

JAPAN'S CHALLENGE ON THE INCREASE IN CRIME IN THE NEW CENTURY

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Introduction

In late 1990s, the Japanese economy was mired in recession after the bursting “ bubble ” economy. In addition, in 1997 Japan was struck by a financial crisis that paralleled the current financial crisis in the US. At the same time, Japan faced a sharp increase in crimes; the number of recorded penal code crime¹ in 2002 reached 160% of the number recorded in 1996. Therefore, in response to this trend, the Japanese Police undertook strong crime reduction measures that focused upon street crime and break-in crime as well as taking action to lead a whole-governmental policy against increasing crime in 2002.

Accordingly, in the following year, the Japanese Government set up a ministerial meeting for crime reduction that comprised ministers from all government ministries and which was aimed at mobilizing possible resources to fight crime in conjunction with a 2003 national action plan for crime reduction.

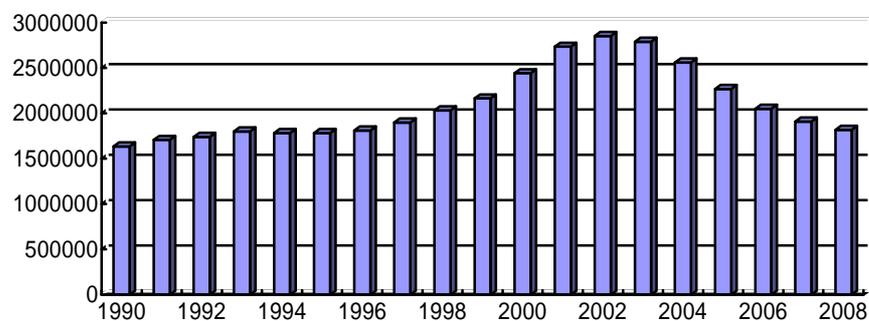
During the five-year term of this national action plan, Japan has successfully and significantly reduced the crime rate. Crimes have decreased by more than one million recorded penal code crimes; this change represents a drop by one third of the number reported in 2002. In this paper, we aim to briefly summarize the results of the Japanese Government's comprehensive measures for crime reduction and discuss both national and local police initiatives that help promote those measures. We think our paper would contain helpful suggestion for police organizations that recognize the danger of increasing crime during the worldwide economic recession.

Crime in Japan between late the 1990s and 2002

From the 1960s to the early 1990s, as described by Bayley (Bayley 1976), the crime rate in Japan remained low and was stable. The number of recorded penal code crime remained near (even below) 1.5 million cases per year.

In 1991, however, this all changed. The bursting of the “bubble economy” in this year was followed by a long economic recession and by what has been called “the lost decade.” During this difficult period Japan was also hit by a financial crisis in 1997. The number of recorded penal code crime rose above the 1.7 million mark for the first time in 1991 and proceeded to increase to above two million in 1998, as the financial crisis was followed by another increase in crime. This trend of increasing penal code crimes was recorded to peak at 2.85 million in 2002, the highest number ever recorded. Overall, the increase in the crime rate during this 5 year period (1998-2002) was a startling 40.3 %. The latter figure is especially sobering when it is compared with the 5.5% rate of increase observed during the immediately preceding 5 years (1993-1997) (Figure 1).

Figure1. The number of recorded penal code crime in Japan (1990-2008).



Source: NPA

Comprehensive police initiative to reduce street crime and break-in crime

Background

As already outlined, the number of recorded penal code crime reached a new post-war high for seven consecutive years until 2002. Gravely concerned about this situation, the Japan police undertook unprecedented measures to reduce crime reduction.

To this end, our analyses found that the major increases in crime were in the areas of street crimes and home break-ins. For example, all crime increased over the worst five-year period, but street robberies doubled and sexual assaults in public increased 105% during this time (Table 1).

Table1. The number of recorded major street crimes² in Japan (1998-2008).

(Cases)

	1998	1999	2000	2001	2002	
Total	1,265,576	1,359,012	1,502,108	1,664,309	1,630,549	
Indecent Assaults	2,399	3,196	4,475	5,786	5,915	
Street Robberies	1,119	1,495	2,070	2,509	2,888	
	2003	2004	2005	2006	2007	2008
Total	1,481,377	1,275,413	1,086,497	943,614	876,346	831,410
IA	6,145	5,510	5,254	5,131	4,640	4261
SR	2,955	2,695	2,192	1,759	1,537	1437

Source: NPA

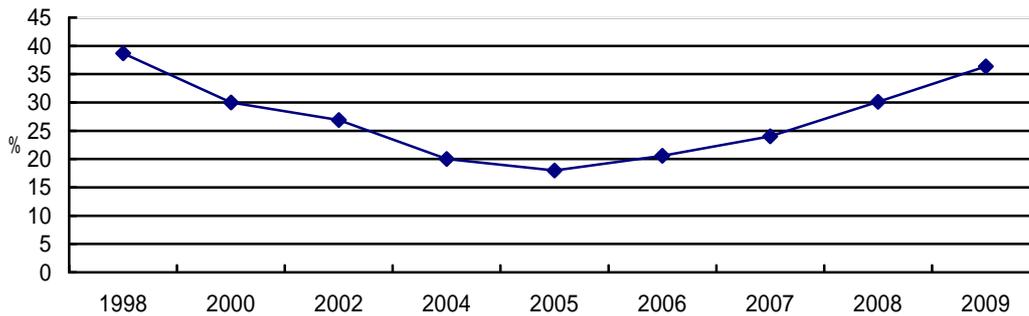
Regarding break-in crime, burglaries targeted at a private house increased 1.4 times, to 0.13million, and robberies targeted at private house, nearly doubled. – striking increase. This situation had a deep impact on the sense of security in the Japanese public. (Table 2 and Figure 2)

Table2. The number of recorded major break-in crimes³ in Japan (1998-2008).
(Cases)

	1998	1999	2000	2001	2002	
Total	252,325	277,179	319,248	332,719	374,602	
Break-in Robberies	1,314	1,649	1,786	2,335	2,436	
Burglaries	13,308	14,549	20,976	26,686	33,872	
	2003	2004	2005	2006	2007	2008
Total	376,446	331,228	281,499	238,389	204,811	181,501
BR	2,865	2,776	2,205	1,896	1,700	1,647
Burglaries	40,348	37,857	34,518	31,030	27,383	24,807

Source: NPA

Figure2. The rate of people who feel positively about Japanese public safety (National Poll 1998-2009).



Source: Cabinet Office

Basic approach to crime reduction

Based on the findings of the crime analysis, the National Police Agency (NPA) established a comprehensive framework for crime reduction and kicked off the campaign for crime reduction in November 2002, named “Comprehensive measures against street crime and break-in crime.”

Beginning in January 2003, all 47 prefectural polices focused upon target communities. They introduced practical plans for reducing street crime and break-in crime based on the current crime situation in targeted community areas. Essential to this effort, was need to implement effective work management strategies and to measure results in order to carry out effective countermeasures to criminal activities. It was also necessary to establish a series of management cycle to formulate a plan for deterring crime in each community. Such plans needed to be implemented then evaluated continuously.

Police activities against street crime and break-in crime

The many and the various crimes committed by delinquent groups, such as motorcycle gangs and youth gangs cannot be ignored if we are to improve public safety in Japan. Approximately 70% of those arrested for street crime such as purse-snatching, street robberies are juveniles. The police have positioned efforts to crack down on delinquent juvenile groups as an important pillar in the measures against street crime.

Prevention of crimes is a major goal. For prevention of street crime and break-in crime, it is important not only to arrest street criminals and burglars, but also, to enhance preventative measures such as cracking down on carrying knives and lock-picking tools in accordance with the Minor Offences Law and the Firearms and Swords Control Law. This will help prevent crimes before they occur.

The police also engaged in other preventive activities aimed at reducing elements that may encourage criminal activity. Some of these measures include the removal of illegally parked bicycles, posters of escort services and graffiti and are conducted with the cooperation of the community, public and private sectors.

The national initiative, “Action Plan to Create a Crime-Resistant Society”

Ministerial meeting

While promoting the campaign against street crime and break-in crime, NPA was conducting a national governmental consensus on crime reduction. During this same period, the public’s sense of fear regarding the increase in crime had reached lawmakers. This led legislators in the majority Liberal Democratic Party to create a party policy addressed to crime reduction “The urgent motion on public safety” In addition, the major opposition party, the Democratic Party, also incorporated policy for crime reduction in “The manifesto 2003.”

In response to these moves, the Japanese cabinet initiated “the ministerial meeting against crime” in September 2003. The ministerial meeting comprised all ministers and was chaired by the Prime Minister. In December of 2003, this meeting adopted “The action plan to create a crime-resistant society (APCCS)”

APCCS emphasized following three view point: The first point emphasized promotion of the public’s initiative to fight against crime. The second point endorses the development of a social environment that is crime-resistant. The third point stressed the need to overcome bureaucratic sectionalism in the course of the promotion of actions aimed at fighting crime.

In accordance with these three view points, APCCS required participating authorities to take 148 individual actions toward realizing this plan. These included activities such as support for anti-crime volunteers, strengthening of police activities at *koban*⁴, promotion of crime prevention through environmental design, increase of car number reading system, promotion of juvenile education in communities, enforcement of immigration laws and reduction illegal residents. After adoption of APCCS, the ministerial meeting also created “Measures to defend children from crimes”

in 2005 and “Guideline for defending business sectors from anti-social groups.”

Implementation framework of APCCS

To implement the APCCS, the ministerial meeting was organized into two inter-ministry working groups. One group was charged with fighting organized crime groups; the other group aimed at promoting the building safe communities nationwide.

Furthermore the Government integrated existing individual inter-ministry committees and various task forces related to crime reduction into the ministerial meeting. Some of the groups included were the committee against human trafficking, the committee on measures to defend children from crimes, the task force fighting against firearms crimes, the task force against drug abuse, and the task force fighting against transnational organized crimes and terror. All ministries, task forces and committees regularly report their activities and progress on the measures outlined in the APCCS to the ministerial meeting for review.

By 2008, the final year of the APCCS’s term, the number of recorded penal code crime crimes had dropped to the 1.8million mark. This change represented a decrease of more than one million recorded penal code crimes in 5 years.

Outlines of APCCS and outcomes in general

Based on these the points outlined in the APCCS, most ministries planned 148 individual actions which are divided into five major categories.

- 1 Prevention of crime that threatens daily life
- 2 Community involvement in the prevention of juvenile crime

- 3 Implementation of measures to protect against transnational menace.
- 4 Protection of the economy and society from organized crimes
- 5 Development of fundamentals for public safety

The major actions in the first category (above) involved supporting community members' voluntarily crime prevention activities and strengthening of koban police activities with community members (e.g., community policing, problem-oriented policing, etc.). It also included promotion of the type of crime-resistant product design and environment that is based on the situational crime prevention theory (Clarke1992).

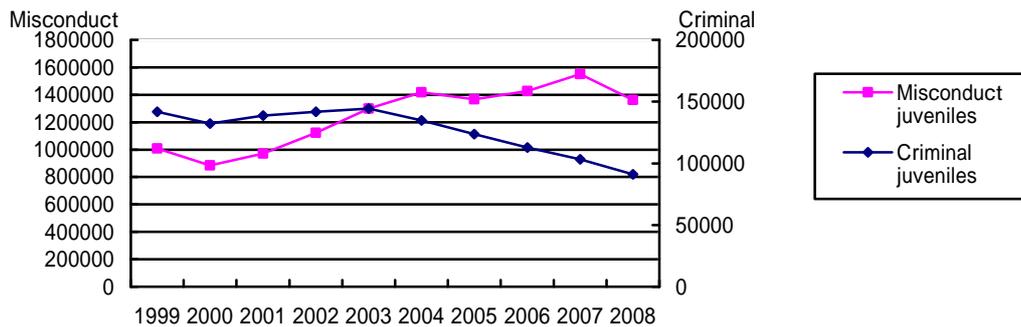
These actions brought significant results. For example, the number of voluntary crime prevention groups increased from 3,056 in 2003 to 37,774 in 2007. In addition, the number people participating in these programs was 2.34 million in 2007 compared with 0.18 million in 2003.

The second category's major actions entail strict measures related to treatment of juvenile crime and the promotion of inter-organizational juvenile support. These actions also bore significant result. For example, a decrease of more than a 30% in the number of juvenile criminals arrested was observed. On the other hand, a high number of incidents involving juvenile misconduct, such as drinking alcohol or smoking remains. However, we believe the enhancement of police activity to deal with the latter type of juvenile misconduct has prevented escalation of juvenile misconduct to other kinds of crimes (Figure3).

The third category's major action is the reduction of the number of illegal residents. This has been achieved by the strengthening of border control and joint operations concentrating on the deportation of illegal residents, support for hiring and employment of only legal residents, and education in cooperation with communities. The outcomes of these actions are as follows. The number of illegal residents decreased from 219,000 in 2004 to 113,000 in

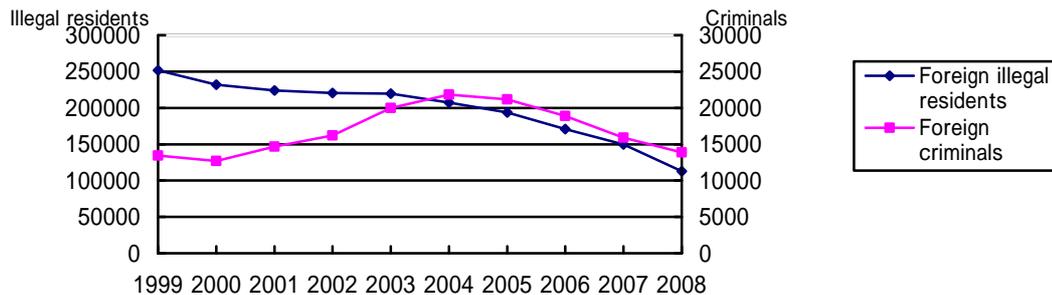
2008 and ; in addition the number of arrested foreign visitors decreased from 21,842 in 2004 to 13,880 in 2008(Figure4).

Figure3. The number of penal code criminal and misconduct juveniles guided by the Police (1999-2008).



Source: NPA

Figure4. The number of foreign illegal residents and foreign criminals⁵ (1999-2008).



Source: NPA

The fourth category's major actions involve measures that prevent the funding of organized crime groups. These include the exclusion of organized crimes' entities from the market, the strengthening of money laundering

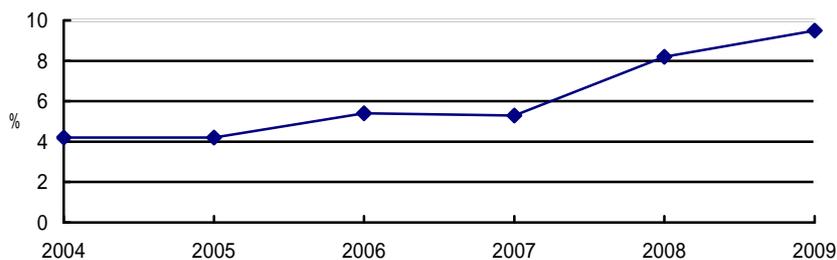
investigations and measures to fight cyber crimes, such as the strengthening of cyber patrol.

The fifth category's major action variously aimed at increasing public safety. They include incrementing the number of law enforcement officers, introduction of new border control systems, such as a biological identification system, and an expansion of prisons.

During the 5 years of APPCS, the number of recorded penal code crime had decreased every year and, in the last year of APCCS, the number of reported penal code crime was 1.8million;8 million; a more than one million crimes have been decrease in 5 years.

The national poll shows the public sense of security has improved as well. The rate of people who feel that public safety is improving has doubled when compared with the rate in 2004 (figure 5).

Figure5. The rate of people who feel public safety improving (National Poll 2004-2009).



Source: Cabinet Office

Reviews of some individual measures taken in accordance with APPCS

Support of volunteer groups for crime prevention

Actually, local initiatives involving volunteer activity for crime prevention has a long history. For example, as early as 1963, Bohan Kyokai was set up as a national body of crime prevention volunteer groups in Japan. However, recently growing concern regarding public safety in communities has stimulated more volunteer activity and a movement to organize Non-Governmental Organizations (NGOs) for crime prevention. According to APCCS, NPA started to implement various forms of support for these groups.

Five categories for supporting NGOs are: information, training, enhancing partnerships, finance, and equipment. First of all, with respect to information, the Japanese police, mainly through the police stations and kobans, have long provided public information on suspected criminal activity. This is distributed through such items as bulletins and community papers in order to promote crime prevention activities by citizens and the community. As well, the police currently provide information through websites and text messages. Members of the community can view geographic information systems (GIS), which show crime sites on maps. If people subscribe to text information service on their cell phone, they can be notified immediately of general information regarding crimes, accidents, or police alerts.

Secondly, with respect to NGO training, the police, in conjunction with local governments, provide training that includes advice on creating maps, leadership training, driving safety skills, and a vast array of activities that address crime prevention by the general public. The police supported training for 15,433 NGOs in 2008.

Third, partnerships between NGOs and the police have been promoted in various combined activities with NGOs. It conducted patrol. In 2008, this included patrols and seminars.

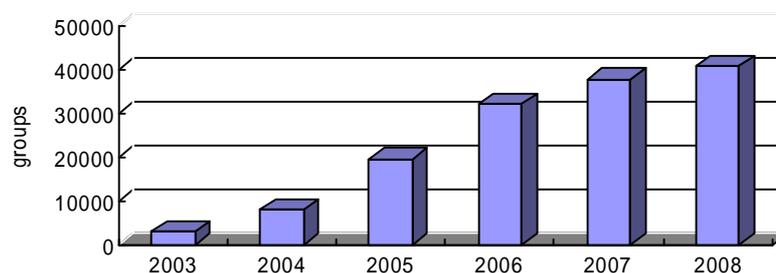
Fourth with regard to finances, NPA has taken a lead in establishing a financial support system for NGOs aimed at crime prevention. The police

and local governments provide subsidies for office supplies, flashlights, caps, armbands, insurance, etc. The amount of support and the type of support given to these NGOs depends on the area in which they are located.

And fifth, equipment is available for NGO use because the police and local governments lend these organizations cars and office space for their activities.

In sum, these various kinds of support have helped the growth of NGOs enormously. Indeed, the number of these organizations had increased to 40,538 at the end of 2008, a tenfold increase of the number in 2004(Figure6).

Figure6. The number of NGOs involved in crime prevention (2003-2008).



Source: NPA

“Super Street Lamp” program

“ Super Street Lamp (SSL)” is a street lamp equipped with alarm and surveillance camera functions. It has been installed, in sets of one dozen (i.e., lamps), in areas across Japan that have been identified as high crime areas. When a pedestrian feels that he or she may be in danger, this person can push a button on SSL which will immediately connect him/her to the police station; in such cases, a policeman is then able to monitor this area using not

only the surveillance camera of that particular SSL but also cameras mounted on other SSLs in the area.

NPA started the model project and installed each for SSL in 10 different areas in 2002 and 2003. Following this, the NPA then created a subsidy system for the installation of SSLs by local governments (prefectural police), and a total of 536 of these devices were installed in 58 different areas by the end of March 2007.

NPA reviewed the crime prevention effects of SSL. In fiscal year 2002 (April 2002 to March 2003), there were 10 SSL systems installed and that began to operate from operating in April 2003. In 8 out of 10 these areas, crime decreased with the average rate of decrease being 14.5%. On the other hand, in police jurisdiction area including those 10 areas' crime decrease rate in average was 4.2%. Crime decreased in areas where the SSL system was installed at a rate that was three times higher than in areas where the SSL was not in use.

Based on the results of the above review, NPA continued to subsidize this system and also extended it to include a "Children's alarm system"; an economical system that is similar to the SSL and is specifically designed for children's safety.

Promotion of the innovation and distribution of crime-proof locks

Break-in crime, including both residential and commercial properties, increased sharply during the 1990s and early 2000s, as already noted. This type of criminal activity was accompanied by a heightened sense of insecurity in the Japanese public. These crimes were occurring in locations where we live and work, places which often support our sense of well-being and security.

With this in mind, the Japanese police placed a high priority upon prevention of break-in crime at homes and offices; in addition, the Japanese Government created the Lock-picking Tools Prohibition Law in 2003. This law prohibits possession and carrying of tools for picking and tampering with locks. Additionally, it includes regulations on selling and supplying these materials and carries penalties for anyone who does so with criminal intent. This legislation also promotes the innovation, manufacture, and distribution of crime-proof locks by authorizing information sharing between NPA and lock makers concerning crime prevention and by obliging makers to show the ability of their products to prevent crime.

Analyses of break-in crime revealed that the main ways of breaking and entering residences and offices was to break locks or parts of entrance doors and windows – or to use unlocked doors or windows. Therefore, it is critically important to improve locks on doors and windows, as well as those on windows themselves, in order to prevent burglaries.

NPA led an effort to establish a conference of related organizations, both public and private as well, and started the, to begin an evaluation system for locks viewed from the standpoint of crime prevention. If a lock prevents a burglar from entering for more than five minutes, it is allowed to use the “CP” logo, which stands for “Crime Prevention”. More than one hundred and forty thousand CP locks were made in 2008. A complete list of CP locks can be seen on NPA website.

An example of a local initiative: The crime reduction project in Asa-minami, Hiroshima

Overview of the project

In 2002, when the number of reported penal code crime in Japan reached to the highest level since the end of the Second World War, Hiroshima started a new initiative for crime reduction. Hiroshima had success in solving a

serious motorcycle gang, problem by creating a partnership between the police, the Hiroshima prefectural government, and the residents of the city. The next goal for this partnership then becomes crime reduction.

Specifically, they aimed for a goal of reducing crime by 30 percent reduction. They also aimed to create a crime reduction project in Asaminami District, Hiroshima city. Due to rapid urbanization, Asaminami District had one of the worst crime rates in Hiroshima city in 2002.

Activities of the crime reduction project

In this project, the Community Safety Association was established with the dual aim of enhancing a community's capacity to fight crime and of supporting community mobilization. This association consisted of representatives of various groups such as parents, the elderly, volunteer probation officers, principals of elementary, junior high, and high schools, local residents, officials of the local government, and the police.

This association had three sub-meetings, the themes of which were, respectively: 1. Enhance the awareness of crime prevention; 2. Community safety; and 3. Youth guidance. These sub-meetings were held every two weeks.

Members attending were to make plans during the meetings and then to carry them out according to the roles they had been assigned. The initiatives agreed upon in the first sub-meeting, asked members to operate colorful cars with that featured a 'Reduce Crime' logo and blue warning lights. Other members created characters and slogans for use in posters, flags, and videos. Additionally, members held events, campaigns, and workshops for awareness and instruction in crime prevention skills, conducted patrols with other members, and built bulletin boards in banks, shops, and gas stations for information sharing.

The members of the sub-meeting for building safe communities examined dark spots in the neighborhood and the necessity of street lamps, wrote manuals and hosted sessions for examination of capability of houses to prevent crime, encourage vacant taxies to stay in front of shops like watchers.

The members of the sub-meeting for civilizing youth guidance covered various issues including the delivery of whistles to children, encouragement of residents to use GIS maps, campaigns aimed at the prevention of shoplifting, and forming child volunteer groups for campaigns and cleanup in the area.

Outcome of the project

When we examine this project, we can identify three successful results. First, crime was reduced. The number of recorded penal code crime in Asaminami district fell by 29.4 % (from 3,885 to 2,744 cases) between 2003 and 2005. In addition, in the Hiroshima prefecture, crime dropped by 31.0% (from 53,512 to 36,938 cases). In particular, major street crime, recorded by police, decreased by 40.0 % (from 2,203 to 1,322 cases) between 2003 and 2005 in Asaminami District, which had the second highest crime rate of the six adjacent areas in Hiroshima city , and by 41.0 %(from 27,416 to 16,165 cases) in the Hiroshima Prefecture.

Second, residents' displayed an improved awareness of ways to prevent crime. The rate of residents who locked houses and cars rose by 15 points (to 68.5 %).

Finally, the number of volunteers involved in crime prevention increased. Volunteers for neighborhood patrols increased enormously in this area, from 100 to 2,400 people between March 2004 and March 2006.

In conclusion, the project vastly reduced the number of crimes committed, enhanced the public awareness of crime prevention techniques, and encouraged volunteer activities to prevent crime.

Legislations and guidelines for crime reduction

Local Ordinance for Safe Community Building

The first Local Ordinances for Safe Community Building (LOSCB) were enacted in Osaka prefecture in 2002. Osaka is second largest city in Japan and the rapid worsening of crime situation pushed citizens and local assembly members into action. The goals of LOSCB are to prevent crimes and to rebuild community ties. LOSCB includes comprehensive and long-term local plans for crime prevention and clarifies the responsibilities of actors including local government, the police, the private sectors and local residents. It supports and promotes the crime prevention activities by these groups. LOSCB have been introduced gradually all throughout Japan and we can find there are 44 ordinances out of in the 47 prefectures in Japan at the end of February 2009.

Similar ordinances have been established in other municipalities such as cities and towns. These municipalities actively support residents' activities against crime and safe community building according to the ordinance.

Table3. The number and rate of municipalities which have established safe community building ordinance.

	1-Nov-06	30-Jun-08
Number of the established	1020	1412
Rate of the established	65.3	78.0

Source: NPA

Guidelines for public facilities regarding safe community building

Following the rapid increase in street crime and Break-in crime, the Cabinet Secretariat, the Ministry of Education, Culture, Sports, Science and Technology, the Ministry of Land, Infrastructure and Transport and NPA have established the Inter-ministerial Conference for Building of Crime-resistant Towns (ICBCT). NPA has long coordinated an effort to called Crime Prevention through Environmental Design (CPTED) with the concerned ministries and this effort developed into a conference on the rising crime situation. The conference formed guidelines for local administrations, schools, the police and residents aimed at the development of safe public facilities including parks, public lavatories, streets and parking lots in 2003.

The outline of the guidelines is as follows.

- 1 Keeping public areas open to observation by installing bright streetlights and creating open sightlines in public spaces.
- 2 Making sidewalks, streets and parking lots less open to criminal activity.
- 3 Enhancing the local residents sense of community by encouraging volunteer activities such as cleaning up parks and public spaces.

Crime prevention standards for convenience stores and supermarkets

In 2003, after the sharp increase in robberies occurring at convenience stores and supermarkets at night, NPA, in conjunction with related ministries and private sectors, established a standard for these stores designed to prevent such crimes. This standard recommends crime prevention measures such as requiring that more than two clerks be on duty during the night shift, the way of safe money requirements for handling cash at stores, and building codes for the structure and design of stores.

Certification system for apartments with high crime preventive function

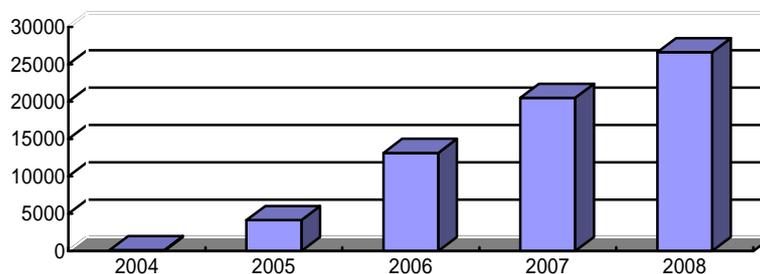
The Japanese police and the Ministry of Land, Infrastructure and Transport set up a system to insure that certified apartments have crime-preventive functions and structures and can serve as “model crime-resistant apartments”. A public service foundation is charged with the certification of model crime-resistant apartments. This foundation checks applicant apartment buildings to ascertain if they conform to guidelines that stipulate design and structure of main entrances, mail box corners, elevator halls, elevators, corridors, ladders, parking lots, front and backyard areas, security cameras and so on. The system was developed as of December 2008, and it has been operating in 15 prefectures.

Guidelines for blue warning lights on volunteer patrol cars

In 2006, NPA and the Ministry of Land, Infrastructure and Transport have established the an admission system for volunteer’s patrol cars to use blue warning lights in 2006. Volunteers wanted to use blue warning lights for their patrol cars. In Japan, emergency cars including police cars and fire engines use red warning lights.

As of December 2004, there were 120 patrol cars with blue warning lights. The number increased sharply after that and it reached 26,622 at the end of 2008, which is indeed more than 200 times the number in 2004(Figure7).

Figure7. The number of cars equipped with blue warning lights (2004-2008).



Source: NPA

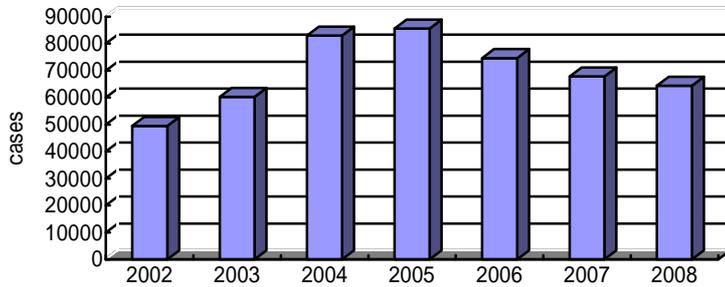
For the revival of the safest country in the world

A new threat against the society

During the 5 years term, the number of reported crimes decreased in every area except fraud. Fraud increased from 49,482 in 2002 to 67,787 in 2007. The reason for this was the rise of new modus operandi of fraud namely “*furikome*” – a type of fraud involving bank transfers. *Furikome* is to mainly aim at cheating the elderly out of their money by telephone conversation. Con-artists, pretending to be family members, call elderly residents and have them send money by ATM to a bank account created by these criminals (Appendix).

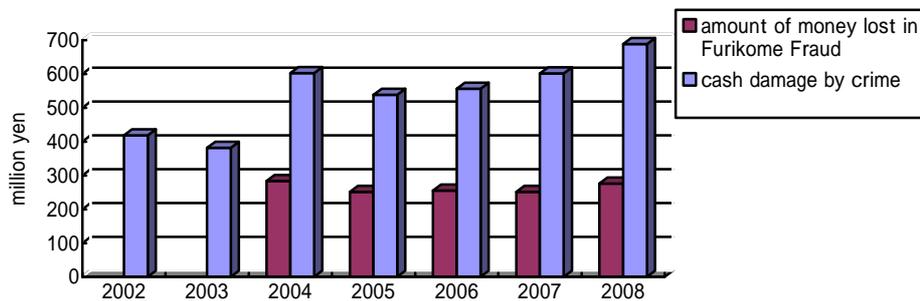
The seriousness of *furikome* is evident in the large amount of monetary loss that has been attributed to this crime. The average amount of money lost in this type of fraud was more than one million yen; about ten thousand US dollars. Furthermore, most of *furikome* crimes were committed by organized crime groups. Because they usually use mobile phones and bank accounts registered under false names, finding these criminals is rather difficult (Figure 8 and 9).

Figure8. The number of fraud (2002-2008).



Source: NPA

Figure9. The amount of money lost in furikome fraud and cash damage by crime (2002-2008).



Source: NPA

Gravely concerned, due to the seriousness of furikome, the Japan Police and other public and private sectors have been introducing various preventive measures. For example, an anti-furikome campaign, has reduced the limit on the amount of money that can be transferred via ATM; it has instituted a warning signal at ATM windows that illuminates when people use the ATM to transfer money,; and finally, stricter regulations have been

applied prevent to opening accounts and/or purchases of mobile phone purchase under a false name.

Revision of APCCS

Based on follow-up reports from each ministry regarding their implementation of APCCS and new criminal activities (e.g., rise of Furikome fraud), the ministerial meeting against crime revised their original action plan to create a crime resistant society in December 2008.

The revised APCCS (APCCS2008) maintains the three viewpoints described in the former APCCS (APCCS2003), with reference to the remark of Frantz Von Liszt “A good social is the best and most effective criminal policy.” the 2008 ministerial meeting focused more on the background and social conditions that lead to crime in that it aimed to promote a wider range of, and a more continuous policy on crime deterrence. Therefore, the description of items changed from measures taken against crime and criminals to items that were more focused on society and potential victims of crime.

APCCS2008 is divided into 7 categories that include 172 actions. New categories refer to measures designed to protect against cyber crime and measures to protect against the threat of terror. Measures against cyber-crime were listed in APCCS2003 under the fourth category of, “Protection of economy and society from organized crimes,” but considering the current serious threat of cyber crime, this part has been expanded into a major category. Another new category, involving terror, was picked up because many of measures to protect against terrorism overlap with those that are aimed common crimes such as organized crime. The 7 categories are as follows:

- 1 Building of a society resistant to crimes which threaten daily life.

- 2 Building of a society which does not create criminals.
- 3 Coping with internationalization.
- 4 Protecting society from groups such as those involved in organized crime.
- 5 Building of safe cyber-space.
- 6 Protecting against terror threats.
- 7 Developing fundamentals to that can restore public safety.

In accordance with the shift in focus mentioned above, some new items were incorporated in ACCPS2008.

Thus, the first category now includes consumer protection from tainted food products – especially those obtained through fraudulent trade. The second category promotes social involvement for youths and the elderly and the third category promotes efforts to improve cohabitation with foreign residents, These last two categories are in reality social policy, but this inclusion of sectors of the public who are more at risk for potential criminal activity or to become the victims of crime is aimed at having preventives effects.

Conclusion

As stated above, APCCS2003 was a comprehensive plan for crime reduction that focused on suppressive and preventive measures. On the other hand, the more recent expansion of this into APCCS 2008 includes more fundamental policies for building a sound society. Although at first glance, these polices may seem more indirect, their purpose remains crime reduction and creation of a safe society and a sense of security for its citizens. Thus, it can be said that APCCS has developed from a policy plan focusing on crime prevention into a general social policy plan.

So far, in the field of social policy, employment or welfare policy have been major topics of interest, but recently policies focusing on crime and crime prevention have been recognized as an important factor in social development.

In conclusion, I would like to return to the famous quote from Frantz Von Liszt, “A good social policy is the best and most effective criminal policy”⁶. Because society and the modern world have become much more complicated than was true in the Liszt era, it is obvious that traditional criminal policies and criminal justice organizations alone cannot provide total solutions for crime problems. It is only with comprehensively crafted social policies and multi-agency efforts can we solve these problems.

Notes

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- ¹ Offences provided in the Penal Code and recorded by the police not including injury or death caused by negligent driving.
 - ² Major street crimes: Street Robberies and Purse-Snatchings. Rapes, Indecent Assaults, Abduction Offences, Assaults and Extortion occurring in public place. Automobile Theft, Motorcycle Theft, Bicycle Theft, Vehicle Load Theft, Vehicle Parts Theft and Vending Machine Theft.
 - ³ Major break-in crime: Burglary, Break-in robberies and Trespassing.
 - ⁴ *koban*: a police box is a base for community police officers. (Bayley 1976)
 - ⁵ Foreign criminals are defined as foreign nationals arrested or charged by the police not including foreigners who have permanent resident status and US military personnel.
 - ⁶ Liszt, Franz von: Das Verbrechen als sozial-pathologische Erscheinung, in : von Liszt : Strafrechtliche Aufsätze und Vorträge, Bd.2, Berlin 1905,230, 246.

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Appendix. Typical furikome telephone conversation

(a conversation occurring in the afternoon)

[Mrs. Goodheart] Hello.

[Criminal] Hello, it's me, Mom.

[Mrs.G] Hi, John, How are you doing, well? Sounds like you caught a cold?

[C.] I caught a cold last week and I still have a sore throat. I just called to let you know my new mobile phone number. I lost my old phone last week. My new number is 090-123-4567.

[Mrs.G] OK. It's on my phone – I'll make a note of it.

[C.] Okay Mom Bye for now.

[Mrs.G] Bye, son.

(A couple of days later – 2:30 in the afternoon)

[Mrs.G] Hello,

[C.] It's me. John

[Mrs.G] Hi John, Are you getting better?

[C.] Yes, I think I'm almost over my cold. (in a serious tone) But...uh...Mom.

[Mrs.G] What happened son? Tell me.

[C.] Yeah, yes, I was in a car accident last month – it was my fault and I have to pay 2,780,000 yen by today. But I don't have all the money. If I can't pay today, they will sue me. Mom - can I borrow 1,000,000 yen?

[Mrs.G] Sure, son. I will send it to you right away.

[C.] Thank you very much, Mom. Today is the last day I can pay and the banks will close soon. So please send the money directly to the account of Mr. X, he's the man I owe money to. The account number is ABC bank xxxxxxx.

[Mrs.G] OK. OK. Don't worry. I'm going to send it now.