

# Special Feature: Progress and Future Prospects Regarding Measures against Organized Crime

## Preface

The topic of the Special Feature in the White Paper on Police 2015 is “The Progress and Future Prospects of Measures against Organized Crime”.

The number of confirmed criminal cases in Japan continually increased from 1996 through 2002, when it reached 2.85 million, the largest number since the end of World War II.

The situation of public security worsened at that time due in part to the escalation in the seriousness of the crimes committed by criminal groups of visiting foreigners, crimes related to the smuggling and trafficking of drugs and firearms, and crimes committed by domestic organized crime groups such as Boryokudan.

With a view to controlling organized crime, the police established the Organized Crime Department at the National Police Agency (NPA) in April 2004 and have been strengthening measures against organized crime. The measures that the police have been taking include:

- Strategic crackdowns on organized crime through collecting, aggregating and analyzing relevant information;
- Promoting activities for eliminating Boryokudan and the funding sources of criminal organizations, and
- Border control in cooperation with agencies concerned of Japan and other countries.

The recent situation concerning organized crime activity indicates that these efforts by the police have resulted in positive outcomes.

For example, small to mid-sized organizations of Boryokudan and subordinate groups at the bottom of large Boryokudan hierarchies are suffering from a shortage of funds and members that support Boryokudan. Additionally, both cleared cases of crimes committed by visitors to Japan and international criminals have been decreasing.

On the other hand, criminal organizations continue to pose serious threats to Japanese society as they continually alter their activities for the purpose of evading police controls and achieving economic benefits in a shrewd and efficient manner. The core bodies of major Boryokudan organizations, in particular, have been increasingly concealing their actual activities by exploiting affiliate corporations and collaborators, while diversifying their funding activities in response to the development of the economy and society. Boryokudan is therefore likely to maintain a solid economic foundation and human network.

Demand for stimulants and other drugs are persisting, and these drugs are supplied to drug users illegally and regularly. Recent new issues include incidents and accidents caused by people under the influence of Dangerous Drugs (NPS: New Psychoactive Substances), and special fraud committed by ingeniously organized groups. These issues need to be solved urgently.

In order to weaken and eliminate criminal organizations as well as to eradicate organized crime, it is necessary to arrest not only members of subordinate groups but also the leaders and major executives of criminal

organizations, and break up the core bodies of these organizations by ensuring that they are stripped of criminal proceeds and also by eliminating all their sources of funding.

The police are aiming to promote effective countermeasures based on adequate understanding of changes in the situation of organized crime. The efforts of the police toward this purpose include improving skills for collecting and analyzing information, promoting strategic measures for cracking down on organized crime, positively utilizing investigation methods that are effective for controlling organized crime, and enhancing cooperation with all of the organizations and departments concerned.

In the Special Feature, Section 1 outlines recent changes in the situation of organized

crime and characteristic trends in criminal organizations. Section 2 introduces the efforts of the police for the elimination of organized crime. Lastly, Section 3 describes future prospects regarding measures against organized crime.

With the aim of maintaining and expanding their organizational influence, criminal organizations make full use of violence, power, and fraudulent means for the exploitation of diverse economic and social activities. Japanese society as a whole needs to weaken and eliminate criminal organizations. Hopefully, this Special Feature will help Japanese citizens to deepen their understanding of the efforts being made by the police and to think about future measures against organized crime.

## Special Feature: Progress and Future Prospects Regarding Measures against Organized Crime

### Section 1 Changes in the Situation of Organized Crime

#### 1. Situation of Boryokudan

##### (1) Scale and Trends in Boryokudan

Full and associate members of Boryokudan have continually declined in number since 2005. At the end of 2014, the total number of members was 53,500, the smallest number since the enforcement of the Act on Prevention of Unjust Conducts by Organized Crime Group Members (hereafter referred to as the Anti-Boryokudan Act) in 1992. More than 70% of the full and associate members of Boryokudan belong to the Yamaguchi-gumi, Sumiyoshi-kai, or Inagawa-kai which have always been the three oligopolistic organizations of Boryokudan.

#### Column: Trends in Jun-Boryokudan

Recently, in downtown areas and entertainment districts, there are cases in which members of the groups that mainly consist of former motorcycle gangs collectively and/or habitually commit illegal acts of violence such as assaults and injuries. Although these groups are not organized as systematically as Boryokudan, they commit crimes and conduct criminal business and funding activities, and some groups are likely to be closely connected with Boryokudan or other criminal organizations. Having defined these groups as Jun-Boryokudan (i.e., quasi-Boryokudan), the police have been working toward thoroughly grasping the realities of Jun-Boryokudan, while tightening controls over their illegal activities.

Trends in Boryokudan (full/associate) membership (2005–2014)



Group	Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Total (people)		86,300	84,700	84,200	82,600	80,900	78,600	70,300	63,200	58,600	53,500
Members		43,300	41,500	40,900	40,400	38,600	36,000	32,700	28,800	25,600	22,300
Associate members, etc.		43,000	43,200	43,300	42,200	42,300	42,600	37,600	34,400	33,000	31,200
Total no. in the 3 groups (people)		63,000	61,600	61,100	60,000	58,600	56,600	50,900	45,800	42,300	38,500
Share of the 3 major Boryokudan groups (%)		73.0	72.7	72.6	72.6	72.4	72.0	72.4	72.5	72.2	72.0

Note: The numbers of members and associate members are in round numbers.

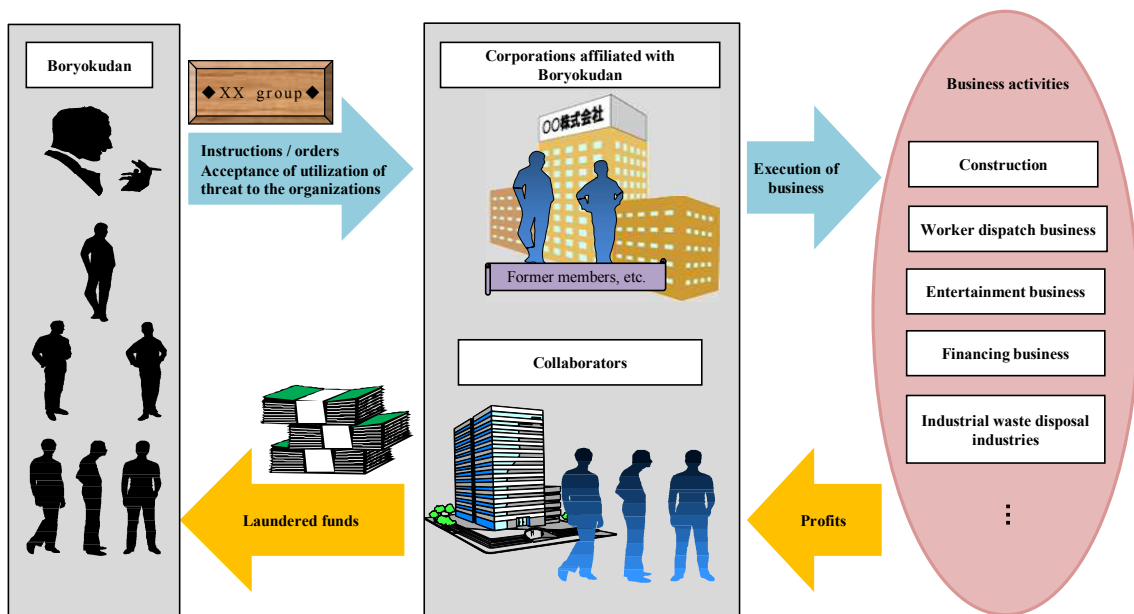
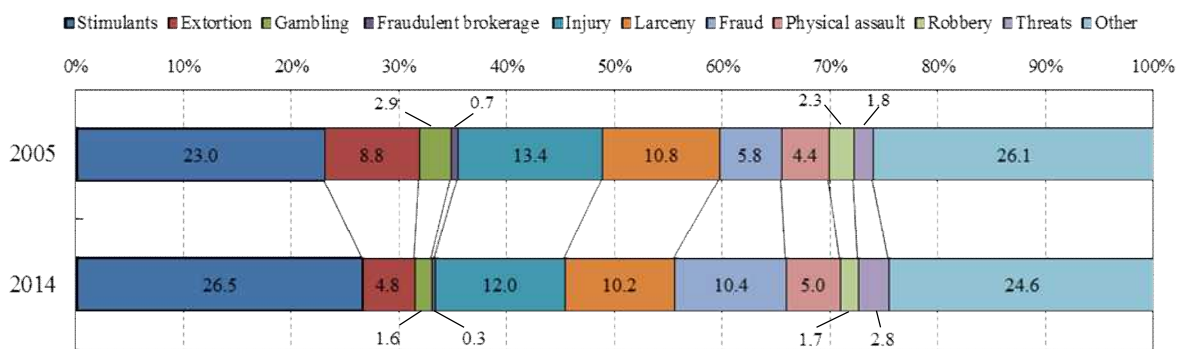
## (2) Actual Situation of Boryokudan's Funding Activities

Recent records on the arrests of Boryokudan members show that the types of offenses for which they tend to be arrested have changed. While the proportion of extortion, injuries, and other crimes Boryokudan members commit by openly wielding their power has decreased or remained unchanged, the proportion of frauds that Boryokudan members are able to commit without exercising their power has increased. The reasons behind this change include increased difficulty for Boryokudan to openly use their power for funding because of the tightened police controls that have been implemented on the basis of multiple

amendments over the years to the Anti-Boryokudan Act, and also due to the advances in activities aimed at eliminating Boryokudan.

On the other hand, with the tightening of police controls over Boryokudan, those who maintain strong ties with Boryokudan but are not its members are increasing in number. Additionally, the activities of people who are related to Boryokudan as well as the ways in which they keep relationships with Boryokudan have become diversified.

Proportions of various types of offenses in the total number of crimes committed by Boryokudan members (in 2005 and 2014)

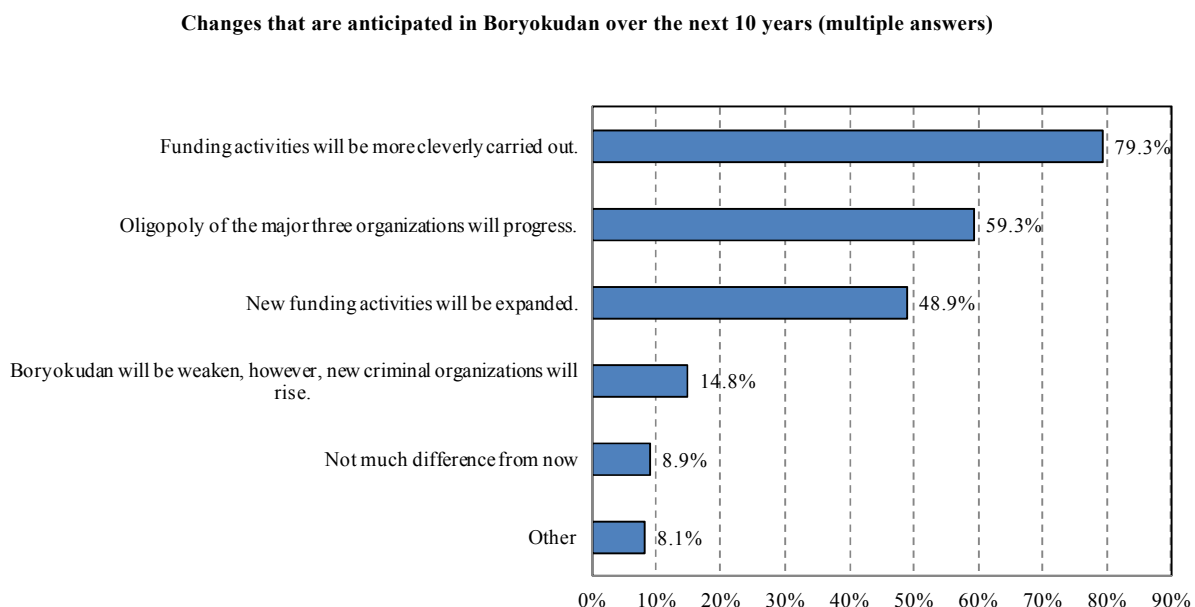
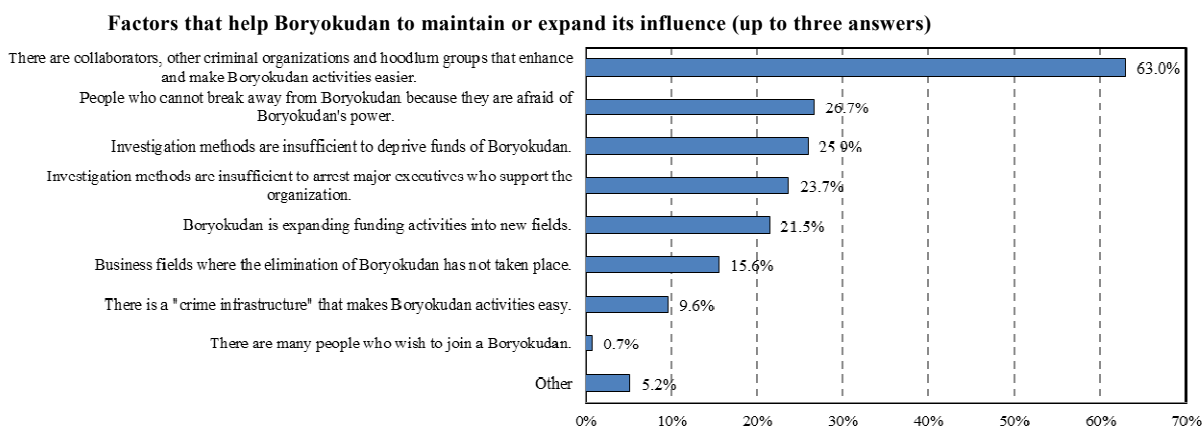


### (3) Trends in Boryokudan from the Viewpoint of Front-line Police Officers

The NPA conducted a questionnaire survey on officers responsible for crime information at the Tokyo Metropolitan Police Department and Prefectural Police Headquarters (PPH) from December 2014 through January 2015. Of all the respondents, 76.3% answered that at least some Boryokudan organizations were maintaining or expanding their influence. In response to a question about the factors that help Boryokudan to maintain or expand its influence, the majority of these 76.3% respondents said that collaborators were

helping or facilitating the activities of Boryokudan.

In response to a question about the changes that the respondents anticipated to take place in Boryokudan over the next ten years, the majority of them answered that the manner in which Boryokudan engage in funding activities would become more cunning. Many of the respondents also chose the answers that indicated that the oligopoly by the three major Boryokudan organizations would advance, and that Boryokudan would expand its sphere of criminal funding activities.



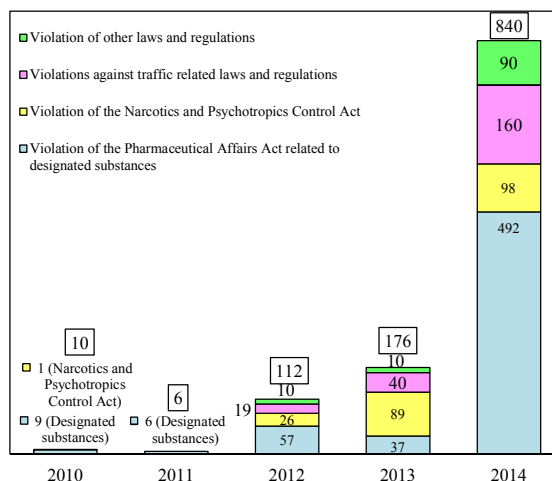
## 2. Drugs Situation

### (1) Situation in Clearance of Drug-related Crimes and Distribution of Abused Drugs

The number of arrests for crimes related to drugs was 13,121 in 2014, maintaining a high level. Although the number of arrests for crimes related to stimulants has been on the decrease in recent years, it was 10,958 in 2014, an increase of 49 (0.4%) from the previous year. This accounts for 83.5% of all arrests related to drugs. Cannabis-related arrests have also been decreasing in number recently. However, the number in 2014 increased by 206 (13.2%) from the previous year reaching 1,761, which accounts for 13.4% of all arrests for crimes related to drugs.

The number of people arrested for “Dangerous Drugs” (NPS: New Psychoactive Substances) in 2014 was 840, an increase of 664 (or 377.3%) from the previous year. Crimes related to Dangerous Drugs share common characteristics. For example, 80% of the Dangerous Drug abusers who were arrested in 2014 were first-time drug offenders, and 70% of all Dangerous Drug abusers under arrest were in their 30s or younger. While many (58.0%) of the

**Trends in arrests by applicable laws and regulations for Dangerous Drugs (2010 – 2014)**

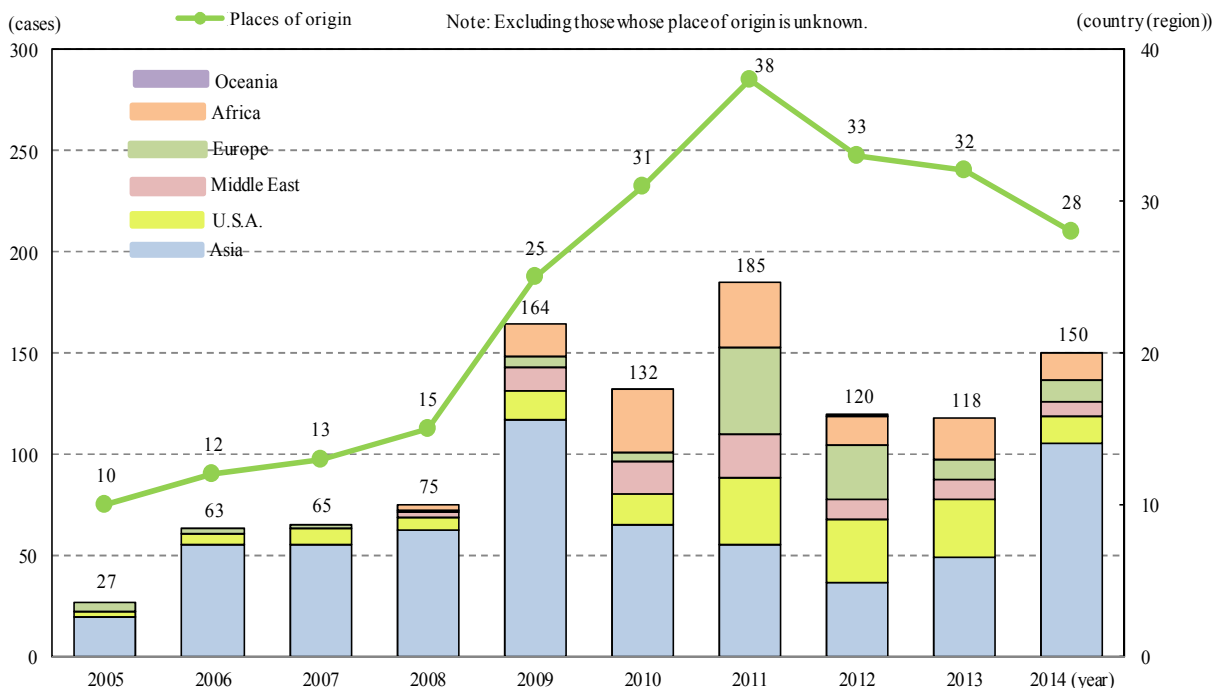


Dangerous Drug abusers arrested in 2014 purchased Dangerous Drugs at shops on the streets, 19.7% of the arrests purchased Dangerous Drugs online.

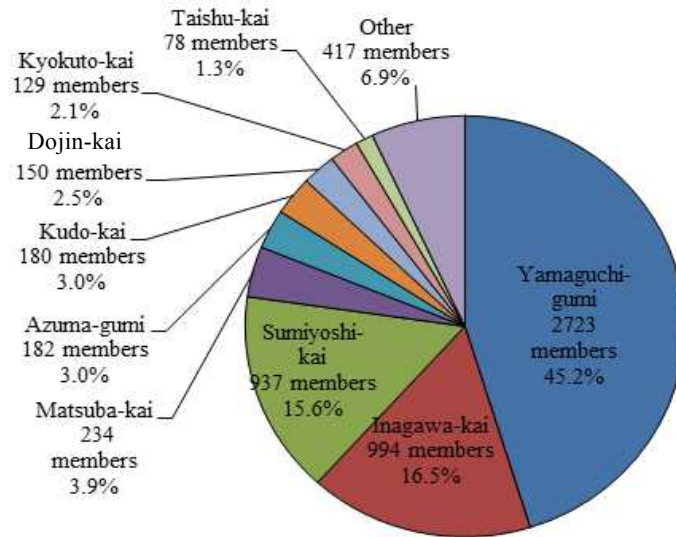
### (2) Actual Situation of Smuggling and Illegal Trafficking of Drugs by Criminal Organizations

Recent smuggling cases of stimulants are characterized by increasingly diversified places of origin. The number of places of origin of stimulants sharply increased from 10 in 2005 to 38 in 2011. While the number decreased in the following years, it still remains as high as 28 in 2014. Typically, the

**Trends in the number of places of origin of stimulants smuggling and the number of cleared cases by region (2005-2014)**



**Proportions of different Boryokudan organizations in the arrests for crimes committed by Boryokudan members in relation to stimulants (2014)**



majority of stimulants were smuggled from Asian countries including China, Malaysia, and the Philippines, but lately an increasing amount of stimulants are smuggled from Latin America, Africa, and the Middle East.

The number of arrests for stimulant offenses committed by Boryokudan members was 6,024 in 2014, a decrease of 72 (1.2%) from the previous year, but still accounting for 55.0% of stimulant-related arrests. For some of the small to mid-sized Boryokudan organizations that have a virtual monopoly on trafficking of stimulants in specific districts, trafficking of stimulants is the principal means for obtaining funds. The fact that leaders and executives of umbrella organizations of large Boryokudan organizations have been arrested for possessing, transferring or receiving stimulants for profit suggests that Boryokudan

members engage in trafficking of stimulants in an organized way and that stimulants are the major source of funding for Boryokudan.

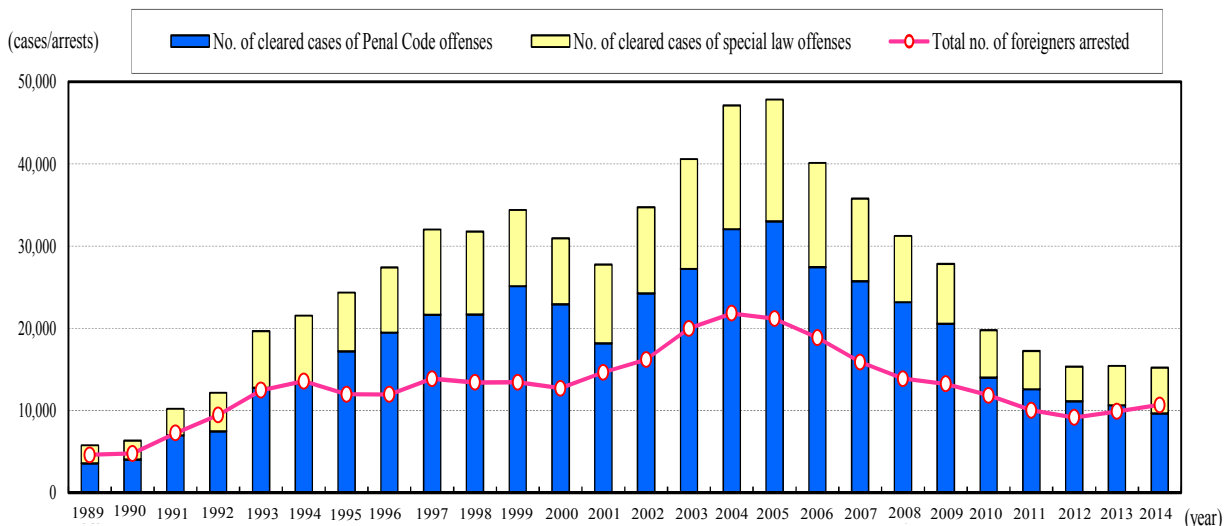
### 3. Situation of Transnational Organized Crime

#### (1) Arrests for Crimes Committed by Foreigners Visiting Japan

From 2005 through 2014, the number of arrests for Penal Code offenses committed by visiting foreigners decreased by 23,373 (70.7%).

Regarding arrests for Penal Code offenses committed by foreigners visiting Japan by nationality/region shows that Chinese visitors (excluding those from Taiwan and Hong Kong) have accounted for the largest proportion of arrests in the past ten years. Recently, the proportion of Vietnamese

**Trends in the number of cleared cases committed by foreigners and foreigners arrested in Japan (1989-2014)**



offenders has been on the rise. In 2014, 68.8% (782 persons) of Vietnamese who were arrested by police committed shoplifting.

## (2) Crime Infrastructure Exploited by Transnational Criminal Organizations

Transnational criminal organizations commit diverse crimes skillfully by exploiting the existing criminal infrastructure. They are engaged in unlawful money transfer through underground banks, fake marriages, false acknowledgment of parenthood, counterfeiting of passports and residence cards, and facilitation of illegal employment. Some cases aroused suspicion recently that these organizations have abused the system to grant asylum in order to have undocumented foreigners acquire resident's status or work illegally.

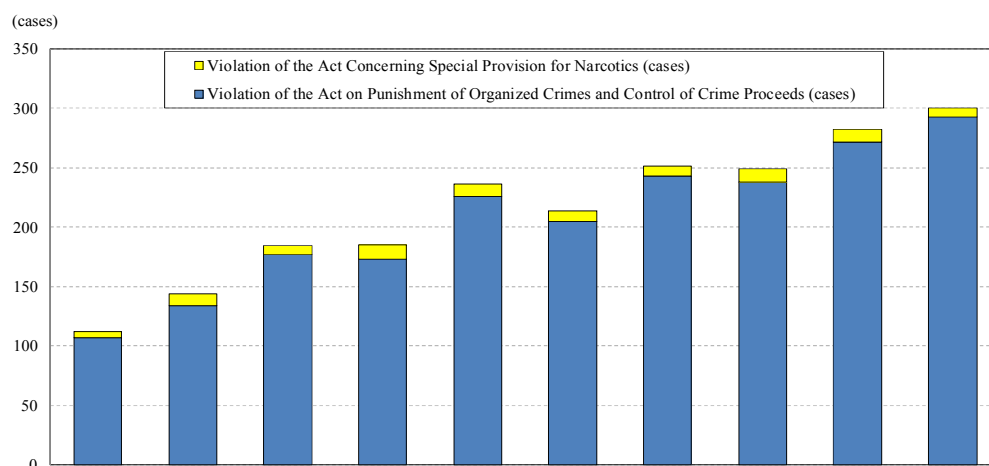
## 4. Money Laundering by Criminal Organizations

The number of arrests related to money laundering has been on the increase in recent years. Boryokudan is a particularly ingenious money launderer, presenting a threat to Japanese society. Of all crimes related to

money laundering in 2014, 60 cases were committed by Boryokudan members.

When money launderers are foreigners visiting Japan, they often transfer funds to other countries that are different from Japan in terms of legal and trading systems. These foreign money launderers remit criminal proceeds they acquire in Japan to other countries, or illegally export cash to their home countries. In these cases, it is more difficult to track illicit money flows in comparison to cases of money laundering transactions in Japan. In 2014, 36 money laundering cases were committed by visiting foreigners.

Trends in cleared money laundering cases (2005 - 2014)



Classification	Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Violation of the Act on Punishment of Organized Crimes and Control of Crime Proceeds (cases)		107(48)	134(53)	177(60)	173(63)	226(90)	205(90)	243(81)	238(55)	272(75)	293(55)
	Management control of enterprises (Article 9)	0(0)	1(0)	0(0)	1(1)	0(0)	1(0)	1(0)	0(0)	2(0)	1(1)
	Concealment of criminal proceeds (Article 10)	65(21)	91(18)	137(35)	134(41)	172(49)	139(46)	150(43)	158(27)	171(35)	180(26)
	Receipt of criminal proceeds (Article 11)	42(27)	42(35)	40(25)	38(21)	54(41)	65(44)	92(38)	80(28)	99(40)	112(28)
Violation of the Act Concerning Special Provision for Narcotics (cases)		5(4)	10(5)	7(5)	12(5)	10(4)	9(5)	8(3)	11(4)	10(10)	7(5)
	Concealment of drug criminal proceeds (Article 6)	3(2)	5(3)	5(4)	10(4)	5(1)	8(4)	8(3)	8(2)	6(6)	5(3)
	Receipt of drug criminal proceeds (Article 7)	2(2)	5(2)	2(1)	2(1)	5(3)	1(1)	0(0)	3(2)	4(4)	2(2)

Note: Numbers in parentheses indicate offenses committed by Boryokudan members



## Section 2 Background and Current Status of Measures against Organized Crime

### 1. Measures against Boryokudan

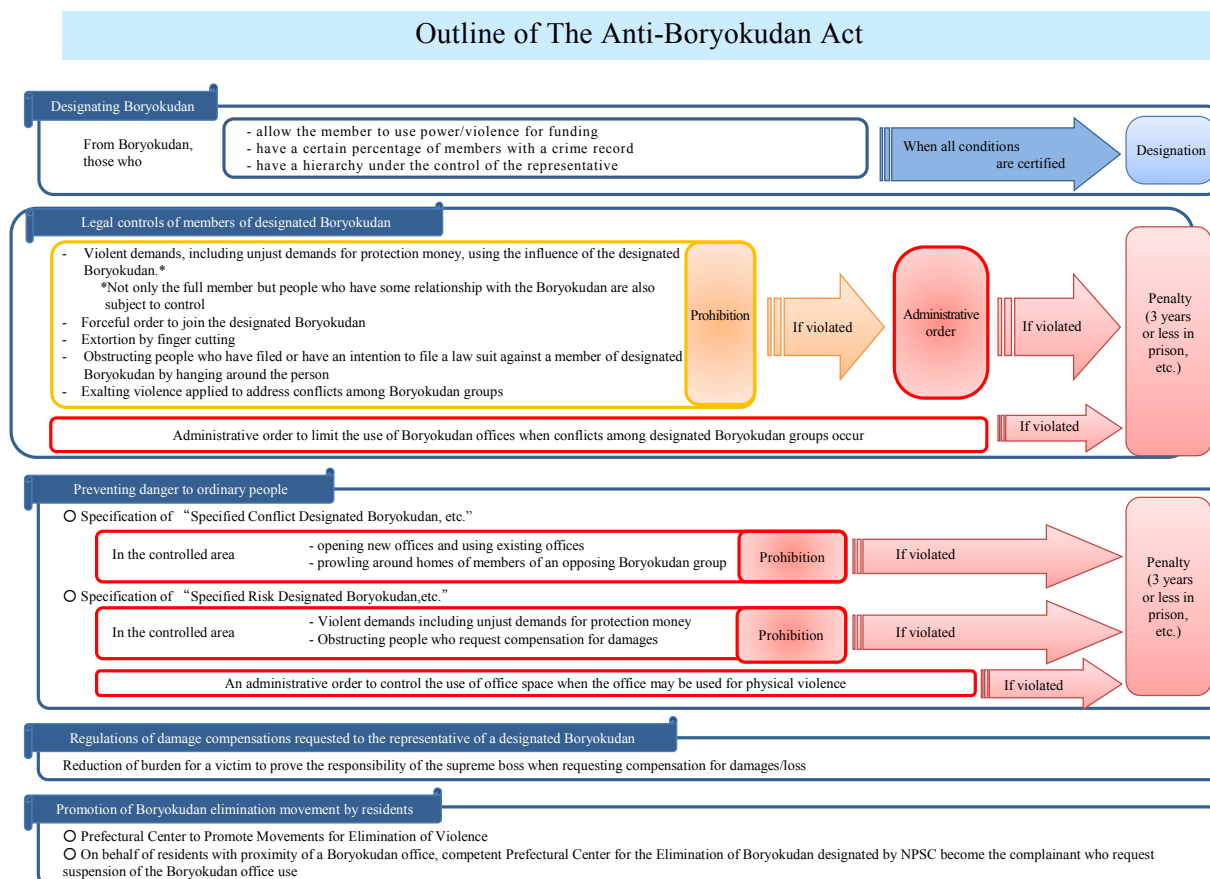
In keeping with socioeconomic changes, the police have been advancing effective application of the Anti-Boryokudan Act, strategic crackdowns on Boryokudan, and comprehensive measures for the elimination of Boryokudan.

#### (1) Revisions to and Effective Application of the Anti-Boryokudan Act

The Anti-Boryokudan Act was enacted in 1991 and enforced in March 1992. The social background that led to the establishment of this Act was the strong demand for effective countermeasures against wrongful conduct by

Boryokudan members. This included unjust funding activities (e.g., racketeering by interceding in civil disputes and threatening the use of violence) and turf wars among various Boryokudan groups.

To keep pace with changes in the situation of Boryokudan that took place after the enforcement of the Act, it has been amended five times (in 1993, 1997, 2004, 2008 and 2012). A system was introduced in the 2012 amendment to the Act for identifying designated Boryokudan groups in specific conflicts and designated Boryokudan groups of specific risks. This system has been helping deter turf wars among Boryokudan groups and attacks by Boryokudan on business operators.



## (2) Strategic Controls

With the aim of eliminating Boryokudan, the police are enhancing strategic crackdowns to inflict heavy damage on the organizational foundation and funding activities of Boryokudan. All-out efforts are being made across the entire police organization to crack down on activities of particularly violent and malicious Boryokudan groups and Boryokudan groups with great power.

The Kudo-kai is a designated Boryokudan group headquartered in Kitakyushu, Fukuoka Prefecture. Members of this group have frequently attacked business operators by using weapons, posing a serious threat not only to business operators but also to the lives of citizens. While implementing crackdowns on the Kudo-kai, the police have also been strengthening security for exercising strict control over the Kudo-kai's activities, and will continue to deter their dangerous activities utilizing thorough police control and application of the Anti-Boryokudan Act.

**Case: In January 2013, members of the Kudo-kai, including the leader, 67, and the vice leader, 58, stabbed a nurse several times with intention to kill, causing severe injuries to her face and right arm. From September through October 2014, 16 members of the Kudo-kai, including the two top leaders, were arrested for violating the Act on Punishment of Organized Crimes and Control of Crime Proceeds, on suspicion of organizing an attempted murder.**

The Yamaguchi-gumi is the largest Boryokudan organization in Japan. Having the largest number of members and associate members, this syndicate has built amicable relations with many Boryokudan groups and has thus maintained a status that allows it to exert influence on a majority of Boryokudan groups in Japan. Currently, key positions of the Yamaguchi-gumi are held by members of the Kodo-kai, a secondary Boryokudan

organization of the Yamaguchi-gumi. The first-generation head and the second-generation head of the Kodo-kai hold the top positions in the Yamaguchi-gumi.

The police organization's overall efforts in cracking down on the activities of the Yamaguchi-gumi, the Kodo-kai, their umbrella organizations, affiliate corporations and collaborators have produced some positive outcomes. However, the Yamaguchi-gumi and the Kodo-kai still have a very powerful influence and are active in developing various illicit enterprises. The police will continue to implement intensive controls over these Boryokudan organizations by making full use of various laws and regulations.

**Case: The head, 63, and other members of the Kodo-kai, a major affiliation of the Yamaguchi-gumi, extorted 40 million yen in so-called protection money from a construction business person under the pretext of helping him during the period from July 2005 through December 2006. Between December 2009 and November 2010, four members, including the head, were arrested for extortion.**

## (3) Comprehensive Activities for Eliminating Boryokudan

The efforts of the police alone are not sufficient to weaken and eliminate Boryokudan. Community-based efforts for eliminating Boryokudan are indispensable, so the police have been promoting comprehensive activities for the elimination of Boryokudan in close cooperation with agencies and organizations concerned.

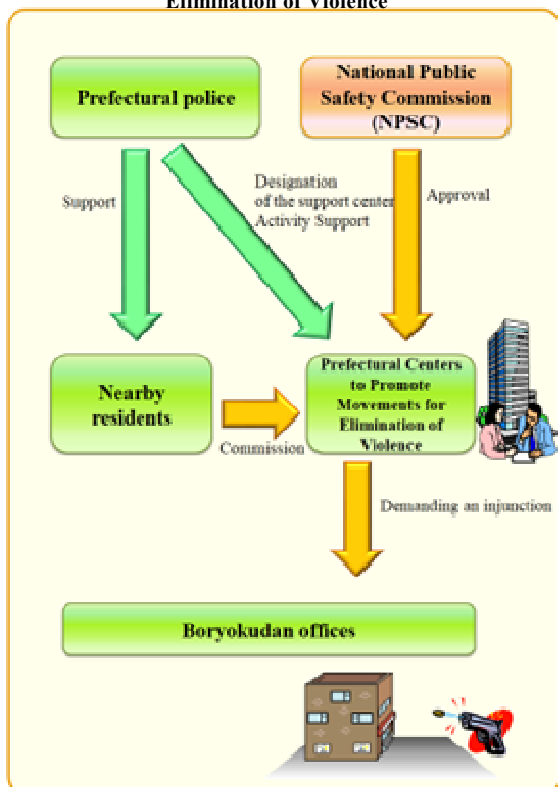
The past ten years saw particularly significant progress in these activities within Japanese society, tending to an increase of momentum toward the elimination of Boryokudan. For example, in June 2007, the Japanese government announced the Guidelines for Companies to Prevent Damage Inflicted by Anti-Social Forces. By October

2011, the Ordinance for Eliminating Organized Crime Groups was enforced by all prefectures in Japan.

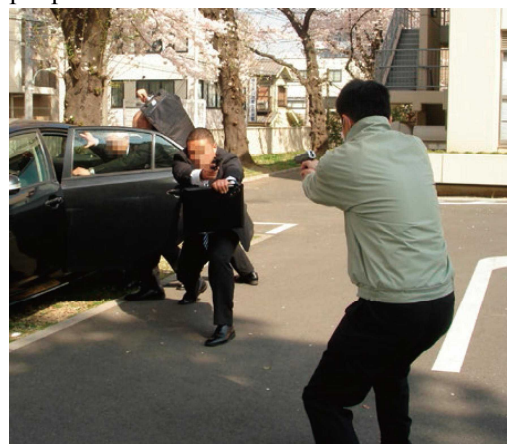
In close cooperation with Prefectural Centers to Promote Movements for Elimination of Violence and bar associations, the police have been supporting citizens' activities for eliminating Boryokudan from their neighborhoods. For example, support is provided to residents who file a lawsuit seeking removal of Boryokudan's offices from their local area.

Pursuant to the 2012 amendment of the Anti-Boryokudan Act, each Prefectural Center to Promote Movements for Elimination of Violence that has been certified by the National Public Safety Commission (NPSC) as a competent center is allowed to file lawsuits in the name of the center, on behalf of the residents in the neighborhood of Boryokudan's offices, demanding injunctions against the use of those offices. By July 2014, all Prefectural Centers to Promote Movements for Elimination of Violence in Japan were certified as competent centers.

Outline of the system for certifying the competent Prefectural Centers to Promote Movements for Elimination of Violence



Additionally, in order to eliminate Boryokudan, it is essential to provide information to and to ensure the safety of those who wish to sever their relationships with Boryokudan. Thus, the police are making use of their collective strengths for providing these people with necessary information as well as for enhancing security precautions by designating in advance Protection Officers ("POs") who help to secure the safety of these people.



Security drills by the police

#### (4) Comprehensive Anti-Firearms Measures

The majority of shooting incidents are caused by Boryokudan, so the police have been implementing comprehensive anti-firearms measures by focusing on detecting handguns under the control of Boryokudan. To cope with the difficult situation regarding firearms, agencies concerned are implementing countermeasures under the leadership of the Council for Promoting Firearm Controls chaired by the Chairperson of the NPSC. In May 2014, the Plan for Promoting Firearms Control FY2014 was formulated with the aim to uncover caches of firearms in Japan, and also to secure public understanding of and cooperation for the control of firearms.

**Changes in the number of handguns seized by using the Dial 110 for Handgun Reward System (2008 - 2014)**

Classification	2008	2009	2010	2011	2012	2013	2014
No. of phone calls (cases)	695	1,315	1,646	1,145	1,981	2,662	3,811
No. of handgun seized by notifications (handgun)	1	2	1	8	1	1	17
Incentive (10,000 yen)	0	25	46	123	26	0	75

Note: The value for 2008 is that of from May 2008, when the operation started, to December 2008.

While thoroughly collecting information regarding illegal handguns, the police are also utilizing various investigation methods for seizing the arsenals of organized crime groups and exposing smuggling and trafficking of handguns. To strengthen border controls, the police have been reinforcing collaboration with the customs authorities, the Japan Coast Guard and other agencies concerned.

In order to encourage citizens to provide the police with information about illegal handguns, the Dial 110 for Handgun Reward System was initiated using a toll-free number as an emergency line to report illegal handguns. Prefectural police headquarters receive calls and provide rewards depending on the information provided or the extent of cooperation in the investigation.

## 2. Anti-Drug Measures

The police have been advancing comprehensive anti-drug measures that include both shutting off drug supply and eliminating drug demand by conducting crackdowns on drug offenses, as well as public relations and educational activities aimed at informing the public of the risks and harmful effects caused by drugs.

### (1) Shutting off Supply Routes of Drugs

In the investigation of drug offenses, it is important to uncover supply routes of drugs and to eliminate crime organizations lying above drug abusers. The police have been promoting effective investigation methods such as actively utilizing wiretapping and other methods in the crackdown on organized crime. Furthermore, in order to impose heavier penalties on traffickers and other related dealers, the police are advancing arrests on smugglers and trafficking pursuant to the Act Concerning Special Provisions for Narcotics. Also, for the purpose of cutting off

funds to criminal organizations related to drugs, the Act Concerning Special Provisions for Narcotics is applied to ensure the arrest of money launderers, as well as the confiscation or forfeiture of proceeds from crimes related to drugs.

The majority of the drugs abused in Japan come from abroad. Therefore, it is important to promote drug countermeasures in collaboration with concerned agencies of Japan and other countries. In order to stop the flow of drugs into the country at the border, the police have been reinforcing collaboration with the customs authorities, the Japan Coast Guard, and other agencies concerned. The police are developing international coordination, such as information sharing, by sending personnel abroad for overseas investigation and multinational conferences.

Additionally, because the Internet has made it easier for traffickers to sell drugs to unspecified abusers, the police carry out thorough crackdowns on drug trafficking by gathering information about drug trafficking online through reports from the Internet Hotline Center (IHC) and through cyber patrols.

### (2) Complete Elimination of the Demand for Drugs

In order to eliminate the demand for illicit drugs completely, Japanese society at large should uphold a moral standard under which drug abuse is never allowed. While cracking down on drug abusers, the police have been conducting public relations and educational activities to nurture public opinion favorable to the elimination of drug abuse from society as a whole. Particularly for the purpose of preventing young people from abusing drugs, the police have provided schools nationwide with brochures, which explains the harmful effects of drug abuse. The police have been

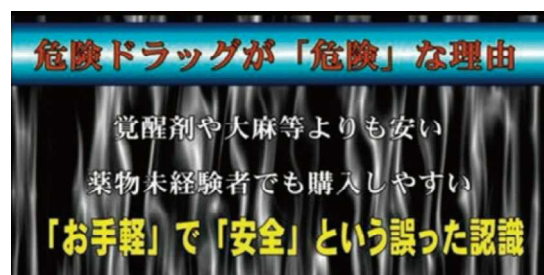
working together with the Ministry of Education, Culture, Sports, Science and Technology (MEXT) in order to send lecturers to junior and senior high schools throughout Japan to give classes on the topic of the prevention of drug abuse.

### (3) Measures against Dangerous Drugs

As there have been cases such as fatal car accidents caused by abusers of Dangerous Drugs, Dangerous Drugs have become a serious social issue. In view of this, a meeting of the Council for Promoting Measures to Prevent Drug Abuse was held in July 2014, which included the attendance of Cabinet members. At that meeting, Emergency Measures for Eradicating Dangerous Drug Abuse was formulated to thoroughly grasp the actual situation of Dangerous Drugs and to raise public awareness about their risks, among other matters. Based on this, the police have been working in close cooperation with other agencies concerned to ensure that the Japanese government can enhance various countermeasures in an integral manner.

With the amendment to the Pharmaceutical Affairs Act (now the Pharmaceutical and Medical Device Act: PMD Act, a ban on the possession and use of designated substances was enforced in April 2014. In order to eliminate the demand for Dangerous Drugs, the police rely on the PMD Act, other laws and regulations for the rigorous cracking down on Dangerous Drug abusers. Strict regulations are imposed on drivers exhibiting unusual behaviors seemingly under the influence of Dangerous Drugs, and traffic accidents caused by such drivers are strictly investigated. Some Dangerous Drugs which are labeled and sold as legal herbs can cause the death of abusers. The police have created educational materials to inform young people about the risks of Dangerous Drug abuse. These materials are used in classes on the topic of the prevention of drug abuse. Public relations and educational activities conducted in various traffic safety programs focus on the need to prevent the spread of Dangerous Drug

abuse.



Educational video about the risks of dangerous drugs  
(Osaka Prefectural Police)

In Japan, groups of substances having a chemical structure similar to that of narcotics or other designated substances are collectively regarded as designated substances as defined in the PMD Act. Dangerous Drugs containing designated substances are thus subject to regulations under law. The PMD Act was amended in December 2014 to increase the regulations that shops selling Dangerous Drugs must comply with the orders issued by the Minister of Health, Labour and Welfare for product inspection or suspension of sale, as well as to tighten restrictions on the advertisement of dangerous drugs. Currently, new Dangerous Drugs are developed in succession by slightly changing the chemical structures of existing designated substances. These drugs are beyond the control of the regulations. Additionally, many advertisements for dangerous drugs are posted on the Internet. In response to such situations, the police have been sharing information about Dangerous Drugs that they have collected in the course of their investigations with other agencies concerned so that these agencies can take appropriate measures.

### 3. Measures against Transnational Organized Crime

#### (1) Analyzing Networks of Transnational Crime Organizations and Tightening Strategic Control

Transnational crime organizations have members from various countries and have been expanding their networks in an

increasingly complex manner. The National Police Agency (NPA) integrates and analyzes the information on transnational crime organizations collected by prefectural police. The NPA cooperates actively with foreign law enforcement authorities and, if necessary, via INTERPOL to obtain and analyze information about their activities across national borders.

## (2) Cooperation Efforts with Relevant Agencies in Japan

There exist different languages and lifestyles in areas having a high population density of foreign nationals, so problems between Japanese and foreign residents tend to occur in the course of their daily lives. Foreign residents find it often difficult to obtain safety information in their neighborhoods. Under such circumstances, some of these foreign residents cannot easily adapt their way of life to the Japanese one, or might become victims of crimes or accidents. It is also possible that transnational crime organizations may infiltrate these communities and recruit foreign residents for criminal activities. The police have been cooperating with residents of areas having a high population density of foreign nationals as well as with organizations and groups concerned in order to promote various programs, including classes given by the police on the topics of crime prevention, traffic safety, etc.



Futsal sports meet held in an area having a high population density of foreign nationals

## (3) Cooperation Efforts with Relevant Agencies Overseas

It is vital to exchange information and cooperate in investigations with related foreign law enforcement authorities to fight against crime organizations operating across multiple countries/regions. Japanese police have been promoting international cooperation with foreign investigative agencies and, if necessary, via INTERPOL.

### Column: Inauguration of the INTERPOL Global Complex for Innovation

**The INTERPOL Global Complex for Innovation (IGCI) was officially inaugurated in April 2015 to complement the General Secretariat in Lyon, France. The IGCI aims at countering cybercrimes, boosting cyber security, and providing training for INTERPOL staff members and police officers of its member countries. The IGCI's first Executive Director is a Japanese official from the NPA.**

The number of criminals and suspects who flee Japan after committing crimes has remained at a high level. When any suspects are likely to flee Japan, the police contact immigration authorities, under the Ministry of Justice, to seek help in the search and arrest of the suspects before they can leave Japan.

Changes in the number of suspects fleeing abroad (2005 - 2014)

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Number of suspects fleeing abroad (people)	819	833	817	775	845	879	847	818	798	745
Number of which are foreigners (people)	651	656	665	633	683	705	677	654	650	624

#### 4. Measures against Criminal Proceeds

In order to weaken criminal organizations such as Boryokudan and eliminate them, it is important to prevent criminal proceeds from being transferred to/from criminal organizations and to ensure that criminal organizations are stripped of criminal proceeds. The police are promoting comprehensive measures against criminal proceeds pursuant to the Act on Prevention of Transfer of Criminal Proceeds, the Act on Punishment of Organized Crimes and Control of Crime Proceeds, and the Act Concerning Special Provisions for Narcotics. These measures are implemented in cooperation with relevant agencies and business operators concerned as well as Financial Intelligence Units (FIUs) overseas.

##### (1) Enactment, Amendment, and Effective Application of the Act on Prevention of Transfer of Criminal Proceeds

The Act on the Prevention of Transfer of Criminal Proceeds was enacted in March 2007. This Act reinforces the provisions regarding identity verification and reporting on suspicious transactions, which were formerly included in the Act on Confirmation of Customers' Identification by Financial

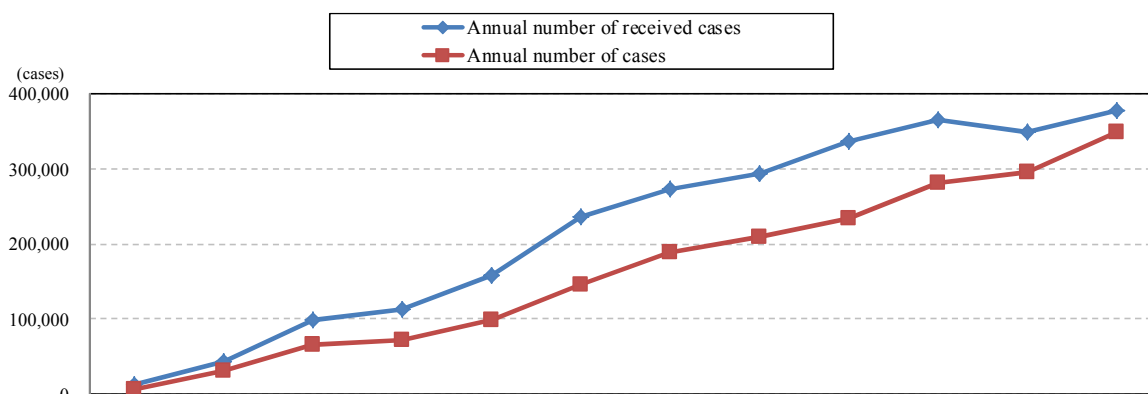
Institution etc. and Prevention of Unauthorized Use of Deposit Account etc. and the Act on Punishment of Organized Crimes and Control of Crime Proceeds. The applicable scope of the Act was expanded to include not only financial institutions but also other business operators. Additionally, the functions of the FIU - control over the collection, arrangement and analysis of information regarding reports on suspicious transactions - was transferred from the Financial Services Agency (FSA) to the NPA under the supervision of the NPSC.

On the basis of the deficiencies identified by the FATF in Japan's third mutual evaluation report, the Act on Prevention of Transfer of Criminal Proceeds was amended in April 2011 to include additional verification requirements for specified business operators conducting transactions, and amendments as a whole were enforced in April 2013.

##### Column: Amendment to the Act on Prevention of Transfer of Criminal Proceeds for Addressing Customer Due Diligence Requirements

After the amendment to the Act on

Trends in reports of suspicious transactions (2005 - 2014)



Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Annual no. of received cases (cases)	98,935	113,860	158,041	235,260	272,325	294,305	337,341	364,366	349,361	377,513
Annual no. of disseminated cases (cases)	66,812	71,241	98,629	146,330	189,749	208,650	234,836	281,475	296,501	348,778

Note 1: "Annual number of received cases" before March 2007 was the number of received cases by FSA and after April 2007 was the number of received cases by NPSC. The number of received cases in 2007 is the sum of those received by FSA and NPSC.

Note 2: "Annual number of disseminated cases" before March 2007 was the number of cases from FSA disseminated to NPA, and after April 2007 was the number of disseminated cases from NPSC to investigative agencies. The number of disseminated cases in 2007 is the sum of those disseminated by FSA and NPSC.

**Prevention of Transfer of Criminal Proceeds in 2011, the FATF noted that Japanese legislation lacked provisions explicitly stipulating some of the customer due diligence requirements that were included in the FATF's recommendations. In June 2014, the FATF published a statement in which the FATF encouraged Japan to promptly address its deficiencies in countering money laundering and in countering the financing of terrorism.**

**In response to the statement, the NPA deliberated on the legal revisions necessary for satisfying the customer due diligence requirements stated in the FATF recommendations. Based on the deliberation results, the Act on the Partial Revision to the Act on Prevention of Transfer of Criminal Proceeds was enacted in the 187th Diet session in November, 2014. The partial revision included additional provisions concerning requirements for determining methods of assessing reports of suspicious transactions.**

**(2) Deprivation of Criminal Proceeds**

In order to prevent criminal organizations from using criminal proceeds for their survival or expansion as well as for investing in their future criminal activities, it is important to ensure that these organizations are stripped of criminal proceeds. Criminal organizations should be deprived of opportunities to conceal or consume their criminal proceeds before a confiscation or forfeiture order is given by a court. Thus, the police are ensuring viability of confiscation or forfeiture by actively requesting restraining orders for confiscation from the court prior to indictments of relevant crime organizations pursuant to the Act on

Punishment of Organized Crimes and Control of Crime Proceeds and the Act Concerning Special Provisions for Narcotics.

**(3) Promotion of International Cooperation**

International cooperation is essential in order to fight against crimes of global scale such as money laundering and the financing of terrorism. Currently, within international frameworks such as the FATF, the APG and the Egmont Group of FIUs, efforts are being made for formulating and disseminating international standards regarding anti-money laundering and countering the financing of terrorism. The NPA has been actively involved in these efforts. As of the end of 2014, the NPA, under the supervision of the NPSC, had established frameworks for exchanges of information with the FIUs of 78 countries/regions.

**Trends in restraining orders for confiscation issued prior to indictments (2005 – 2014)**

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Act on Punishment of Organized Crimes and Control of Crime Proceeds	8(0)	9(3)	21(7)	44(21)	54(23)	70(36)	101(30)	148(39)	160(54)	193(45)
Act Concerning Special Provision for Narcotics	8(5)	3(2)	4(3)	7(5)	8(5)	13(7)	14(4)	16(8)	4(4)	16(9)

Note: Numbers in parentheses indicate offenses committed by Boryokudan members



## 5. Countermeasures for Organized Crime Posing a New Threat

Organized crime constantly changes in line with socio-economic development to gain economic benefits in a more clever and efficient manner while evading crackdowns. To achieve the elimination of organized crime, it is important to gather and analyze information about the actual situation of organized crime, as well as that of criminal organizations and their activities. The police need to take effective measures based on an adequate understanding of the changes in these realities.

The police regard "special fraud" cases that have recently resulted in a rapid increase as an example of organized crime posing a new threat, because these frauds are likely to be committed by ingeniously organized groups. The entire police organization has been gathering information about these criminal groups in order to understand their activities in their efforts toward the complete

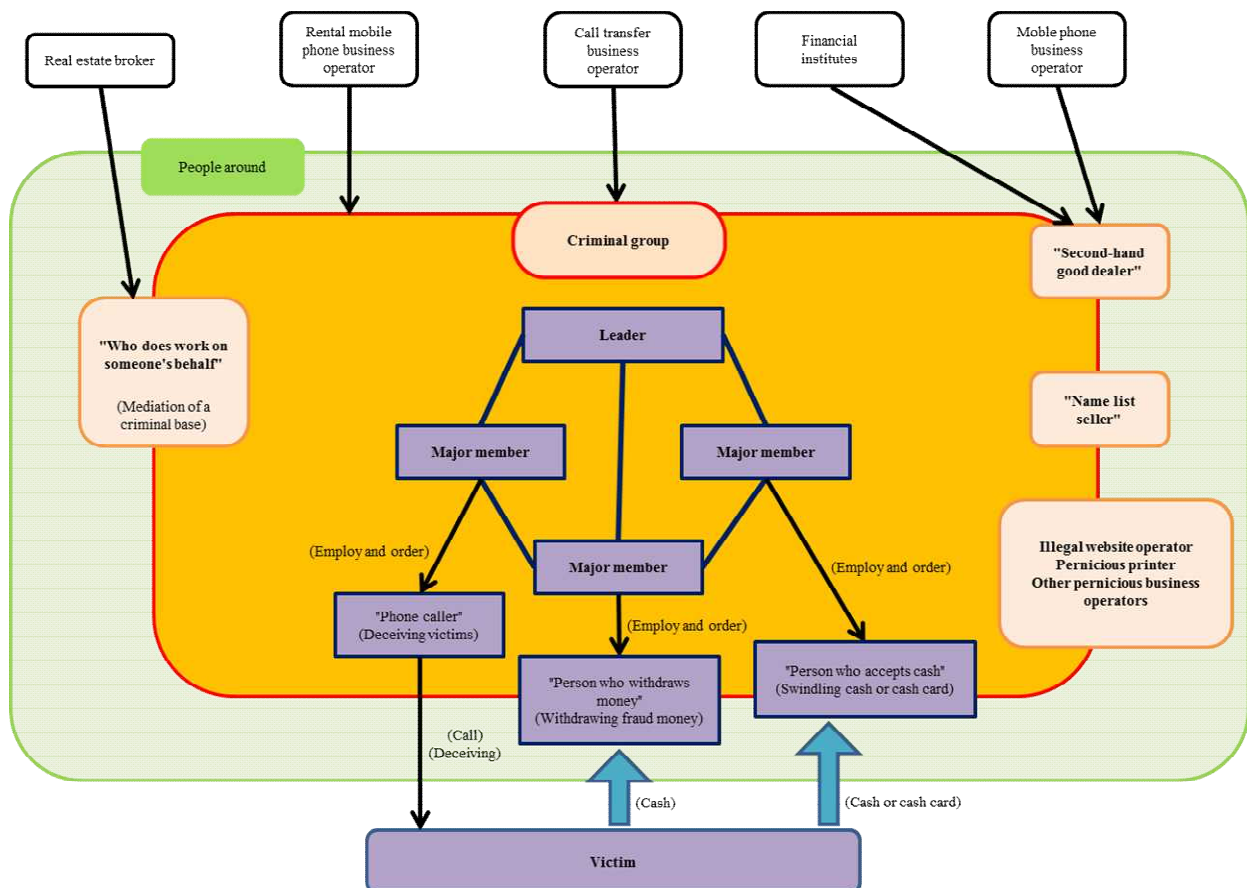
elimination of these groups.

### (1) Measures against Special Frauds Committed in an Organized Manner

Criminal groups that systematically carry out special fraud, particularly leaders and core members, take on different roles, such as the role of the person who repeatedly phones and dupes the victim, and the role of the person who goes to a home or other location to receive the cash. These criminal groups have collaborators who find locations from which the groups can make phone calls to victims, or provide the groups with surrogate bank/savings accounts in the names of people not connected to the groups. These collaborators are aware that these locations and accounts will be used for wrongful purposes, and are therefore aiding and abetting criminal groups with frauds.

In 2014, the number of Boryokudan members arrested for special frauds was 698, accounting for 35.2% of all those who were arrested for special frauds that year. These

Breakdown of one group committing special frauds



numbers suggest that special frauds are part of Boryokudan's funding sources.

For the purpose of arresting core members of the groups that commit special frauds and also of eradicating these groups, the police have decided to strengthen cooperation between the white-collar crime department responsible for investigations of fraud cases and the organized crime department specializing in the investigation of crimes committed by Boryokudan. Through this, the police use, in the investigation of group leaders, the statements and confessions of criminal group members who are under arrest for collecting cash from victims, as well as advance crackdowns on core group members by utilizing methods of organized criminal control including collection, integration and analysis of information regarding activities of criminal groups and monetary transferring of criminal proceeds.

**Case: An executive, 33, and other members of an umbrella organization of the Yamaguchi-gumi made phone calls to elderly people, impersonating securities salesmen, to tell them that they would receive a pamphlet concerning debenture investments. By convincing some of these elderly people that they would be able to later sell the debentures for 1.3 times as much as the price they paid, the Boryokudan members defrauded them of a total of 52 million yen. By January 2015, fourteen Boryokudan members, including the executive, were arrested on fraud and other charges.**

## [\(2\) Measures against Organized Crime in Line with the Local Crime Situation](#)

Not only special fraud cases but also other organized crime that are regarded as security concerns in each local area must be adequately understood and comprehensively countered in order to weaken and eliminate criminal organizations and to eradicate organized crime. The Organized Crime

Department of the police is working in close cooperation with other departments concerned for eliminating criminal groups taking into account the local crime situation.

## Section 3 Future Prospects for Measures against Organized Crime

### 1. The Status Quo and Challenges Facing Measures against Organized Crime

The police have been comprehensively countering organized crime by ensuring centralized control over measures against Boryokudan, drugs, firearms, international organized crimes and criminal proceeds.

However, criminal organizations continue to pose serious threats to Japanese society as they continually modify their activities for the purpose of evading police controls and achieving economic benefits more ingeniously and efficiently.

Boryokudan organizations, in particular, have been increasingly concealing and sophisticating their activities, while diversifying their illicit funding activities in response to the development of the economy and society. Core bodies of major Boryokudan organizations such as the Yamaguchi-gumi are maintaining a solid economic foundation and a human network. The number of arrests for crimes related to stimulants has remained at a high level, and trafficking of stimulants is likely to be an important source of funds for Boryokudan. The complete elimination of Dangerous Drugs is a major issue that the government must address within all its organizations. Crime infrastructure that is deeply rooted in Japan continues to make it easy for international crime organizations to commit crimes behind the scenes. Due to the perpetrating of special frauds by well organized criminal groups, it is of urgent necessity to eradicate these groups by making full use of all techniques in countering organized crime.

### 2. Future Efforts for Countering Organized Crime

#### (1) Enhancement of Capabilities for Gathering/Analyzing Information and Strategic Measures against Organized Crime

In order to weaken and eliminate criminal

organizations and to eradicate organized crime, it is necessary to arrest the leaders and major executives of criminal organizations. It is also important to break up the core bodies of these organizations by ensuring that they are stripped of criminal proceeds and also by eliminating their funding sources.

In order to strategically implement measures that are necessary for these purposes, information about the current situation of organized crime must be gathered. The information collected nationwide needs to be integrated and analyzed in order to precisely understand the members, the chain-of-command structures and the funding activities of criminal organizations. Strategic countermeasures can be formulated on the basis of this understanding. Each step in the entire process—collection, integration and analysis of information, elucidation of the realities of organized crimes, formulation of strategic measures, and implementation of these measures for cracking down on criminal organizations—should be integrated with each other in order to create a virtuous cycle and ensure the effectiveness of the process.

Criminal organizations have been expanding their sphere of activities by coming up with enterprises that current laws and regulations do not control or tightly regulate. Thus, it is necessary to accurately analyze and understand factors that facilitate criminal organizations' activities, so that the need for strengthened regulations can be examined and identified.

#### (2) Utilizing Investigation Methods Effective in the Controlling of Organized Crime

In September 2014, a report was submitted to the Legislative Council of the Ministry of Justice regarding modifications to the legal systems. These modifications were recommended to facilitate the rational and efficient use of wiretaps, as well as to introduce a system allowing the disposition of criminal charges by agreement between the

prosecutor and the accused. Currently, the related laws are being amended in response to this report. When the necessary legal instruments are in place, wiretaps can and will be effectively used in the investigation of special frauds. As procedures for implementing wiretapping will also be more rational and efficient, wiretaps are expected to be utilized widely in the future. The system for the disposition of criminal charges by agreement between the prosecutor and the accused is likely to work to the advantage of the police in the investigation of organized crime. On the basis of the legal instruments that will become available, the police will continue to seek and examine investigative methods that are effective for cracking down on organized crime.

The police will also continue discussing issues concerning conversation monitoring and witness protection, which were identified as future challenges in the report to the Legislative Council.

### (3) Stronger Partnerships with the Departments and Agencies Concerned

In order to counter criminal organizations that are expanding their sphere of activities, the police collect and analyze information concerning organized crime for the purpose of sharing the results with other departments and agencies concerned, irrespective of organizational boundaries. The collective strengths of the police will be utilized through the positive enhancement of joint investigations by multiple departments toward the effective crackdown on criminal organizations in their efforts to weaken and eliminate these organizations. Regarding the smuggling of drugs and other internationally organized crime, border control will be implemented in cooperation with the relevant agencies in Japan as well as investigative agencies overseas will also be reinforced.

In partnership with the agencies and groups concerned, the police continue to engage in comprehensive activities for eliminating Boryokudan. Information regarding the

systems that crime organizations tend to use for wrongful purposes will be shared with the public to ensure that countermeasures against organized crime will be promoted throughout the entire society.

## Topic I: Police Rescue Operations under Harsh Natural Conditions

### (1) Mountain Rescue Operations

#### I. Mountain Rescue Team Operations

The number of accidents in mountainous areas has been increasing in recent years. The number in 2014 was higher than that in 2005 by 911 (or 65.9%). In the event of mountain-climbing accidents, prefectural police set up a mountain rescue team to conduct emergency search and rescue of people in distress in the mountains. The police also establish temporary security outposts as the headquarters for rescue operations, provide mountain climbing instructions to climbers while patrolling the mountains, and conduct safety checks of trails and surveys of potentially dangerous areas.

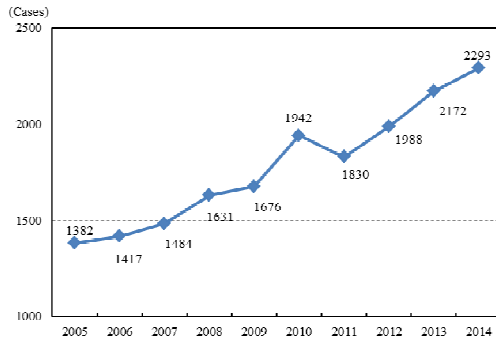


**Drills conducted by mountain rescue team members**

#### **Column: Climbing Notifications**

**Climbing Notifications, also called climbing planning sheets or climber cards, record information such as the names and climbing routes of climbers. It is recommended that every climber/party submits a notification to the relevant local government or police in advance, so that they can promptly respond to emergencies in the mountains. Climbers can submit notifications directly to the local government or police, or can put them in a post box placed at the trailhead of a mountain or in mountain lodges. The police have been collaborating with other agencies concerned in encouraging climbers to submit notifications partly because the preparation of a notification gives climbers an opportunity to review the safety of their climbing plans. Some local governments require climbers to submit notifications pursuant to ordinances.**

**Chart I-1 Number of mountain accidents per year (2005 - 2014)**



### II. Rescue Equipment and Regular Search-and-Rescue Drills

The police possess mountain rescue vehicles and snow vehicles utilized by rescue teams to access rescue sites, as well as stretchers and rescue slings for transporting victims. With the aim of ensuring swift and efficient rescue operations by using these vehicles and equipment, mountain rescue teams conduct practical drills based on actual accidents in the past.

**Notification form sample**

## (2) Water Rescue Operations

Prefectural police have supplied a total of approximately 160 police boats to police stations responsible for the safety and security of major ports, remote islands and rivers, and these boats have been used for water rescue operations conducted in cooperation with the Japan Coast Guard, as well as for patrols and crime control activities.



Police boats

**Case: In November 2014, waves striking one side of a fishing boat caused it to capsize on the coast of Kochi Prefecture. The captain, 63, and two other crew members were thrown overboard. At the request of Kochi Coast Guard Office, the Kochi Prefectural Police dispatched the police boat "Ootosa" to the rescue site. At that time, a gale warning had been issued for the marine areas which included the rescue site, and the waves were as high as 2 meters. The police boat, in cooperation with a rescue helicopter that was sent to the site by the prefectural government, rescued the three victims by the use of lifebuoys and slings.**



Police boat rescue operation

## (3) Operations of Police Units during Large-Scale Disasters

### I. Disaster Relief Operations of Police Disaster Response Units

When a disaster takes place, mobile police units and additional police officers are dispatched for relief operations by the prefectural police responsible for the safety

and security of the disaster-stricken area (hereinafter, the “police of the affected areas”). Disaster-relief operations include the gathering of information concerning the damage caused by the disaster, the rescue of disaster victims, and the search for missing persons.

In a disaster causing an unexpectedly large amount of damage that makes it difficult for the police of the affected areas to cope with the situation on their own, Police Disaster Dispatch Units<sup>1</sup>, as a structure to support disaster security operations, are set up and sent to the afflicted areas.

**Case: In August 2014, the city of Hiroshima was struck by a series of large-scale landslides. With the dispatch of Police Disaster Dispatch Units from across the country, the Hiroshima Prefectural Police rescued victims, searched for missing persons, and engaged in around-the-clock disaster security operations in the devastated areas where torrents of mud water left piles of rocks, fallen trees and other debris.**



Rescue operation utilizing a police helicopter

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1: Disaster Response Units (DRUs) are organized on the basis of Inter-Prefectural Emergency Rescue Units (IERUs) and consist of Readiness Units and Regular Units. Approximately 10,000 officers nationwide belong to Readiness Units and are mobilized immediately following the occurrence of a large disaster. Other officers of DRUs belong to Regular Units which are sent to disaster-stricken areas to engage in a broad range of operations in response to local needs when a prolonged period of time is necessary for these operations.

## II. Development of Training Facilities to Improve Police Capabilities to Cope with Disasters

In order to further enhance the capabilities of IERUs and other operation units, there is a necessity to develop facilities that can be used as a training center for officers in preparation for disaster security operations.

Specifically, as IERU members and other police officers need to undertake safe and effective training and drills given in a systematic and step-by-step manner to improve their capabilities to respond to disasters such as landslides due to heavy rains or large-scale earthquakes that are likely to take place in the future in Japan, the police are proceeding with plans to develop training facilities.



Training facilities (Conceptual plan)

### Column: The Volcanic Eruption of Mt. Ontake and Ensuing Police Operations

Mt. Ontake, a volcano straddling Nagano and Gifu prefectures, erupted in September 2014 with many climbers falling victim to the disaster. On the steep slopes near the mountaintop where a thick layer of volcanic ash covered the ground and volcanic gases were released, police from the two prefectures rescued and provided relief to victims, with the help of mobile units from the Metropolitan Police Department. The Nagano prefectural police mountain rescue team climbed to the mountaintop and rescued people stranded there. The Gifu prefectural police mountain guard, on patrol near the mountaintop, carried a woman, 39, who was unable to

walk due to a broken leg, out of a mountain lodge and rescued her with a police helicopter.



Gas concentration measurements



Search for victims near the top of Mt. Ontake

## Topic II: Measures against Child Abuse

### (1) Child Abuse

#### I. Current Situation of Child Abuse

The number of inquiries and reports that Child Guidance Centers receive concerning child abuse continues to increase nationwide. The number in FY2013 was 73,802, up by 40,394 (or 120.9%) from FY2004. In 2014, the number of cleared cases for child abuse was 698, an increase of 470 (or 206.1%) from 2004. As serious cases of child abuse have been happening one after another, the national government, as well as the police, must take measures for the prevention of child abuse.

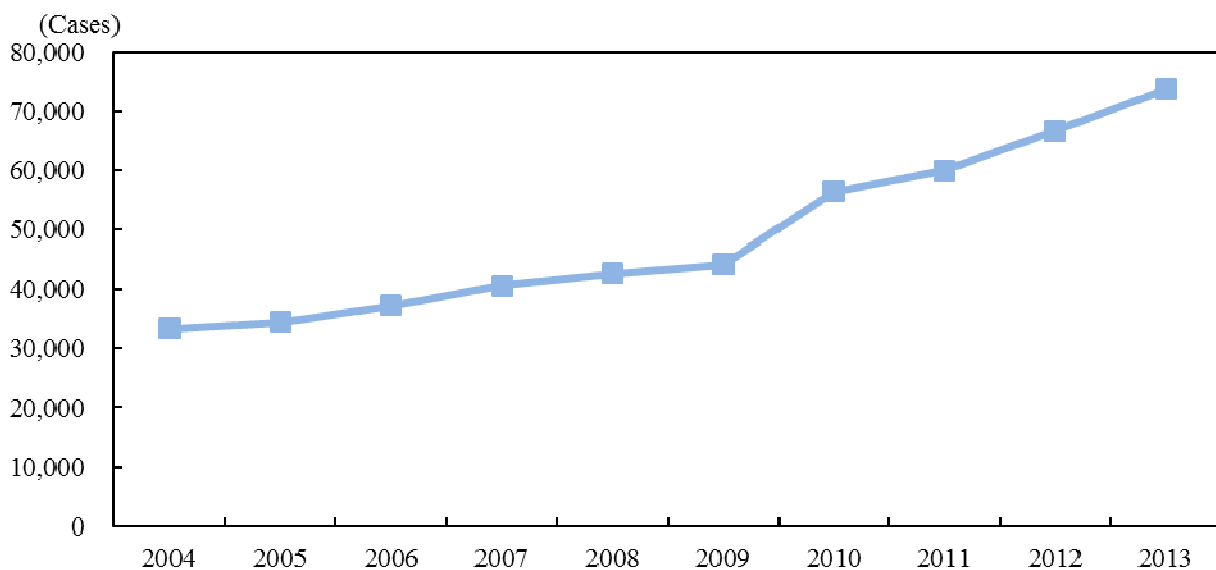
#### II. Measures Taken by the Police

When the police are informed of a child who is suspected of being abused, police officers take measures such as visiting the child at home to ensure that the child is safe, visiting neighbors of the child to collect information and making inquiries on various information. After determining the significance and urgency of the need to take measures, the police decide whether to pursue criminal charges of a child-abuse case, take the abused child into protective custody or give notice of child abuse to a Child Guidance

Center, with the first priority always given to the confirmation and securing of the safety of children. In 2014, the police took 2,034 children into protective custody and informed Child Guidance Centers about the abuse of 28,923 children.

**Case: In November 2014, the neighbor of a young boy called the police and informed them that the boy was walking around the streets alone at night. The police inquired into the circumstances of the boy, 6, and found that his mother, 26, frequently left the boy alone at home because of her night-time job. Due to the fact that her conduct had been reported to the police multiple times in the past and she had not improved the situation for her son, the police suspected that the boy had been neglected and took him in protective custody after which he was transferred to the Child Guidance Center.**

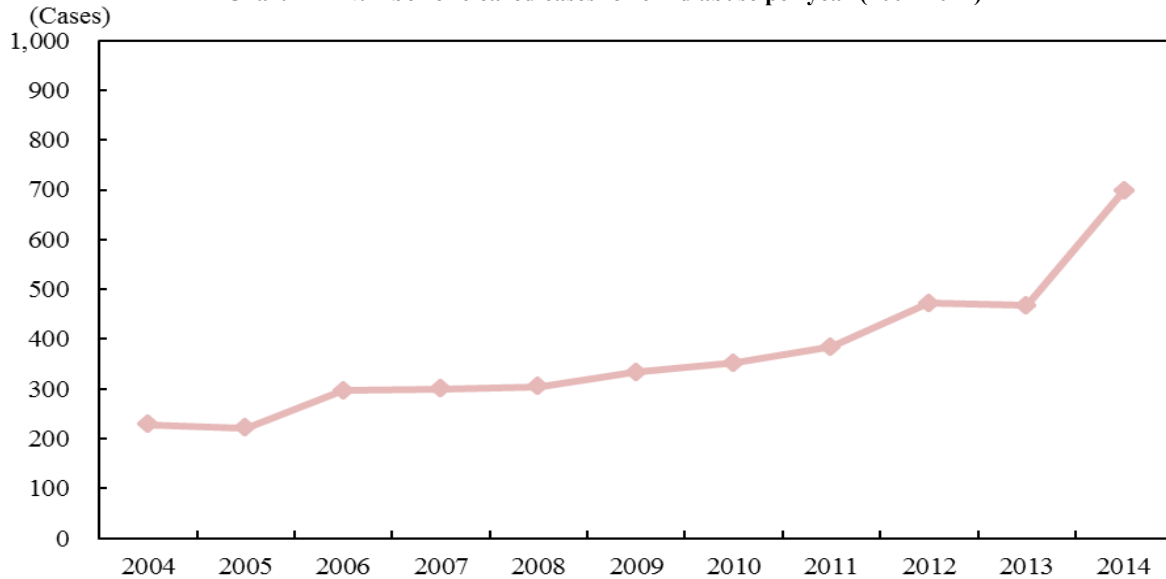
Chart II-1 Number of child abuse inquiries/reports received by Child Guidance Centers per year (FY2004 - FY2013)



(Source: Ministry of Health, Labour and Welfare)



Chart II-2 Number of cleared cases for child abuse per year (2004-2014)



### III. Collaboration with Child Guidance Centers

In order to detect and protect abused children at the earliest possible opportunity, the police collaborate with the Child Guidance Center. Specifically, the police conduct joint training with these centers so that police officers and officials of these centers can learn how they should inspect the domicile or residence of an abused child or search for a child who is suspected of being abused<sup>2</sup>. Retired police officers are employed to support these operations with Child Guidance Centers. The addition of a juvenile support center<sup>3</sup> for each Child Guidance Center is also promoted by the police.

When the director of a Child Guidance Center requests the assistance of a police

station chief<sup>4</sup> in confirming the safety of a child by staff members of the center, police officers accompany the staff members to the incident site.



Joint training for inspections and search by officials of Child Guidance Centers

**Case: In February 2014, the police received a report of an abused child. After informing a Child Guidance Center, police officers accompanied the center's staff members to the residence of a boy in order to confirm his safety. They found that his father, 26, and mother, 23, had been keeping their 3-year-old son restrained on a dog leash, which was tied to a window lock. By March 2014, both parents were arrested for illegal arrest and confinement of the boy. The boy**

2: Article 9-3 of the Act on the Prevention, etc. of Child Abuse stipulates the following: A prefectural governor may, when he/she finds suspicion of ongoing child abuse in cases where the custodian of the child fails to follow the request for appearance, cause an official engaged in the affairs concerning welfare of children to inspect the domicile or residence of the child or search for the child, for ensuring that safety of the child is confirmed and secured, with a permit issued in advance by a judge of a district court which has jurisdiction over the location of the domicile or residence of the child.

3: As of April 1, 2015, 195 juvenile support centers have been established nationwide with 66 of these centers located outside police facilities.

4: Article 10 of the Act on the Prevention, etc. of Child Abuse stipulates the following: When the director of a Child Guidance Center intends to confirm the safety of a child and/or take temporary protective custody of a child, he/she may ask the chief of a police station having jurisdiction over the location of the domicile or residence of the child for assistance, as needed.

was put under the temporary protective custody of the Child Guidance Center.

## (2) Crimes Related to Child Pornography

Child pornography depicts children as victims of sexual abuse and assault, and therefore are vicious crimes that infringe significantly on children's human rights. Against a backdrop of growing international concern regarding the defense of children's rights and protection of children from crimes related to child pornography, the Act on the Partial Revision to the Act on Punishment of Activities Relating to Child Prostitution and Child Pornography<sup>5</sup> was enacted in June, 2014. With this enactment, punishable offenses were widened to include possession of child pornography for the purpose of satisfying one's sexual curiosity and production of child pornography by means of secret filming<sup>6</sup>.

Pursuant to the revised Act<sup>7</sup>, the police have stepped up on the crackdown on crimes related to child pornography. In the period from July 15, 2015, when the revised Act was put into force, to the end of 2015, there were 29 cleared cases for production of secretly filmed child pornography involving 28 children as victims.

**Case: In July 2014, an unemployed man, 48, secretly filmed two undressed young girls in the men's dressing room of a public bathhouse, by using a wristwatch video camera. The following August, the man was arrested for production of secretly filmed child pornography, a violation of the newly revised Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography.**



Wristwatch video camera used for secret filming

## (3) Violent Sex Crimes against Children

With the aim of preventing and promptly countering crimes in which children are victimized, the police have been taking the following countermeasures.

### I. Promotion of Operations by Juvenile and Woman Aegis Team (JWAT)

In April 2009, JWAT<sup>8</sup> was established by the Metropolitan Police Department and by each Prefectural Police Headquarters. The JWAT collect and analyze information on cases against juveniles and women that are considered to be the preliminary stages of sexual crime, such as accosting and shadowing, to identify the suspect. An identified suspect is arrested or given a warning or offered guidance by the JWAT. In addition to conventional police controls, these preemptive and preventive efforts of the JWAT are actively promoted to prevent sex crimes against juveniles and women.

**Case: In October 2014, the police received a report on a case of indecency, and the JWAT conducted an investigation. According to the report, a man talked to a 7-year-old girl who was on her way to school. He said, "Hey, stop", and then proceeded to press his hand on the girl's lower abdomen, while putting his cellphone inside her skirt to take photographs. Within the same month, a man, 32, was identified as a suspect and arrested for forcible indecency.**

### II. Strengthening the System to Prevent Violent Child Sex Offenders from Repeating Offenses after They Are Released

5: The Act on Punishment of Activities Relating to Child Prostitution and Child Pornography, and the Protection of Children

6: The provisions stipulating prohibitions on the possession of child pornography for the purpose of satisfying one's sexual curiosity and the retention of electromagnetic recordings of child pornography became applicable on July 15, 2015.

7: The Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children

8: Juvenile and Woman Aegis Team




Since June 2005, each Prefectural Police Headquarters has been making it a rule to obtain information from the Ministry of Justice for confirming the whereabouts of persons who were released after serving time for forcible indecency or other violent sex offenses against children under the age of 13. In April 2011, the police began to reinforce measures aimed at preventing repeat offenses. When necessary, the police, with the proper consent of the former child sex offenders, conduct interviews with them.

## Topic III: A New Framework of Collaboration between Industry, Academia and Government to Cope with Threats in Cyberspace

### (1) Current Threats and the Need for Additional Undertakings

Although Japan achieved some positive results in its efforts dealing with threats in cyberspace, these efforts focused on measures against each specific case that had happened. Japan has not yet been able to take proactive and comprehensive measures against the ever-shifting pattern of threats to ensure future threats to be neutralized before it happens. Industry, academic institutions, and law enforcement agencies such as the police, were playing key roles in coping with cyber threats while accumulating a wealth of knowledge and experience in dealing with them. However, each of these sectors was acting independently in promoting their various measures. Sufficient efforts were not made for the coordinated integration and analysis of such knowledge and experience in order to formulate effective countermeasures. In the Strategy to Make Japan "the Safest Country in the World", approved by the Cabinet in 2013, and also at the Advisory Council for NPA on Cyber Security<sup>9</sup>, it had been noted many times that a new organization needed to be created. The National Cyber-Forensics & Training Alliance (NCFTA) in the United States of America, a non-profit organization attaining positive results within the framework of collaboration between industry, academia and government, was suggested as a model.

**Chart III-1 Challenges in dealing with threats in cyberspace**

 Industry	<p>◆ Having knowledge and real-time information of the threat from cyberspace</p> <p>However, No effective measures, such as arrest of suspects, are available.</p>
 Academic institutions	<p>◆ Having high level skills and knowledge from research.</p> <p>However, Have no real experience handling threats in cyberspace</p>
 Law enforcement agencies	<p>◆ It is possible to make a specified case that is related to a specific threat ineffective by understanding the details through investigation and other police activities</p> <p>However, The threat of the entire scope of cyberspace has not been thoroughly understood</p>

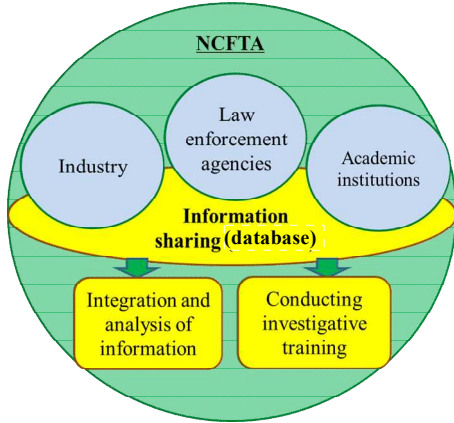
### (2) Outline of the NCFTA

With the aim of effectively coping with increasingly complex threats in cyberspace, the NCFTA was established in 1997 in the U.S.A. The NCFTA brings together law enforcement agencies, private industry, and academia to share and analyze real-time information on the threats, so that multiple sectors can work jointly towards cyber threats.

The results that the NCFTA obtains by integrating and analyzing the information it collects are provided to law enforcement agencies and private companies. The NCFTA also has training programs for investigators. The NCFTA's proactive and comprehensive efforts within the framework of collaboration between industry, academia and government have produced positive results. For example, the NCFTA helped seize criminal proceeds and prevent potential losses in the investigation of cyber financial crime. The NCFTA is highly admired inside and outside the U.S.A., with initiatives modeled after the NCFTA having been undertaken in other countries.

<sup>9</sup>: The Advisory Council on Cyber Security has been held by the NPA since FY2001 to generate discussion by experts on cooperation between industry and government agencies, particularly the police in order to ensure the security and reliability of info-communications network.

Chart III-2 Structure of the NCFTA



(3) A New Framework of Collaboration between Industry, Academia and Government in Japan

I. Establishment of JC3

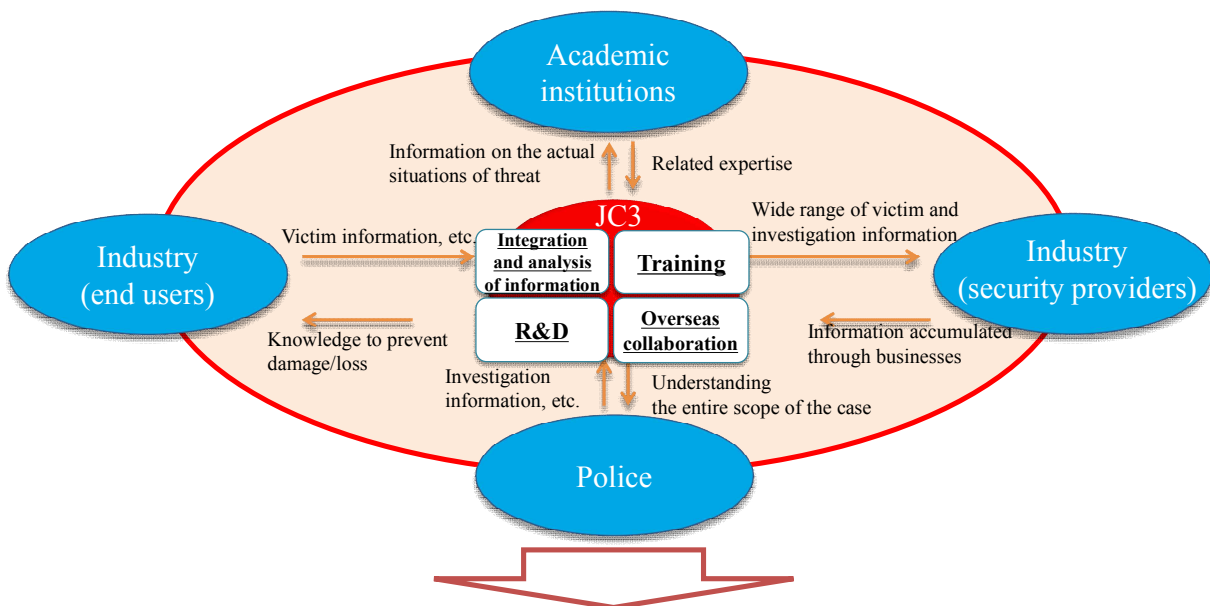
After considering the circumstances, the NPA and other entities deliberated on the establishment of a new organization, resulting in the establishment of the Japan Cybercrime Control Center (JC3). The center started operations on November 13, 2014.

At the JC3, the separate information and expertise of industry, academia and government agencies are collated and the results are provided to each sector to identify any sources of threats in cyberspace. The JC3 aims to prevent cybercrimes by mitigating and neutralizing cyber threats. By providing the

public with the information that the JC3 integrates, the JC3 helps create a safe and secure Internet environment for the public. In order to maximize its potential, the JC3 is building relationships with the NCFTA and other organizations overseas for the purposes of sharing information and cooperating with each other.

II. Cooperation between the Police and the JC3

In January 2013, the police formulated the Immediate Action Program for the Reinforcement of the Abilities to Cope with Cybercrimes. Based on this program, the police have been strengthening partnerships with private businesses in order to cope with cybercrimes. After the inauguration of the JC3, the police began to use the JC3 as a hub for collaborating with an increasing number of partners in industry and academia on a routine basis, not just cooperating with individual companies after each case but also aiming at the development of a new framework of collaboration between industry, academia and government. At a forum held by the JC3 in February 2015 and other opportunities, the police have actively exchanged views and information with experts from industry and academia regarding financial crimes, information leakage and other issues.



Understanding the entire scope of the threat in cyberspace enables the addressing of issues

It is expected that close cooperation with the JC3 will make it possible for the police to take proactive and comprehensive measures against threats in cyberspace. For example, information about malware will be integrated at the JC3 from industry, academia and government agencies for analysis to identify the relevant command-and-control servers. This will enable the police to exercise their statutory authority of investigation for neutralizing these servers and preventing any potential losses. The police will in turn share information related to their investigations of the threats with the JC3 to contribute to the efforts by industry and academia to enhance cyber security. Efforts will be accelerated toward the creation of a safe and secure cyberspace by adequately and promptly utilizing information shared through the JC3 for effective police operations.



**JC3 Forum 2015**

## Topic IV: Initiatives Aimed at Traffic Safety for the Elderly

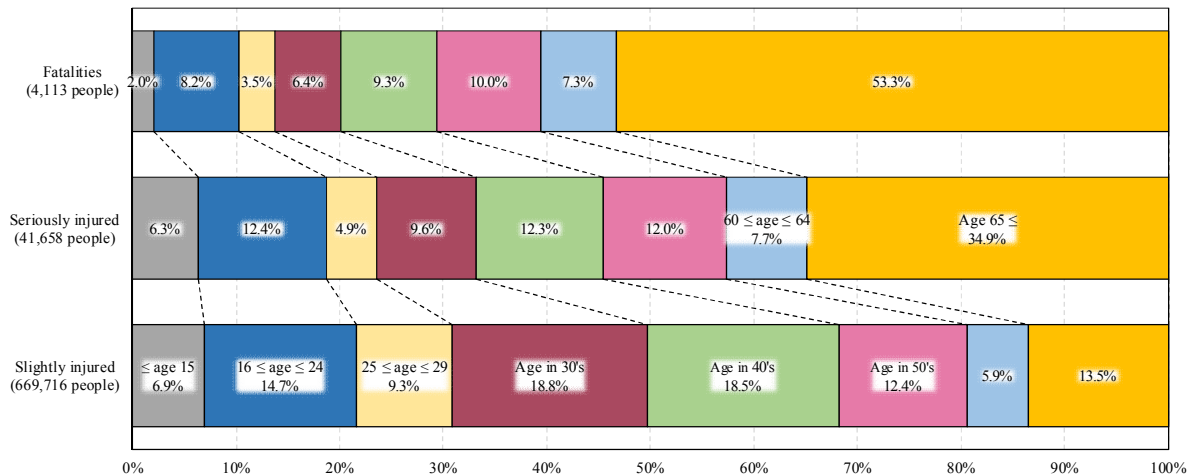
### (1) Situation of Traffic Accidents Involving the Elderly

The number of elderly fatalities in traffic accidents in 2014 was 2,193, which accounts for more than half of overall fatalities in traffic accidents. The number of elderly fatalities broken down by accident circumstances suggests that nearly half of all elderly fatalities occurred while walking. In addition, traffic accident fatalities and injuries broken down by age group and by severity of injury suggests that the elderly account for 13.5% of the slightly injured persons, 34.9% of the seriously injured persons and 53.3% of the fatalities. Thus, the percentage of the elderly increases as the extent of injury becomes severe.

cooperating with related agencies and other organizations to implement measures such as individual guidance through home visits and enlightenment activities at facilities such as hospitals and care centers, and also to promote safety education in which the elderly can learn through participation, hands-on experience and practice by actively using walking simulators, cycling simulators and other equipment. Looking at the statistics of elderly fatalities in 2014 by time-zone, the fatalities of elderly pedestrians tend to be higher than those of non-elderly pedestrians particularly between the hours of 5:00 pm and 8:00 pm. In light of this, the police are conducting safety activities to protect and guide the elderly at twilight, and to encourage them to wear bright clothes for visibility, in addition to promoting the widespread use of items that incorporate reflective materials.

### (2) Measures to Prevent Accidents

**Chart IV-1 Casualties broken down by age group (component rate) (2014)**



### Involving Elderly Pedestrians and Elderly Cyclists

Of the elderly fatalities in 2014, about 60% occurred while walking or riding a bicycle and about 80% of the elderly in that 60% did not have a driver's license. Accordingly, with the aim of providing opportunities for traffic safety education to be given to the elderly who are not licensed to drive, the police are

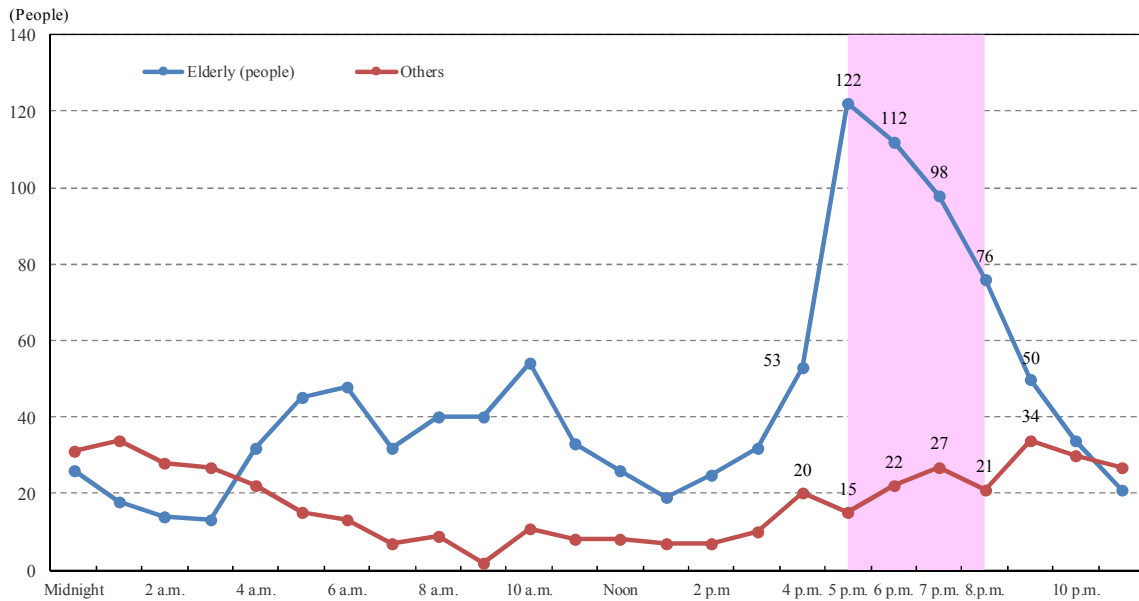


**Traffic safety instruction given to the elderly through home visits**

The police are working to ensure the safety of elderly pedestrians and cyclists by promoting safety measures on community roads such as the establishment of 30km/hr. zones, installing barrier-free traffic lights, and developing dedicated cycling spaces in cooperation with road administrators. Also, measures including increasing the luminance and size of road signs, converting traffic lights to LEDs, launching the exclusive parking zone system for elderly and other drivers<sup>10</sup>, the development of a traffic environment where elderly drivers can drive safely and securely is promoted. In addition, considering the growing importance of public transportation as a means of mobility for the elderly, the police are enhancing cooperation with other agencies and

**(3) Ensuring the Safety of the Elderly by Improving the Traffic Environment**

**Chart IV-2 Elderly pedestrian fatalities broken down by time of day (2014)**



	Midnight - 2 a.m.	2-4 a.m.	4-6 a.m.	6-8 a.m.	8-10 a.m.	10 a.m.- Noon	Noon- 2 p.m.	2-4 p.m.	4-6 p.m.	6-8 p.m.	8-10 p.m.	10 p.m. - midnight	Total
Elderly (people)	44	27	77	80	80	87	45	57	175	210	126	55	1,063
Other than elderly (people)	65	55	37	20	11	19	15	17	35	49	55	57	435

Note: The numbers of fatalities are timed per hour in the graph and two hours in the table.

<sup>10</sup>: Under this system, specific drivers such as the elderly, handicapped persons and pregnant women driving ordinary vehicles that display a certain emblem issued by Prefectural Public Safety Commissions (PPSC) are allowed to park or stop at spaces designated by road signs.



organizations toward energizing and revitalizing local public transportation.

#### (4) The Enhancement of Measures for Elderly Drivers

Drivers who are 70 years old or older as of the date their license expires are required to take a training course for the elderly when they renew their license. The course provides lectures related to safe driving, practical guidance to ensure the safe driving of automobiles and other vehicles and guidance based on the results of a test using a driving aptitude testing apparatus<sup>11</sup>, through which participants are helped to become aware of the changes in their physical abilities and are given concrete instruction for safe driving based on the test results. In 2014, 2,298,006 persons took this course.

Also, drivers who will be turning 75 years old or older before their license is to expire are required to take a pre-training course test (a cognitive functioning test) up to 6 months before their license is due to be renewed. This test is aimed at having elderly drivers become aware of the status of their memory and judgment and at supporting them in continuing to drive safely. After the test, a training course is provided based on the test results. In 2014, 1,438,040 elderly persons took the pre-training course test (cognitive functioning test).



In-vehicle instruction in the training course for the elderly

#### **Column: Amendment of the Road Traffic Act as a Measure for the Prevention of Traffic Accidents Involving Elderly Drivers**

The trend of numbers of traffic accidents and fatal traffic accidents caused by drivers aged 75 or over has been increasing. Since the number of licensed drivers aged 75 or over has been increasing in step with demographic aging, the number of traffic accidents caused by elderly drivers is expected to further increase. Accordingly, with the aim of addressing the urgent issue of promoting measures for preventing traffic accidents involving elderly drivers, the Act on the Partial Amendment of the Road Traffic Act was enacted at the 189th Diet session in June 2015. The Act addresses the following:

- 1 the introduction of an extra cognitive functioning test for drivers aged 75 or over who have committed certain traffic violations**
- 2 the introduction of an extra training course for the elderly whose cognitive function is judged to have declined enough to affect their ability to drive automobiles and other vehicles, based on the results of an extra cognitive functioning test**
- 3 the review of the system to make it possible to order those who are judged to have the potential to suffer dementia by a cognitive functioning test to take a special aptitude test (diagnosis by a specialized doctor) or to submit a medical certificate prepared by a doctor regardless of their history of violations.**

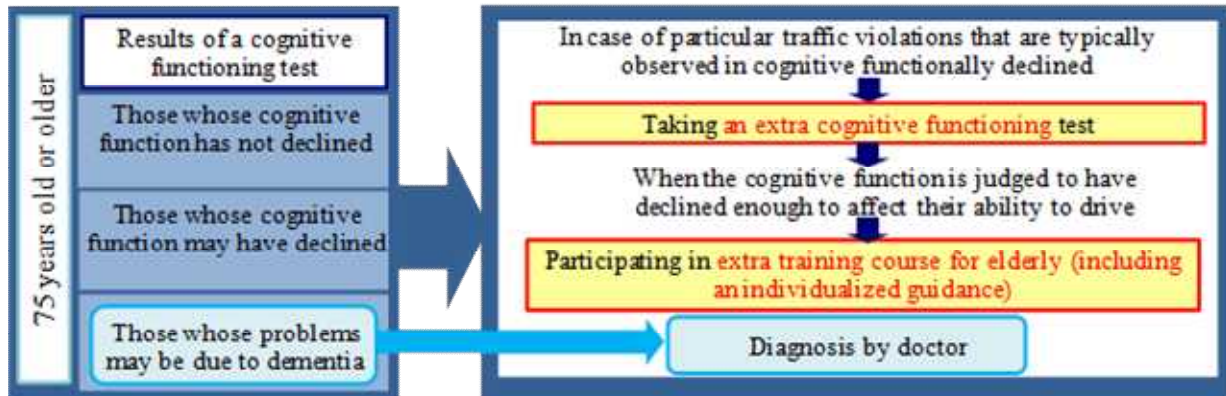
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<sup>11</sup>: This apparatus consists of a dynamic visual acuity testing instrument, a night-time vision testing instrument and a visual field testing instrument. It is designed to examine the speed and accuracy of responses to visual stimuli.

In conjunction with this amendment, the training courses for drivers aged 70 to 74 and for drivers aged 75 and over whose cognitive function is judged not to have declined based on the results of a cognitive functioning test will be rationalized, while

those for drivers aged 75 and over whose cognitive function is judged to have potential for having declined or suffering dementia by a cognitive functioning test will be improved.

Chart IV-3 New measures for elderly drivers



## Topic V: The Threat of International Terrorism and Police Counter

### Terrorism Initiatives

#### (1) The Threat of International Terrorism Reaching Japan

The recent trend of international terrorism is greatly changing with the rise of ISIL, which operates in the region of Iraq and Syria. ISIL is attracting many foreign fighters from around the world, by a great amount of revenue from oil fields they occupy and other financial resources, and by spreading ideological propaganda. There is a concern that these foreign fighters might carry out terror attacks when they return to their home countries. In Japan, the Tokyo Metropolitan Police Department is investigating a person who is suspected of attempting to travel to Syria to join ISIL and become a combatant as a case of preparation or plot for private war. Japan is thus not exempt from the threats of foreign terrorist fighters.

There are terrorist attacks conducted by radicalized individuals who have no connection with terrorist organizations (lone-wolf terrorists) in Western countries. Among them are the serial terror attacks that occurred in Denmark in February 2015. Propaganda disseminated by terrorist organizations like ISIL and Al Qaeda-related organizations through media and the Internet has radicalizing effects on these lone actors who are inclined to carry out attacks.



ISIL Combatants (Afro)

Under these circumstances, two Japanese nationals were killed in Syria in January and February 2015, which deeply shocked Japan and the world. On February 1, 2015, a video featuring these murders was released allegedly by ISIL on the Internet. This video, addressed to the Japanese government, contains messages which suggest that ISIL would continue to target Japanese nationals. Considering the current situation, terrorist threats against Japan have become reality.



An ISIL combatant, warning of the Japanese nationals' execution (Kyodo)

#### (2) Terrorist Attacks Targeting Large-Scale Events

Japan will be hosting the G7 Summit in 2016 and the Tokyo Olympic and Paralympic Games in 2020. These high-profile, large-scale international events can be targeted by terrorists, as they attract world attention. The Olympic and Paralympic Games, in particular, attract extremely high attention, since a number of high-level officials, athletic teams, and spectators will be gathering from all over the world. On these occasions, there is no denying the possibility of Japan becoming a target of terrorists.

Indeed, during the 1972 Summer Olympics in Munich, Germany, Israeli Olympic team

members were assaulted. Also, during the 1996 Summer Olympics in Atlanta, U.S., a terrorist bombing occurred at the Central Olympic Park. Additionally, in recent years, a terrorist bombing attack targeting London's subway system took place in July 2005 during the G8 Summit in Gleneagles, the United Kingdom, killing 56 people. Also, in April 2013, a terrorist bombing attack took place a short distance from the finish line of the Boston Marathon, killing three people. Furthermore, in Volgograd, a city located about 680 kilometers northeast of Sochi, Russia, which was preparing for the 2014 Winter Olympic Games, three suicide bombings took place between October and December 2013, in which a total of 40 people were killed. Terrorist attacks targeting large-scale events have claimed the lives of many people in various parts of the world in recent years.



**The trolleybus wreckage caused by the suicide bombing in Volgograd, Russia (Jiji)**

### (3) Police Counter Terrorism Initiatives

As Japan will be hosting large-scale events in the near future, the police are promoting



**Security at airports**

various counterterrorism measures and expending all possible means to prevent acts of terrorism.

#### I. Enhancing the Ability of Intelligence Collection and Analysis

In order to prevent terrorist attacks, it is necessary to collect a wide range of information and accurately analyze it. As terrorism is an extremely highly-secretive activity and the majority of relevant information gathered is fragmentary, the accumulation and comprehensive analysis of such information is necessary. The police are enhancing their ability to gather and analyze intelligence by working more closely with the security intelligence agencies and other institutions of other countries. The NPA Foreign Affairs and Intelligence Department are playing a key role in this initiative.

#### II. Rigorous Crackdowns on Illegal Activities

In the event that the police recognize any illegal activity and possible terrorist attack plots through intelligence collection and analysis, strict measures will be taken in accordance with law and evidence.

#### III. Enhancing Vigilance and Security Activities

With the recent difficult situation caused by international terrorism in mind, the police are boosting their vigilance and security activities for important facilities, including the office of the Prime Minister, airports, nuclear facilities, and facilities related to the U.S. and for public transportation such as railways.



**Security at the Diet Building**

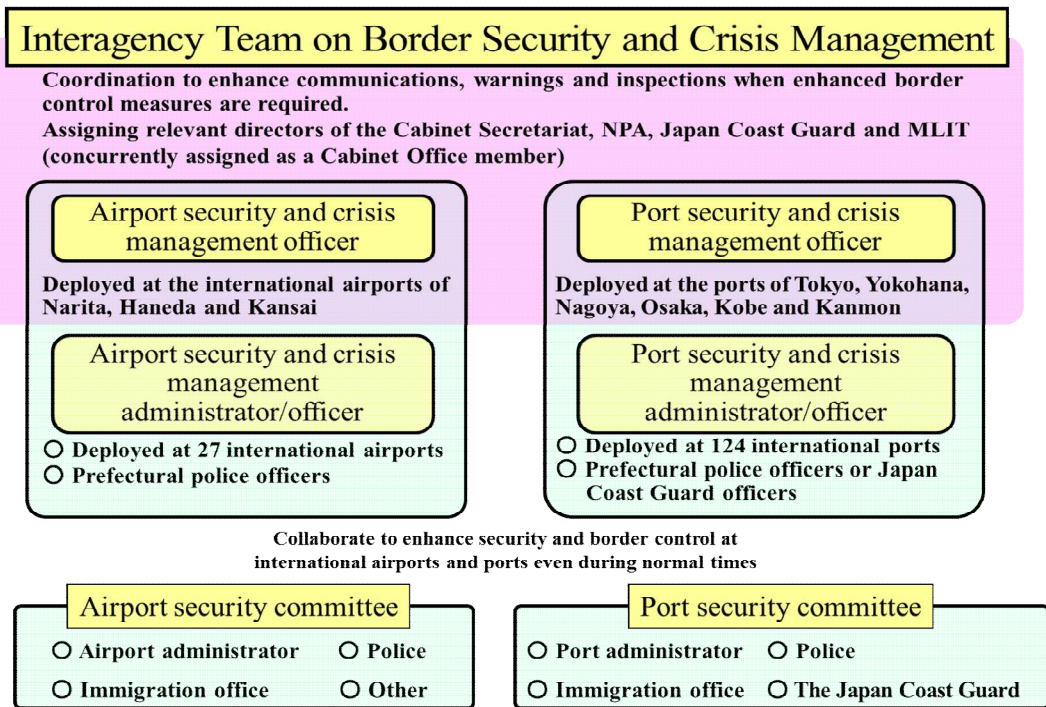
#### IV. Enhancing Border Controls

In order to prevent terrorists from entering the country, it is important for Japan as a country surrounded by the ocean to effectively promote border controls by conducting immigration examinations, export and import cargo inspections and other measures at international airports and seaports. The government has established the Interagency Team on Border Security and Crisis Management within the Cabinet Secretariat, and coordinating to enhance border control measures carried out by the relevant organizations. In addition, airport/seaport security and crisis management administrators/officers placed at international

airports and seaports, are taking the lead in conducting drills simulating specific cases and in improving the protection of important facilities in cooperation with related organizations.



Joint training for airport counterterrorism measures



System for border control and crisis-management at airports and seaports

## Chapter 1 Police Organization and the Public Safety Commission System

### Section 1 Police Organization

#### 1 Public Safety Commission System

The Public Safety Commission System serves a significant role in ensuring the democratic operation and political neutrality of the police, and the National Public Safety Commission (NPSC) was set up on a national level to supervise the National Police Agency (NPA), while Prefectural Public Safety Commissions (PPSC) were set up at prefectural levels to supervise the prefectural police. In addition, the Minister of State is appointed as Chairperson of the NPSC in order to coordinate the two requirements: ensuring the political neutrality of the police and clarifying the administrative responsibilities of the Cabinet in relation to public safety.

#### 2 National and Prefectural Police Organization

In contrast to the prefectural police that assume centralized enforcement duties, the NPA, as a national agency, formulates police systems, and also conducts police operations regarding cases involving national public safety, undertakes the administration of matters which form the foundation of police activities such as police education and training, police communications, criminal identification as well as the development of police administration. In addition, as of April 1, 2015, along with police headquarters, police academies, and other facilities, there were 1,167 police stations in the 47 prefectural police.

### Section 2 Public Safety Commission Activities

#### 1 National Public Safety Commission (NPSC)

In accordance with the Police Act and other laws, the NPSC supervises the NPA by indicating all-encompassing policies and undertaking administrative tasks that fall within the scope of its authority, such as the establishment of NPSC Regulations, appointment of or taking disciplinary action against local senior police officers (officers among prefectural police organizations ranked Assistant Commissioner and higher), confirmation of the relevancy of practical objectives and requirements when designating a designated Boryokudan (organized crime group). In 2014, the NPSC established 12 NPSC Regulations, including the regulation to secure the appropriate implementation of operations pertaining to specially designated secrets relating to police.

The NPSC usually convenes regular meetings every week on Thursdays. In addition, the NPSC strives to maintain an understanding of the state of public safety and police operations through the mutual exchange of views between members of the commission, and by listening to reports from the NPA, exchanging views with PPSC members and conducting on-site inspections of police activities.



**Regular meeting of the NPSC**

**Case: In January 2015, during a visit to Fukui Prefecture, the Chairperson of the NPSC inspected the Mihama Nuclear Power Plant and provided encouragement to security units deployed at nuclear facilities, in addition to inspecting the implementation status of training at a police academy and the surrounding areas of the scene where a couple was suspected of having been abducted by North Korea.**



**The Chairperson of the NPSC, providing encouragement to the security detachment at the Mihama Nuclear Power Plant.**

## **2 Prefectural Public Safety Commissions (PPSC)**

Prefectural Public Safety Commissions supervise the prefectural police by undertaking many administrative tasks in relation to citizens' lives such as issuing drivers' licenses, regulating traffic, awarding benefit payments to victims of crime, supervision of various types of business such as antique dealing, and by receiving reports from Chiefs of Prefectural Police at regular

meetings and other assemblies and giving guidance on the police efforts based on incidents, accidents and disasters within the jurisdiction, organizational status, personnel management and other matters.

PPSCs generally convene three or four regular meetings a month and also strive to maintain an understanding of the state of public safety and police operations through participation in Police Station Councils, discussions with relevant organizations such as the board of education, and on-site inspections of police activities.

**Case: In January 2014, members of the Saga PPSC rode in a cycling simulator with a screen that displays a simulated traffic environment. The simulator allows cyclists to receive practical learning on traffic rules and etiquette.**



**A member of the Saga PPSC rides in a cycling simulator**

## **3 Handling Complaints and Giving Instructions for Inspections**

A system for filing complaints has been stipulated in the Police Act. Any person who has a complaint about the duties executed by the personnel of the prefectural police may file the complaint in writing to the PPSC. The PPSC will generally notify the complainant of its decision in writing. In 2014, PPSCs nationwide received 930 complaints.

In addition, in accordance with provisions in the Police Act, the NPSC and PPSCs may give specific instruction for inspection to the NPA and prefectural police respectively.

#### 4 Mutual Communications between Public Safety Commissions

The NPSC and all PPSCs hold various liaison conferences in order to maintain constant close communications. In 2014, two liaison meetings between the NSPC and all PPSCs nationwide were held, in which views were exchanged concerning the status of activities by the Police Station Councils.

In 2014, in each Regional Police Bureau and in Hokkaido, a total of thirteen liaison meetings were held between jurisdictional public safety commissions, and between the Hokkaido Public Safety Commission and the Area Public Safety Commission in Hokkaido. Members of the NPSC also attended these meetings which involved reports concerning the state of public safety and the efforts of each prefecture, and exchange of views. Furthermore, liaison meetings between the PPSCs of Tokyo, Hokkaido, Kyoto, Osaka and other designated prefectures were also held.

**Case: In May 2014, in Kanagawa Prefecture, a liaison meeting of 16 PPSCs**

**was held for members of the Public Safety Commissions of designated prefectures, including Tokyo, Hokkaido, Osaka, Kyoto and 12 other prefectures. At this meeting, the members discussed matters pertaining to the status of complaints filed with the Public Safety Commissions, the roles of the Public Safety Commissions and the enhancement of their activities.**



**Liaison meeting of 16 PPSCs**



## Chapter 2 Ensuring Community Safety and Criminal Investigation

### Section 1 Crime Situation and Countermeasures

#### 1. Criminal Cases

The number of confirmed criminal cases in 2014 was 1,212,163, a decrease of 101,977 (7.8%) cases from the previous year. The number of cleared criminal cases in 2014 was 251,115, a decrease of 11,371 (4.3%) cases from the previous year.

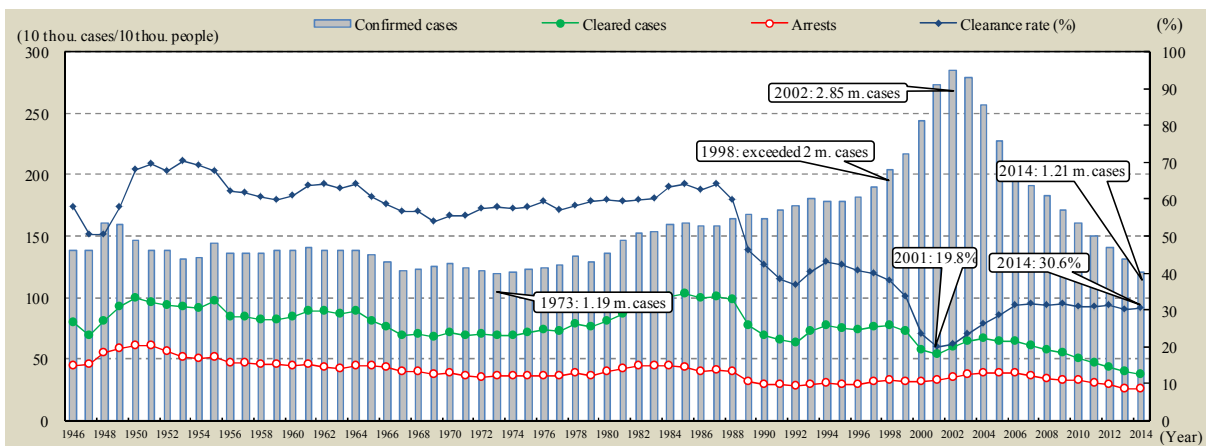
#### 2. Countermeasures against Crimes Targeting People's Assets

Regarding the situation in the amount of financial losses caused by property offenses, in accordance with types of crimes, the

amount of financial losses caused by fraud was the largest at approximately 84,627 million yen (46.5%). The total number of confirmed special fraud cases and the total amount of financial losses caused by special fraud have been increasing since 2010, when figures for special fraud other than remittance call fraud began to be compiled with figures for remittance call fraud.

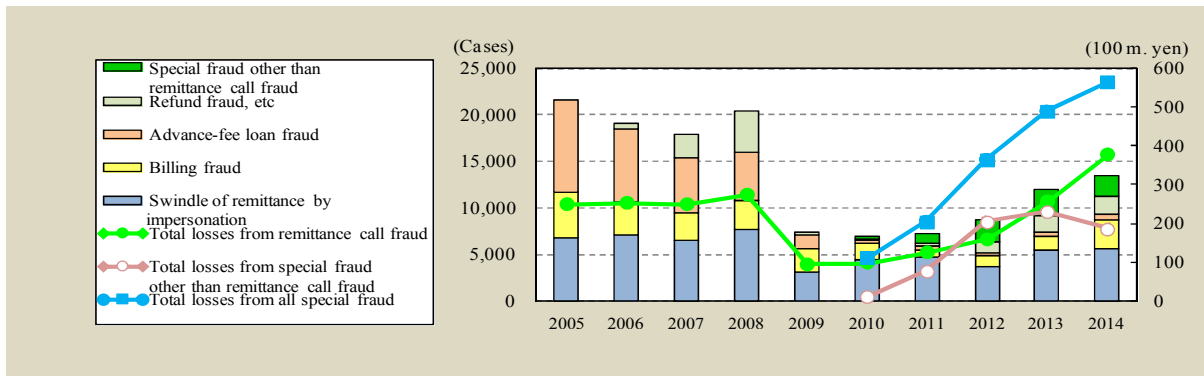
In particular, the total amount of financial losses was the highest ever due to a sharp increase in "cash delivery type" billing fraud, in which cash is sent by means including delivery services.

**Trends in confirmed and cleared criminal cases (1946-2014)**



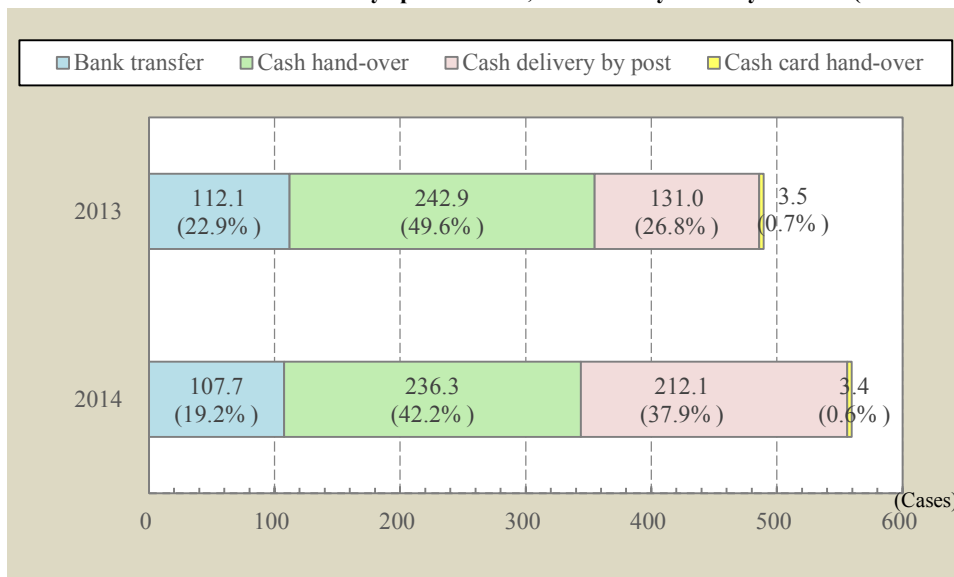
Note: Figures from 2008 to 2012 were based on statistics available as of August 1, 2014.

**Trends in the number of confirmed special fraud cases/total financial losses (2005-2014)**



Note: Figures for special fraud other than remittance call fraud have been compiled since February 2010

**The amount of financial losses caused by special fraud, classified by delivery method (2013 and 2014)**



## Section 2 Developing Infrastructure for Police Investigations

### 1 Enhancing Investigative Capability

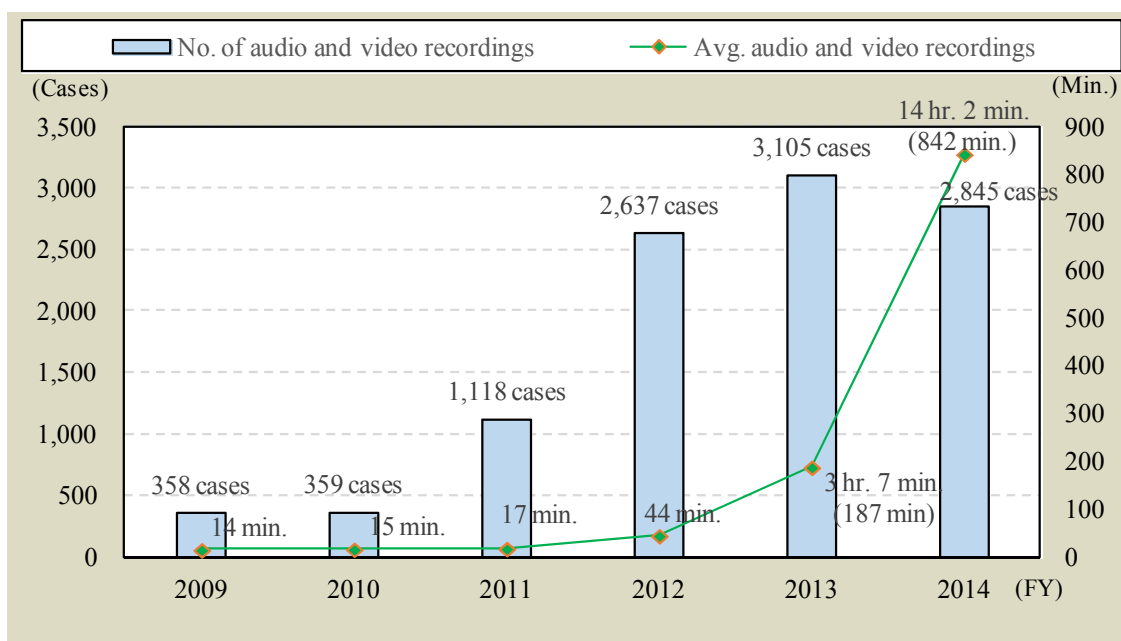
In order to make up-to-date improvements regarding proper and effective ways of obtaining statements that represent the truth during interrogations and regarding ways of passing on these techniques, the NPA promotes advanced and appropriate interrogations. It has created the instruction manual, “Interrogation: Basic Edition” in December 2012 and so on. Also, the NPA promotes examinations of measures for the effective use of DNA profile analysis and the DNA database, the rationalization and streamlining of communications interception, and the advancement of investigative techniques including the introduction of undercover investigation, in order to break away from an excessive dependence on interrogation and written statement, as well as to respond accurately to crimes that are ever more advanced and complex due to developments in scientific techniques and other factors and to enable accurate verification through objective evidence.

### 2 Ensuring Thorough and Appropriate Investigations, and Responding to Reforms within the Judicial System

The number of audio and video recordings made during the interrogations of suspects in cases for trial by lay judges show an increasing trend since April 2009, when the pilot program began nationwide. As for the cases concerning suspects with intellectual disabilities, audio and video recordings were made in 1,117 cases in FY2014, and the average recording time for each case was approximately 6 hours 30 minutes.

In September 2014, the Legislative Council of the Ministry of Justice submitted a proposal for the following systems to the Minister: introduction of a system which requires, as a general rule, to make audio and video recordings be made of the entire process of suspect interrogations for cases subject to trial by lay judges, an agreement system that grants conditions for prosecution in exchange for cooperation in evidence collection, etc., and a system that involves the rationalization and streamlining of communications interception. Currently, the necessary laws are being developed for the introduction of these systems.

**The number of audio and video recordings made during interrogations related to cases for trial by lay judges, and per-case average audio and video recording time (FY2009-2014)**



### Section 3 Initiatives for Protecting Women and Children from Crimes

#### 1 Handling Violent Cases Arising from the Entanglement of Emotions Related to Romantic Attachment

##### (1) Current Circumstances

There were 22,823 confirmed stalking cases and 59,072 confirmed spousal violence cases<sup>12</sup> in 2014, the most confirmed cases of both, since the enforcement of the Anti-Stalking Act and the Act on the Prevention of Spousal Violence and the Protection of Victims.

##### (2) Measures

The police established a system that enables cases in which the immediate securing of personal safety is deemed necessary (e.g., violent cases arising from the entanglement of emotions related to romantic attachment) to be handled in an integrated fashion. The police put the highest priority on ensuring the safety of the victims and other individuals and systematically promote prompt and

appropriate responses including arresting suspects through proactively applying the Anti-Stalking Act, the Act on the Prevention of Spousal Violence and the Protection of Victims and other current laws and regulations, undertaking protection measures such as encouraging victims and other individuals to evacuate to safer places, securing their security and promoting the registration of phone numbers in the 110 Emergency Call Registration System as well as the installment of video cameras.

Moreover, in order to appropriately respond to consultations from victims and other individuals, the police have also introduced Procedures of Support in Decision-making for the Victims" and "Risk Determination Check-list protocols.

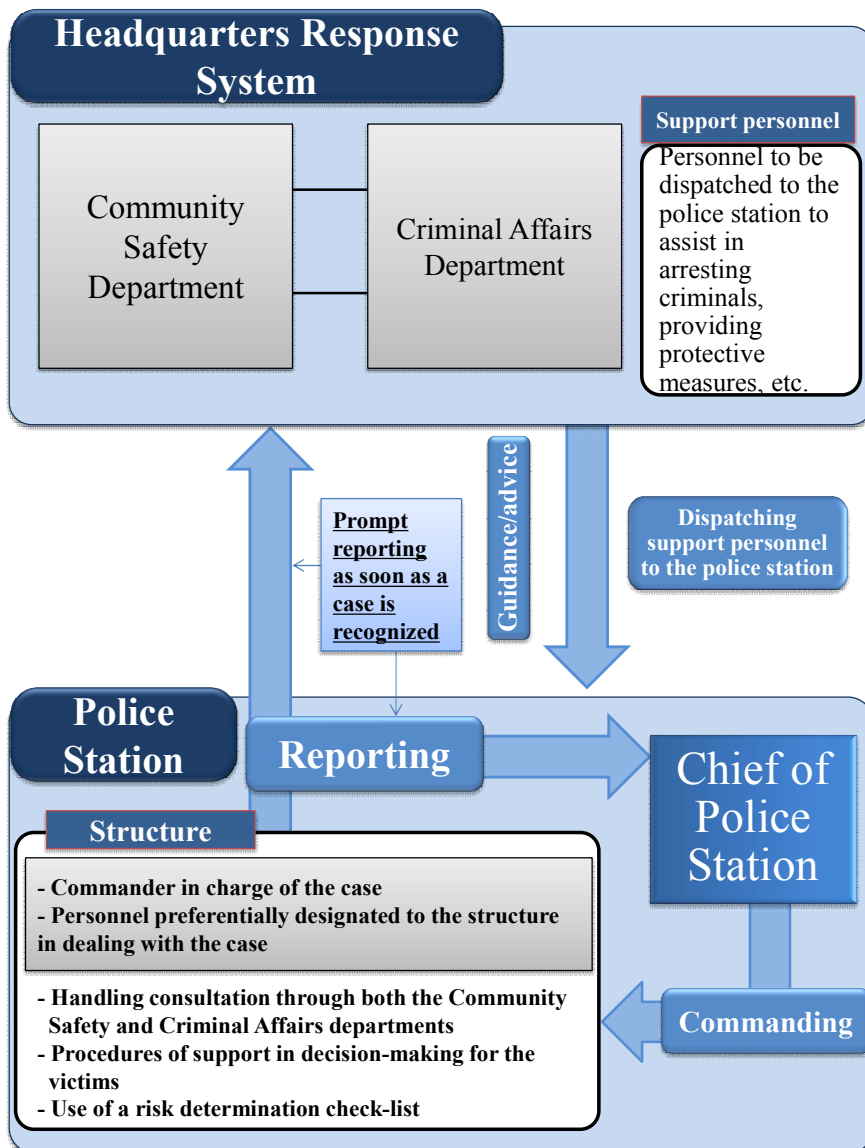
12: Based on the enforcement of the Act for the Partial Amendment to the Act on the Prevention of Spousal Violence and the Protection of Victims enacted in June 2013, figures on and after January 3, 2014 also include cases of violence perpetrated by intimate partners in a relationship of shared principal dwelling (excluding persons living together without a relationship characterized as a marital relationship).

**Trends in the number of confirmed cases of stalking, and spousal violence (2005-2014)**



Note: Stalking cases include the number of cases of continual shadowing, silent phone calls, etc. that do not infringe on the Anti-Stalking Act and other Penal Laws and regulations. Spousal violence cases are the number of cases where victims receive counseling after being subjected to physical violence from a spouse, threats to their life, etc.

**Establishment of a System**



# Chapter 3 Securing Safety in Cyberspace

## Section 1 Threats in Cyberspace

### 1 Characteristics of Threats in Cyberspace

The Internet has become recognized as a social infrastructure essential to citizens' lives and socioeconomic activities. Today, while cyberspace has become a part of citizens' daily lives, cybercrimes such as online banking fraud are frequently committed, and cyber attacks including cyber terrorism and cyber espionage are often carried out on a global scale. Thus, threats in cyberspace are becoming serious. During 2014, the techniques used for cybercrimes such as online banking fraud and spear phishing email attacks were found to have grown more vicious and sophisticated, and the presence of "crime infrastructure" in cyberspace, including malicious proxy servers, was confirmed. In addition, new techniques and services that have the potential to be used by individuals for crimes in cyberspace arose, as seen in the case where an individual used a 3D printer to manufacture a homemade handgun. Much harm was caused by unauthorized login attacks and by the

provision of privately recorded sexual images. Thus, there was a tendency for Internet use to lead to an increased risk of Internet users' involvement in crimes.

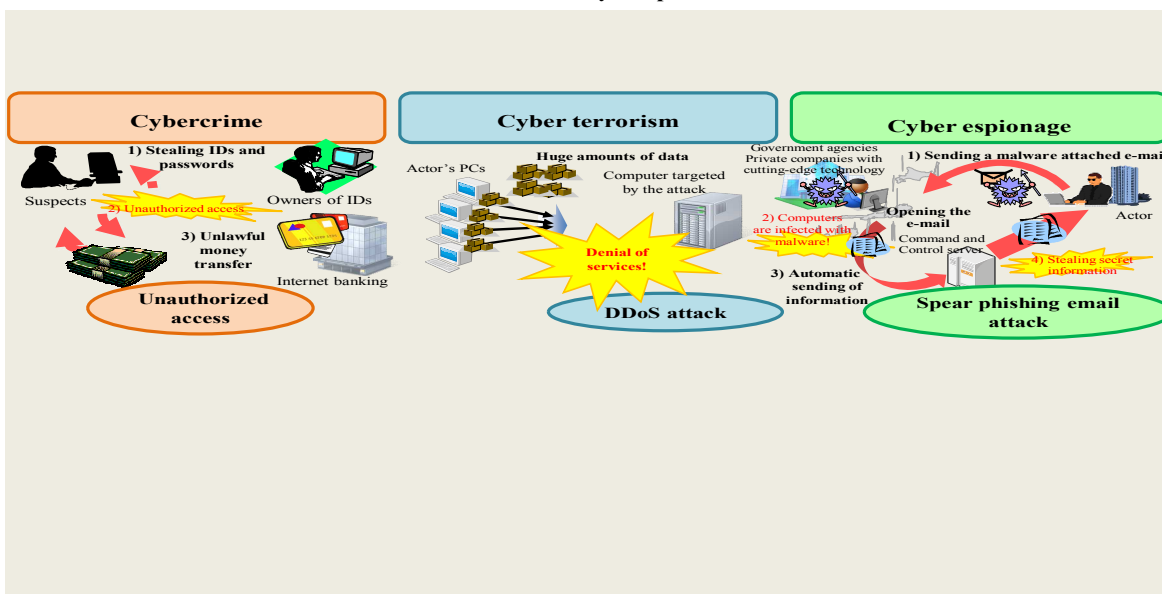
### 2 Cybercrime

In 2014, the number of cleared cases for cybercrime was 7,905, a year-on-year decrease of 208 cases.

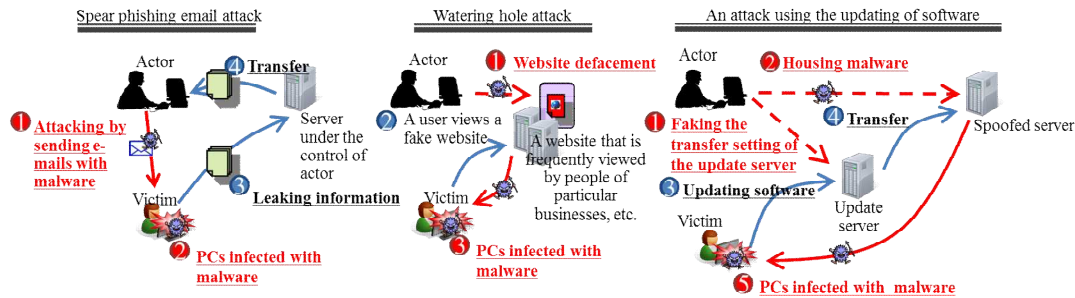
### 3 Cyber Attacks

In recent years, cyber attacks have been occurring in Japan against entities such as government agencies and private companies, and the techniques used are becoming more ingenious. In particular, threats of cyber terrorism, which is an electronic attack causing the core systems of critical infrastructure malfunction and paralyze social functions, and cyber intelligence, which is espionage operation using information and communication technology, are becoming problems that may impact the country's public safety and security.

Threats in cyberspace



## Modus operandi of cyber espionage



## Section 2 Dealing with Threats in Cyberspace

### 1 Measures against Cybercrimes

#### (1) Measures against Online Banking

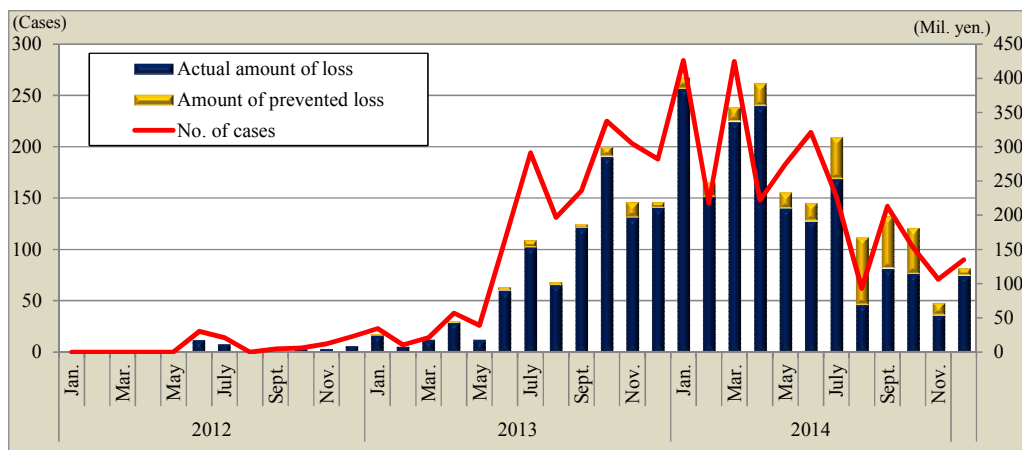
The total loss caused by illegal money transfers has sharply increased since 2013, reaching about 2,910 million yen in 2014, which is the highest to date. The police arrested 233 persons who were involved in illegal money transfers during 2014. In addition, the police have, in collaboration with private companies, implemented preventive measures such as requesting financial institutions to strengthen the security capacity of online banking.

#### (2) Measures against Crimes Arising From Online Dating Sites and Community Sites

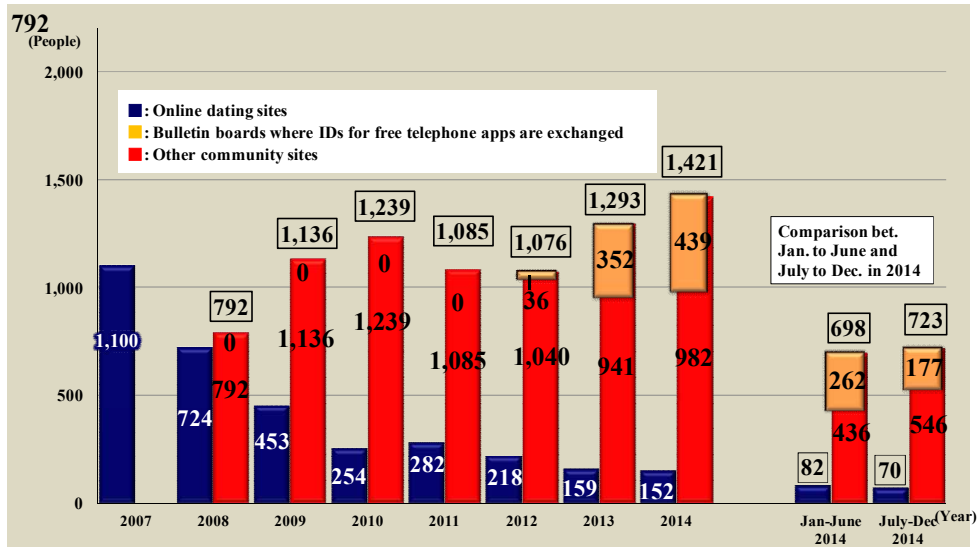
The number of children becoming victims of crimes involving online dating sites has

shown a decreasing trend while the number of children becoming victims of crimes arising from community sites has shown an increasing trend since 2013, due to the increase in the number of victims of crimes involving online bulletin boards where IDs for free-telephone apps can be exchanged. To prevent crimes involving children's use of community sites, the police are promoting the enhancement of website monitoring and are making efforts to introduce effective "Internet zoning", in addition to promoting publicity and public relations and educational activities for the purposes of further spreading filtering and of preventing crimes involving children. The police are making these efforts in collaboration with related government ministries and agencies and other organizations.

Trends in the number of online banking fraud by month



**Trends in the number of child victims of crimes involving online dating sites and community sites**



Note: Statistics of other community sites is available since 2008.

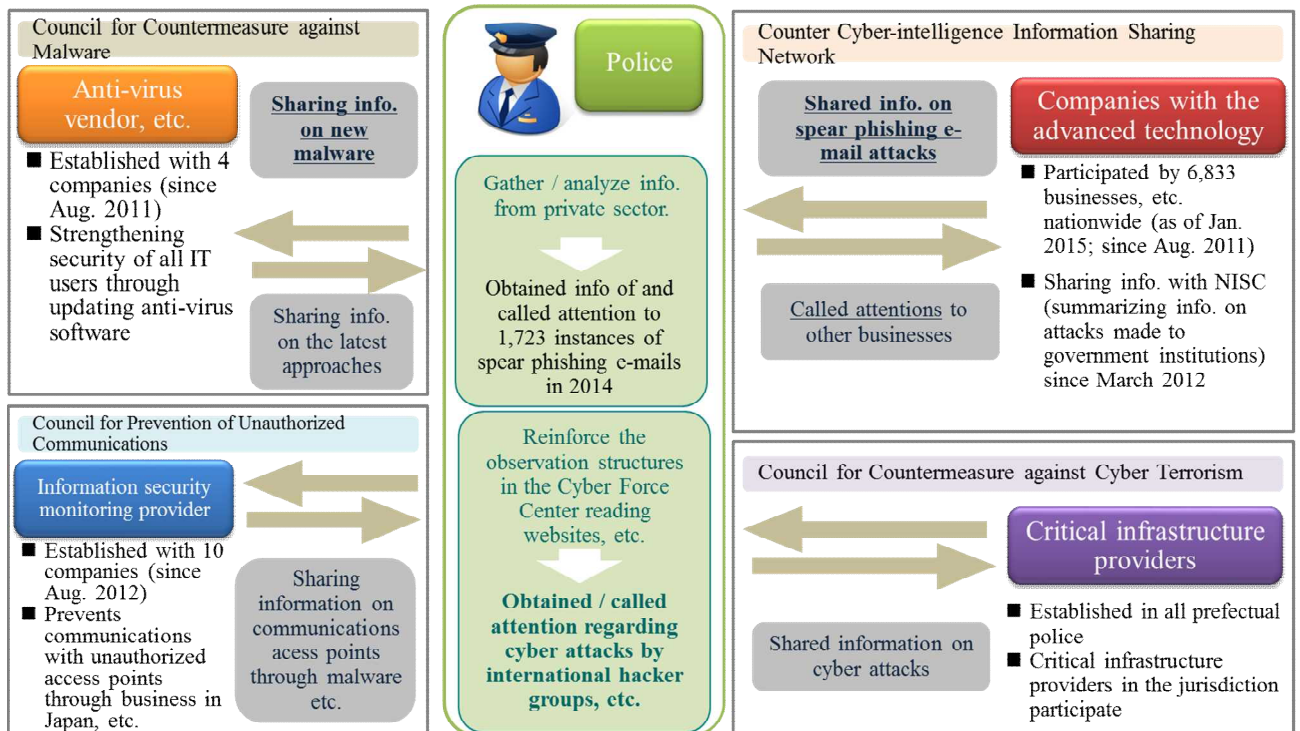
**Section 3 Promoting Collaboration between Government and Private Sector against Threats in Cyberspace**

**1 Promoting Collaboration between Government and Private Sector against Threats in Cyberspace**

In order to counter the threats in cyberspace, it is necessary to collaborate with

private companies. Therefore, the police are establishing a framework to cooperate with entities such as private companies and are utilizing their knowledge to prevent harm caused by cybercrimes and cyber attacks and to ensure an accurate response in the event of an incident.

**Framework for countermeasure with private sectors**



## Chapter 4 Ensuring Safe and Comfortable Traffic Conditions

### Section 1 Traffic Accidents in 2014

The number of fatalities from traffic accidents in 2014 was 4,113. While that number has been steadily decreasing since 2001, the reduction has recently shrunk due to the increase in the population of the elderly whose fatality rate is higher than that of other age groups.

### Section 2 Boosting Traffic Safety Awareness

#### 1 Police Initiative to Eradicate Drunken Driving

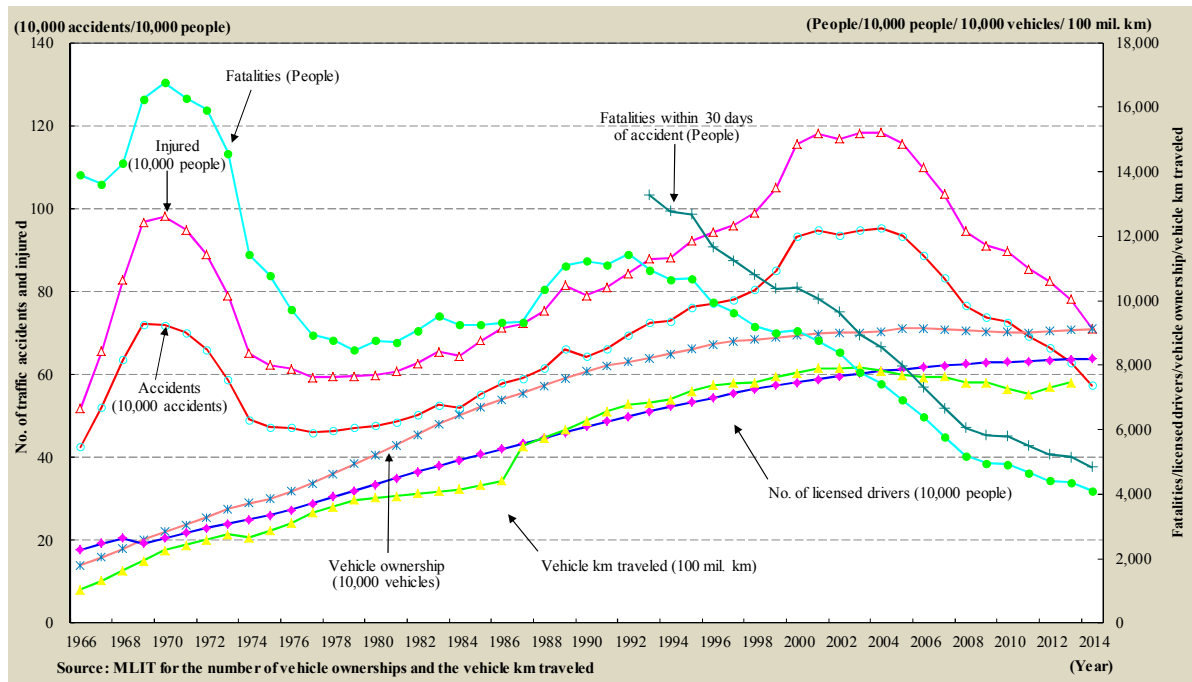
The number of traffic accidents due to drunken driving in 2014 was 4,155 in decrease for fourteen consecutive years. As well as actively informing the public about the

dangers of drunken driving and the facts about accidents caused by drunken driving, the police are promoting participation, hands-on experience and practice-type traffic safety education using goggles that simulate intoxication and other equipment.

#### 2 Promotion of the Safe Usage of Bicycles

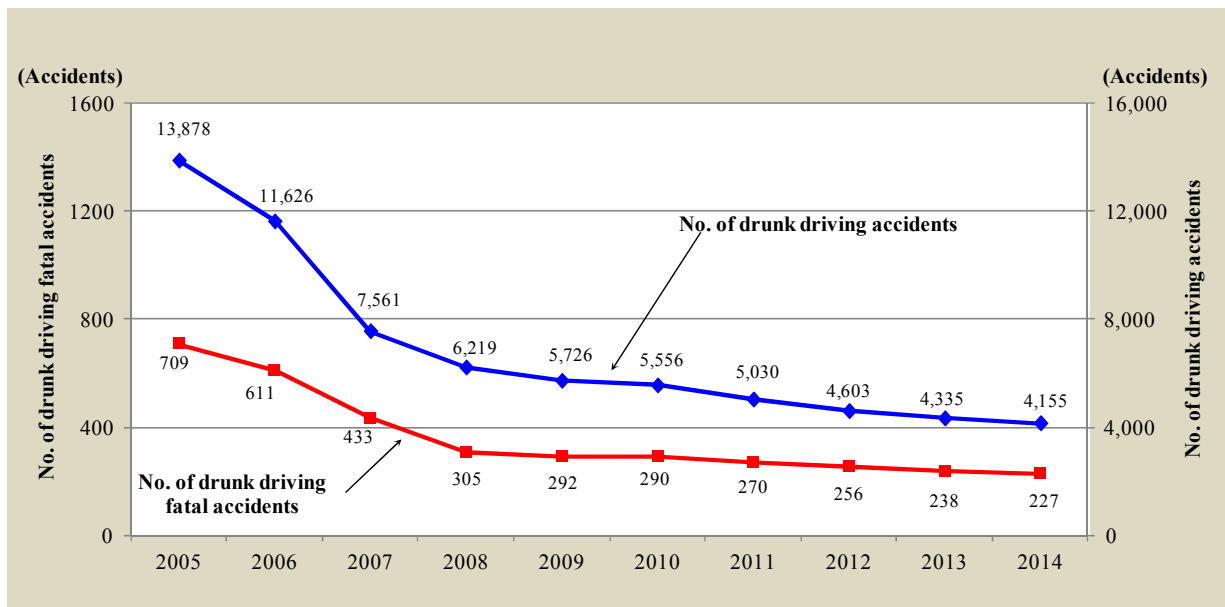
The number of bicycle-related accidents in 2014 was 109,269. While the number fell from the previous year, it still accounts for approximately 20% of overall traffic accidents. The police are reinforcing guidance and regulations for bicycle users, and striving to make everyone aware of rules for bicycle usage, including that cyclists should ride on streets in principle.

**Trends in the numbers of traffic accidents, fatalities, injuries, licensed drivers, owned vehicles, kilometers driven (1966–2014)**





**Trends in the numbers of drunk-driving accidents and drunk-driving fatal accidents (2005-2014)**



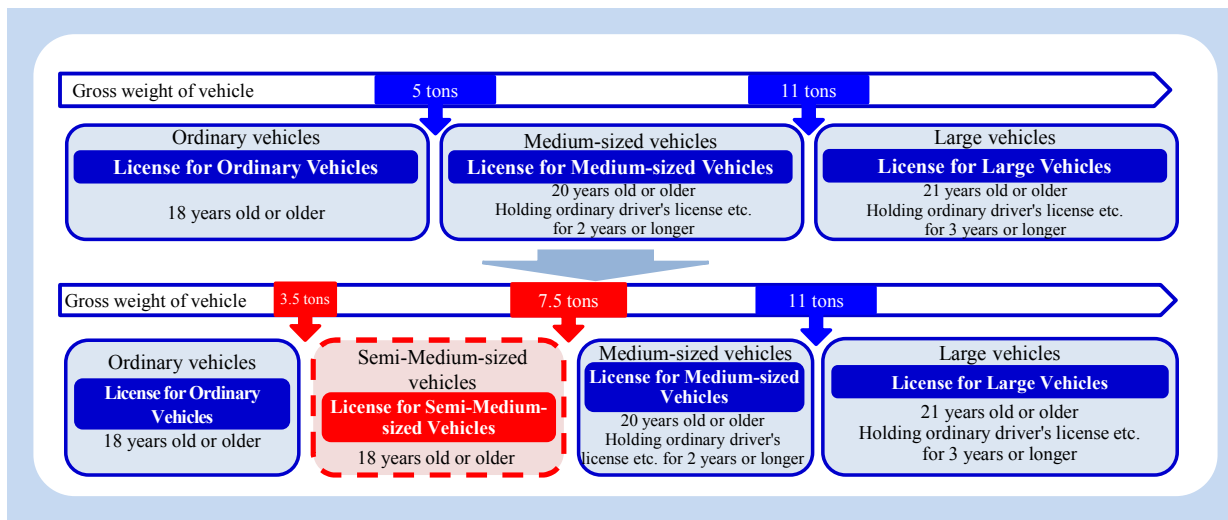
**Section 3 Ensuring Safe Driving**

In order to ensure the safe driving of automobiles and other vehicles, the police are working to enhance education for persons seeking to acquire a driver’s license as well as education after a driver’s license has been issued and are also striving to implement strict and prompt administrative dispositions against drivers who repeatedly violate the Road Traffic Act and/or cause serious accidents, to remove them from the road as soon as possible.

**Column: Amendment of the Road Traffic Act as a Measure for the Prevention of Traffic Accidents Involving Trucks**

With due consideration to the situation of society and with the aim of preventing traffic accidents involving trucks, the Act on the Partial Amendment of the Road Traffic Act, which includes the creation of a license for semi-medium-sized vehicles, which can be acquired from age 18, was enacted at the 189th Diet session in June 2015.

**The creation of a License for Semi-Medium-Sized Vehicles**



**Section 4 Traffic Environment Improvement  
1 Developing Safe and Secure Traffic Environments**

To achieve safety and smooth traffic flow, the police are working to improve traffic safety facilities such as traffic lights and road signs. At the same time, to address the issue of deteriorating traffic lights and other facilities in service for a long time, the police are working on replacing deteriorating facilities, extending the service life of facilities, reducing life-cycle costs from a medium- and long-term perspective on the basis of NPA’s Action Plan for Life Extension of Infrastructure.

**Column: Introduction of Circular Intersections**

**Special provisions for the establishment of traffic rules for circular intersections, which are part of the Act on the Partial Amendment of the Road Traffic Act**

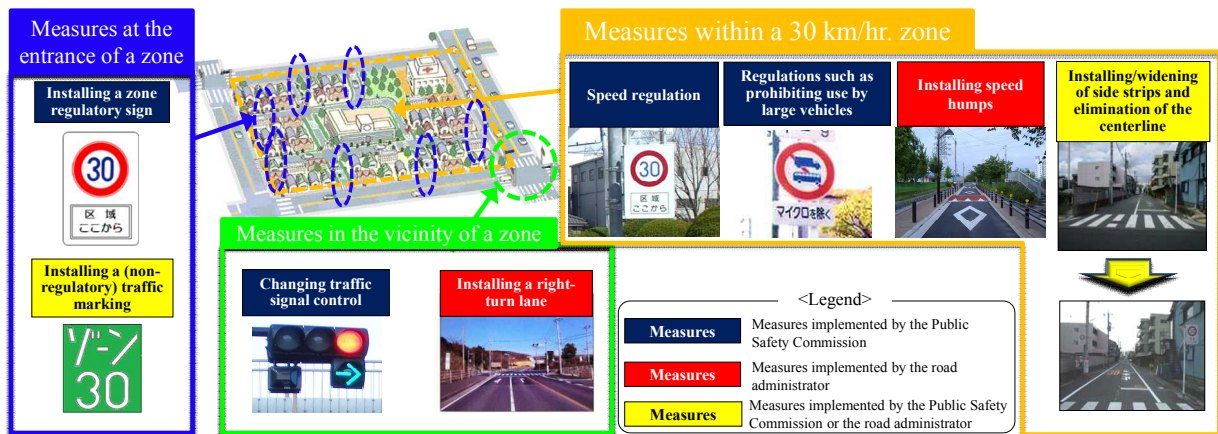
enacted in June 2013, came into force in September 2014, and circular intersections had been introduced at 43 locations by the end of FY2014.

Since circular intersections are expected to contribute to decreases in the number of accidents, mitigation in damage and shortening of waiting time at intersections as well as to improvements in disaster-response capabilities, the police will continue to promote the introduction of circular intersections at proper locations.

**2 Ensuring the Safe Passage of Pedestrians by Improving Traffic Environments**

To ensure the safe passage of pedestrians and others using community roads in residential areas, the police are cooperating with road administrators to promote the establishment of 30km/hr. zones. By the end of 2014, 30km/hr. zones were established in 1,827 places.

Illustration showing the implementation status of 30km/hr. zones



## Chapter 5 Maintaining Public Safety and Disaster Countermeasures

### Section 1 International Terrorism and Countermeasures

#### 1 International Terrorism

##### (1) Islamic and other extremist groups

The situation of international terrorism has gradually changed with the rise of the ISIL, an organization that was initially related to the terrorist organization Al-Qaeda (AQ). The ISIL has been involved in the murder of Iraqi soldiers, as well as American and British hostages and has posted videos of these acts of violence on the Internet, shaking the international community with its cruelty. In addition, it has been reported that more than 20,000 foreign fighters have participated in the conflict in Syria. It has been pointed out that there is a potential danger that these fighters could carry out terrorist attacks in their home countries after their return. Recently there have been incidents in which Japan's interests and Japanese nationals were actually targeted. The terrorist incidents in Syria involving Japanese nationals which took place in January and February in 2015, and the terrorist incident which took place in Tunisia in March of the same year are examples of such incidents. There is a growing concern over the possibility of Japanese nationals being involved in terrorist attacks or abductions in the future.

##### (2) North Korea

As of December 31, 2014, the police have determined 13 suspected cases of abduction by North Korea involving 19 victims, and are acting on international arrest warrants issued against 11 North Korean operatives involved in eight abduction cases.

In addition, the Japan-North Korea Government-Level Consultations were held in

March 2014 for the first time in over a year and four months, and in the subsequent consultations held in May of the same year, North Korea promised to conduct a comprehensive and thorough investigation into the whereabouts of all Japanese victims, including abductees and missing persons. In response to North Korea's launch of the investigation after the consultations held in July 2014, the Japanese government lifted some sanctions imposed on North Korea. As of April 1, 2015, however, the Japanese government has not obtained any specific information from North Korea on the results of the investigation.

#### 2 International Terrorism Countermeasures

In response to the recent severe situation of terrorism, the NPA established the “NPA Headquarters for the Promotion of Countermeasures against Terrorism” in February 2015 and has been making further efforts to prevent terrorism and to strengthen terrorism response capabilities by considering and promoting counter-terrorism measures.



**Exercises by the Counter-NBC (Nuclear, Biological, Chemical) Terrorism Squad**

Among the measures to prevent terrorist attacks, the NPA is promoting cooperation

between the government and private entities for counter-terrorism. It is also enhancing measures to protect nuclear, biological and chemical materials for the prevention of NBC terrorism. In order to enhance the systematic response to terrorist attacks, the NPA is making efforts to improve and strengthen anti-terrorism squads and to promote joint exercises with the Japan Self-Defense Forces.

## Section 2 Foreign Affairs and Countermeasures

### 1 Harmful Activities against Japan and Countermeasures

North Korea has made repeated military provocations, such as launching ballistic missiles, in its rivalry with the U.S.-South Korea joint military exercises. At the same time, North Korea has agreed to continue to hold high-level talks with South Korea. In this way, North Korea's diplomacy has alternated between dialogue and provocation. As for its policy toward Japan, North Korea appeared to have tried to form pro-North Korea public opinion in Japan by accepting Japanese delegations led by famous persons in a positive manner and allowing the Japanese groups to continue to visit the graveyards of their relatives who died in North Korea as a part of efforts to bring back their remains.

### 2 Cracking Down on Illegal Exports of Materials Related to Weapons of Mass Destruction

The police have been tightening their crackdown on illegal activities in violation of the sanctions imposed on North Korea. By April 2015, the police had exposed a total of 34 illegal activities.

## Section 3 Public Safety and Countermeasures

### 1 Trends in Aum Shinrikyo and

### Countermeasures

To prevent a recurrence of Aum Shinrikyo's indiscriminate mass murder, the police are working with related agencies to reveal its actual state and are strengthening the crackdown on its coordinated illegal activities. In addition, the police are also promoting public relations activities in order to prevent memories of the series of heinous incidents perpetrated by the Aum Shinrikyo, such as the Sarin Gas Attack on the Tokyo Subway, from fading, and to obtain an accurate understanding of its current situation.

### 2 Trends in Extreme Leftist Groups and Countermeasures

In 2014, extreme leftist groups, attempting to maintain and expand their organizations, and engaged in popular movements and labor movements such as anti-nuclear power demonstrations while concealing their violence and political leanings.

The police are pressing ahead with criminal investigations related to extreme leftist groups, utilizing sweeping searches on apartments and other places to uncover underground strongholds, and public relations campaigns using posters and other materials.



National Workers' All-Out Rally by extreme leftist groups (November, Tokyo)

### 3 Trends of Rightist Groups and Countermeasures

In 2014, rightist groups conducted protest activities, including propaganda activities on the streets, seizing on such issues as illegal

fishing for coral off the coast of the Ogasawara Islands by Chinese fishermen, target practice conducted by the South Korean Navy in waters including Japan's territorial waters off the coast of the Takeshima islands, and the publishing of articles on the comfort women issue by The Asahi Shimbun which that newspaper withdrew and apologized for later. The police are striving to prevent serious incidents such as terrorism acts by rightist groups, and are engaged in crackdowns on their illegal activities.

In addition, right-wing citizens' groups, including Zaitokukai, are organizing activities such as demonstrations and rallies at various locations and sometimes commit illegal activities arising from trouble with groups which oppose the actions of right-wing citizens' groups. The police continue to take strict measures, based on the law and evidence, should any illegal activity be confirmed.



**Demonstration by a right-wing citizens' group (November, Tokyo)**

## Section 4 Dealing with Disasters and Security Measures

### 1 Dealing with Natural Disasters

In 2014, earthquakes, heavy rains, typhoons, gales and storm surges resulted in 166 fatalities/missing persons and 621 injuries. In August of the same year, torrential downpours in and around Hiroshima City caused landslides, and in September, Mt. Ontake erupted. The police responded to the

series of these large-scale disasters, implementing activities such as the rescue of disaster victims and search for missing persons.



**Search activities for missing persons (Hiroshima Prefecture)**

### 2 Imperial/Dignitary Protection

With due consideration to the affinity between the Imperial Family and the citizenry, the police have implemented security measures to ensure the safety of the Imperial Family, as well as to manage crowds and prevent accidents among well-wishers.

In addition, under the current climate of heightened tension surrounding important officials, with concerns of possible terrorist and other illegal attacks, the police are implementing appropriate security measures to ensure their safety.



**Escort for the Imperial Family visiting the Ise Jingu Shrine (March, Mie)**

## Chapter 6 Police Activity Support

### Section 1 Foundation of Police Activities

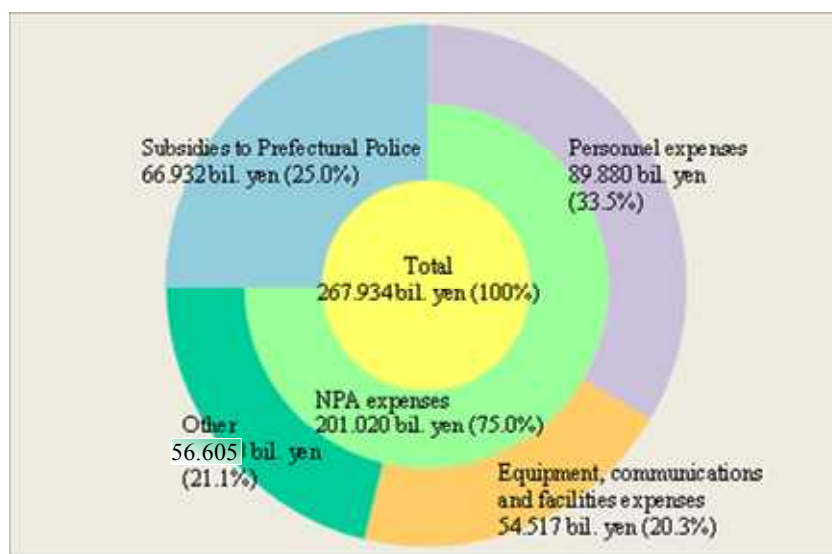
#### 1 Structure

The total number of police personnel in FY2015 was 294,669, of which 7,741 were NPA personnel, and 286,928 were prefectural police personnel (as of April 1, 2015).

#### 2 Budget

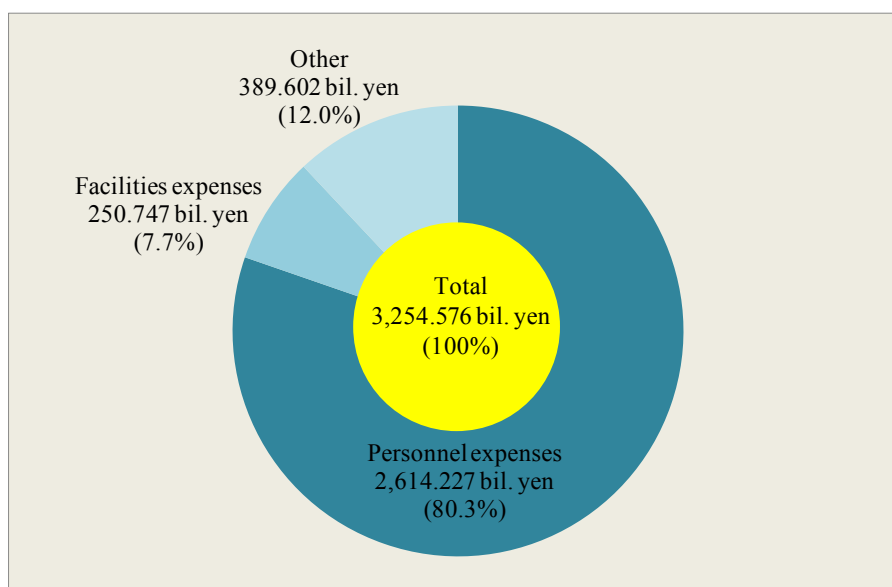
The police budget consists of NPA budget and Prefectural Police budgets. The national government covers expenses to operate the NPA, directly appropriated expenses for PPH activities of national significance, and subsidies to supplement PPH budgets.

**National Police Agency budget (after final FY 2014 revisions)**



**Note: Excluding 69.839 bil. yen for the expenses to include in the special account for distribution of local allocation and shared taxes**

**Prefectural Police budget (after final FY 2014 revisions)**



### 3 Police Info-communications

The police are developing various info-communication systems that enable them to immediately respond to incidents, accidents, and disasters in any situation. They are working to provide these nationwide and increase the sophistication of systems.

### 4 Management and Operation of Detention Facilities

As of April 1, 2015, there were 1,158 detention facilities nationwide. In accordance with the Act on Penal Detention Facilities and Treatment of Inmates and Detainees, police have fully separated investigations and detention while promoting treatment that pays due regard to the human rights of detainees and pressing ahead with facility improvements, to ensure appropriate operations in detention management. In

addition, in order to ensure the uniform treatment of detainees nationwide, the NPA implements planned patrols of all prefectural detention facilities every year.

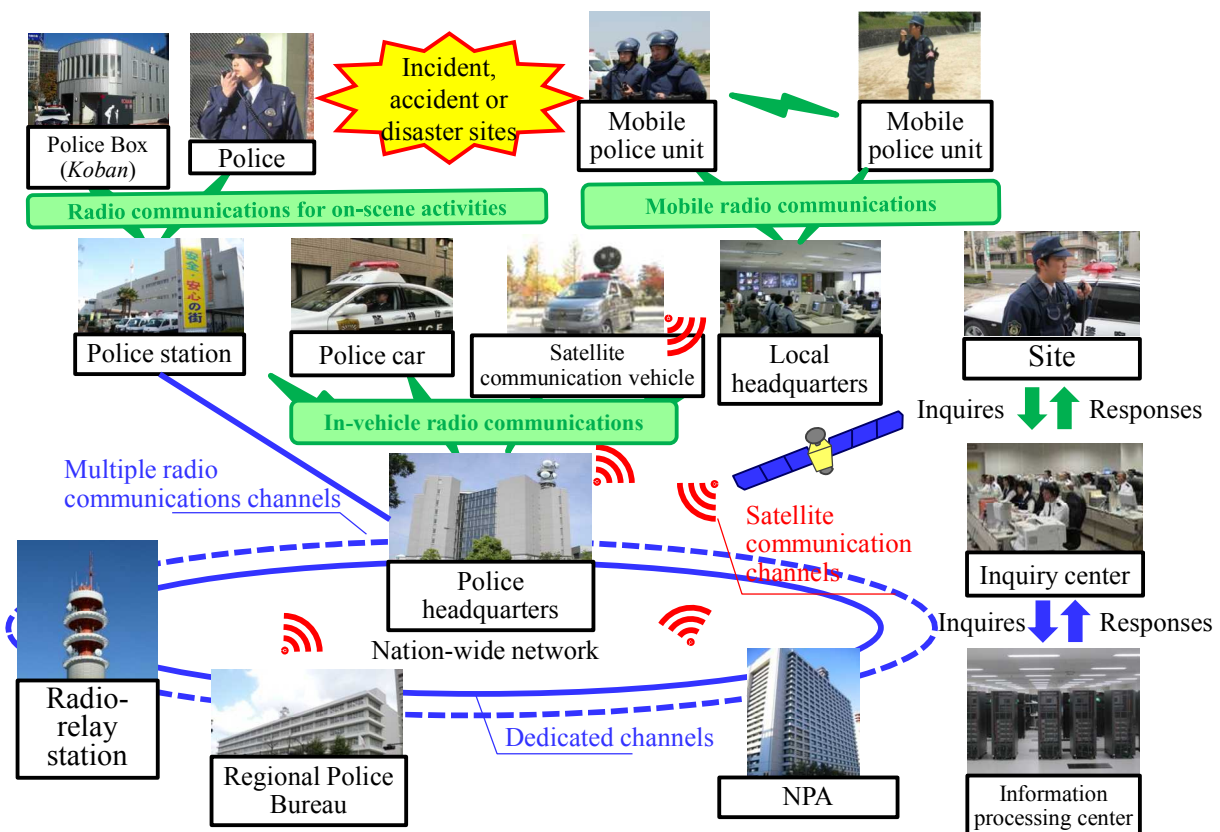
### Section 2 A Strong Police Force Able to Prove Worthy of Citizens' Expectations and Trust

#### 1 A Strong Police Force Able to Prove Worthy of Citizens' Expectations and Trust

##### (1) Active and Rational Organizational Management

In September 2013, the police set forth policies to strengthen efforts for the establishment of a strong police force that can prove worthy of citizens' expectations and trust. They are advancing active and rational organizational management.

Infrastructure that helps the police to communicate among themselves about their activities



Specifically, while police duties are becoming diverse and wide-ranging, in order to fulfill the responsibilities the citizens charge them with, the police are moving ahead with bold streamlining/optimization centering on police station duties, and tackling the utilization of enhanced capabilities by young police officers at an early stage, given the advent of a period of mass hiring and retirement. Also, together with rigorously handling misconduct and undisciplined behaviors by police officers, the police are working on the construction of a system for duties that would mitigate those risks, based on the analysis of causes and context behind individual cases.



**Education for young police officers**

## (2) Carrying out Inspections

In FY2014, the NPA and regional police bureaus implemented 2,047 inspections at sites that include prefectural police with the aim of improving their operation, including by providing guidance about the appropriate storage and management of external data storage media.

## 2 Police Activity Transparency

When undertaking activities to prevent local crimes and traffic accidents, it is necessary to understand the views of the residents and their demands, and to obtain the understanding and cooperation of local residents. Consequently, all police stations nationwide have, in principle, set up Police Station Councils. These councils allow the Chiefs of Police Stations to hear the views of local residents regarding police station affairs, and also

provide an opportunity to seek their understanding and cooperation.

## 3 Efforts of the Ministerial Meeting Concerning Measures against Crime

Presently, while indicators of public security in Japan, such as the number of confirmed criminal offenses are improving, the nation is facing serious threats that include cybercrimes, cyber attacks, international terrorism, and organized crime. In addition, good public security ensures the safety of citizens' lives while also contributing to social and economic development. Given that, in December 2013, The Strategy to Make "Japan the Safest Country in the World" was drawn up at the 21st Ministerial Meeting Concerning Measures Against Crime, and approved by the Cabinet.

## 4 Support for Crime Victims

The victims of crime and their bereaved families or families not only suffer physical, emotional or financial harm directly as a result of the crime, but also incur a varying range of secondary victimization. Therefore, police are working to enhance a variety of aspects of their support for victims of crime and their families.

## Section 3 Collaboration with Foreign Public Security Organizations

The NPA is strengthening cooperative relations with public security organizations of foreign countries, including the Association of Southeast Asian Nations (ASEAN) member states, in the fields of countering international terrorism and improving cyber security.

In addition, the NPA is working to enhance bilateral relationships through such measures as holding consultations with public security organizations of countries including China, South Korea and Viet Nam, with which Japan has had close relationships in crime control.





**The 2nd Japan-Viet Nam vice-ministerial level Public  
Safety and Security Dialogue**