Full Disclosure | Partial Disclosure | No Disclosure |
| National Public Safety Commission | 1                   | 0               | 0                  | 1             |
| National Police Agency            | 12                  | 1               | 0                  | 5             |

Note: Due to the inclusion of unprocessed requests as they are withdrawn after the disclosure requests have been accepted, the number of processed requests are different.

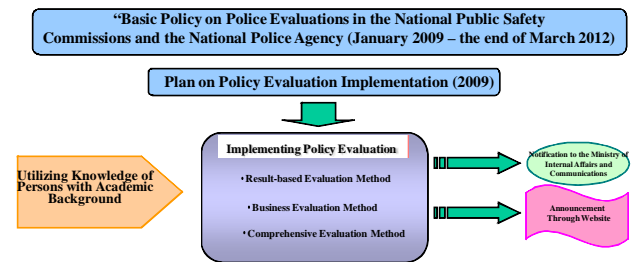


#### (4) Policy Evaluations

The NPSC and the NPA has formulated the plan regarding policy evaluations and has implemented policy evaluations based on the Basic Plan on Policy Evaluation in the National Public Security Commission and the NPA<sup>1</sup>.

Note 1: Listed on the NPA website  
( [http://www.npa.go.jp/seisaku\\_hyoka/](http://www.npa.go.jp/seisaku_hyoka/) )

**Diagram 5-22 Flow of Policy Evaluation**



**Table 5-7 Situation of Implementation of Policy Evaluation (2009)**

|                           |   |
|---------------------------|---|
| Implementation evaluation | July 2009 Creating and announcing “Implementation evaluation 2008” regarding 28 business goals  |
| Comprehensive evaluation  | March 2010 Creating and announcing “Comprehensive evaluation – Promotion of Measures for Public Safety utilizing international framework at the G8 Internal and Justice Ministers' meetings |
| Other                     | June 2009 and February 2010 Holding the NPA Policy Evaluation Workshop which consists of persons with academic background   |

### 3. Comprehensive Measures for Public Safety

#### (1) Traditional Efforts by the Police

The number of Penal Code offenses confirmed has continued to mark a post-war high from 1998 through 2002. In order to stop the underlying tendency of crime increase and to eliminate the concerns of the people, the NPA formulated and announced the “Program for Emergency Public Safety Control” in August 2003. In order to complete and accelerate this program and assure that Japan is on track toward the restoration of public safety, the NPA formulated and announced “Seven Important Points for the Recovery of Public Safety” in August 2006.

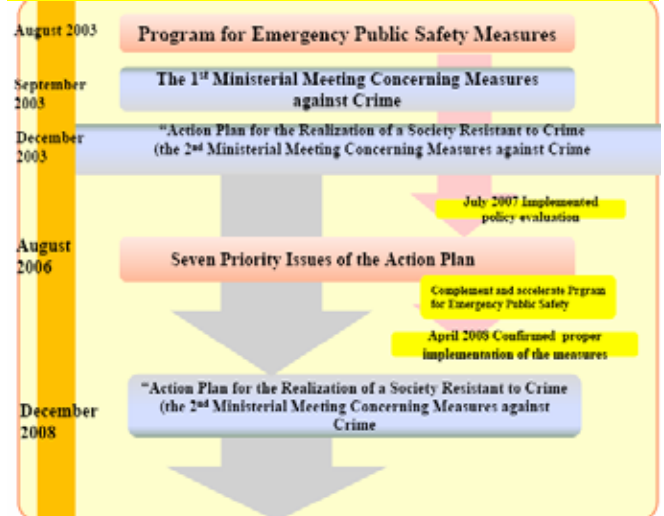
#### (2) Efforts of the Ministerial Meeting concerning Measures against Crimes

##### 1) Holding Ministerial Meeting Concerning Measures against Crime

Since the situation of public safety had become dangerous, and the people felt strong feelings of uneasiness, the government as a whole realized the importance of promoting countermeasures for the crimes. Since September 2003 the government has held the Ministerial Meeting Concerning Measures against Crime, led by the Prime Minister and comprised of all the cabinet members, with the aim of once again making Japan “the safest country in the world.” In December of the same year, the Action Plan for the Realization of a Society Resistant to Crime (hereinafter referred to as the “Former Action Plan” was

formulated at this meeting.

**Diagram 5-23 Efforts of the Ministerial Meeting concerning Measures against Crimes and the Police**



##### 2) Formulation of the 2008 Action Plan for the Realization of a Society Resistant to Crime

Due to efforts taken during the five years after the formulation of the Former Action Plan, public safety had steadily been improving. Nevertheless, when viewed in an objective manner, it still falls short of the post-war stable period when the number of Penal Code offenses confirmed leveled off around 1,400,000 cases. In addition, due to frequent occurrences of *Furikome* fraud and felonious offenses, the people continued to be anxious regarding crime. Thus, at the 12th Ministerial Meeting Concerning Measures against

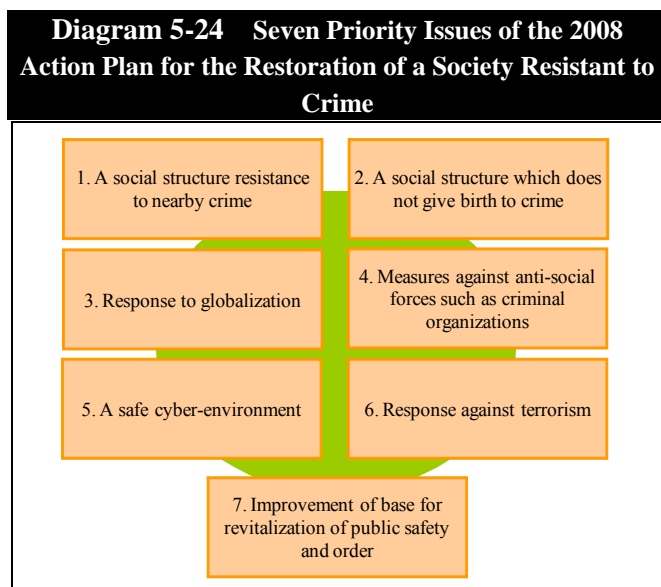


Crime in December 2008, the government formulated the 2008 Action Plan for the Realization of a Society Resistant to Crime (hereafter “the New Action Plan”) to take comprehensive and continuous measures to deter crimes.

### 3) The Content of the New Action Plan

The new action plan is comprised of the foreword which expresses the fundamental opinion of the government regarding the promotion of anti-crime measures, and individual measures which identify a total of 172 points (including overlapping points) within seven main topics that are in line with the special nature of the current trend of crimes. The five-year goals of the new action plan are set as the achievement of a further decrease in crime, the alleviation of public anxiety regarding public safety and the true restoration of public order.

The police are promoting close cooperation with concerned organizations and groups and working with the public to promote efforts based on the new action plan.



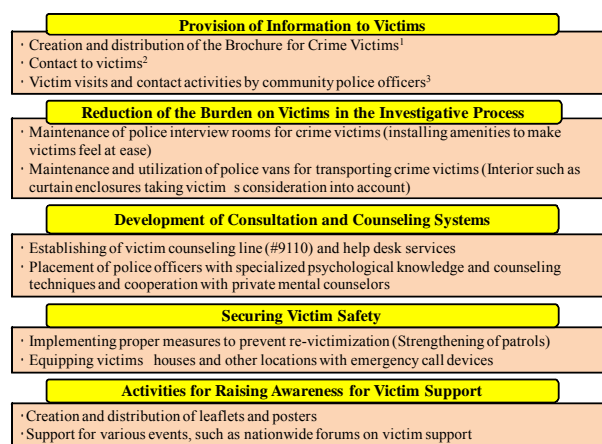
## 4. Police Support for Victims

### (1) Basic Measures

Victims including their bereaved families do not only suffer direct, physical, mental, or economic losses, but also secondary damages. Hence, the police are attempting to enhance measures for victims from various aspects. The Prefectural Police employ the System to Support Victims by Designated Personnel<sup>1</sup>, in which police personnel other than the investigators of a crime provide the victim with support including escorts and explanation of investigative procedures immediately after the crime occurs.

Note 1: Total number of personnel is 31,089 as of December 2009.

**Diagram 5-25 Basic Policy to Support Victims**



Note 1: Brochures provide information on criminal procedures and legal remedy systems as well as the Benefit System for Crime Victims and other matters.

Note 2: Police maintain contact with a certain scope of crime victims to provide information on the progress of investigations and final actions against suspected perpetrators.

Note 3: These activities by community police officers are designed to prevent crime victims from suffering another similar damage and help mitigate their feelings of insecurity.

### (2) Victim Support Contact Councils

Victims have a wide range of needs, including livelihood assistance, medical bills, and legal fees. For this reason, victim support contact councils composed of the police, the Public Prosecutors Office, bar associations, physician associations, clinical psychiatrists associations, relevant bureaus of the local public entities, consulting organizations, and others have been placed in all prefectures. Furthermore, association frameworks for victim support at the police station and community levels are established throughout each prefecture, providing more finely-tuned victim support.

### (3) Cooperation with Private Victim Support Groups

Private victim support groups that have joined the National Network for Victim Support (NNVS) are located in all the prefectures as of April 1, 2010. These support groups conduct activities including consultations via telephone or interviews, direct assistance such as escorting victims to court, training and fostering of consultants, providing support for self-help groups (such as bereaved family associations) and help increase public awareness. The police support the establishment and operations of these groups. In addition, based on the Act on Support for Crime Victims including Provision of Crime Victims Benefit, the PPSC operate a public authentication system that designates organizations that can properly and surely contribute to early alleviation of losses resulting from crime. As of April 1, 2010, 30 organizations have been designated.

### (4) Benefit System for Crime Victims

The Japanese Benefit System for Crime Victims pays a regular benefit on behalf of people who are unable to receive either public aid or damage compensation despite being victims of premeditated criminal acts leading to major harm such as sudden death or serious injury, disease, or impairment. Since its establishment in January 1981, this system has played an important role in reducing the losses suffered by victims.

**Diagram 5-26 Basic Policy to Support Victims**

| Survivor Benefit   | Disability Benefit  | Severely Injured and Disease Benefit  |
|--|---|---|
| <p>Allowance (maximum amount – minimum amount: 29,645 million yen - 3.2 million yen)</p> <p>* In case of medical treatment was required before the death of the victim, medical costs paid by the victim for the treatment and compensation for lost wages from absence from work are offered.</p> | <p>Allowance (maximum amount – minimum amount: 39,744 million yen – 180,000 yen)</p> <p>* Disability is the bodily handicap at the time of curing injuries or disease (including the case when the symptom is fixed). It is defined in law (disability class: level 1 – level 14)</p> | <p>Maximum 1.2 million yen</p> <p>* In case of severe injury or disease (symptom requiring one month or more of treatment and three or more days of hospitalization (or to a degree where the victim is unable to engage in labor for three months or more in the case of mental disorders)), medical costs paid by the victim after suffering damage would be paid, are offered up to one year of costs.</p> |

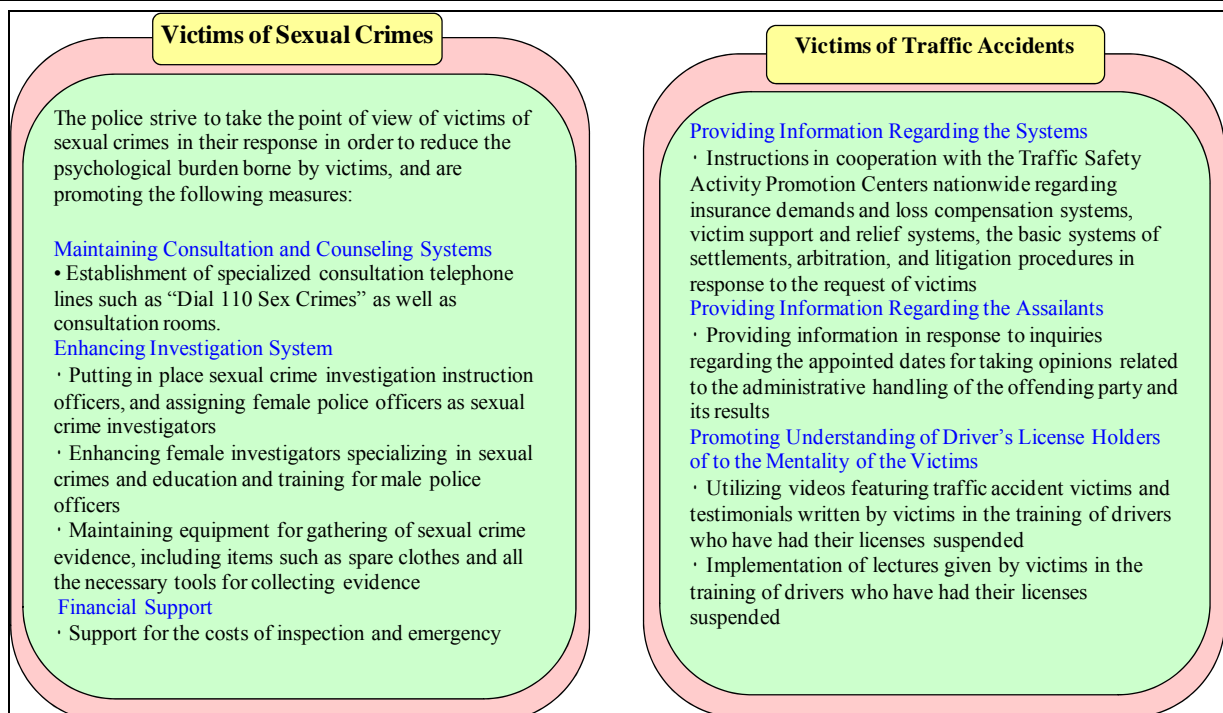
**Table 5-9 Situation of Operations of the Benefit System for Crime Victims**

| Category \ Year                                 | Before 2006 | 2007  | 2008  | 2009  | Total    |
|---|-------------|-------|-------|-------|----------|
| Number of Victims who Applied (persons)         | 6,059       | 448   | 462   | 589   | 7,558    |
| (Number of Applicants (persons))                | (8,995)     | (574) | (565) | (719) | (10,853) |
| Number of Victims Involved in Rulings (persons) | 5,698       | 445   | 407   | 566   | 7,116    |
| (Number of Rulings (cases))                     | (8,629)     | (588) | (532) | (687) | (10,436) |
| Number of Victims Awarded a Payment (persons)   | 5,383       | 407   | 388   | 538   | 6,716    |
| (Number of Rulings (cases))                     | (8,202)     | (546) | (510) | (656) | (9,914)  |
| Number of Victims Denied a Payment (persons)    | 315         | 38    | 19    | 28    | 400      |
| (Number of Rulings (cases))                     | (427)       | (42)  | (22)  | (31)  | (522)    |
| Amount Awarded (million yen)                    | 18,206      | 932   | 907   | 1,277 | 21,322   |

### (5) Measures to Accommodate Victims' Special Needs

The police promote measures to accommodate the characteristics of the victims due to the different characteristics of the type of crimes; victims of sexual crimes, victims of traffic accidents, victims of spousal violence, victims of stalking, victims of juvenile crimes, and victims of *Boryokudan* crimes.

**Diagram 5-27 Benefit System for Crime Victims**





## Column 1. Handling Location Model Project for the Victims of Sex-related Crimes

If a crime report is submitted to the police from a sex-related crime victim immediately after the crime, in many cases, the victim must repeatedly be moved around. The police will do a simple interview, transfer the victim to a hospital, collect evidence, and return the victim to the police station to do a detailed interview, etc. Also, when the victim requires counseling or other support, the victim must go to an institution related to a private victim support organization or local public organization. In such cases, the victim must explain the crime repeatedly, and may be hurt by the behavior of medical staff inexperienced in handling victims of sex-related crimes, etc. causing a great amount of psychological burden. Moreover, there are many victims of sex-related crimes who are assumed to fear this burden and hesitate to report the crimes.

Consequently, in order to prevent secondary harm to the victims of sex-related crimes and for proper investigation, this model project will set up a “Sex-related Crime Victim Handling Location” in one prefecture in Japan to be selected. The project will rent space in a hospital, place full time support staff such as from a private victim support group, and as needed, gather police staff as well as experts in medical care, clinical psychology, law, etc. who have learned essential handling of the victims of sex-related crimes. They will provide a variety of support to the victims of sex-related crimes; treatment, counseling, escorting, legal counseling, etc. They will also conduct investigation at one location at a time; receiving crime reports, prompt interviewing, collecting evidence, etc. This project will be implemented in FY2010.

