

Progress of International Cooperation and Exchange in 2004

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1. Overview

(1) Background and purpose of establishment of International Affairs Division

A Establishment of Organized Crime Department and Foreign Affairs and Intelligence Department and abolition of International Affairs Department

The trend toward an integrated world and internationalization of Japanese society has accelerated in recent years, and this has prompted the strengthening of ties between police organizations from around the world. International action has made great progress, and initial basic consensus building among the world's top leaders over the strengthening of public security measures has evolved into concerted efforts by individual countries to introduce and implement concrete policy measures in various fields of public security, including the revision of domestic regulatory systems. As part of this trend, Japan has been experiencing a steady increase in the number of arrests made of foreigners amid a rise in the number of foreign visitors and residents staying/living in the country. This and other factors, including instances of an overseas security incident, such as international terrorism, prompting Japan to introduce certain security measures, have made an international perspective an essential element of domestic security arrangements. Conversely, Japan's security measures sometimes prove ineffective without other countries introducing related measures.

Against this background, situations where international operations were better handled directly by operational departments and bureaus, rather than through the International Affairs Department, which specialized mainly in the planning, designing and coordination of such operations, became increasingly common, giving rise to the view that it would be more efficient to have operational departments and bureaus take on planning, designing and coordination tasks as well. As a result, the Organized Crime Department and the Foreign Affairs and Intelligence Department, two departments which were charged with international affairs as their main jurisdictional pillar, were established in April 2004, with the Organized Crime Control Department and the International Affairs Department abolished at the same time.

B Establishment of International Affairs Division under Commissioner-General's Secretariat

Despite the above basic decision to have operational departments and bureaus take on planning, designing and coordination tasks, the International Affairs Division was established under the Commissioner-General's Secretariat as a division responsible for the general management of administrative affairs relating to, among other things, police-provided international cooperation and liaison and coordination

with international organizations and foreign administrative organizations regarding international police conferences to ensure the proper and consistent implementation of international operations as a whole.

(2) Role of International Affairs Division

The jurisdiction of the International Affairs Division includes:

- Coordination of administrative tasks relating to the supply of knowledge and technical know-how about the police system, community police activities, criminal identification techniques, etc. to overseas law enforcement and security organizations
- Coordination of administrative tasks relating to international disaster relief activities involving police as necessitated by overseas natural disasters, accidents and other incidents
- Liaison and coordination with international organizations and foreign administrative organizations regarding the fight against international organized crime and other matters (handling of international conferences and international treaties, both multilateral (e.g. UN, G8, ASEAN+3) and bilateral)
- Administrative tasks relating to overseas travel by police personnel
- Administrative tasks relating to the establishment and maintenance of an interpreter service infrastructure for police
- Administrative tasks relating to an improvement in the foreign-language proficiency of police personnel.

Of the duties of the International Affairs Division, those relating to international cooperation, international conferences, international treaties, and exchange with overseas law enforcement and security organizations have been increasing in importance as described below.

In the area of international cooperation, techniques and know-how held by the Japanese police have been highly regarded and sought after against a background of the general trend towards growing interdependence of the international community, with requests for technology transfer received from many countries. Amid growing awareness of the importance of good governance and police-provided international cooperation geared towards assisting in its realization, the Japanese police are required to make an active international contribution as part of the Japanese Government. Given that police-provided international cooperation leads to an improvement in the capacity of law enforcement and security organizations in developing countries and the establishment of good relationships with them,

as well as contributing to international counterterrorism efforts and enhanced safety of overseas Japanese visitors and residents, its importance is steadily increasing.

In the area of international conferences, the international community has been actively holding international conferences and regional meetings with the fight against international organized crime and terrorism as the main agenda amid a growing need for international action against the illicit trafficking in drugs and firearms, human smuggling/trafficking, money laundering and other international organized crime and terrorist activities. Along these lines, the NPA is required to implement crime control and prevention measures on the basis of the results of international conferences and make contributions to international rulemaking processes for international crime control by actively taking part in international conferences.

In the area of international treaties, negotiations are under way for a number of treaties with implications for the safety of people's daily lives, including crime control. Since the conclusion of treaties obligates participating countries to introduce crime control and other measures, hopes are high that it will spur the development of the necessary regulatory infrastructure in those countries. The NPA therefore needs to continue actively taking part in treaty negotiations.

In the area of exchange with overseas law enforcement and security organizations, it is essential that Japan advance direct exchange with those organizations and develop substantive and concrete cooperative relationships with them through such efforts, given the recent emphasis on the need to tackle international organized crime and other security issues through concerted efforts of the international community.

In light of these developments, the International Affairs Division has been given responsibility for providing effective support for international operations undertaken by various operational bureaus and departments of the NPA by focusing on general management, liaison and coordination for international cooperation, international conferences, international treaty negotiations, exchange with overseas law enforcement and security organizations, and other activities.

2. International Cooperation

In 2004, the NPA established the International Cooperation Subcommittee to investigate its basic stance on the desirable form of international cooperation involving the Japanese police, problems associated with the provision of international cooperation and other issues in response to the growing importance of international cooperation. It also actively engaged in international cooperation, ranging from the dispatch of police personnel as experts and hosting of training participants from overseas law enforcement and security organizations, centering on ODA programs as described in items (2) to (4) below.

In addition, in the aftermath of overseas large-scale disasters, a police disaster relief team was dispatched as part of the Japan Disaster Relief Team to engage in search & rescue and other activities.

(1) Establishment of International Cooperation Subcommittee

In September 2004, the International Cooperation Subcommittee was established under the Police Administration General Study Committee to investigate the NPA's basic stance on the desirable form of international cooperation involving the Japanese police (e.g. the overseas dispatch of police personnel as experts, hosting of overseas participants in study tours and training courses, international disaster relief activities, and civilian police activities), problems associated with the provision of international cooperation, and other issues. Consisting mainly of the directors of relevant divisions and chaired by the Director-General of the Commissioner-General's Secretariat, the subcommittee discussed the NPA's basic stance on the desirable form of international cooperation involving the Japanese police and considerations to be made when engaging in official development aid (ODA) activities in the remainder of 2004, with the discussions continuing into 2005.

(2) Assistance for the reform of Indonesian National Police

In Indonesia, the National Police has been undergoing a democratization process since its separation and independence from the National Army in 1999. To support this effort, the NPA has been providing technical cooperation through the dispatch of experts, hosting of training participants, and the like under the "Program on assistance for the reform of Indonesian National Police" in cooperation with the Japan International Cooperation Agency (JICA). This program is epoch-making in that it supports the reform of the whole police system of a country, and, as such, has been attracting international attention.

Under the above program, the NPA has dispatched policy advisers to the Chief of the Indonesian National Police since 2001 to engage in an overall supervision of the program. The Project on Enhancement of Civilian Police Activities has been

implemented since 2002 focusing on the Bekasi Police Station as a model police station, with an expert dispatched in each of the following areas: organization and management, communications command and crime scene investigation. Experts have also been dispatched in the areas of education & training and drug control. Moreover, an expert has been dispatched to the Bali Provincial Police as an adviser to the Provincial Police Chief to assist in its efforts to restore public order in the aftermath of the 2002 terrorist bombing.

As part of the progress made in the Project on Enhancement of Civilian Police Activities in 2004, police boxes were set up within the service area of the Bekasi Police Station, with a koban (police box) task force established within the station at the same time to discuss operational methods for police boxes and other issues. In the area of drug control, a manual for drug investigators that explained commonly abused drugs and other matters was prepared.

Training held in Japan in 2004 include the Police Administration Seminar for Indonesia, an annual training program cosponsored with JICA, with a total of 24 participants hosted by the three prefectural police headquarters of Hyogo, Kanagawa and Niigata.

(3) Project on Assistance for Improvement of Drug Law Enforcement in Thailand and Neighboring Countries

A three-year project launched in 2002, the project is aimed at strengthening drug control in the area around the Golden Triangle, one of the largest clandestine drug production areas in the world. It is a regional project targeted at multiple countries, which is a first for the NPA and a relatively rare example even for JICA. Based in Thailand, the project aims to strengthen the drug control capacity of that country and its neighbors, Cambodia, Laos, Myanmar and Viet Nam, by, for example, helping them improve their drug analysis techniques, particularly the component analysis of amphetamine-type stimulants (ATS), which have become a major problem in the region.

In 2004, the experts dispatched to the Office of the Narcotics Control Board (ONCB) (three who specialized in drug control, drug analysis and the drug information system) gave seminars on drug enforcement and drug impurity analysis in Thailand and its neighboring countries, provided ONCB staff with guidance on the development of a drug information analysis system, and engaged in other activities.

(4) Other technical cooperation projects

Regarding the Philippines, two experts, one specializing in police scientific investigation (initial investigation) and the other specializing in police scientific

investigation (criminal identification), have been dispatched to the Philippine National Police for some time. In 2004, they gave scientific investigation seminars and engaged in other activities. In addition, drug crime control assistance, including the dispatch of short-term experts, continued to be provided to the Philippine Drug Enforcement Agency (PDEA), with a decision made to dispatch a long-term expert under a new project called the “Philippine Drug Enforcement Capacity Improvement Project” to strengthen assistance (dispatch completed in January 2005).

Moreover, a decision was made to dispatch a long-term expert to Brazil, accept training participants from that country and provide other assistance under a new project called the “Brazil Community Police Activity Project” with a view to using this initiative as a model case for technology transfer to Latin America involving the koban (police box) system (dispatch completed in January 2005).

(5) Dispatch of experts

Centering on programs described in items (2) to (4) above, the Japanese police have been dispatching police personnel to developing countries as experts in conjunction with JICA in an effort to transfer technology. The technical areas covered range widely, from the koban system to criminal identification techniques and drug control. Experts’ duration of assignment also varies, although it is classified as either long-term (one year or longer) or short-term (shorter than one year).

In 2004, 26 police personnel were dispatched to five countries under JICA’s expert dispatch scheme, including those on continued assignment (see Accompanying Table 1).

(6) Hosting of training participants, including seminars

Centering on programs described in items (2) to (4) above, the NPA has been inviting training participants from developing countries and hosting seminars and conferences for them on its own or in cooperation with JICA.

Such training is classified into group training, in which participants are invited from multiple countries, and country-specific training, in which participants are invited from a single country at a time, and covers wide-ranging fields, including the koban system, drug control and info-communications (see Accompanying Table 2).

Inviting 220 participants from 52 countries/territories, a number of training courses were implemented in 2004, including the following: Seminar on Criminal Investigation II, Seminar on Control of Drug Offenses III, and Seminar on International Terrorism Investigation II as group training; and Training Seminar for Chinese Ministry of Public Security Senior Investigators, Comparative Study of Police

System for Republic of Indonesia, and Seminar on Police Administration for Islamic Republic of Pakistan as country-specific training.

(7) International disaster relief activities

Japan has put in place a mechanism to dispatch the Japan Disaster Relief Team in the event of the occurrence of a large-scale overseas disaster at the request of the government of the disaster-stricken country or an international organization. Under this system, the Japanese police contribute to the disaster relief team by appointing personnel from selected prefectural police headquarters as team members. To maintain readiness for swift and effective disaster relief activities, the Japanese police routinely engage in drills and training sessions.

In 2004, seven police personnel (NPA, Tokyo Metropolitan Police Department and Kanagawa Prefectural Police Headquarters) were dispatched to Morocco as members of the Japan Disaster Relief Team in the aftermath of an earthquake that occurred in February and engaged in search and rescue activities at the disaster site.

In the aftermath of an undersea earthquake that occurred off Sumatra Island, Indonesia, in late December 2004 and its associated tsunami, 15 police personnel (NPA and Tokyo Metropolitan Police Department) were dispatched to the disaster site and engaged in search & rescue and other activities. This was followed up with the dispatch in January 2005 of five additional personnel (NPA and Tokyo Metropolitan Police Department), including DNA typing experts, to assist in the identification of victims.

The drills and training sessions held in relation to international disaster relief activities include the JICA-sponsored Team Leader Training for the Japan Disaster Relief Team and Comprehensive Training, which took place in January and August, respectively, with the participation of personnel from the NPA and selected prefectural police headquarters.

Police Personnel Contribution to Japan Disaster Relief Team

Date	Destination	Disaster category	Number of personnel dispatched
June 1990	Iran	Earthquake	6
July 1990	Philippines	Earthquake	11
December 1993	Malaysia	Torrential rain and building collapse	11
October 1996	Egypt	Building collapse	9
January 1999	Columbia	Earthquake	15
September 1999	Taiwan	Earthquake	45
May 2003	Algeria	Earthquake	19
February 2004	Morocco	Earthquake	7
December 2004	Thailand	Tsunami	15
January 2005	Thailand	Tsunami	5

(8) Future directions and issues

At present, the focus of Japan’s international cooperation has been shifting from traditional hardware-oriented cooperation (equipment and materials) to software-oriented technical cooperation (knowledge and human resources), with particular emphasis placed on “governance” as a prerequisite for the development of recipient countries. For this reason, the number of requests for Japan’s technical cooperation in the area of the police and policing is expected to further increase in the future.

Against this background, it is important for the NPA to provide effective technical cooperation that makes the best use of its experience and accumulated know-how upon securing the necessary personnel and hosting infrastructure. Given the ongoing calls for an enhancement of the evaluation of ODA programs as a whole, there is a need to monitor the outcomes of technical cooperation in the police area as closely as possible and use the results in the selection of future projects. Projects that contribute to the security of Japan are considered to warrant a more active approach, and this issue is set to be discussed in concrete terms through the International Cooperation Subcommittee.

As for international disaster relief, new modes of activities that occur outside the framework of the Japan Disaster Relief Team are emerging as can be seen from the example of the dispatch of DNA typing and criminal identification experts in the aftermath of the 2004 tsunami disaster, which was triggered by a major undersea earthquake that struck off Sumatra Island. This has given rise to a need to develop a more flexible system capable of effectively responding to diverse international disaster relief needs.

Accompanying Table 1 Expert Dispatch Record for 2004

(1) Experts dispatched in 2003 or earlier

	Rank	Date of departure	Date of arrival	Expert category	Destination	Recipient hosting organization	Title/specialty
1	Superintendent Supervisor	Feb. 10, 2001	Aug. 9, 2005	Long-term	Indonesia	National Police	Policy Adviser to Chief of National Police
2	Police Inspector	Oct. 25, 2002	Jun. 15, 2005	Long-term	Thailand	Office of Narcotics Control Board	Chief Adviser/drug enforcement
3	Police Inspector	Dec. 5, 2002	Jun. 15, 2005	Long-term	Thailand	Office of Narcotics Control Board	Drug analysis
4	Superintendent	Dec. 15, 2002	Feb. 20, 2005	Long-term	Indonesia	National Police	Organization management/Project Leader
5	Assistant Police Inspector	Dec. 15, 2002	Feb. 20, 2005	Long-term	Indonesia	National Police	Drug control
6	Technical Official	Dec. 25, 2002	Jun. 15, 2005	Long-term	Thailand	Office of Narcotics Control Board	Drug information system
7	Police Inspector	May 29, 2003	May 28, 2005	Long-term	Philippines	National Police	Scientific police investigation (initial investigation)

(2) Experts dispatched in 2004

	Rank	Date of departure	Date of arrival	Expert category	Destination	Recipient hosting organization	Title/specialty
1	Assistant Police Inspector	Jan. 8, 2004	Mar. 7, 2004	Short-term	Philippines	Drug Enforcement Agency	Drug enforcement
2	Technical Official (Local Government)	Jan. 8, 2004	Mar. 7, 2004	Short-term	Philippines	Drug Enforcement Agency	Drug analysis
3	Technical Official	Jan. 8, 2004	Mar. 7, 2004	Short-term	Philippines	Drug Enforcement Agency	Drug information system
4	Police Sergeant	Jan. 19, 2004	Mar. 27, 2004	Short-term	Thailand	Office of Narcotics Control Board	Drug investigation
5	Technical Official	Feb. 15, 2004	Feb. 28, 2004	Short-term	Philippines	National Police	Fingerprint identification
6	Police Inspector	Feb. 21, 2004	Feb. 20, 2006	Long -term	Indonesia	National Police	Communications command
7	Police Inspector	Mar. 14, 2004	Dec. 13, 2004	Short-term	Indonesia	National Police	Education and training
8	Police Inspector	Mar. 14, 2004	Mar. 13, 2006	Long -term	Indonesia	National Police	Crime scene investigation
9	Assistant Police Inspector	Jul. 14, 2004	Sep. 23, 2004	Short-term	Thailand	Office of Narcotics Control Board	Drug enforcement
10	Superintendent Supervisor	Sep. 13, 2004	Sep. 18, 2004	Short-term	Singapore	Overseas technical training instructor (Koban seminar)	Third-country training (Present State of Koban System)
11	Superintendent	Sep. 13, 2004	Sep. 18, 2004	Short-term	Singapore	Overseas technical training instructor (Japanese Koban system)	Third-country training (Present State of Koban System)
12	Assistant Police Inspector	Sep. 16, 2004	Sep. 15, 2006	Long -term	Philippines	National Police	Scientific police investigation (Criminal identification)
13	Assistant Police Inspector	Sep. 25, 2004	Oct. 24, 2004	Short-term	Brazil	Sao Paulo State Technical and Scientific Police	Investigation and criminal identification techniques
14	Assistant Police Inspector	Sep. 25, 2004	Oct. 24, 2004	Short-term	Brazil	Sao Paulo State Technical and Scientific Police	Investigation and criminal identification techniques
15	Technical Official	Sep. 25, 2004	Oct. 24, 2004	Short-term	Brazil	Sao Paulo State Technical and Scientific Police	Investigation and criminal identification techniques
16	Assistant Police Inspector	Nov. 11, 2004	Dec. 29, 2004	Short-term	Thailand	Office of Narcotics Control Board	Drug enforcement
17	Police Inspector	Dec. 6, 2004	Dec. 18, 2004	Short-term	Thailand	Ministry of Health Khon Kaen Hospital	Traffic safety education
18	Senior Superintendent	Dec. 6, 2004	Dec. 11, 2004	Short-term	Singapore	Singaporean Police	Third-country training (Traffic Safety in Japan 1)
19	Superintendent	Dec. 6, 2004	Dec. 11, 2004	Short-term	Singapore	Singaporean Police	Third-country training (Traffic Safety in Japan 2)

Accompanying Table 2 Training Participant Hosting Record for 2004

(1) JICA Training Programs

	Program title	Participating countries	Number of participants	Implementation period
Group training	International Seminar on Criminal Identification	Belize, Colombia, Dominica, Guyana, Indonesia, Palestine	7	Jan. 19–Feb. 6, 2004
	International Seminar on Criminal Investigation II	Indonesia, Fiji, Panama, Yemen, Papua New Guinea, Brazil, Venezuela, Tunisia	8	Apr. 12–30, 2004
	Seminar for Senior Police Manager	Colombia, El Salvador, Marshall, Micronesia, Palau, East Timor, Uruguay, Oman, Turkey, Venezuela	10	Jun. 14–29, 2004
	Seminar on International Terrorism Investigation II	Indonesia, Philippines, Pakistan, Afghanistan, Serbia Montenegro, Malaysia, Thailand, Kenya, Estonia, Ethiopia, Lebanon	15	Sep. 5–19, 2004
	Seminar on Control of Drug Offenses III	Indonesia, Philippines, Cambodia, Nepal, Dominica, Peru, Turkey, Malaysia, Thailand, Myanmar, Pakistan, Costa Rica, Panama, Colombia, Uruguay, Serbia Montenegro	18	Sep. 27–Oct. 15, 2004
	Seminar on Police Info-communications	India, Indonesia, Sri Lanka, Bangladesh, Philippines, Maldives, Laos, Uruguay, Ecuador, Cambodia, Tonga, Niger, Peru, Romania	15	Feb. 3–22, 2004
	Supplementary training in Japan for Singaporean Third-Country Training “Koban System”	Mongol, Uganda, Belize, Maldives, East Timor, Indonesia, Thailand, Papua New Guinea, Viet Nam, Myanmar, Laos, Cambodia, Sri Lanka, Fiji, Brunei, India, Malaysia, Singapore	26	Sep. 27–Oct. 1, 2004
Country-specific training	Comparative Study of Police System for Republic of Indonesia		24	Aug. 20–Oct. 8, 2004
	Police Seminar for Iraq		10	Sep. 27–Oct. 4, 2004
	Seminar for Young Leaders at Ministry of Public Security (China)		25	Oct. 25–Nov. 11, 2004
	Ministry of Public Security Training Seminar (China)		10	Nov. 15–Dec. 3, 2004
	Seminar on Community Policing for Federative Republic of Brazil		10	Mar. 8–19, 2004
	Seminar on Police Administration for Islamic Republic of Pakistan		6	Mar. 3–16, 2004

(2) ODA-funded international conference hosted by NPA

Program title	Countries invited through ODA	Number of participants	Implementation period
Asia-Pacific Working-Level Meeting on Drug Control	Malaysia, Philippines, China, India, Indonesia, Cambodia, Laos, Viet Nam, Thailand, Myanmar, Fiji, Nepal	36	Feb. 3–6, 2004

3. Cooperation with International Community

In recent years, international organized crime, international terrorism and other issues have been routinely included in the agenda of the annual summit of the Group of Eight (G8) leading industrialized nations. Focusing on the practical side, these issues are frequently discussed by the G8 Senior Experts Group on Transnational Organized Crime (Lyon Group), which was established at the Halifax Summit in 1995, while the G8 Justice and Interior Ministers' Meeting has been held annually since 1997. To promote international cooperation in the fight against money laundering, which could financially sustain international organized crime and terrorist activities, the Financial Action Task Force (FATF) was established in 1989, centering on OECD member countries. This was followed by the establishment of the Asia-Pacific Group on Money Laundering (APG) by Asia-Pacific countries in 1997.

The NPA has been participating in those international efforts since their inception, and the International Affairs Division plays a key role in this through activities such as attendance at conferences and the coordination of the formulation of Japan's policy stance.

(1) G8 Rome-Lyon Group

Since the adoption of the 40 Recommendations to Combat Transnational Organized Crime in 1996, the G8 Senior Experts Group on Transnational Organized Crime (Lyon Group) has been working on the drafting of international implementation standards, proposal/implementation of projects, and other activities in the areas of law enforcement, judicial cooperation, firearms control, human smuggling/trafficking, high-tech crime, etc. through its subgroups, with the NPA actively engaging in discussions by sending personnel from relevant divisions to each meeting. Of the six subgroups, the Law Enforcement Subgroup has been tackling many issues that are highly relevant to police organizations, including a child pornography database project and sky martial introduction project, and the NPA has been playing a central role in the subgroup as the coordinating body for the Japanese delegation to it, which consists of representatives from relevant ministries and agencies. The NPA is also actively involved in the G8 Justice and Interior Ministers' Meeting, with its senior personnel sent to all the meetings held so far to report on Japan's efforts and progress, as well as contributing to the drafting of G8 ministerial statements and communiqués.

In 2004, meetings of the G8 Rome-Lyon Group were held in February, April and November in the host country, the United States, and personnel from the International Affairs Division and other relevant divisions of the NPA attended them, actively taking part in discussions. The G8 Justice and Interior Ministers' Meeting took place in May with the attendance of the Deputy Commissioner-General of the NPA, who actively took part in discussions, mentioning the implementation of a sky martial program.

At the Sea Island Summit held in June 2004, the Secure and Facilitated International Travel Initiative (SAFTI), which was primarily a comprehensive action plan on counterterrorism, was adopted on the basis of a proposal put forward by the United States. Subsequently, a decision was made to have the G8 Rome-Lyon Group work out its implementation details, and the SAFTI Transportation Security Subgroup was established in November, in addition to the existing five subgroups (law enforcement, criminal law, immigration expert, high-tech crime and terrorism expert). Personnel from relevant divisions of the NPA attended the meetings of this subgroup and actively took part in discussions.

In 2005, the Rome-Lyon Group is scheduled to meet in the host country, the United Kingdom, in April and November, in addition to the January meeting, which has already taken place, with the G8 Justice and Interior Ministers' Meeting also due to be held in June. The United Kingdom has proposed new projects on measures to combat trafficking in firearms, sharing of DNA databases, analysis of the relationship between international terrorism and international organized crime, and the like.

As well as providing coordination for the Japanese delegation to the Law Enforcement Subgroup, the NPA needs to continue actively taking part in discussions, including the supply of information on Japan's efforts, progress, techniques, and experience.

(2) Financial Action Task Force (FATF)*¹

Since the release in 1990 of the 40 Recommendations, the Financial Action Task Force (FATF) has put in place a mutual evaluation process for member countries to promote the implementation of the recommendations. In addition, there have been ongoing discussions on anti-money laundering measures, including the criminalization of money laundering, broadening of the scope of money laundering offenses, stricter customer identification by financial institutions and others, reporting of dubious transactions to the competent authority, confiscation and freezing of illegal proceeds, strengthening of international cooperation, improvement of the transparency of corporate forms, and expansion of measures to individuals and organizations other than financial institutions (realtors, jewelers, attorneys and accountants).

In 2004, the NPA actively took part in discussions by sending personnel from relevant divisions to a working group meeting held in Tokyo (January) to thrash out evaluation criteria to be used in mutual evaluations based on the 40 Recommendations, which had been revised in the previous year, as well as three general meetings held in Paris (February, June and October) and other meetings.

*1: Countries, territories and institutions participating in FATF

As of the end of November 2004, FATF membership comprised 31 countries and territories and two international organizations as follows: Argentina, Australia, Austria, Belgium, Brazil, Canada, Denmark, Finland, France, Germany, Greece, Hong Kong, Iceland, Ireland, Italy, Japan, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Portugal, Russia, Singapore, South Africa, Spain, Sweden, Switzerland, Turkey, the United Kingdom, the United States, the European Commission, and the Gulf Cooperation Council (GCC).

(3) Asia-Pacific Group on Money Laundering (APG)*²

At present, the APG is engaged in activities such as an analysis of money laundering techniques and exchange of information, while encouraging member countries to conduct mutual evaluations.

In 2004, the NPA actively took part in APG activities by, for example, giving a presentation on recent underground bank cases consisting of case reports, typological analysis and control measures at a typology meeting held in October in Brunei.

*2: Countries, territories and institutions participating in APG

As of the end of June 2004, APG membership comprised 28 countries and territories as follows: Australia, Bangladesh, Brunei, Cambodia, Taiwan, the Cook Islands, Fiji, Hong Kong, India, Indonesia, Japan, South Korea, Macao, Malaysia, the Marshall Islands, Mongolia, Nepal, New Zealand, Niue, Pakistan, Palau, the Philippines, Samoa, Singapore, Sri Lanka, Thailand, the United States, and Vanuatu.

(4) ASEAN Plus Three Ministerial Meeting on Transnational Crime (AMMTC+3)

With the 9/11 terrorist attacks in the United States, terrorist bombing on Indonesia's Bali Island and other incidents acting as catalysts, the Inaugural ASEAN Plus Three Ministerial Meeting on Transnational Crime, a gathering of ministers from the 10 ASEAN members and the three additional Asian countries of Japan, China and South Korea (ASEAN+3), was held in Thailand in January 2004, and the Chairman of the National Public Safety Commission, the Director of the No. 1 International Affairs Division of the NPA attended it, together with others from the police community. The meeting discussed the strengthening of cooperation among relevant organizations of participating countries over the fight against terrorism, drug trafficking and other transnational crimes, and adopted a communiqué.

At the meeting, it was decided to advance cooperation among the ASEAN+3 countries in the eight areas of terrorism, drug crime, pirates, human smuggling/trafficking, arms trafficking, international economic crime, money laundering and cybercrime by designating one ASEAN country to act as the leader in each of these areas, with support provided by Japan, China and South Korea. With the concrete framework of cooperation, challenges and other issues being thrashed out ahead of the second AMMTC+3 due to be held in the winter of 2005, it is necessary for the NPA to continue with its close involvement.

(5) Future directions and issues

As more and more emphasis is placed on the importance of international cooperation in the fight against international organized crime and terrorism, it is important for Japan to accurately monitor the international trends and take timely action in response to them, as well as making its know-how in organized crime control, crime prevention, etc. accumulated over the years available to the international community and actively putting forward its own proposals on the directions of the maintenance of security and prevention of crime in the international community.

Along these lines, the NPA needs to continue actively taking part in discussions at international forums, such as the G8 Rome-Lyon Group, FATF and APG, and effectively reflect the feedback from such forums in Japan's domestic crime control and prevention measures, as well as investigating ways to contribute to and make proposals on the development of a framework for the fight against international organized crime and terrorism. Regional cooperation efforts in Asia, such as the AMMTC+3 forum, have just begun, and it is incumbent on the NPA to make active contributions to them, especially in light of the enormous impact that the region has on Japan's own security.

4. Participation in Negotiations for Security-related Treaties

In recent years, the number of treaties signed and ratified by Japan has been increasing. Treaties cover diverse areas, and their implications for people's daily lives are growing. In fact, there are quite a few treaties that have direct relevance to the safety of people's daily lives, including crime prevention and control. Active efforts are being made to formulate and adopt treaties directly targeting criminal activities, such as the United Nations Convention against Transnational Organized Crime and the Convention on Cybercrime.

Focusing on issues considered important from the public safety viewpoint, the NPA has been taking part in various international rulemaking processes, including the conclusion of treaties. With key treaties, it dispatches the Director of the International Affairs Division to negotiations and provides liaison and coordination support regarding the submission of draft texts, formulation of the Japanese policy stance, and the like in the case of other treaties.

- (1) Expansion of scope of target countries for conclusion of mutual assistance treaty on criminal matters

When conducting international criminal investigation, a situation often arises where evidence in existence in a foreign country needs to be brought to Japan with the assistance of the government of the country concerned. Such international cooperation usually relies on international comity, so that it does not necessarily produce the desired outcome. Moreover, since communication takes place through the diplomatic route, it is difficult to obtain a swift response even if the other country takes the requested action. It is for these reasons that the conclusion of a mutual assistance treaty with other countries is needed. Such a treaty ensures compliance with requests by making it a binding mutual obligation and speeds up the process by clearly designating contact points in the governments of the two countries.

In May 2004, the Treaty between Japan and the United States of America on Mutual Legal Assistance in Criminal Matters (Japan-US Mutual Legal Assistance Treaty), signed in August 2003 as Japan's first mutual legal assistance treaty, was ratified by the National Diet. In July, Japan and South Korea agreed on the commencement of negotiations for a mutual legal assistance treaty during a summit meeting between the two countries held in July, and the first negotiation meeting was held in November in Seoul with the attendance of the Director of the International Affairs Division and others from the NPA.

The NPA intends to continue with its active involvement in the negotiation process for a Japan-South Korea mutual legal assistance treaty towards its early conclusion, while investigating the possibility of concluding similar treaties with other countries, particularly those in Asia, together with other relevant ministries and

agencies, taking into consideration the necessity of mutual assistance for Japan, the legal systems of potential target countries, and other factors.

(2) Japan-China Consular Convention

Consular conventions are designed to clarify and standardize international legal rules regarding privileges and exemptions granted to consuls and other officials and other consular matters. In April 2003, negotiations with China for the conclusion of an international agreement on consular matters began following a diplomatic row over the trespassing of the Japanese Consulate General in Shenyang that occurred in May 2002. In 2004, three negotiation meetings took place by July, and the NPA sent delegates to each of them.

The NPA intends to continue with its involvement in the negotiation process, focusing on the verification of the status of persons in custody and other matters, given that the following provision has been included in the Action Plan to Create A Crime-Resistant Society (Decision of Ministerial Meeting concerning Measures against Crime of December 2003): “Continue to engage in discussion with China towards an early conclusion of a treaty of consular relations, while ensuring the inclusion of measures aimed at reducing the number of crimes committed by Chinese nationals in Japan, such as an obligatory reporting to a consular body of the other country in the event of taking someone from that country into custody (verification of the status of persons in custody and other matters).”

(3) Promotion of economic cooperation with other countries

At present, the Japanese Government is working to conclude free-trade agreements and economic partnership agreements with other countries. In 2004, negotiations were held with Mexico, the Philippines, Thailand, South Korea and Malaysia. An agreement was signed with Mexico in September, and negotiations with the Philippines were virtually finalized in November. The NPA actively took part in the formulation of Japan’s negotiating stance and other activities.

The NPA has taken interest in comprehensive efforts geared towards promoting economic cooperation. In particular, it plans to actively take part in negotiation processes in areas that involve the movement of people so as to secure a suitable framework for the prevention of illegal employment, illegal stay and other crimes, while paying due attention to the need to accept professional and skilled workers.

(4) Future directions and issues

The NPA needs to continue actively participating in negotiations in the future towards an early conclusion of agreements currently under negotiation, while taking

the action actions in each treaty/agreement category as identified in the above individual sections.

In view of recent international developments, the possibility of adopting police-level agreements on international cooperation, outside formal treaties and other binding international agreements, needs to be looked at, upon working out what kinds of cooperative relationships need to be built/strengthened and with which countries.

5. Exchange with Overseas Law Enforcement and Security Organizations

The importance for Japan to build cooperative relationships with overseas law enforcement and security organizations has been steadily increasing in recent years, and the NPA has long been working hard to establish and strengthen such relationships by holding joint meetings with overseas police authorities and inviting visitors from overseas law enforcement and security organizations.

(1) Bilateral meetings

In recognition of the great effectiveness of holding bilateral meetings in advancing direct dialog with overseas law enforcement and security organizations, Japan has been actively holding bilateral meetings with China and Russia, taking into consideration the particular necessity of advancing cooperative relationships with certain countries and requests from foreign governments.

A Bilateral meetings between Japanese and Chinese police authorities

The Japan-China Law Enforcement and Security Authority Consultation Meeting has been established between the police authorities of the two countries as a consultative framework aimed at advancing their cooperation in the fight against transnational crime, with a total of three working-level meetings held so far, including the inaugural meeting held in Beijing in December 1999. The NPA has taken part in all the meetings, together with the Ministry of Foreign Affairs, Ministry of Justice, Ministry of Finance, Japan Coast Guard, and other ministries and agencies.

In view of the fact that the number of arrests made of Chinese criminals staying in Japan was on the increase and that the Japan-China Law Enforcement and Security Authority Consultation Meeting had not been held since the third meeting, which took place in July 2002, a consultation meeting between the NPA and the Chinese Ministry of Public Security was organized in Tokyo in November 2004. At the meeting, active working-level discussions took place between the Chinese delegation headed by the Deputy Director of the Bureau of Foreign Affairs, Ministry of Public Security, and the Japanese delegation led by the Deputy Director-General for Policy Evaluation of the NPA. The topics covered encompass, among other things, the speeding up of information exchange on crimes that cross borders between Japan and China, including crimes committed by Chinese nationals staying in Japan, and pursuit of active mutual assistance in investigation and joint crackdowns.

In January 2005, the Chairman of the National Public Safety Commission visited China and had talks with the Chinese Minister of Public Security.

B Bilateral meetings between Japanese and Russian police authorities

In 1997, the Japan-Russia Law Enforcement and Security Authority Meeting was established to provide a framework for discussion on bilateral law enforcement and security issues, centering on trafficking in drugs, firearms, motor vehicles and fisheries products, between the law enforcement and security authorities of the two countries. To date, a total of four meetings have been held, and the NPA took part in all of them, together with the Ministry of Foreign Affairs, Ministry of Finance, Japan Coast Guard, and other ministries and agencies.

Meanwhile, as the NPA and the Russian Ministry of Interior (Far Eastern Federal District Bureau of Interior) agreed on the need to consult with each other on bilateral issues, particularly law enforcement and security problems in the Far East, a working-level meeting was held between the two parties in December 2004 in Khabarovsk. At the meeting, a frank exchange of views took place between law enforcement and security personnel from the two sides over trafficking in drugs, firearms, motor vehicles and fisheries products in the Far East and cooperation and mutual assistance in investigations of such crimes. Upon identifying each others' issues, working-level personnel from the two sides went over the scope and content of feasible control/prevention measures as part of the discussions.

(2) Provision of assistance

The number of requests for the provision of assistance to visitors made by overseas law enforcement and security organizations to the NPA through JICA, the Ministry of Foreign Affairs, Japan's diplomatic missions abroad, foreign embassies in Japan, etc. has been increasing. In these cases, the NPA holds a debriefing session on courtesy calls to the Commissioner-General of the NPA and others, study tours of police-related facilities in Japan, and Japanese police organizations and activities in an effort to make the most of such occasions in strengthening its cooperative relationships with overseas law enforcement and security organizations (see Accompanying Table 3).

A Provision of assistance to top officials

Talks between a top official from an overseas law enforcement and security organization and his/her Japanese counterpart, such as the Commissioner-General of the NPA, have the potential to dramatically speed up mutual understanding and sharing of views, and this, in fact, often turns out to be the case, with such talks proving very effective in strengthening mutual ties.

From this point of view, the NPA has been actively welcoming top officials from overseas law enforcement and security organizations from around the world and setting meetings with the Commissioner-General of the NPA and others.

In 2004, assistance was provided for a total of 12 visits to the NPA made by top officials from various countries, starting with the Afghan Education Minister, who had talks with the Commissioner-General of the NPA in March, and this led to a series of very fruitful top-level meetings (see Accompanying Table 3(1)).

For example, when the Vice-Minister of Interior of the United Arab Emirates (UAE) arrived in April 2004, mutual exchange through the education and training of police officers was proposed during his meeting with the Commissioner-General of the NPA, and this resulted in an agreement to have a former Japanese police official travel to the UAE and give lectures on the Japanese police system, Japan's efforts to prevent and control various crimes, and other topics by the end of the year. In addition, plans are being worked out for a visit to Japan by UAE police officers.

Similarly, when the Director of the US Federal Bureau of Investigation (FBI) arrived in April 2004, close personal ties were cultivated through meetings with the Chairman of the National Public Safety Commission and the Commissioner-General of the NPA. Those meetings also proved to be very fruitful in practical terms as views were exchanged on various issues and future directions of cooperation.

B Provision of assistance to working-level personnel

As well as visits by top officials from overseas law enforcement and security organizations, working-level exchange plays an important role in building cooperative relationships with those organizations, and the NPA provides various forms of assistance during visits by working-level personnel.

In 2004, the NPA provided assistance for a total of 142 visits made by overseas law enforcement and security organizations (including top officials), up 33 from the previous year. Through those visits, 1021 visitors, up 190 from the previous year, were received from 86 countries/territories (see Accompanying Table 3(2)).

Of these visitors, a vast majority, 805 or 79% of the total, were from Asia, followed by the Middle and Near East (64 or 6%), and Europe (49 or 5%) (see Accompanying Table 3(3)).

In recent years, the number of visitors from China, Thailand, Indonesia, Viet Nam, Singapore and other countries has been increasing rapidly, and this indicates that there is a heightened mutual desire to strengthen cooperative relationships between the NPA and Asian countries' law enforcement and security organizations.

(3) Future directions and issues

To effectively deal with increasingly serious and sophisticated transnational crimes, it is extremely important to further strengthen cooperative relationships with overseas law enforcement and security organizations.

Regarding bilateral meetings with overseas law enforcement and security organizations, there is a need to work towards developing substantive (workable and sustainable) cooperative relationships according to need, upon working out what kinds of cooperative relationships need to be built/strengthened and with which countries, as well as accurately assessing the international crime situation confronting Japan.

Applying to both bilateral meetings and provision of assistance, there is a need to accommodate the requests of our overseas partners as best as possible, taking into consideration the treatment that Japanese police personnel receive in other countries (for example, in some countries, a visiting Japanese top official is accompanied by an official in a comparable position in the country concerned throughout his/her itinerary).

It is important that the NPA continue to seek close ties with overseas law enforcement and security organizations through various exchange activities upon securing the necessary personnel and hosting infrastructure.

Accompanying Table 3 Assistance Provision Record for 2004

(1) Major Recipients of Assistance

- 1) Afghan Education Minister (courtesy call to Commissioner-General of NPA) 3/5
- 2) Chinese Minister of Justice (courtesy call to Commissioner-General of NPA) 4/12
- 3) UAE Vice-Minister of Interior (courtesy call to Commissioner-General of NPA) 4/16
- 4) Director of US Federal Bureau of Investigation (FBI) (courtesy calls to Minister and luncheon hosted by Commissioner-General of NPA) 4/23
- 5) Director of Israeli National Police (courtesy call to Commissioner-General of NPA) 5/13
- 6) Indonesian National Police Adviser (courtesy calls to Minister and Commissioner-General of NPA) 7/20, 7/21
- 7) Subsecretary of Chilean Carabineros (Uniformed National Police) (courtesy call to Commissioner-General of NPA) 10/8
- 8) Director of Singapore Police Force (courtesy call to Commissioner-General of NPA) 10/27
- 9) Chief of Bali Provincial Police, Indonesia (courtesy call to Commissioner-General of NPA) 11/2
- 10) Senior Instructor at Indonesian National Police Command and Staff Academy (courtesy call to Deputy Commissioner-General of NPA) 11/22
- 11) Indonesian National Police Deputy Director for Personnel Affairs (courtesy call to Deputy Commissioner-General of NPA) 11/25
- 12) German Minister of Interior (courtesy call to Minister) 12/9

(2) Number of Assistance Cases and Recipients of Assistance

	Number of cases (net change from previous year)	Number of recipients (net change from previous year)	Number of countries/territories
2004	142 (+33)	1,021 (+190)	86
2003	109 (-41)	831 (-128)	103
2002	150 (+26)	959 (+243)	99

(3) Breakdown of Recipients of Assistance by Region

Region	2004	%	2003	%	2002	%
Asia	805	78.8	523	63.0	681	71.0
Europe	49	4.8	140	16.8	111	11.6
Latin America	29	2.8	56	6.7	63	6.5
Oceania	14	1.4	41	4.9	17	1.8
Africa	47	4.6	37	4.5	44	4.6
Middle and Near East	64	6.3	31	3.7	18	1.9
North America	13	1.3	3	0.4	25	2.6
Total	1,021		831		959	

(Reference: Breakdown of Asian Recipients by Country/Territory)

	Country/territory	2004	2003	2002
1	China	216	82	217
2	Thailand	161	18	41
3	South Korea	125	152	154
4	Indonesian	90	56	58
5	Taiwan	38	30	39
6	Philippines	32	38	31
7	Viet Nam	30	15	26
8	Singapore	22	8	17
9	Cambodia	14	7	17
10	Pakistan	13	8	13
11	Other		67	95
Total		805	523	681

(Reference: Monthly Breakdown of Assistance Cases and Recipients)

Year	Category	Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	Total
2004	Number of cases	7	17	18	10	7	8	10	3	9	23	20	10	142
	Number of recipients	66	67	122	50	22	64	101	52	69	188	189	31	1,021
2003	Number of cases	8	15	12	5	3	7	7	2	8	19	15	8	109
	Number of recipients	93	99	131	19	23	78	32	32	55	121	88	60	831
2002	Number of cases	7	12	22	9	7	14	6	7	13	18	22	13	150
	Number of recipients	23	134	95	93	34	113	44	47	56	146	103	71	959